



National Circular Economy Programme 2025



- Reduce of footprint up to 90%
- Creates a large number of job positions, requiring skilled personnel
- Almost unlimited funds available from the EU
- Applicable in existing and new builds
- Most simple step to make maritime industry sustainable in the short term

Maritime Remanufacturing Network

Preface

The economic perspective

When I look to the future of the Dutch economy, it is clear that it needs to be cleaner, smarter and more efficient. We are not a low-wage country, nor a country of mass production and we do not have rich resources in our soils. What we are is ingenious, knowledge-oriented and efficient. We excel when it comes to recycling, reusing and making new products from residues. When I visit companies, this is something I regularly see in practice.

These national characteristics are growing in importance. The Dutch economy operates in a geopolitical landscape that is changing at a rapid pace. Critical raw materials are essential for our economy and security. For many of these raw materials, our country is reliant on countries outside Europe. This is a cause for concern.

This is why I consider the circular economy to be an absolute necessity, both economically and geopolitically. By focusing more on innovation and clean alternatives and being more economical with raw materials, we can strengthen our competitiveness and reduce our reliance on other countries.

Am I suggesting that the interests of ecology no longer matter? That the circular economy is not crucial for a cleaner environment, for biodiversity and climate change? No – that remains the case – but there is something else as well. We will not only need to look at the circular economy from an ecological perspective, but also from an economic one if we are truly to seize the opportunities.

What we need to do is becoming increasingly clear but we can only determine how in consultation with businesses and sectors themselves. They have a practical understanding of what is needed to create a market, to upscale and to earn a healthy living. In the period ahead, I intend to focus hard on this with all the parties involved. Both nationally and internationally, because a level European playing field is an absolute prerequisite.

Part of this must involve realistic and achievable objectives. With three years' experience of the National Circular Economy Programme, we now have a better understanding of what works and what doesn't. Our targets and methods have been adjusted as a result. I am delighted that this first update of the national programme is now complete. With a new perspective, new targets and new ambitions, we are setting to work building the future of the Dutch economy. I just can't wait!



Thierry Aartsen
State Secretary for Public Transport and the Environment

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Summary

The geopolitical landscape is changing at a rapid pace. Raw materials are becoming scarcer, and the competitiveness of Dutch and European industry is under pressure. It is essential to have access to raw materials. Dutch or European competitiveness must be based on this and not on cheap labour or the extraction of primary raw materials. In this context, our outlook is one of a competitive, innovative, circular economy. That kind of economy enables us to preserve our prosperity, well-being and economic growth more effectively than ever. We are reducing our reliance on primary raw materials from countries outside Europe. This will result in strategic independence, innovation, ample business opportunities, cost savings, expertise and sustainable prosperity for the Netherlands. It is the perfect fit for the Netherlands as an innovative and knowledge-intensive trading country.

National Circular Economy Programme update

In 2023, the Netherlands published its National Circular Economy Programme (Nationaal Programma Circulaire Economie, NPCE) in order to accelerate the transition to the circular economy by setting out a large number of measures. This is the first update of this programme. The update has been based on some key principles:

Working together on a future-proof earning capacity

- ▶ The main focus of businesses is on marketing their products and profitability. Circular business operations must therefore be able to compete on price and quality, and circular businesses must be enabled to do this.
- ▶ The involvement of the business community lies at the core of circularity and competitiveness. Businesses will be the co-owners of the targets and help to decide how we achieve goals.
- ▶ For this purpose, we will engage in conversation with the business community and other stakeholders, such as other government authorities and civil-society organisations. This will be organised by means of a value-chain roundtable for each product group.

Opting for what works

- ▶ We prefer to take measures at EU level, such as the Circular Economy Act (CEA), because this has a greater impact and creates a level playing field for businesses. It also prevents unfair competition from countries with lower environmental standards. We will therefore also bring in Dutch knowledge of circularity at a European level.
- ▶ We are committed to policy that focuses on eradicating obstacles, creating a level playing field and incentivising businesses that are making a circular impact. This is not just about the most eye-catching innovations nor is it limited to technological innovation, but it actually also involves innovations in the funding provided by financial institutions.
- ▶ The focus is on economic models that are profitable and self-sustaining and not on systematic dependency on government funding. On the one hand, this means temporary support for companies in the initial phase. On the other hand, demand for circular products has to be increased.
- ▶ This will require sharp-eyed policy choices by government: not only central government, but also municipalities, provinces and water authorities will have an important role to play. For this purpose, we are strengthening collaboration between government authorities by means of the Central Government-Regional Alliance (Krachtenbundeling Rijk-Regio).

Providing space for results

- ▶ Companies and civil-society organisations that improve their sustainability will be valued, even if their solution is not completely circular or perfect. Policy choices will need to allow space for incremental improvements, without losing sight of the ultimate aim and preventing lock-ins.
- ▶ We will make it easier for consumers to make the right choices. Not by convincing them of the benefit, but simply by being the best and logical option for them.

The experiences gained over recent years have enabled us to make the targets more concrete and make the necessary adjustments to the measures we propose. This will further improve our effectiveness in working towards a circular economy as we continue to pursue our charted course.

New targets

Since 2016, the ambition for a circular economy has been formulated as follows: the Netherlands will be completely circular by 2050 and the use of primary abiotic and critical raw materials will have declined by 50% by 2030. This commitment to halving the use of raw materials has had a motivating impact. Experience gained over recent years has now made it possible to focus this ambition more effectively on what it aims to achieve. Three new targets have been formulated for the short term, focused on retaining materials in the economy, replacing primary raw materials with sustainable biobased materials and secondary materials, and saving raw materials. These targets for 2035 replace the existing target to halve the use of primary abiotic materials by 2030. The targets for 2035 have been converted into interim targets for 2030.

The power of the circular economy

The power of the circular economy lies in its contribution to overarching societal challenges: first and foremost, to improving the security of supply of raw materials and to a cleaner (living) environment. A circular economy will create a future-proof earning capacity and contribute to combating climate change and the restoration of biodiversity.

We are increasingly seeing examples of this in practice. From people, civil-society organisations and companies that are applying circular solutions and experiencing the benefits. These experiences have shown that circular operations are not something of the future, but are already contributing to an economy that works better for many people. You can read about some of these examples in the [NPCE e-magazine](#).



Part A | Main themes and key principles

1 The need for a circular economy



1.1 The need for a circular economy

The geopolitical landscape is changing at a rapid pace. Raw materials are becoming scarcer and the competitiveness of Dutch and European industry is under pressure. It is patently obvious that access to raw materials is essential. Dutch or European competitiveness will need to be based on this and not on cheap labour or the extraction of primary raw materials.

In this context, our outlook is logically one of a competitive, innovative, circular economy. That is the kind of economy that will enable us to preserve our prosperity, well-being and economic growth. We are reducing its reliance on primary raw materials from countries outside Europe. This will result in strategic independence, innovation, ample business opportunities, cost savings, expertise and sustainable prosperity for the Netherlands. It is the perfect fit for the Netherlands as an innovative and knowledge-intensive trading country.

Put simply, the power of the circular economy lies in the contribution it makes to overarching societal challenges. A circular economy will ensure improved security of supply of raw materials, a future-proof earning capacity and contribute to a cleaner (living) environment, combating climate change and restoring biodiversity.

The value chains for raw materials and products transcend national borders. This is why international cooperation will be key to a circular Netherlands by 2050. For Dutch companies, circular business operations offer the prospect of improved opportunities on the global market. We intend to maintain our standards of prosperity and well-being without depleting the planet's resources. According to the International Resource Panel¹, it is not necessary to continually ramp up the consumption of raw materials in order to achieve economic growth. We need to find smart ways to produce and consume using fewer or different raw materials. For example by means of efficiency improvements, technological innovations and changes in patterns of consumption. In this, it is up to government authorities to curb the negative external effects caused by economic activity as much as possible. This increases prosperity and improves the business case for companies with a future-proof business model.

¹ [Global Resources Outlook 2024 | Resource Panel](#)

What is a circular economy?

In a circular economy, we take a smart and economical approach to products and raw materials. We repeatedly reuse products. When they are broken, we repair them. When that becomes no longer possible, we make new products from the constituent materials. By arranging these processes in this way, prosperity and employment can be maintained. In a circular economy, we will achieve the same economic results and level of prosperity while significantly reducing wastefulness, environmental damage and waste.

Figure 1: From a linear economy to a circular economy



The Netherlands Environmental Assessment Agency (PBL) recently calculated that the costs of environmental pollution in the Netherlands amount to €46 billion per year, or 4.6% of the gross domestic product (GDP)².

For **businesses**, circular business operations represent a strategic opportunity: reducing reliance on scarce resources, resulting in greater control of (environmental damage) costs and improved security of supply. The route towards circular business operations is not always straightforward: change creates friction, sometimes comes at a cost and requires perseverance – especially for the frontrunners. One thing is crucial: there will need to be an underlying business model that works, since upscaling will otherwise not happen. If that proves successful, circular business operations will open the way to expertise, improved customer value and attractive employer branding. Talented young people are increasingly opting for companies that have meaning. Circular business operations are therefore not only a sensible choice, but the smartest thing to do in a world of unpredictability.

For the **public**, circular products can save money, deliver convenience because there is less need for replacement and incentivise new forms of collective initiatives. Examples of circular choices include more efficient purchasing, sharing products, longer use and repair – this maximises the value of raw materials and reduce wastage. It is important that these choices become easier to make and that circular products are achievable and affordable for everyone.

A future-proof and resilient economy requires a healthy living environment. One of the key arguments for applying circularity within economic processes is the resulting impact on the environment and on economic processes. Essentially, the economy is completely reliant on natural systems and resources. If raw materials are exhausted or become too expensive as result of scarcity or loss of quality, production can grind to a halt or become extremely expensive. Moreover, ecosystems deliver services that the economy uses at no cost and on which humanity relies. Examples of this include crop pollination, climate regulation and clean water. People also make use of nature, such as forests and lakes, for recreation purposes. If these ecosystems are disrupted by pollution or overexploitation, the losses will need to be replaced artificially at high cost. In many cases this is impossible.

² PBL: [Actualiserings monetaire milieuschade](#) (2025)

The power of the circular economy is already evident from what businesses, civil-society organisations, families and local authorities are now demonstrating in practice. Businesses are expanding their markets by hiring out products and attracting new loyal customers. Civil-society organisations can build bridges between parties and create public support. Families save money and gain added convenience by using things more smartly. Municipalities are recognising that circular hubs not only bring about environmental benefits, but also create business. These are not exceptional cases, but examples of how the circular economy creates new opportunities and enhances our prosperity.



The Municipality of Hilversum helps households in energy poverty by providing free curtains. A local sewing workshop provides made-to-measure curtains using leftover materials. The Circular Curtains Project is now rapidly spreading across the region and the rest of the Netherlands. 🗨️ You can read more about it in the [e-zine](#).

As part of the National Circular Economy Programme, we are working towards a circular economy via four strategies:

- **High-grade processing** of waste into high-grade raw materials that can be reused
- **Substitution** of finite/scarce primary raw materials with secondary raw materials, sustainable biobased raw materials and less scarce raw materials with lower environmental impact
- **Lifespan extension** of products
- **More efficient use of raw materials** for products and economic activities

► High-grade processing

Recycling and processing raw materials and materials from waste into high-grade raw materials that can be reused.

Examples:

- Processing old plastic PET bottles into new (PET) bottles.
- Grinding concrete into concrete granulate and reusing it in new building products.
- Converting organic waste into compost.

High-grade processing attempts to close the loop with minimum possible quality loss while minimising waste incineration and the landfilling of recyclable waste.

► Substitution

Finite primary materials are replaced by secondary raw materials, sustainable raw materials or by more generally available raw materials with lower environmental impact.

Examples:

- Substituting fossil-based insulation materials for buildings with insulation materials made from flax or elephant grass.
- Plastic packaging made from secondary raw materials.
- Using biobased raw materials to manufacture products in the chemical industry.
- Substituting critical metals with other materials with similar properties

The aim of substitution is to bring about a shift from the use of primary, non-renewable raw materials to renewable and recycled materials. There are opportunities here to learn lessons from historical material flows that can also be used in the future. Hierbij kan geleerd worden van historische materiaalstromen die ook in de toekomst bruikbaar zijn.

► Lifespan extension

This involves extending the use of what we already have, for example by reusing, repairing and refurbishing.

Examples:

- The buying and selling of clothing and furniture via second-hand shops and platforms.
- Passing on products that you no longer use to a friend or family member.
- Repairers who repair equipment as a service.
- Companies that extract materials from waste equipment and take what is usable for new production.

► More efficient use of raw materials

This strategy concerns the efficient and innovative handling of the raw materials that we use. For example, by sharing products with others or by using fewer raw materials in the production process.

Examples:

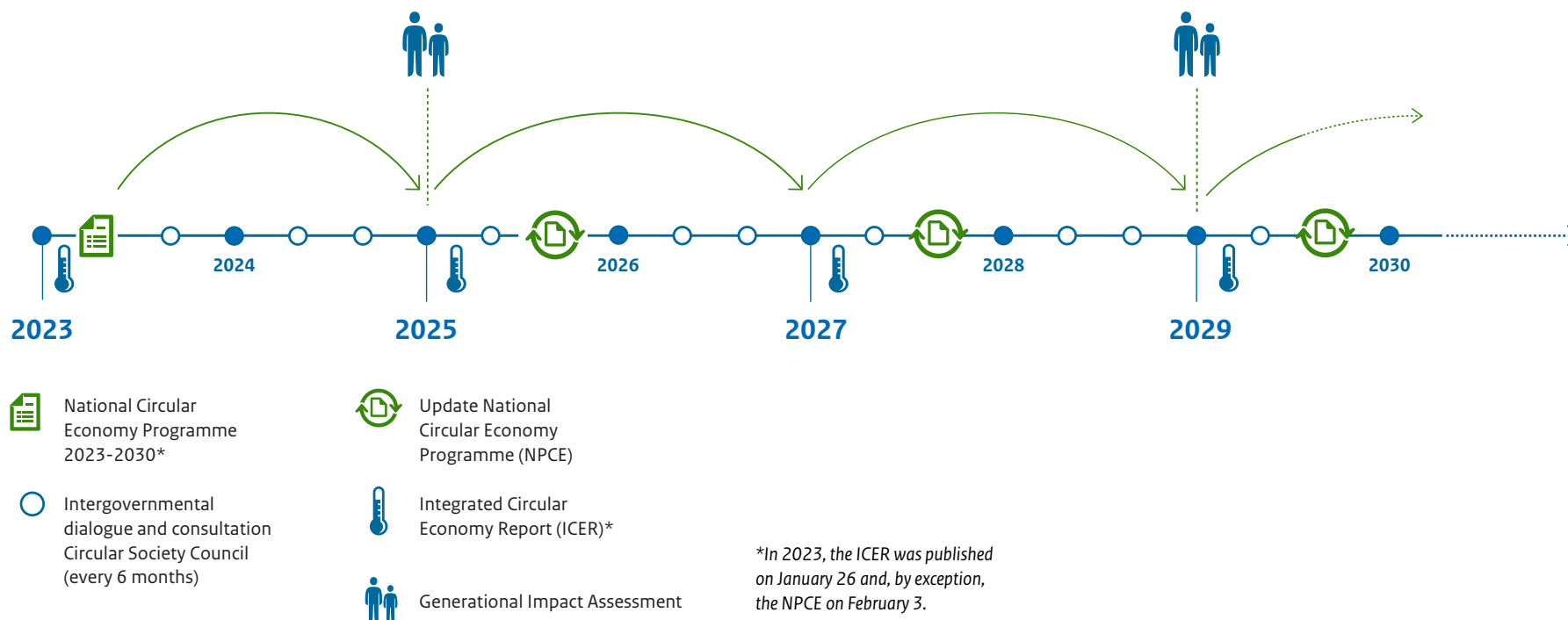
- According to the 'product as a service' concept, you do not pay to own the product, but to use it, such as a bicycle subscription or printer service that includes maintenance and replacement.
- Platform-based companies that make things available that can be used by several people, such as shared cars that you can use by means of a subscription.
- Companies that reduce material wastage by implementing resource-efficient technologies within the production process.
- Companies that adapt their packaging in order to minimise the use of materials.

1.2 The National Circular Economy Programme update

The National Circular Economy Programme (Nationaal Programma Circulaire Economie, NPCE 2023-2030) was published in 2023. Its objective: for the Netherlands to be completely circular by 2050. The programme contains targets for accelerating the transition to a circular economy together with a large number of measures, many of them targeting specific product groups. Progress in achieving the measures is being monitored by means of an [online tool](#). Most of the measures outlined in NPCE are continuing, many are still in the implementation phase, but an update is required in numerous areas.

The programme is updated every two years. This document is the result of the first update. Insights, experiences and developments have resulted in more specific (policy) targets, an enhanced governance structure and improvements to some of the measures. The programme structure will be further developed in the years ahead. This will enable us to apply the right instruments and measures in an effective way in order to achieve the targets.

Figure 2: Policy Cycle National Circular Economy Programme



1.3 Development and status

The NPCE was developed thanks to the involvement of numerous stakeholders. Enrichment sessions have been held with local and regional authorities. Ten stakeholder sessions were devoted to more concrete national targets. There was also an opportunity to contribute ideas on an improved narrative concerning the circular economy and other substantive issues. Companies took part in a webinar devoted to the development of this update. The parties involved also had an opportunity to respond to draft documents.

With contributions from various organisations, including young people, a Generational Impact Assessment was conducted on a set of measures for lifespan extension and consumer goods. The generational impact assessment is an instrument that evaluates the anticipated impact of government policy on different generations, now and in the future. Going forward, this assessment will be conducted on a four-yearly basis.



1.4 How to use this document

The updated NPCE is made up of three sections:

1) part A, main themes and key principles of the update, 2) part B, progress on policy and additional measures and 3) an E-magazine with examples of circular initiatives and the inspirational people behind them.

Chapter 2 of part A focuses in on the conclusions of the Integrated Circular Economy Report (*Integrale Circulaire Economie Rapportage*, ICER) published by the Netherlands Environmental Assessment Agency (*Planbureau voor de Leefomgeving*, PBL) and the key principles of this NPCE update. Important new additions include more concrete targets and more effective governance, which are covered in Chapter 3. Chapter 4 looks at the circular economy in an international context. Chapter 5 explores the (continued) development of a number of impactful instruments. Chapter 6 focuses on the links between the NPCE and other key challenges and programmes. Finally, Chapter 7 describes the sources of central government funding for the transition to the circular economy.

In part B, Chapter 1 includes general policy measures that are additional to the measures included in the NPCE 2023. Chapter 2 includes a review of policy developments for specific product supply chains and looks forward to the next steps. Chapter 3 highlights several other value chains that are focusing on circular opportunities. Chapter 4 looks at the progress being made on measures that are intended to support the transition.

A tool is available to provide insight into progress on existing measures (NPCE 2023). There are plans to extend this to include the additional measures from this update.

2 Main themes of the updated NPCE



2.1 The Integrated Circular Economy Report

The third Integrated Circular Economy Report (20 February 2025) reveals a number of trends that further emphasise the need for a circular economy and provide additional impetus for accelerating the transition process. For the security of supply of (critical) raw materials, self-reliance is also important.

Integrated Circular Economy Report (ICER) 2025

At the request of the Dutch government, the Netherlands Environmental Assessment Agency (PBL) compiles the Integrated Circular Economy Report (ICER) in collaboration with knowledge institutions every two years. The ICER describes progress in the transition to a circular economy and makes recommendations for improving policy.

In the third ICER, the PBL argues that the Netherlands has not yet reached the acceleration phase of the circular transition and has not yet been successful in significantly reducing its use of raw materials. Although there has been a noticeable decline since the start of the circular economy policy (2016), the question is whether this will continue. The target of reducing the use of minerals, metals and fossil raw materials by half by 2030 appears to be no longer feasible.



According to the PBL, the supply risks affecting most (critical) raw materials have increased in the Netherlands over the last decade. Critical raw materials, as defined by the European Commission, are natural metals and minerals that are vital for the economy and for which there is a supply risk. Currently, the European Commission has designated 34 metals and minerals as critical raw materials.

The Netherlands is increasingly vulnerable because of its strong reliance on imported raw materials and the impact of geopolitical developments. This is increasing the urgency of the transition to a circular economy. Moreover, the way in which we deal with the world's resources – from extraction to production – has significant consequences for the environment and therefore also for the health of people, animals and plants.

According to the PBL, efforts now to accelerate the transition to a circular economy will open up numerous opportunities. The Dutch economy will benefit if successful companies can continue to develop their knowledge and experience of circularity further and also to export it in the longer term. Combining circular principles with the energy transition and housebuilding, for example, will open up opportunities to save on materials and reduce undesirable environmental impacts. This could include reusing critical raw materials in technologies for renewable energy and splitting and vertically extending existing housing as an alternative for newbuild that saves on materials.

In the ICER, the PBL recommends the development of policy aimed at standard-setting and price regulation. According to the PBL, it will be vital to make circular production and consumption the norm in order to accelerate the transition to a circular economy.

The PBL makes the following four recommendations:

1. **Remain committed to ambitious European circular economy policy, in order to realise a level playing field for Dutch businesses.** This particularly applies for new policy in the EU Circular Economy Action Plan, the development of the Right to Repair Directive, and the further implementation of legislation within the Ecodesign Regulation.
2. **Make better use of additional national instruments,** such as Extended Producer Responsibility (EPR) and circular procurement by government authorities. Set dynamic (and increasingly stricter) requirements that go further than just waste collection and recycling, for example.
3. **Focus on the development of policy instruments with significant potential environmental impacts.** These could include a European levy on primary fossil raw materials for plastics and increased circular tendering in soil and civil engineering.
4. **Strengthen the existing governance model for a circular economy** by making clear and binding agreements between ministries, local and regional government authorities, businesses and civil-society organisations on roles, responsibilities and on achieving targets.

The third Integrated Circular Economy Report has helped to provide direction in updating the NPCE. Progress has been made or action announced on all recommendations. There is also an understanding that still more will be needed.

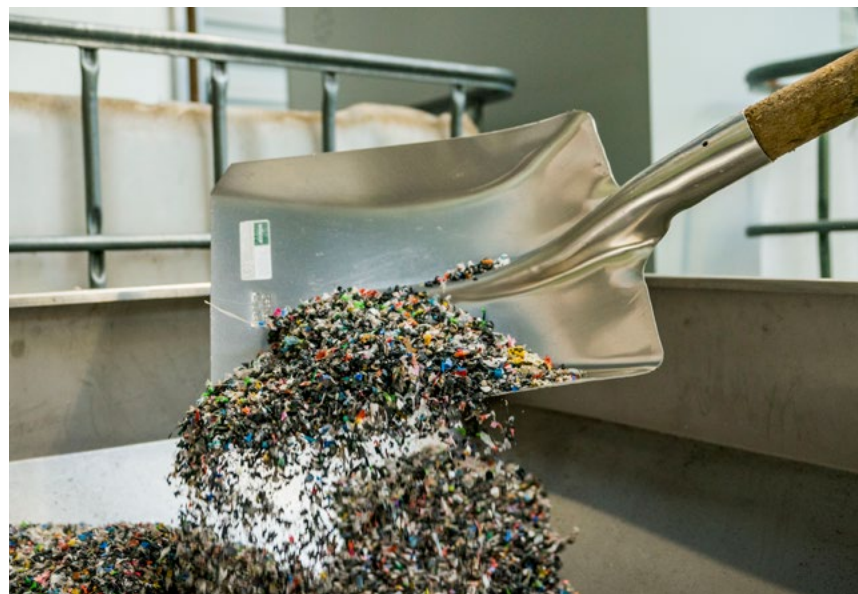
2.2 Key principles in the update

Since the first NPCE was published in February 2023, a range of studies and investigations have been conducted and government authorities, businesses, civil-society organisations and the general public have been engaged in circular activities across the country. The introduction of deposits on plastic bottles and cans has proved successful, EPRs (Extended Producer Responsibility) have been introduced for increasing numbers of product groups, the new Packaging and Packaging Waste Regulation has been approved, and we are seeing the increasing emergence of innovative circular business activities.

Yet the process of transition is still not fast enough (see 2.1). For example, this has been seen in the circular plastics sector, where the lack of a level playing field has resulted in bankruptcies. A circular economy requires a conversion of the existing system from linear production and consumption. We need to make large-scale circular business models possible (at EU level) and ensure they are competitive.

Achieving the ambitions for a circular economy with the limited means available will be a major challenge. There is a gap between what is really needed to be on course for a completely circular economy by 2050 and the impact we expect from the measures in the NPCE. This is despite the fact that making the Netherlands circular is essentially an economic “no-brainer”. A circular economy is like two converging currents: a future-proof economy and ecological protection. There is ground to be gained with a circular economy on both of these fronts.

Circular business operations are the engine for economic growth, jobs, innovation and strategic autonomy because raw materials are in increasingly short supply. A circular economy offers benefits for the climate, for biodiversity, a clean environment and a healthier place to live. For the sake of national resilience, to enable prosperity to grow and transition towards a better and cleaner Netherlands, we are therefore switching to a circular economy.



The aim is to achieve a completely circular economy by 2050. The concrete interim targets are set out in Chapter 3. There is increasing urgency to achieve these because of the geopolitical situation and supply security risks, and negative impacts on the environment, the climate and biodiversity. Yet the resources available are in short supply. This NPCE is the culmination of a quest for impactful, feasible and publicly-supported policies to achieve a circular economy within the constraints of the available resources. In this, we are applying the following key principles:

Working together on a future-proof earning capacity

- ▶ The main focus of businesses is on marketing their products and profitability. Circular business operations must therefore be able to compete on price and quality and circular businesses must be enabled to do this.
- ▶ This is why the involvement of the business community lies at the core of this. Businesses will be the co-owners of the targets and help to decide how we achieve them.

- For this purpose, we will engage in conversation with the business community and other stakeholders, such as other government authorities and civil-society organisations. This will be organised by means of a value-chain roundtable for each product group.

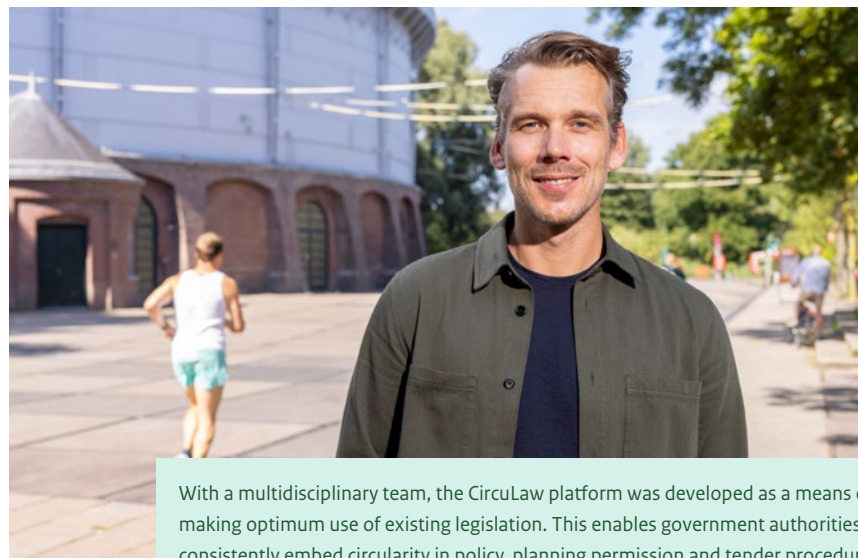
Opting for what works

- We prefer to take measures at EU level, such as the Circular Economy Act (CEA), because this has a bigger impact, creates a level playing field for companies and prevents unfair competition from companies in countries with lower environmental standards. We will therefore also be sharing Dutch knowledge of circularity at a European level.
- We are committed to policy that focuses on eradicating obstacles, creating a level playing field and incentivising businesses that are making a circular impact. This does not just have to be about impressive innovations, nor is it limited to technological innovation, but actually also involves innovations in the funding provided by financial institutions.
- In other words, the focus is on economic models that are profitable and self-sustaining and not on systematic dependency on government funding. On the one hand, this means temporary support for companies in the initial phase. On the other hand, demand for circular products will need to be increased.
- This will require sharp-eyed policy choices by government: not only central government, but also municipalities, provinces and water authorities will have an important role to play. For this purpose, we are strengthening collaboration between government authorities by means of the Central Government-Regional Alliance (Krachtenbundeling Rijk-Regio).

Providing space for results

- Companies and civil-society organisations that improve their sustainability will be valued, even if their solution is not completely circular or perfect. Policy choices will need to allow space for incremental improvements, without losing sight of the ultimate aim and preventing lock-ins.
- We will make it easier for consumers to make the right choices. Not by convincing them of the benefit, but simply by making it the best and logical option for them.

The updated NPCE marks a further step on the road towards the circular economy, but the implementation of this programme will not yet achieve the targets envisaged. In the years ahead, we will go in search of additional possibilities.



With a multidisciplinary team, the CircuLaw platform was developed as a means of making optimum use of existing legislation. This enables government authorities to consistently embed circularity in policy, planning permission and tender procedures. [Read the interview](#) with Arjan Hassing, co-founder of CircuLaw.

3 Concrete targets, new collaboration



The NPCE of 2023 announced that there will be more concrete national targets and that the transition requires a gradual change of governance. In the ICER, the PBL also recommends an improvement to the governance model. This updated NPCE aims to achieve that.

3.1 Concrete national targets

The NPCE of 2023 adopted the targets for a circular economy set out in the government-wide programme Circular Dutch Economy by 2050 (Nederland Circulair in 2050) published in 2016: the Netherlands will be completely circular by 2050 and the use of primary abiotic³ raw materials will have declined by 50% by 2030. Since the NPCE 2023, the explicit ambition has been that the environmental effects of raw material usage must be within the planetary boundaries.

The guiding target of halving the use of primary abiotic raw materials by 2030 has had a mobilising and motivating effect, both in the Netherlands and internationally. At the same time, we have learnt that focusing solely on reducing raw materials provides no guarantees of lower supply risks, reduced reliance on other countries or less impact on the environment. The PBL argues that circular economy policy cannot be based on a single target since raw materials pass through different phases (extraction, processing, use, waste), each of which calls for its own circular strategy. A single target is insufficient and can lead to undesirable effects; only an integrated approach has a potential to effectively improve security of supply and reduce the impact on the environment.

By definition, a transition involves learning as you go, gaining new insights and making adjustments. Thanks to the experience of the last decade, we can now continue the transition to a circular economy in a smarter way. This is being achieved in part by means of three more concrete national targets for the circular economy that are focused on raw materials and also have an impact on security of supply and the reduction of CO₂ emissions and the use of land and water. These targets, which focus on 2035, replace the guiding target of 50% reduction by 2030 and provide companies and local and regional authorities with greater perspective and more guidance. The three targets are

³ Raw materials from non-living sources (minerals, metals and fossils).

interdependent and reinforce each other. We will keep raw materials in the economy by reducing waste and through high quality recycling. This will help reinforce our strengths.

At the same time, we will work to increase the share of sustainable biobased raw materials and secondary raw materials in the total use of raw materials: after all, recycling results in new supply of materials that can replace fossil or primary raw materials. In order to safeguard security of supply and remain within the Earth's carrying capacity in the long term, we will need to reduce the use of raw materials and maximise efficiency. This helps to create space for circular business models.

Our policy is focused on three objectives. These are presented below in broad outline. In the following subchapter, they are examined in more detail.

1. Retain raw materials

Waste is the most visible challenge. By reducing wastage and making more effective use of valuable materials, we can increase efficiency and reduce costs to society. Currently, the main focus of policy measures in the NPCE is on retaining raw materials in the economy. Intervention is easiest downstream of the value chain. The Netherlands' success as one of the leaders in the field of recycling is a testament to that.

2. Substitute raw materials

By making more effective use of waste streams and using sustainable biobased raw materials and secondary raw materials, we reduce our reliance on primary (abiotic) raw materials and improve the resilience of the economy. This also helps to reduce pressure on the environment.

3. Save raw materials

The ultimate aim is to systematically conserve primary and secondary raw materials and use them efficiently. This necessitates innovations in design, production and consumption and delivers the greatest economic and environmental benefits in the long term.

These objectives provide direction for policy instruments, such as legislation, communication, grants and subsidies, etc. Chapter 5 provides an overview of the impactful instruments.

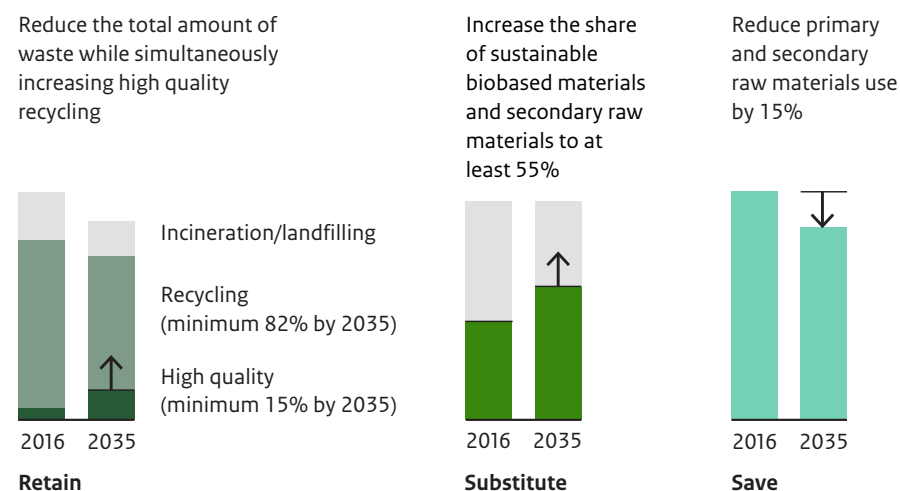


Regulatory instruments should ideally be introduced at European level in order to guarantee a level playing field for companies within the EU. This prevents disruption to the market and increases the competitiveness of Dutch circular companies. In cases where measures are taken at a national level, they should be coordinated as far as possible with European legislation on a level playing field.

New targets

The new targets for 2035 have been based on the four circularity strategies. The scope of the targets has been changed compared to the 2030 target: we are no longer focusing solely on primary abiotic raw materials, but on all raw materials (biotic and abiotic and both primary and secondary), and excluding fossil and biotic energy carriers that are combusted because these are already part of the existing climate policy. In monitoring the progress of the targets, we are keeping a close eye on the supply risks and the impact of environmental risks (CO2 emissions, land use, water use).

Figure 3: New national CE targets for 2035*



* The target for 'retain' relates to the amount of waste in the Netherlands in 2035 and the proportion of this that is subject to (high quality) recycling. The target for 'substitute' relates to the mix of raw materials that we will be using by 2035. The target for 'save' refers to the total use of primary and secondary materials (excluding materials for energy) in the Netherlands in 2035.

Since the new targets for 2035 replace the current 50% reduction target by 2030, these have been translated into interim targets for 2030. By focusing on these interim targets, we are ensuring continued urgent action in the short term. In determining the interim targets, an exponential trend was assumed, which means that the results will primarily be visible after 2030. More details about the development of the (interim) targets, the choices and key principles can be found in the background [web dossier](#).

Target for retaining materials in the economy

By 2035, at least 82% of Dutch waste will be recycled and at least 15% subject to high quality recycling

This target aims to reduce the amount of waste that is incinerated/landfilled. This will be achieved by minimising the production of waste as far as possible, for example by means of circular design, lifespan extension and reuse. Where waste is produced, we intend to recycle it rather than allowing it to be lost to incineration or landfill. In a circular economy, recycle is necessary in order to substitute the primary raw materials currently used. Good quality recycle is essential for this purpose. This is why, as part of the recycling target, a more specific target has been formulated for the high-quality recycling of waste. In the period ahead, we will explore how we can measure and monitor the share of high-quality recycling. In addition, we will also link absolute numbers to this target as well as percentages. Over the next year, we will study these numbers in greater detail and further contextualise them if necessary. This is because it is important to have absolute numbers as well as percentages to enable the intended reduction in waste to be managed and monitored.

Interim target for 2030: by 2030, at least 80% of Dutch waste will be recycled and at least 11% subject to high quality recycling. In the Netherlands, waste production and recycling has been stable for many years. The proportion that we recycle is high compared to other European countries. In 2016, it accounted for 78%. The proportion of high-quality recycling cannot (yet) be measured because the framework is lacking; experts estimate the figure to be around 5-10%.

Target for substituting primary and abiotic raw materials

The share of sustainable biobased raw materials⁴ and secondary raw materials will account for at least 55% of our material use by 2035.

This target aims to help bring about the substitution of primary and abiotic raw materials by sustainable raw materials with minimum possible environmental impact. The target focuses on substitution by secondary raw materials (both biotic and abiotic in nature) or primary biobased raw materials, with secondary taking preference. This target excludes fossil and biotic energy carriers (expressed in terms of DMI: Direct Material Input⁵).

There are some issues with regard to the availability and application of sustainable biobased raw materials. For example, biobased raw materials are currently needed to replace fossil raw materials for renewable energy. This is why special attention will need to be paid when applying this target to the product groups. The Sustainability Framework for Biobased Raw Materials (*Duurzaamheidskader biograndstoffen*) will form the basis for this. When substituting primary raw materials with recycle or biobased raw materials, there is a need to focus on the circularity of subsequent lifecycles.

Interim target for 2030: the share of sustainable biobased raw materials and secondary raw materials will account for at least 50% of our use of materials by 2030. In 2016, the share of biobased raw materials and secondary raw materials was 39%.

4 Biobased raw materials encompass all vegetable or animal material or material of vegetable or animal origin. Biobased raw materials can originate from crops, trees and plants, algae and animal products and waste flows.

5 The Direct Material Input (DMI) refers to the quantities of raw materials, materials and products extracted in and imported to the Netherlands.

Target for saving materials

By 2035, primary and secondary raw materials use will be 15% lower than in 2016

This target relates to two circular strategies, which are ‘more efficient raw material usage’ and ‘lifespan extension’. By also focusing on lifespan extension, for example with reuse (of products and components) repair and product refurbishment, fewer products are needed. The idea is that both strategies will result in reduced use of materials, while retaining prosperity, employment and economic earning capacity.

This target focuses on reducing total primary and secondary raw material usage, excluding fossil and biotic energy carriers that are combusted (expressed as DMI). In this, we are also taking close account of supply risks and environmental risks (CO₂ emissions, land use, water use) as well as the risk of production moving abroad. Achieving this target therefore leads to less reliance on raw materials, reduced exploitation of raw materials worldwide and a lower environmental impact (footprint) for the (production) process.

Interim target for 2030: by 2030, material use will be 6% lower than in 2016.

Dashboard

A dashboard is used to show progress on the targets. The dashboard also charts other indicators for the circular economy, such as the total raw material footprint (RMI: Raw Material Input and RMC: Raw Material Consumption) and the impacts achieved. The dashboard provides insight into the course of the circular transition and facilitates governance.

The dashboard will be expanded in the future. Since the Dutch economy needs to be internationally competitive, safe and healthy, we are working on economic indicators and an indicator for pollution, for example. Other indicators or impacts that appear to be important can be added to the dashboard.

Scope and further development

Ideally, the targets will focus on the total raw material footprint (RMI). However, there are not yet sufficient data to achieve this. For this reason, the objectives 'Retain raw materials' and 'Substitute raw materials' apply to the raw materials that enter the Netherlands and those sourced domestically. This is designated as DMI. This includes all raw materials that actually find their way into products; raw material flows such as fill sand, fossil and biotic energy carriers for combustion, dredging sludge, contaminated soil, radioactive waste and fertilisers are out of scope. The year 2016 was chosen as the baseline year. That was the year when the Government-wide Circular Economy Programme (*Rijksbrede Programma Circulaire Economie*) was published, marking the start of circular economy policy. A three-year average was used (2015-2017) to determine the use of raw materials in 2016 in order to keep fluctuations to a minimum.

The new more concrete national targets and the dashboard mark significant progress. However, further improvements are necessary. For this reason, we intend to explore the following options:

- one or more economic indicators for the dashboard to provide metrics on the extent to which the targets are also contributing to strengthening Dutch business;
- a separate objective for lifespan (this is currently part of 'Save raw materials');
- dividing up 'Substitute raw materials' into sustainable biobased raw materials and secondary materials;
- how we can measure and monitor the share of high quality recycled waste;
- how we can also link absolute numbers in the next year to the objective for retaining raw materials and economy and how high these should be;
- adding an indicator for pollution to the dashboard;
- operationally defining 100% circular in the context of the planetary boundaries at European level.

Use of the targets going forward

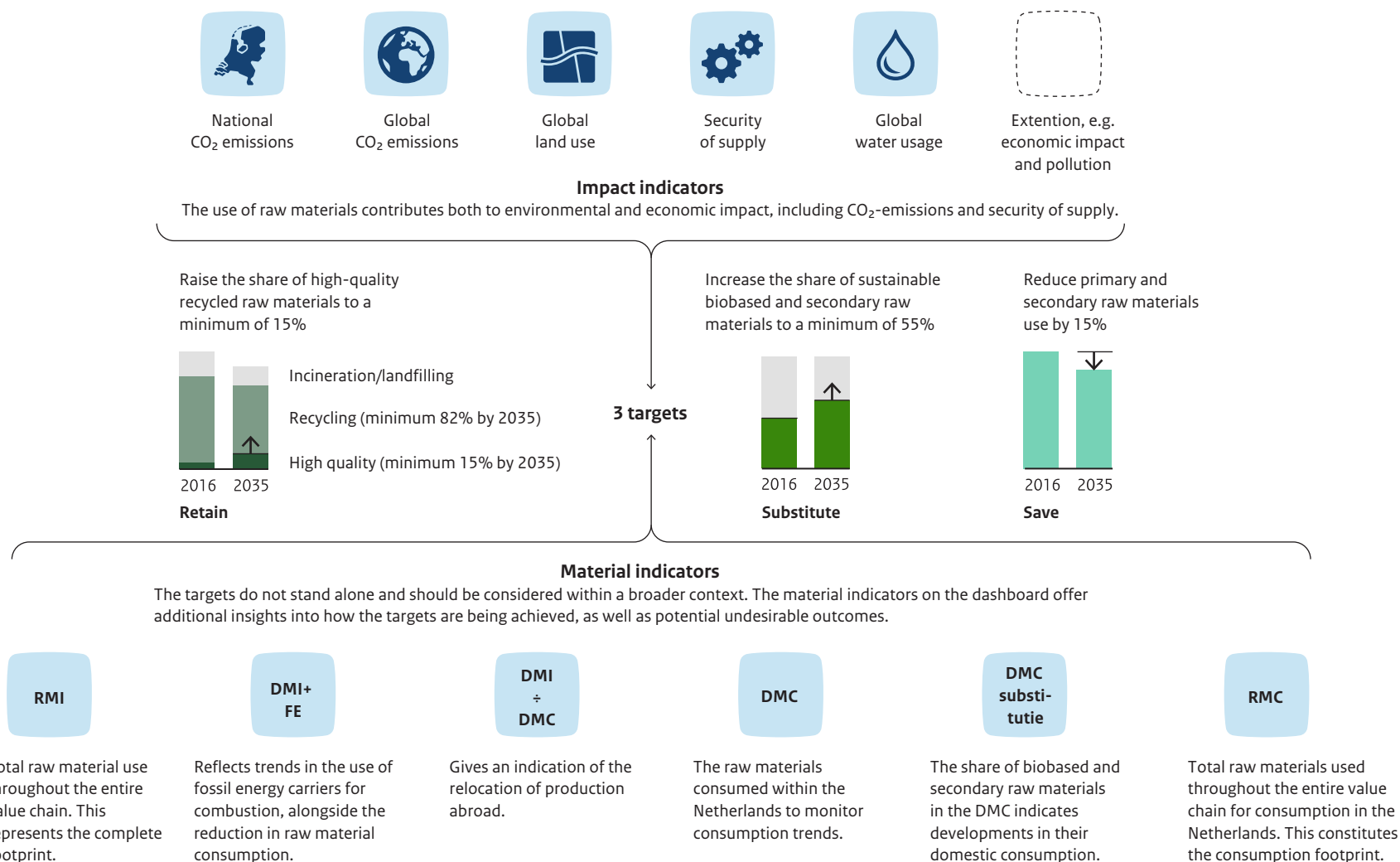
The national targets apply for the whole of the Dutch economy. By identifying the state of the circular economy at the level of national targets and product groups, central government can gain an understanding of where adjustments need to be made to the national transition. The targets aim to guide circular economy policy and serve as a compass for measures and instruments at national level (generic). There is also need to adapt the national targets to apply them to sectors and product groups.



The long-term aim is to formulate similar targets for all product groups to make it possible to monitor progress and the contribution made to the national targets. It will then be up to parties in the sectors to come up with a plan outlining who can contribute to the targets and how (see 3.2).

In achieving these targets, the focus is not solely on percentages. The concrete effects and environmental impact are more important because they enable a targeted approach. The dashboard and indicators formulated can help us in this. In working to achieve the targets, we also aim to contribute to a future-proof economy, which includes maintaining a strong (international) competitive position for Dutch business.

Figure 4: Circular economy targets dashboard



3.2 New stronger governance

For the next phase of the transition to a circular economy, changes have been made to governance as a means of facilitating an effective approach. This is based on the involvement of the business community, local and regional authorities and other stakeholders. The focus of the new governance will be value-chain roundtables for each product group. These will replace the transition teams for construction, consumer goods, plastics and the manufacturing industry. The networks and roadmaps delivered by the transition teams in recent years will form the basis for these value-chain roundtables. Administrative consultations will also be reshaped and will feature a consultation with ministers involved at national level, an official consultation between central government and the region and a new advisory body: Circular Society Council (*Beraad van de Circulaire Samenleving*). The government has also appointed a Special Government Representative for the Circular Economy in order to accelerate the transition to a circular economy.

Value-chain roundtables for each product group

The new value-chain roundtables at product group level⁶ will represent the whole value chain: from raw material supplier and producer to waste collector and recycler. The focus will be on the shared objective of accelerating the transition and securing long-term earning capacity. The national targets provide structure for this. The relevant parties will meet to discuss what further steps will be needed to ensure a product group is circular and resilient and agree who will be responsible for what.

In terms of their scope, the value-chain roundtables will as far as possible follow the existing product groups, which are based on the EPRs, European regulations and directives and policy programmes. Existing networks can (partially) be incorporated within these, in order to prevent too much overlap. The role played by the transition teams will be taken on by the value-chain roundtables or the policy directorate responsible in any department.

The set-up of the value-chain roundtables will vary, depending on the phase in the transition where the product group is. In the case of product groups for which EU targets have already been established and legislation implemented, the focus will be on achieving

⁶ Such as packaging, batteries, furniture, textiles, climate control systems, etc.

these targets. For new product groups with less-developed statutory targets and instruments, there will be systematic efforts to explore what needs to happen. In the circular manufacturing industry, for example, a set of roadmaps will be developed with the businesses, government authorities and knowledge institutions involved. Supervisory authorities will also have an opportunity to share their knowledge and (practical) experience in the value-chain roundtables.

The circular value-chain roundtables will form the basic structure for dialogue with the business community. This has deliberately been configured at product level because of the specific challenges and parties that need to be engaged in the conversation. In some cases, there may be reasons for facilitating discussion between representatives from related product groups. Existing structures already exist in many cases, where central government consults with such sectors as construction or the chemical industry, and these can be used for this purpose.

Specific value-chain projects can be supported and facilitated by means of what we refer to as the 'implementation structure' (such as the Accelerator, KIA-CE and Circonnect).

Thematic roundtables that transcend value chains

Many circular issues specifically concern a particular value chain, but some themes are also relevant within several value chains. Examples of this include funding issues or necessary space. The dialogue about these overarching themes with businesses and organisations can take place by means of thematic roundtables, tailored to suit each topic. In the process, efforts will be made to identify potential links with existing structures⁷ that are undergoing further development.

Sprint cases

Alongside this basic structure, there will still be room for temporary structures. This will offer the flexibility to force through specific breakthroughs by means of what are referred to as the 'sprint cases' (*sprintdossiers*). Sprint cases aim to give a boost to cases that have

⁷ Such as the Circular Finance leading group (*kopgroep circulair financieren*), the KIA CE core group (*kerngroep KIA CE*) or the structures dealing with joint themes such as Spatial Planning and licensing, supervision and enforcement as part of the alliance between central government and the regions.

significant societal benefit or are especially urgent; these will be raised in discussions with companies and other stakeholders. The main subject of a sprint case may be a product value chain or a theme that applies to multiple value chains. The way consultations about a sprint case are configured will be determined on an individual basis.

Once discussions have been completed, subjects relating to temporary structures, such as the circular plastics roundtable, can be included in the basic circular value-chain roundtable structure.

Administrative consultations and Circular Society Council

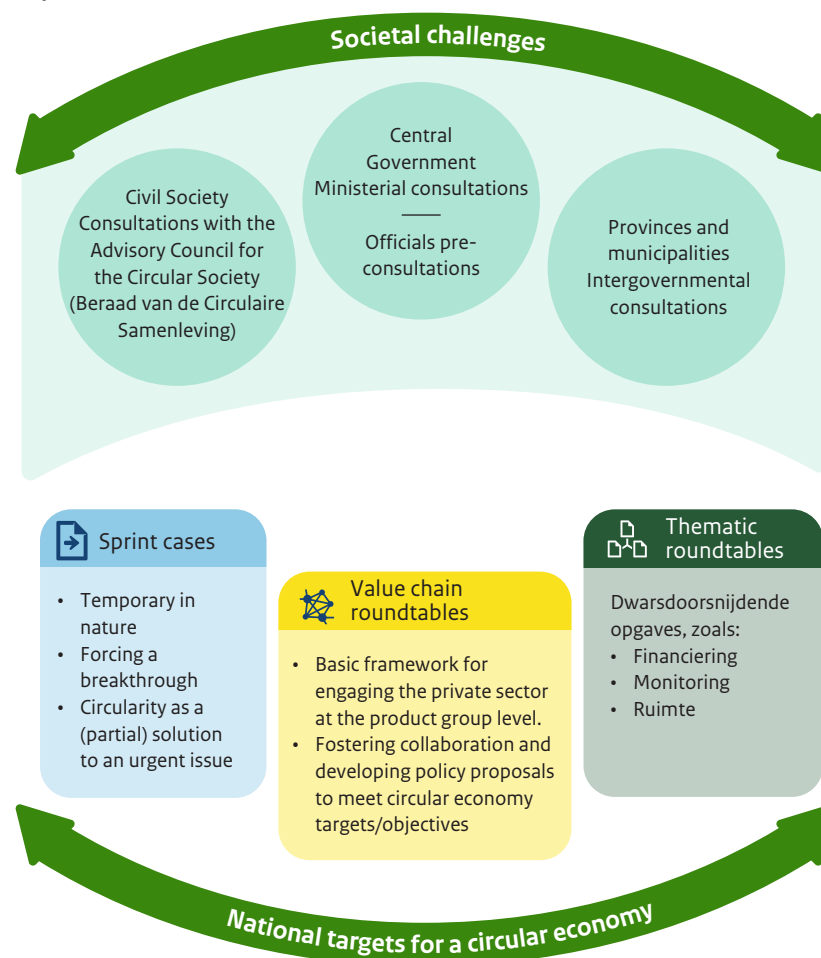
The National Administrative Consultation Platform for the Circular Economy (BO CE) will not be continuing in its current composition. It will be replaced by three new consultative bodies, with a clear distinction between parties with official responsibility (who can make decisions jointly) and the parties from wider society who can improve the quality of decisions by making their perspectives heard.

Issues previously on the agenda of the BO CE will now be discussed in one of the structures listed below:

- Ministerial consultations: as part of this consultation, the responsible ministers and state secretaries will focus on the national targets and measures from the NPCE and will do this jointly but using their own specific instruments. This is because a circular economy ultimately aims to tackle several societal challenges.
- Intergovernmental Consultative Platform (Bestuurlijk Overleg Overheden): in this, officials from the various government authorities will focus on the agreements from the Central Government-Regional Alliance Agreement (Overeenkomst Krachtenbundeling Rijk-Regio, see below) and will take decisions on themes for which responsibility lies with multiple layers of government. Efforts will also be made to liaise with other bodies, such as the National Administrative Consultation Platform for the Economy, Region and Spatial Planning (Bestuurlijk Overleg Economie, Regio en Ruimte).
- Circular Society Council: this new advisory body involving knowledge partners and civil society will be tasked with advising the government. Themes will include progress in the transition, knowledge, public support and feedback from frontrunners and pioneers.

For the first two of the above, the State Secretary for Infrastructure and Water Management will act as coordinating minister for the circular economy. The Circular Society Council is a body that advises the government; the role of central government here is to listen.

Figure 5: Simplified representation of the governance framework for the implementation of the NPCE



Special Government Representative for the Circular Economy



Since 1 July 2024, the Netherlands has a Special Government Representative for the Circular Economy (SRCE): Steven van Eijck. Within the framework of the National Circular Economy Programme, his aim is to contribute to the effective realisation of a circular economy by liaising at national and European level with the business community, civil-society organisations and central government. He provides the Dutch government with solicited and unsolicited reports and advice (e.g. Plastics Roundtable, Nitrogen Advice) and works to advance promising initiatives such as [Repareersimpel.nl](https://repareersimpel.nl). In addition to this general role, the SRCE will also focus on the sprint cases and the Circular Society Council.

In the first few months since his appointment, the SRCE has had 150 meetings aimed at identifying cases in which his role and contribution could prove valuable. He is already working on many of these, including circular healthcare, biobased construction, repair, the mobilisation of circular procurement by government, the use of financial instruments to boost the circular economy and is raising the European distribution issue affecting circular industries.

The SRCE works on his [activities](#) in consultation with the Special Representative for Raw Materials Strategy (SVG), Allard Castelein. The SVG focuses on the security of supply of critical raw materials nationally and internationally. Circular strategies can contribute to this.

Region

It is not only the central government that has circular objectives. Every layer of government has its own ambitions, powers, responsibilities, resources and instruments for advancing the circular economy. Central government can use regulations or grants and subsidies to achieve its objectives whereas provinces, water authorities and municipalities can accelerate the transition at a local level using their own means: for example via covenants, business grants and repair vouchers. They can also engage in their own circular procurement and tendering and incentivise biobased construction in their own projects.

Effective cooperation is essential in applying the instruments of the different government authorities efficiently and effectively for the transition to a circular economy. This is why, on 20 March 2025, central government, the Association of Provincial Authorities (IPO), the Association of Netherlands Municipalities (VNG) and the Union of Dutch Water Authorities (UvW) signed the Circular Economy Central Government-Regional Alliance Agreement (*Krachtenbundeling Rijk-Regio voor de Circulaire Economie*). This includes agreements on encouraging mutual cooperation, the efficient and effective use of the set of instruments jointly available, keeping track of and reflecting on progress at the administrative level and learning lessons on how to improve cooperation in the future. The agreement runs until 31 December 2026. After that, the alliance will be evaluated and a decision made on how to follow up on the agreement.

As part of the agreement, the government authorities are joining forces around the following themes: 1) Spatial planning and circular economy, 2) Circular commissioning and procurement, 3) Licensing, Supervision and Enforcement, 4) Small and Medium-sized companies (SMEs), 5) Knowledge sharing and 6) Value Chains.

To prevent duplication of work, the organisations that are party to the agreement are making use of existing roundtables and consultative structures. This particularly applies to the theme of Spatial planning and circular economy.

By cooperating in sharing knowledge and experience, government authorities can incentivise each other and build on each other's work.



4 Strategy for an international circular economy



The European Commission has developed a strategy that aims to make Europe the first climate-neutral continent by 2050: the European Green Deal. Part of the Green Deal was the EU Circular Economy Action Plan 2020-2024. This has made the EU the frontrunner in regulation in such areas as circular design, reuse and recycling. The Circular Economy Act is also set to be introduced at the end of 2026.

The Netherlands is committed to the transition to a circular economy in Europe and globally. Via European and worldwide consultative bodies, we are attempting to encourage other governments, companies, finance providers and civil-society organisations to join efforts towards the circular transition and work towards achieving a level playing field. This is essential because the Dutch and European economies are closely intertwined with the rest of the world, through trade and investment, etc.

Production and consumption supply chains virtually always stretch across several countries. If these value chains are to become circular, this can only be achieved internationally. In this, Europe faces the challenge of preserving the values deemed important in Europe (such as good quality and safe products, a clean environment and safe working conditions) while also remaining competitive with countries with different regulatory frameworks that are a key factor in enabling them to produce more cheaply. The enforcement of European quality standards for raw materials and products at the border has an important role to play in this.

In his advisory report to the [European Commission](#), banker, economist and politician Mario Draghi argues that Europe will benefit from strengthening its competitiveness in part by setting high quality and sustainability requirements for products and raw materials. In order to prevent countries outside the EU considering these requirements to be EU protectionism, it is important, in parallel with this, to engage in dialogue with those countries in order to shape circular strategies that can facilitate the socio-economic development of these countries (reciprocity). This is especially important because demand for products and primary raw materials is set to rise significantly in low and middle-income countries in the years ahead. Effective cooperation on an inclusive transition and achieving broad prosperity both in Europe and beyond will therefore be the key to success.



One example of a unique waste processing company in the Netherlands is Omrin. Last year, the company succeeded in recycling more than 77% of waste.

➔ Read the [interview](#) with John Vernooij, director and Circular Hero 2025.

Interest within Europe in a circular economy is increasing and this is also partly in response to tensions in international trade: a circular economy can reduce undesirable strategic dependencies. The recently presented Clean Industrial Deal should be seen in this context (see below).

The Netherlands is urging for European measures to enable member states to incentivise the circular economy domestically. Examples include product regulations that incentivises production with a high degree of circularity (higher up the 'R-ladder'), policy for sustainable carbon as a substitute for fossil raw materials and the establishment of a European internal market for waste and recycling with harmonisation of end-of-waste criteria. Measures of this kind reflect the European 'the polluter pays' principle set out in the Treaty on the Functioning of the EU.

Clean Industrial Deal and Circular Economy Act

In February 2025, the European Commission presented its Clean Industrial Deal. The Commission hopes that it will catalyse competitiveness and the decarbonisation of European industry. The plan also improves the EU's resilience by creating strategic independence. In the years ahead, the Clean Industrial Deal will be developed into a range of policy packages. Circularity is a priority in this. The European Commission wants the EU to be the circular economy world leader by 2030. In late 2026, the European Commission will publish the Circular Economy Act partly as a means of creating an internal market for high quality recycling and processing. This legislation aims to boost the availability of raw materials and strengthen the economic resilience of European industry. In this, the European Commission also intends to focus on the substitution of fossil raw materials with recycle and biobased raw materials.

Bilateral efforts

The Netherlands is also investing in circular agendas with countries that play an important role in our priority product value chains, such as construction, textiles and plastics. For this purpose, the Netherlands maintains contacts with such countries as China, Indonesia, Turkey, Germany, France, the US (and with states such as California) Brazil, India and African partners (e.g. in relation to raw materials). Public-private partnerships play an important role and we are placing the Dutch circular business community front and centre in this.

The Netherlands also makes use of major international events to strengthen cooperation with industrialised countries and emerging economies. Examples of this include Japan (World Expo in Osaka), South Africa (G20 Presidency) and Brazil (Presidency of the UN climate summit in 2025 and the World Circular Economy Forum 2025).

Global efforts

The Netherlands is committed multilaterally to strengthening a circular economy, achieving climate targets, the international governance of sustainable raw material use and funding for circular value chains. For example we do this at annual meetings of the UN environment programme, the UN climate summits, the Clean Energy Ministerial and the World Circular Economy Forum.

The Netherlands provides support in such areas as the development, promotion and monitoring of the toolbox to help countries integrate circular measures in domestic climate plans (Nationally Determined Contributions/NDCs). In addition, the Netherlands places high priority on continued involvement in the International Resource Panel in order to support scientific knowledge development and science-based policy recommendations at international level.

With the Clean Industrial Deal, the European Commission aims to catalyse competitiveness and the decarbonisation of European industry.

5 Spotlight on impactful instruments



The Netherlands has various instruments at its disposal for incentivising a circular economy. The transition to a circular economy is also a societal challenge: we must ensure that everyone can take part. Only then will we be able to build strong foundations to enable circular strategies to become more effective in our society and culture. For everyone. If we wish to bridge the gap between the frontrunners and the pack, the instruments used need to be more effectively targeted at average society and its day-to-day practices.

This chapter aims to highlight a series of instruments that could have significant impact.

5.1 Circular Materials Plan

The Circular Materials Plan (*Circulair Materialenplan*, CMP) takes effect at the end of 2025 and is the successor to the National Waste Management Plan (*Landelijk Afvalbeheerplan*, LAP). Just like the LAP, the CMP contains assessment frameworks for companies involved in environmentally harmful activities relating to waste materials. The competent authorities, such as municipalities, environmental services and the Human Environment and Transport Inspectorate (ILT) apply these frameworks when awarding licences and permits and making other decisions. The CMP also provides companies, environmental services and the ILT with guidance in applying legislation and regulations to day-to-day practice. The circular economy is shifting its focus further upstream of the value chain: where the decision is made as to whether a product is necessary. If it is, consideration is given to the design, the use of more recycled materials, reparability and recyclability of the product and the business model. Information about this is therefore included in the value-chain plans and various other chapters.

The CMP is a living document. Lessons from practice, changes to the relevant legislative framework and new policy will also lead to further changes after 2025. For example, the government is currently working with the stakeholders involved to speed up the raising of the minimum standard for processing waste materials, in order to facilitate innovative processing technologies. In principle, processing lower down the waste hierarchy⁸ than the minimum standard is not permitted. For example, if the minimum

⁸ The term waste hierarchy is used in the CMP because it is also used in European regulations. The concept is similar to the well-known R-ladder.



standard for a waste material is recycling, it must not be incinerated or disposed of in landfill. In practice, it appears that having the minimum standard in place provides little incentive to do better than the minimum set. While the minimum standard is effective in forcing stragglers to take action, it does little to support the frontrunners. By developing this instrument, we aim to encourage more innovation.

Central government has system responsibility when it comes to assessing the waste status of materials (for more information see [AfvalCirculair](#)). Acting on behalf of IPO, VNG and central government, the Dutch Environmental Service (*Omgevingsdienst-NL*) has taken a significant step by launching the 'Afval of niet' ('Waste or not') knowledge platform. This platform provides advice to the competent authorities in assessing the status of waste. In addition, central government is exploring the feasibility and desirability of a range of options for allocating powers in assessing waste status, with a focus on the wider system of licensing, supervision and enforcement. Central government is also working to improve the level of knowledge in the competent authorities and companies, by compiling and implementing a strategic communication plan. The Netherlands intends to use the European Circular Economy Act as a means of harmonising waste-status assessment within Europe, making it clearer and less ambiguous.

5.2 Dutch Circular Economy Act

Many of the instruments for the circular economy have been included in the Environmental Management Act (*Wet milieubeheer*, Wm). The Wm is still very linear in structure. With the Dutch Circular Economy Act (*Circulaire Economiewet*, CE Act), we are amending the Environmental Management Act to bring it more in line with the concept of circularity. It will now reflect the philosophy and language of the circular economy by adopting an integrated approach to the raw materials value chain rather than by means of separate articles as is currently the case. The CE Act will make it easier to introduce CE instruments that set rules for the whole value chain rather than just part of it. This NPCE is an example of this since it is being legally embedded in the Wm by means of the CE Act.

The change also ensures closer links with the terminology and structure of EU regulations, facilitating implementation. Finally, the readability and usability of the articles is being improved. The CE Act will be open to public consultation in the second half of 2025.

The Dutch CE Act should not be confused with the European Circular Economy Act (CEA). In the Clean Industrial Deal (CID), the European Commission outlined its intention to present a Circular Economy Act in 2026. The aim is for this to contribute to the overarching objective of making the EU the world leader in the circular economy by 2030. One of the aims of the Circular Economy Act will be to strengthen the European internal market for waste for the purpose of recycling. Some targeted revisions are expected to be done, such as the Waste Framework Directive (WFD) or the Waste Electrical and Electronic Equipment Directive (WEEE Directive). This European approach reflects the Dutch strategy in the NPCE. However, the Dutch CE Act should make it easier to implement this European Circular Economy Act and the underlying revisions of it expected.

5.3 Extended Producer Responsibility

Extended Producer Responsibility (ERP)

The Extended Producer Responsibility (ERP) instrument contributes to effective collection and recycling of waste and a level playing field for producers. An ERP means that producers are responsible for collecting and processing the waste from the products that they market. The organisation and costs of processing the waste produced become the responsibility of the party marketing the product, according to the principle 'the polluter pays'. This provides producers with an incentive to reduce costs by designing their products to be easily recyclable and result in less waste. This incentive becomes more effective if the fees payable by producers are modulated in principle: this means that a lower fee is payable for more sustainable products than for less sustainable ones.

ERPs already exist for various product groups: from packaging to textiles and from car tyres to batteries and electronics. The ERPs effectively contribute to more and improved waste collection and processing, such as recycling, but to a lesser extent to the 'higher' circular activities, such as prevention, reuse and repair. The Dutch House of Representatives and stakeholders have also called for investigations into whether the instrument can be focused more on circularity. A process is underway aimed at improving the ERP instrument, by adding 'major maintenance' and continued development.⁹ Improvements include clearer responsibilities for producers and municipalities and parties involved in ERPs, requirements for producer organisations and better enforceability of all parties involved in ERPs by supervisory authorities such as the Human Environment and Transport Inspectorate (ILT) and environmental services. Provisional results and the next steps envisaged will be communicated to the House of Representatives after the summer of 2025.

⁹ Announced in the letter of 16 October 2023, House of Representatives 2023-2024, 32852-268.



Figure 6: Overview of ERPs (Extended Producer Responsibility) for products



5.4 Market incentives

Financial incentives

In the third Integrated Circular Economy Report (ICER), the PBL calls on the Dutch government to apply more standardising and pricing instruments in order to promote the transition to a circular economy. Stakeholders also indicate that better market incentives will be needed to achieve a breakthrough in circular business operations. In the current primarily linear economy, there is often a lack of a level playing field for innovative circular business cases. The negative external effects of many products and services are not priced in, or only to an insufficient extent. In other words: the added value to society of circular business operations is not being sufficiently rewarded. The development and potential application of various business models within the circular economy are being considered.

Since the publication of the NPCE 2023-2030, the government has opted for a package of measures in the waste domain to offset the budgetary loss of not proceeding with the circular plastic levy and to achieve CO2 reduction. In 2029, a separate rate will be introduced for landfilling of waste with exemption. This is higher than the regular waste tax rate in order to prevent inappropriate use of landfilling of waste with exemption. The exemption for the incineration of sewage sludge in waste incineration facilities is also to be abolished. In addition to these two measures to reform waste tax, the redirection of the revenue from the CO2 levy on waste incineration facilities to the Climate Fund is also being abolished. Decisions on the remaining budget are expected to be taken in the 2026 Spring Budget Memorandum (*Voorjaarsnota*).

The budget for the Environmental Investment Allowance Arbitrary (MIA)/Depreciation of Environmental Investments (VAMIL) scheme has already been revised and less budget will be available from the start of 2026. This reduces the tax advantages available to companies active in the circular economy who invest in operational assets.

The government acknowledges the importance of investment security for waste incineration facilities, especially in view of the concerns in the waste sector about the increased burden caused by waste measures. A recently convened Waste Sector Working Group has therefore been asked to come up with a package of agreements that provides

investment security for improving the sustainability of waste incineration. In addition, the government is offering this working group the opportunity to compile a list of options for developing (alternatives for) the generic rates increase in waste tax and the increase in the CO2 levy for waste incineration facilities, within the domain of the waste sector. Decisions on this are expected in the 2026 Spring Budget Memorandum.

Building on the report published in early 2025 on potential financial incentives for the circular economy (*Kansrijke financiële prikkels voor de circulaire economie*), efforts will also be made in the period ahead to find out whether better facilitating measures can be developed and existing instruments adapted to contribute more effectively to the circular economy. In this, the principle ‘the polluter pays’ is an important starting point, while also taking account of the international competitiveness of Dutch companies.

In order to provide effective market incentives for the circular economy, it will be important to take account of the innovative nature of small-scale initiatives and small companies and to have instruments to support that. Standardisation and certification can help companies to improve sustainability and promote transparency for consumers.

The Circular Finance leading group (*kopgroep Circulair Financierien*) will play a central role in promoting funding for the circular economy. The Circular Finance 2030 roadmap will be further fleshed out and prioritised in 2025, with the involvement of the government and the financial sector. An important result achieved in 2023 is a development of the Circular Risk Scorecard, which helps improve understanding of the risks and opportunities involved in circular investments. In 2024, central government and the banks reached agreements on cooperation to accelerate the transition to a circular economy. These agreements were set out in a statement. The parties will develop more concrete measures based on the agreements and discuss progress in a regular administrative consultation. There is growing international interest in how the Netherlands is shaping collaborative ventures with financial institutions and the lessons that can be drawn from this. Discussions with the financial sector would suggest that the most important challenge is creating a level playing field for circular business cases.

Circular procurement

The ICER 2025 highlights the potential of circular procurement. The most significant potential climate effects are expected from circular procurement and tendering in the Soil



The Public Realm Circularity Index (Circulariteitsindex Openbare Ruimte) provides the Municipality of Tilburg with a tool for the circular procurement, management and processing of raw materials in the public realm. ➡ You can read more about it in the [e-zine](#).

and Civil Engineering (GWW) sector. In early 2026, the National Sustainable Public Procurement plan (Nationaal plan Maatschappelijk Verantwoord Inkopen, MVI) 2021-2025 is set to be updated.

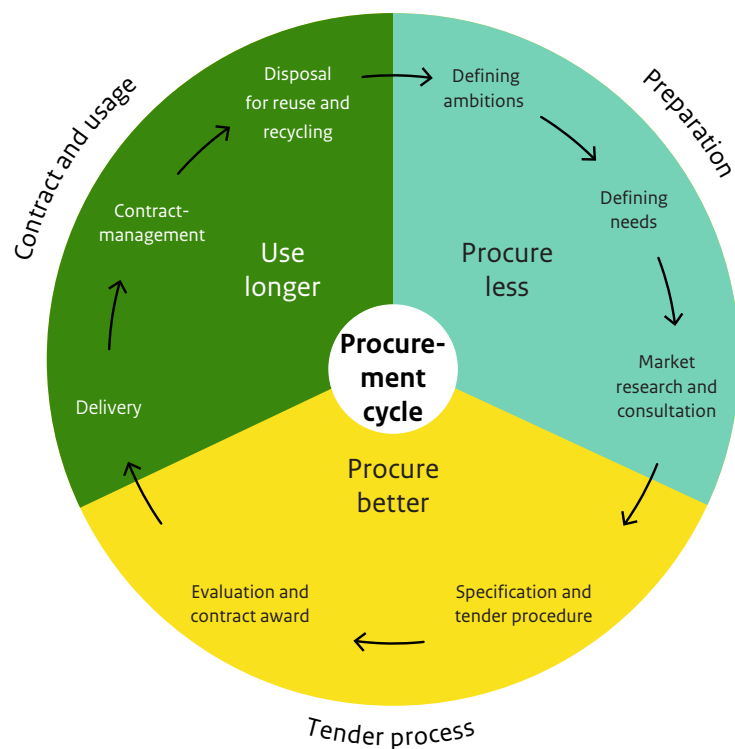
This will include strengthening the ‘sectoral strategy’ action line, linking in with the priority product groups from the NPCE, in order to leverage the purchasing power of government in further accelerating the transition to a circular economy. For example, circular procurement can encourage local reuse of soil materials (such as clay and sand), a key factor in ensuring sufficient land is kept for construction. It can also result in significant savings and boost biodiversity if the biological value of raw materials is preserved. In order to improve the sustainability of global ICT value chains by means of procurement, the Netherlands launched the international Circular and Fair ICT (CFIT) Pact in 2021. Since its establishment, the number of participants has continued to increase and it now covers 14 countries.

By means of the Circular Economy Central Government-Regional Alliance process, Dutch government authorities will join forces in boosting circular procurement and strengthening the exemplary role played by government in this (see 3.2).

Circular procurement is about more than circular tendering and the awarding of contracts. This is why we are committed to systematically embedding circularity in the entire procurement cycle: from ambition setting and design choices to contracting, management and maintenance and disposal for reuse and recycling. This will require internal and external value-chain collaboration, with a focus on the four circularity strategies.

In the upcoming revision of EU tender guidelines, the Netherlands would like to see more space given to circular procurement. However, it is important that these guidelines are also in line with other sector-based EU legislation and regulations and the Circular Economy Act.

Figure 7: Integrating circularity into the procurement cycle



6 Links with other challenges and programmes



Today's major societal challenges require an integrated approach. If they focus jointly on sustainability transitions in a balanced way, they can reinforce each other. The PBL has highlighted the fact that the opportunities for connecting circularity with other challenges remain underused.¹⁰

Working together, the ministries are looking for ways to link circularity to other societal challenges, such as sustainable healthcare, the need for housing or the energy transition. They can use their circularity policies to spark enthusiasm in sectors and mandate them to accelerate action: by intervening in the legislative framework, the fiscal context, providing grants and subsidies, employee skills and effective integration of circular solutions in the limited space available in the Netherlands.

In addition, their own procurement policy also contributes to market creation and increased demand. This in turn leads to circular production and upscaling. As the Netherlands' largest employer, central government can have an important impact by further improving the sustainability of its own operations and making them circular. Concrete results are already being achieved in such areas as office buildings, office furniture, ICT, work clothes and catering. Central government is committed to continuing this movement and aims to set a good example in doing so. In the years ahead, the focus in central government will be on further strengthening, standardising and embedding this transition.

Below are some examples of major challenges and programmes, many of them at both national and regional level, that have overlaps with the circular transition.

Climate and the circular economy

In order to achieve climate neutrality, it is essential to reduce the use of primary (fossil) raw materials in the Dutch economy. The Netherlands has set itself the target of reducing CO₂ emissions by 2 to 4 Mt by 2030 by means of circular measures. Circular policy contributes to the climate challenge: improving the sustainability of production value chains leads to lower CO₂ emissions, both in the Netherlands and across the border. Circular measures can contribute even more to the climate challenge if

additional concrete climate measures can be developed for them.¹¹ In early 2026, the Scientific Climate Council (*Wetenschappelijke Klimaatraad*) will issue an advisory report on effective and appropriate circular climate policy. Based on this, the government will come up with additional measures for the circular transition and the climate challenge.

There is increasing focus on emissions in the production and consumption value chain beyond our national borders. Cleaning up after ourselves simply by shifting emissions to other countries is damaging to the economy and achieves nothing for the climate. The government is exploring how a value-chain emission-reduction target for the European Union could effectively contribute to the climate and raw materials transition. Depending on the result, the government will call for this within the EU context.

Security of supply of (critical) raw materials

The National Raw Materials Strategy (*Nationale Grondstoffenstrategie*) and the European Critical Raw Materials Act (CRMA) both aim to improve the security of supply of critical raw materials and reduce reliance on other countries. The aim is closely aligned to the NPCE, which focuses on a broad-based raw materials transition. One of the effects that the NPCE aims to achieve is to improve the security of supply of raw materials. This is why some of the measures from the CRMA have also been applied in existing policy instruments of the NPCE.

In February 2025, the Netherlands' Materials Observatory (*Nederlands Materialen Observatorium*, NMO) was launched as part of the National Raw Materials Strategy. The NMO aims to more effectively assess and monitor Dutch risks in terms of dependencies on critical raw materials and explore options for action. The findings will also be put to use in providing direction for future raw materials policy and to inform the business community. For the circularity of critical raw materials, the NMO will also liaise closely with the PBL.

¹⁰ www.pbl.nl/publicaties/voortgang-in-de-circulaire-economie

¹¹ www.rijksoverheid.nl/ministeries/ministerie-van-infrastructuur-en-waterstaat/documenten/kamerstukken/2024/02/13/verzamelbrief-circulaire-economie

Sustainable carbon carriers

The focus of the National Energy System Plan (*Nationaal Plan Energiesysteem*, NPE) is on minimising the use of finite fossil carbon carriers (such as natural gas and crude oil) in the lead-up to 2050 and replacing them with sustainable carbon carriers (recyclate), sustainable biobased raw materials and synthetic carbon carriers made from CO₂ and hydrogen. Currently, synthetic carbon carriers are not available to a sufficient extent. This is why, in the period up to and including 2050, sustainable carbon carriers and sustainable biobased raw materials will need to meet a significant proportion of the remaining demand for carbon. Absolute demand for biobased raw materials is set to increase substantially despite more economic use of carbon as a result of switching, where possible, to alternative energy carriers (electricity, hydrogen and heat). Through its development of the NPE and implementation of the Sustainability Framework for Biobased Raw Materials¹², the government is working to achieve a balanced and, as far as possible, high-grade use of sustainable biobased raw materials.

Central government is to establish a National Biobased Raw Materials Strategy, aimed at increasing the availability of biobased raw materials and optimising their use. Work is also being done to develop robust and realistic sustainability requirements and, within the European context, the Netherlands is arguing for the position set out in the Sustainability Framework for Biobased Raw Materials to be applied to the review of the European Bioeconomy Strategy.

As part of the National Energy System Plan, central government is working on an Action Plan on the supply of sustainable carbon carriers in order to upscale supply and safeguard security of supply as far as possible. To ensure security of supply, it will be necessary to actively increase the availability of sustainable carbon carriers. Domestic supply of sustainable carbon carriers will be insufficient to meet expected demand as we head towards 2050. This is why the Action Plan also includes the development of an import strategy.

The chemical industry is one of the demand sectors for sustainable carbon. The Netherlands has a large chemical industry which, with its 45,000 employees, accounted for 16% of all Dutch goods exports in 2023. Many products in our modern life, such as paint, coatings and plastics, originate in the chemical industry and the same also applies

¹² [Kabinetsaanpak Klimaatbeleid | Tweede Kamer der Staten-Generaal](#)



to essential materials for defence, healthcare and energy applications. The sector will have a key role to play in circularity. Products that can no longer be reused or repaired can be returned by means of (advanced) recycling to raw materials that can be used in the chemicals sector to make new products. However, production in the chemical industry is based almost exclusively on fossil raw materials that originate from crude oil or gas. In order to ensure that this large and important industry has a sustainable future, the ministries of Infrastructure and Water Management (I&W) and Climate and Green Growth (KGG) are working on a vision for sustainable carbon in the chemical industry. This vision, outlining the key conditions for and a transition pathway to a climate-neutral chemical industry, is set to be completed after the summer of 2025 and will be followed up by a policy agenda.

For the greenhouse horticultural sector, the use of – preferably sustainable – CO₂ will be essential in ensuring future sustainability. For a climate-neutral and economically viable greenhouse horticulture sector in the Netherlands, up to 2.7 Mt of CO₂ will be needed to replace raw material fossil CO₂ by 2040.

On behalf of the Ministry of Agriculture, Fisheries, Food Security and Nature (LVVN), CE Delft has assessed how demand for and supply of sustainable CO₂ is likely to develop and what opportunities and threats this will involve. The report contains recommendations on potential technological solutions, possible policy measures, innovation, development of sustainable CO₂ certificates and market. In this, account has been taken of the development of policy for carbon removal as well as industry policy. The results have also been factored into the package of enabling conditions developed with the sector. The recommendation by the Scientific Climate Council (WKR) that the negative effect of carbon removal on efforts to reduce emissions should be as little as possible, has also been taken into account. The basic principles set out in the carbon removal roadmap, also of relevance for greenhouse horticulture, are also part of this.

At a European level, the Netherlands is committed to policy for sustainable carbon (based on secondary raw materials, biobased raw materials and CO₂). A wide-ranging European package of measures for creating demand for sustainable carbon, promoting availability and a level playing field, will be essential in order to play a leading role in green chemistry, improve the competitiveness of the Dutch chemical industry and increase our strategic autonomy.

Future-proof use of space

Space will be required for the transition to a circular economy and it will need to be in the right space and have the right characteristics. This includes space for waste collection facilities, product reprocessing, circular craft centres, storage facilities, crops or logistics. Additional steps will be needed in order to keep raw materials in the loop for longer. The greatest progress in switching to circular business operations is happening in existing companies.

The circular transition is also increasing demand at business parks. A study conducted by Stec Groep reveals that circular activities are happening at all types of business parks: they range from innovative environments to sites with a high environmental category (Hoge Milieu Categorie, HMC), and from “dry” sites to water-based locations. The environmental requirements depend significantly on where the activity sits in the value chain and what type of circular activity it is. The demand for business sites in and around cities is on the rise: this is because urban areas and regions are where circular materials and products are most likely to be sourced and sold. Specifically for the five energy-intensive port and industrial clusters, a national forecast for the economy (including the circular economy and



The meadow where the Strijckvartier circular business park is being developed. “The phased allocation of plots gives you an impression of what the market is capable of taking on.”

➔ Read more about it in the [e-zine](#).

raw materials) and energy has been compiled. This provides insight into the need for space (in terms of physical space and the environment) for the five energy-intensive port and industrial clusters by 2030 and 2050. Research shows that there is a shortage of space in four of the five clusters. A series of seven action perspectives has been identified for ensuring that the necessary space will be available in time. Instruments can be linked to each of these action perspectives.

Circular business operations are inextricably linked with the existing economy and also closely related to such developments as digitalisation and the energy transition. Stec concludes that the circular transition will increase demand for space on business parks.

The current business parks available are insufficient – both in terms of quantity and quality – to support the circular transition. By 2030, an increasing number of regions are expected to be hit by a lack of available supply of regular business parks. The shortage of locations with distinctive characteristics, such as access by water and space for high environmental category sites, is particularly striking. All of this means that business parks will need to be protected, used more effectively and strategically expanded. This is in line with the draft Spatial Planning Memorandum and the government strategy in the Spatial Economic Vision (including the energy-intensive industry): there must be sufficient physical economic space and space for the economy must not be allowed to decline. It is also important to consider the space needed and available for (critical) raw materials at national, regional and local level as a whole. This need is the result of (circular) business activity that requires additional space for storage, recycling, repair, initial processing, co-location, return logistics and flexible space for dismantling and replacement.

Central government and the regions are joining forces in order to consider the spatial requirements to ensure that there is sufficient suitable space of the right quality for a circular economy and society (see also 3.2). They are attempting to identify potentially suitable and strategic locations for circular activities. The Spatial Planning Memorandum stipulates that it is important to take the effects of circular activities on a healthy, clean, recognisable and safe living environment into account at an early stage in spatial planning. This will enable us to make conscious choices about what we aim to prevent or accept rather than taking mitigating measures retrospectively. It is about striking a balance between protecting and making use of the living environment. It is also important for central, local and regional government authorities to develop and share knowledge about circular spatial planning.



Circular water technology in the Ultimate Water Plant: making drinking water from purified sewage water.

➔ Read more about it in the [e-zine](#).

Water as a raw material

Water is a valuable raw material that is inextricably linked with energy, food, industry and the living environment. Nature has a natural cycle, making it already circular. The increasing pressure on water availability, water quality and climate adaptation calls for an integrated approach. Adapting a more circular approach to water will mean using, reusing and accessing water flows more smartly, while preserving quality and safety.

In line with the recent [EU Water Resilience Strategy \(WRS\)](#), the Netherlands must aim to develop a Smart Water Economy, in which digital technology, circular use of water and system innovation are combined in order to strengthen water security, economic value creation and ecological resilience.

The broad outlines of current national water policy and the management of national waters and waterways are summarised in the [National Water Programme \(Nationaal Water Programma, NWP\)](#) which is now being updated. In the current NWP, the government set out requirements for good freshwater supplies as part of its ambitions

to achieve a sustainable, climate-neutral and circular economy and a competitive delta. Waste, residues and emissions from all kinds of sectors (industry, agriculture) often place burdens on the water system. A circular economy opens up significant opportunities for improving water quality. Central government intends to make major progress in the intensive treatment of waste water. In the NWP update, attention is being devoted to circular water technology in the industry and the potential for reusing treated urban effluent.

Additionally, the government is working on the Soil, Substrate and Groundwater (Bodem, Ondergrond en Grondwater, BOG) programme as part of the Environment and Planning Act (Omgevingswet). The aim is to achieve healthy, vital, climate-proof soil and sufficient groundwater of good quality leading up to 2030 and 2050. This programme includes a focus on such themes as diffuse and emerging chemicals and more high-grade reuse of soil, as well as safeguarding the availability and quality of groundwater.

There are also circular opportunities for drinking water supplies. By developing and applying alternative sources, such as effluent and salt and brackish water, we can relieve the pressure on the groundwater system. At the same time, protecting drinking water sources and safeguarding public health will be key constraints. Adopting a circular approach to water will strengthen the resilience of both our economy and our living environment.

A future-proof mobility system

In a circular society, transport and mobility will also need to be circular. The transition to smart sustainable mobility involves overlaps with safety, quality of life, health and justice. This is why there needs to be a focus on broad prosperity, both in the here and now, and elsewhere and later. Policy for future-proof mobility should not only be based on financial benefits and costs, but also needs to take account of social, human and natural values and the quantities of raw materials involved. This is explored in some detail in the Ministry of Infrastructure and Water Management's Mobility Vision (Mobiliteitsvisie), the Strategic Knowledge and Innovation Agenda (Strategische Kennis- en Innovatieagenda, SKIA) and in the Future-proof Mobility System Mission (Missie Toekomstbestendig mobiliteitssysteem).

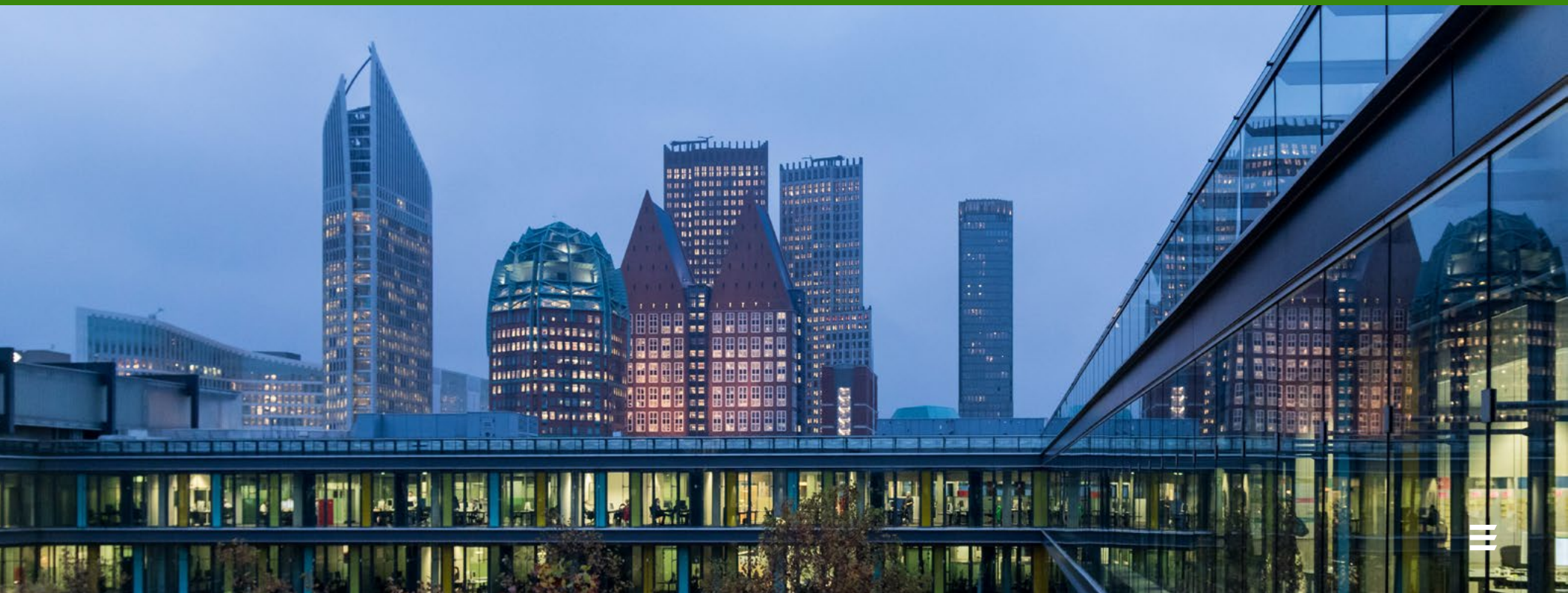
A healthy, clean and safe human living environment

The NPCE makes an important contribution to achieving a healthy, clean and safe living environment by 2050. The National Environment Programme (*Nationaal Milieu Programma, NMP*), currently still in development, focuses on this challenge and also develops it further in conjunction with other challenges such as the climate, biodiversity, defence, energy transition and housebuilding. The NMP will explore how different interests can be combined and reconciled with a view to more effective integration of the environment and health in sectoral policy and spatial planning. Sustainable products and sustainable production methods can significantly reduce the environmental burden. Some of the ways this can be achieved include circular design, circular production methods and economical use of raw materials. The NPCE and NMP, that are currently being developed, therefore show significant overlap and they share many of the same objectives.



With ecologically responsible nature management, Stichting Schaapskudde Doorn is working to prevent CO2 emissions and stress while also promoting biodiversity. [You can read more about it in the e-zine.](#)

7 Finance: central government budgets



For the implementation of the National Circular Economy Programme, central government has several sources of funding. Ongoing resources for the circular transition of the Ministry of Infrastructure and Water Management are included in Article 21 (circular economy) of the [central government budget](#). Daarnaast zijn incidentele middelen via het Klimaatfonds beschikbaar gesteld voor de uitvoering van specifieke maatregelen. Non-recurring resources are also made available from the Climate Fund to implement specific measures.

Ongoing and non-recurring resources for the circular economy in the years 2025-2030
(costs in K€)

	2025	2026	2027	2028	2029	2030
Regular	66.348	51.837	55.830	46.336	45.147	46.385
Climate Fund	19.722	17.897	14.884	16.940	8.327	7.167
Total	86.070	69.734	70.714	63.276	53.474	53.552

In the years ahead, the programme resources for the circular economy will decline. Resources available from the ministry on an ongoing basis will reduce by approximately €13 million from 2025 to 2030 (approximately 30%). In these years, resources from the Climate Fund will also fall by around €13 million (approximately 65%). Some serious choices will need to be made on implementation in the years ahead.

This does not mean an end to progress. Resources are also available for the circular economy outside of Article 21. Early 2025 saw the opening of the Circular Economy Energy and Climate Innovation Demonstration (*Demonstratie Energie- en Klimaatinnovatie*, DEI+) scheme with a sum of €80 million. This is being funded from resources for different Climate Fund measures.

In addition, the National Industry Climate Projects Investment Scheme (*Nationale Investeringsregeling Klimaatprojecten Industrie*, NIKI) from the Climate Fund was approved by the European Commission on 20 May. The government launched this scheme with a budget of €211 million in September of this year. Resources are also available from the Growth Fund, via the subsidy schemes of the National Circular Plastics Growth Fund Programme (€220 million, of which €167 million is definite) and Biobased Circular Plastics (€338 million, of which €102 million is definite).

There are also resources that have not been specifically earmarked for circular schemes, but will contribute to them. For example, the Ministry of Economic Affairs has funding for strengthening the security of supply of critical raw materials in the broad sense via the National Raw Materials Strategy. The focus on the reuse and circularity of critical raw materials is part of this and is linked to the National Circular Economy Programme. For Invest-NL, the circular economy is an important focus area as well.



Part B | Progress and additional measures



How to use this document

By 2050, the Netherlands aspires to have a fully circular economy. The National Circular Economy Programme 2023 (NPCE) contains targets for accelerating the transition to a circular economy together with a large number of measures, many of them targeting specific product groups. The three new national targets for the circular economy and other developments are set out in part A of this NPCE 2025. This part B includes a review of the implementation of circular policy and looks forward to the next steps.

The current targets referred to in this part are provisional, because of the newly formulated national CE targets and their further application at product group level.

Chapter 1 looks at the general measures aimed at achieving a circular economy. These are additional to the existing measures set out in the NPCE 2023-2030. Chapter 2 explores developments relating to specific product value chains. Chapter 3 highlights several other value chains that are focusing on circular opportunities. Chapter 4 looks at the progress being made on measures that are intended to support the transition.

A very useful [tool](#) is available to provide insight into progress on existing measures (NPCE 2023). There are plans to extend this to include the additional measures set out in this update.

1 General measures for a circular economy

For generic policy, the additional measures are included in this chapter. These can be directly related to the national targets, in many cases the target of retaining raw materials in the economy.

General measures, additional to the NPCE 2023

Development of national targets

- We are making agreements about the contribution of product value chains to the national targets.
- Over time, we aim to have formulated similar targets for all product value chains.
- We are exploring various actions to further develop the targets and the associated dashboard (see part A, 3.1).
- We are drawing up an overview of the set of instruments applied in the NPCE.

High-grade processing

- We are setting up two new VANG (From Waste to Resource) implementation programmes.
- We are continuing the strategy for cigarette filters.
- We are exploring the possibilities for actively focusing on reducing waste incineration capacity and limiting waste imports.
- We are reaching agreements with the waste sector about providing investment security and improving the sustainability of waste incineration.
- We are continuing the development of the minimum standard instrument, as part of the Circular Materials Plan (CMP). This is focusing on high-grade processing and high quality recycling.
- We are exploring the feasibility and desirability of a range of options for the allocation of powers in assessing waste status, with a focus on the wider licensing, supervision and enforcement system.

- We are working to improve knowledge of waste-status assessment in the competent authorities and companies, by compiling and implementing a strategic communication plan.
- We are committed to harmonisation and further clarification of waste-status assessment within Europe by means of the European Circular Economy Act.

Lifespan extension

- We are conducting a wide-ranging exploration into the possibilities for introducing a national repair bonus.
- We are incentivising repair by means of a range of initiatives, such as the registry of repairers, support for circular craft centres and strengthening the rights of consumers.
- We are exploring whether the National Registry of Repairers, currently set up for electrical and electronic equipment only, can be extended in the future to other product groups, including furniture.
- As part of the Ecodesign for Sustainable Products Regulation (ESPR), we are calling for ambitious European design requirements, both for product groups and horizontal measures in such areas as reparability.

CE internationally

- We are making use of major international events to strengthen cooperation with industrialised countries and emerging economies in the field of the circular economy.
- We are investing in circular agendas with countries that play an important role in our product value chains, such as construction, textiles and plastics.
- We are committed to strengthening a circular economy multilaterally, achieving climate targets, the international governance of sustainable raw material use and funding for circular value chains.
- We are exploring the possibilities of agreement at European and national level to shift tax on labour to materials as part of the implementation of the Circular Economy Act.

Climate and CE

- We are compiling a policy agenda for encouraging the transition towards the use of sustainable carbon in the chemical industry.
- We are setting up a ministerial regulation for end-of-waste criteria to apply to cellulose recovered from sewage water.
- We are exploring how a value-chain emission-reduction target for the European Union could effectively contribute to the climate and raw materials transition.
- We are supporting the development, promotion and monitoring of a toolbox to help countries integrate circular measures in domestic climate plans (Nationally Determined Contributions/NDCs).
- We are committed to minimising the use of finite fossil carbon carriers (such as natural gas and crude oil) in the lead-up to 2050 and replacing them with sustainable carbon carriers: recycled waste containing carbon (recyclate), sustainable biobased raw materials and synthetic carbon carriers made from CO₂.
- We are setting up a National Biobased Raw Materials strategy.
- We are working on an Action Plan for the supply of sustainable carbon carriers.
- At a European level, we are highlighting the importance of policy for sustainable carbon (based on secondary raw materials, biobased raw materials and CO₂).
- We are implementing a series of measures from the CRMA in existing NPCE policy instruments.
- We are carrying out research into reducing the use of primary abiotic critical raw materials by means of design, substituting critical raw materials.
- We are promoting the upscaling of circular initiatives to commercial scale by means of the National Industry Climate Projects Investment Scheme (NIKI).
- We are encouraging (small-scale) process-efficiency measures in the processing of waste products into new products as part of the Accelerated Climate Investments in Industry Scheme (VEKI) scheme.

2 Measures for specific product value chains

We are achieving meaningful progress towards a circular economy primarily by making complete product supply chains of frequently used products increasingly more circular. In many cases, the chain of production and consumption starts and ends outside our national borders. International collaboration, with neighbouring countries, within the EU and globally, is essential in creating a level playing field, sufficient sales markets and feedstock for recyclers, for example.

There is a need to translate the targets to apply to each product group, identify the actors at play and gain a quantitative picture of the current situation in terms of circularity for each product group. Where possible, it is also valuable to develop a future vision (or to use an existing one as a starting point). The value-chain roundtables (see [part A, 3.2](#)) will be tasked with this role.

The NPCE 2023 set out measures for 15 specific product value chains. In this update, the product value chain Packaging and disposable products has been divided into the product value chain Packaging and the product group Disposable products. The product value chain Plastic packaging is now part of the product value chain Packaging. This is because these value chains are closely linked to each other via the collection process and the Extended Producer Responsibility for Packaging.

All of these and subsequent specific product value chains will gradually be aligned in terms of structure and strategy.

2.1 Electrical and electronic equipment

In recent years, policy for the product group Electrical and electronic equipment (EEE) has increasingly focused on extending the product lifespan. This is being achieved in part by means of EU design requirements for products and by encouraging reuse and repair of EEE.

In 2024, the European Ecodesign for Sustainable Products Regulation (ESPR)¹ entered into force. This regulation increases the possibilities for setting requirements for the circular design of products by also taking account of other aspects of circularity than energy consumption. Examples of this include reparability and robustness of products.

Repair will also be facilitated by means of various other initiatives, including the support for circular craft centres and strengthening of consumer rights.² In March 2025, Techniek Nederland launched a further developed version of the National Registry of Repairers on behalf of the Ministry of I&W. Consumers can use it to find accredited and competent repair companies. In addition, the Lang Leve Elektronica (Long Live Electronics) coalition was set up to work across the industry on lifespan extension for electronics. The Ministry of I&W is also exploring the possibility of promoting repair by means of a repair bonus, possibly in the form of a voucher.

Overview of NPCE 2023 targets

The targets that apply to electrical and electronic equipment (see NPCE 2023, C3.1.1)

- **Target 1:** by 2030, the standard for electrical and electronic equipment which is placed on the market will be that it is suitable for use in a circular economy
- **Target 2:** by 2030, the circular potential of electrical and electronic equipment will be used to the full
- **Target 3:** from 2030, all discarded electrical and electronic equipment which has been collected will be subject to high quality recycling, with as much material as possible being recovered and particularly critical metals

¹ Parliamentary Paper 22112-3949

² Parliamentary Paper 32852, no. 316



The Repair Factory (Reparatiefabriek) is developing a business model for the repair of products up to €100. [➔ Read more about it in the e-zine.](#)

Statutory targets within the ERP for electrical and electronic equipment

As part of the Extended Producer Responsibility (ERP) for electrical and electronic equipment, there is a target for the collection of waste EEE (WEEE):

- At least 85% of the amount of waste electronic and electrical equipment produced by Dutch producers in the relevant year, measured by weight will be collected and processed on behalf of the producers.

One of the key ambitions set out in the NPCE is to make maximum use of the circular potential of electrical and electronic equipment (EEE). In other words, any EEE that can be reused should actually be reused. In order to achieve this ambition, a statutory binding target will need to be agreed at a European level. This is why, in the upcoming revision of the EU WEEE Directive, the Netherlands is calling for the inclusion of a reuse target.

The measures for electrical and electronic equipment are included in the NPCE 2023-2030.

2.2 Furniture

The Ministry of I&W is working with its chain partners to achieve a strong and circular furniture value chain that is fully prepared for the challenges of the future. The focus is on the prospect of good business models for the value chain and benefits for the customer.

Central government is working in consultation with the sector on a EPR in order to accelerate the transition to a circular furniture value chain. The EPR will be introduced by 2030 at the latest. In 2025, research is being conducted into potential options for the content of the EPR and the costs that these will involve for the parties.

In the context of the Ecodesign for Sustainable Products Regulation (ESPR), the European Commission will be determining circular design requirements for furniture in the years ahead. These requirements can help extend the lifespan of furniture, promote reparability and disassemblability and better recyclability of materials. The requirements that the Commission will set for furniture are yet to be determined. The focus on repair is in line with the European regulation on Rights to Repair.

The Netherlands is working hard on the reuse and repair of furniture. This involves recycling centres, circular craft centres, sheltered employment and a range of local and regional initiatives including start-ups and frontrunners in the sector. In these centres, waste furniture is being collected, repaired and offered for reuse. We are encouraging circular craft centres by means of knowledge and networks. Despite this, the specific payments to municipalities for circular craft centres will not be continued. In consultation with the parties involved, the ministry is exploring whether the National Registry of Repairers, currently set up for electrical and electronic equipment only, can be extended in the future to other product groups, including furniture. Recently, the Circular Economy Accelerator (*Versnellingshuis*) launched a value-chain breakthrough project focusing on the reuse of furniture, adding to previously launched projects as part of the circular value-chain strategy, such as those for plant materials and flooring.

Overview of NPCE 2023 targets

The targets that apply to furniture (see NPCE 2023, C3.1.2)

- **Target 1:** by 2030, all new furniture placed on the market will meet the maximum attainable circular product requirements
- **Target 2:** by 2030, the lifespan of furniture will have been extended for as long as possible
- **Target 3:** by 2030, maximum improvement will have been achieved in the collection and recycling of furniture

The measures for furniture are included in the NPCE 2023-2030.

2.3 Textiles

The Dutch government published the [Circular Textiles Policy Programme \(Beleidsprogramma circulair textiel\) 2025-2030](#) in December 2024, in an effort to accelerate the transition towards a circular textiles value chain. In order to promote circularity in the textiles sector, companies, the government and consumers are being encouraged to make textile reuse, recycling and lifespan extension something that can be taken for granted. There is genuine urgency in this transition since many companies in the textiles sector that are actively working to achieve a circular economy are facing difficulties. As a result, there is little likelihood of policy objectives being achieved in the short term.

Thanks to the Extended Producer Responsibility (EPR), producers have been made responsible for the collection, reuse and recycling of textiles. The EPR is being made stricter based on European rules, by being extended to include footwear and the introduction of mandatory sorting criteria for the reuse of textiles. Work is also underway to tighten the rules for exporting textile waste and reusable textiles. As part of the European Ecodesign for Sustainable Products Regulation (ESPR), the European Commission will set design requirements for textiles. The ESPR outlaws the destruction of unsold textiles with effect from July 2026. In addition and at the request of the House of Representatives, national measures for combating ultra-fast fashion are also being explored. In the autumn of 2025, the House of Representatives will be updated on progress in policy and on the measures under consideration.

Overview of replacement NPCE 2023 targets

With the new 2025-2030 policy programme, the targets from the previous policy programme are no longer valid, including those in the NPCE. The new targets that apply for textiles are based on the four NPCE headings:

Target for 2030:

- Substitution: all textile products that are sold on the Dutch market will be made of at least 50 percent sustainable materials, of which at least 15 percent will be post-consumer fibre-to-fibre recycled content.
- Lifespan extension: the percentage of second-hand textile products in relation to the number of newly purchased products will be at least 25 percent (including purchases on online platforms). The number of repaired textile products will increase.
- High-grade processing: the amount of textile waste in kg/per person/per year will decrease to 10 kilos.
- Reduction in use of raw materials: the average number of newly purchased garments per person per year will decrease to 35.

Target for 2035:

- Substitution: all textile products sold on the Dutch market will be made of at least 70 percent sustainable materials, of which at least 20 percent will be post-consumer fibre-to-fibre recycled content.
- Lifespan extension: the percentage of second-hand textile products in relation to the number of newly purchased products will be at least 30 percent (including purchases on online platforms). The number of repaired textile products will increase.
- High-grade processing: the amount of textile waste in kg/per person/per year will decrease to 8 kilos.
- Reduction in use of raw materials: the average number of newly purchased garments per person per year will decrease to 25.

Target for 2050:

- A completely circular economy: a safe, transparent and responsible circular textiles chain for humans, animals and the environment.
- All textiles will be made of fossil-free, sustainable biobased and/or recycled materials.



Statutory targets within the textiles EPR

In addition to the targets in the policy programme, there are also targets as part of the extended producer responsibility (EPR) for textiles. Textile producers are responsible for achieving these targets.

Target for 2025:

- 50% of textile products sold on the market will be prepared for reuse or recycled.
- At least 20 % of textile products sold on the market will be prepared for reuse.
- At least 10% of textile products sold on the market will be destined for reuse in the Netherlands.
- 25% of the recycled products will be processed with fibre-to-fibre recycling.

Target for 2030:

- 75% of textile products sold on the market will be prepared for reuse or recycled.
- At least 25% of textile products sold on the market will be prepared for reuse.
- At least 15% of textile products sold on the market will be destined for reuse in the Netherlands.
- 33% of the recycled products will be processed with fibre-to-fibre recycling.

General measures for textiles, additional to the NPCE 2023

- We are exploring measures for combating ultra-fast fashion.

2.4 Packaging

In early 2025, the Packaging and Packaging Waste Regulation³ was published, replacing the Packaging Directive.⁴ The new regulation is an ambitious and groundbreaking instrument that is set to determine much of the policy on packaging for the next decade. The regulation focuses on reducing the amount of packaging material. Packaging must be recyclable and also actually be recycled. In addition, packaging must also contain a certain amount of recycled material. The various components of the regulation will take effect gradually in the years ahead. Although the regulation largely applies directly in all member states, certain components of it require implementation in national legislation. The Netherlands has initiated this process.



BOXO won the Circular Award Business 2025 with a solution involving a universal deposit system for reusable packaging.

➔ You can read more about it in the [e-zine](#).

³ Regulation (EU) 2025/40 on packaging and packaging waste.

⁴ Parliamentary Paper 22112 no. 3958.

Overview of NPCE 2023 targets

The targets that apply to packaging from the NPCE 2023, C3.1.4:

- **Target 1:** all packaging placed on the European market from 2030 will be suitable for use in a circular economy and will meet circular product requirements.
- **Target 2:** from 2030 the potential of reusable packaging will be used to the full.
- **Target 3:** from 2030, packaging will be optimally collected for recycling. After recycling, packaging materials will be used as recycle.

And, in C3.2.1:

- by 2026, the use of plastic disposable drinking cups and food packaging will have been reduced by at least 40% compared to 2022. By 2030, all disposable packaging will have been reduced by 50%; this therefore concerns more than just food packaging.

Statutory targets within the Packaging EPR

As part of the Packaging EPR, there are targets for the proportion recycled in each material flow (glass, paper/cardboard, metal, wood, plastic.)

Measures for packaging, additional to the NPCE 2023-2030

- We are implementing the European Packaging and Packaging Waste Regulation.

2.5 Disposable products

In the Netherlands, measures are in force to reduce the number of single-use plastic cups and trays by 40% by 2026 compared to 2022. The Ministry of I&W evaluated⁵ these measures in 2024. One of its conclusions was that it is plausible that the target will be achieved. The reduction achieved will be quantified in more detail in 2025. In the light of the evaluation, the ministry has initiated changes to the relevant regulations in order to improve effectiveness and clarity.

⁵ [Letter to Parliament, December 2024.](#)

In a European context, options are being considered for taking suitable measures to combat certain disposable products within the framework of the evaluation of the [EU Directive on reducing the environmental impact of certain plastic products](#). This evaluation is expected in 2027.

There will be no value-chain roundtable established for this product group. Because the disposable products product group contains a range of different products, this kind of roundtable would not be a logical instrument. There is continued dialogue based on the latest developments with stakeholders within this target group.

Overview of NPCE 2023 targets

The targets that apply to disposable products (see NPCE 2023, C3.1.4)⁶

- **Target 1:** the number of disposable products will have been reduced and high-impact disposable products will be fully recyclable and will have a suitable waste collection structure.
- **Target 2:** by 2030, the amount of litter will have been reduced to a minimum.

Statutory targets for this product group

The measures in the Single-use Plastic Products Decree (*Besluit kunststofproducten voor eenmalig gebruik*) and associated ministerial regulation reduce the proportion of single-use plastic cups and trays in 2026 by 40% compared to 2022.

The measures for disposable products are included in the NPCE 2023-2030.

⁶ The NPCE 2023 set out measures for specific product value chains. In this update, the product value chain Packaging and disposable products has been divided into the product value chain Packaging and the product group Disposable products. This explains the changes to the numbering of the targets.



Plastic

The actions set out in the NPCE of 2023 have resulted in a range of insights concerning the possibilities of improving the circularity of plastic packaging, agricultural plastic and plastic in construction. For the product group plastic in construction, potential measures for the product group insulation materials are being studied in more detail. For the product group agricultural plastic, the government has decided to give the sector a years' time to establish a voluntary collection and recycling system ('voluntary EPR'), with a focus on several specific key principles.

If insufficient progress is made during this year, central government may decide to establish a statutory EPR. For the product group (plastic) packaging, the focus in the period ahead will be on implementing the European Packaging and Packaging Waste Regulation (see 2.4).

Plastic recycling

In the last two years, several plastic recyclers have faced bankruptcy. This is mainly because new virgin plastic from fossil sources is cheaper than recycled plastic and as a result of increased competition with plastic recycle from Asia. For this reason, the government will continue to lobby at European level for permanent improvements to the market for plastic recycle, particularly by including ambitious targets for the mandatory application of recycle in European legislation. The government is also working on a transitional credit scheme for which €20 million has been made available from the Climate Fund.

UN Plastics Treaty

The Netherlands is aiming to achieve a proper UN treaty to combat global plastic pollution. Unfortunately, the most recent round of negotiations, which should have resulted in a treaty, were suspended in August 2025 and all that was agreed was that negotiations will continue at a time to be specified. In view of the importance of a global plastics treaty, both for the environment and for a sustainable Dutch industry, the Netherlands will continue to make efforts to bring about a robust plastics treaty with binding global measures.

Plastics Roundtable

In the spring of 2025, the government decided against implementing the circular plastic standard and the plastics levy in their current form. Under the leadership of the Special



Government Representative for the Circular Economy, and at the request of the government, participants in the 'Plastics Roundtable' (Plastictafel) have been exploring alternatives for the standard and the levy. Following two months of intensive work, the final report was delivered on 4 July. On 16 September, the government issued its first appraisal of the results of the Plastics Roundtable⁷ in its Letter to Parliament on the implementation of the Green Growth Package (*Uitvoering Pakket voor Groene Groei*)⁸. In the recent Letter to Parliament concerning circular plastics⁹, the government examined the Plastics Roundtable's proposals in more detail. Before the end of 2025, the government will inform the House of Representatives about progress in studying and developing the proposals put forward.

Monitoring

The Ministry of Infrastructure and Water Management intends to systematically monitor the transition towards a circular plastics value chain. The first results will be shared with the House of Representatives in 2025. The baseline measurement for this monitor was shared with the House of Representatives in the Letter to Parliament on circular plastics referred to above.

Measures for plastics, additional to the NPCE 2023-2030

- We are introducing a Circular Plastics Monitor.
- At a European level, we are continuing to lobby for permanent improvements to the market for plastic recyclate, particularly by including ambitious targets for the mandatory application of recyclate in European legislation.
- We are studying and, where possible, further developing Plastics Roundtable proposals.
- We are funding the transition to circular plastics by means of the Circular Plastics NL Growth Fund Programme.
- We are clearing the way for the shift to the use of biobased plastic materials and products by means of the BioBased Circular Growth Fund Programme.

⁷ www.rijksoverheid.nl/documenten/rapporten/2025/09/16/tabel-met-appreciatie-voorstellen-plastictafel

⁸ open.overheid.nl/documenten/dc1bcf00-f921-4ea6-a915-d612f7580fe5/file

⁹ www.rijksoverheid.nl/documenten/kamerstukken/2025/09/26/kamerbrief-circulair-plastic

2.6 Plastics in construction

For plastics in construction, potential measures for the product group insulation materials in construction are being studied in more detail.

Measure for plastics in construction, additional to the NPCE 2023-2030

- We are exploring the possibilities for the use of the EPR instrument for insulation materials in construction.

2.7 Agricultural/horticultural plastics

This sector is currently working on a voluntary collection and recycling system ('voluntary EPR'). Central government will refrain from setting up a statutory EPR for a year, providing that the voluntary EPR meets a number of conditions. As part of these conditions, four quantitative targets will be set, including:

- a recycling target of 33% for all types of agricultural and horticultural film;
- 25% of the proportion of recycled agricultural and horticultural film must be of sufficient quality for reuse in the sector;
- a specific collection target of 5% for horticultural film.

These targets must increase by 2% annually, with an initial evaluation after three years.

Measures for agricultural and horticultural plastics, additional to the NPCE 2023-2030

- We intend to give the sector a years' time to set up a voluntary EPR system.

Construction

In the NPCE, the construction sector is one of the priority product value chains, because this sector makes a significant contribution to the use of raw materials, CO₂ emissions and the ecological footprint. For this reason, the NPCE of 2023 contains a range of measures to reduce this impact. The construction sector here includes Soil and Civil Engineering (GWW), and Commercial and Non-residential Construction (B&U). This section looks at progress made on several measures.

Legal efforts to reduce environmental impact in construction

The regulations in place for construction dictate that the B&U sector must focus on the continual reduction in the environmental impact of buildings (lower environmental performance for buildings) by applying sustainable and circular materials and construction methods. In addition to that, central government is working to implement the upcoming European standard that includes CO₂ emissions from the use of materials in new buildings. For tender procedures in GWW, some public commissioning authorities are already voluntarily using the environmental cost indicator (ECI). The Ministry of Infrastructure and Water Management is preparing draft legislation aimed at making environmental performance requirements compulsory in tender procedures involving infrastructure. This is in response to the wishes of parties in the business community, local and regional government and other public commissioning authorities. Making environmental performance requirements compulsory will provide clarity in procurement, give public commissioning authorities the assurance that they are procuring more sustainable materials and offer the business community opportunities and investment security in improving sustainability. To provide support to commissioning authorities in this, a support desk will be established in 2025. Further information can be found [here](#).

Climate-neutral and circular infrastructure projects strategy

By means of the [Climate-neutral and Circular Infrastructure Projects \(KCI\)](#) strategy, government authorities aim to achieve a completely circular infrastructure. This is happening in part by means of the so-called frontrunner-pack approach, in which the government as a purchaser requires work to be increasingly more sustainable in the development of construction works in Soil and Civil Engineering. Many of the NPCE

measures are part of this strategy or additional to it. The policy for Commercial and Non-residential Construction has been set out in Letters to Parliament.¹⁰

National Approach to Biobased Construction (NABB)

The National Approach to Biobased Construction (Nationale Aanpak Biobased Bouwen, NABB) incentivises farmers to increase the supply of biobased materials for Soil and Civil Engineering and Commercial and Non-residential Construction while also encouraging construction companies to apply these materials in construction works, for example for insulation or in asphalt.¹¹ Some €200 million from the Climate Fund has been made available for this in the period up to 2032. The NABB encourages the use of renewable materials, such as miscanthus, flax and fibre hemp, as a means of reducing CO₂ emissions in the construction sector and promoting the circular economy. This is being done by

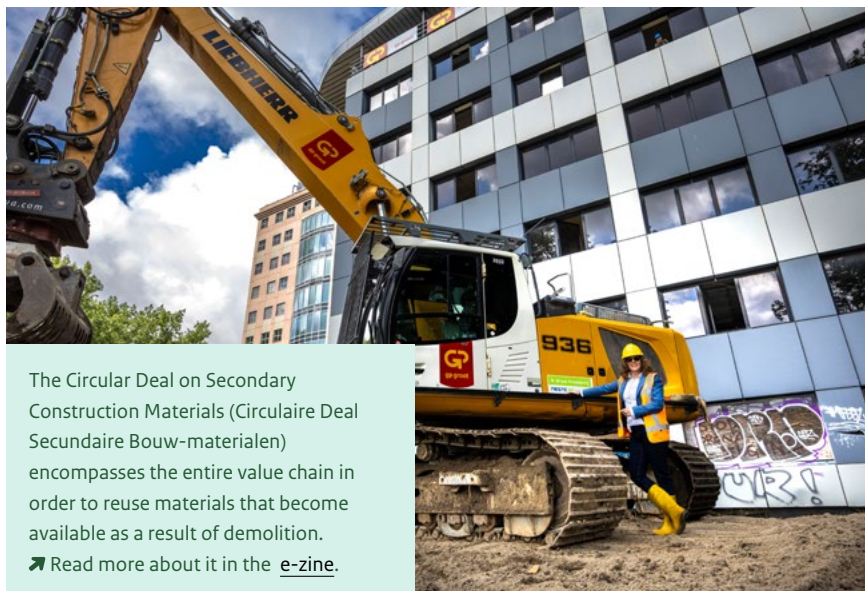


As part of the Fryske Vezelhennepeal (Frisian Fibre-Hemp Deal), farmers, construction companies, housing corporations and other parties are closing the loop by cultivating, processing and applying fibre hemp as a construction material.

➔ You can read more about it in the [e-zine](#).

¹⁰ House of Representatives, parliamentary year 2023–2024, 32 852, No. 265, House of Representatives, parliamentary year, 23 –2025, 32 847, no. 1237 and House of Representatives, parliamentary year 2024–2025, 28 325, no. 279n

¹¹ [Nationale Aanpak Biobased Bouwen | Rapport | Rijksoverheid.nl](#)



setting up chains of farmers, processing industry and construction companies and strengthening innovation and collaboration between government, the market and knowledge institutions. Industrial construction is also being encouraged, in order to build more efficiently and reduce the use of primary raw materials in each construction work.¹² The use of biobased construction materials contributes to the guiding target to reduce the use of primary abiotic materials: if the proportion of biotic materials increases, the proportion of abiotic materials will be able to fall as a result.

The Building Materials Agreement

Improving the sustainability of construction and the construction materials industry is important in order to achieve a completely circular construction economy, meet the climate targets, prepare the market for European obligations and increase the availability of (secondary) raw materials. The planned Building Materials Agreement (Bouwmaterialenakkoord) aims to encourage increased sustainability in the concrete, steel,

¹² [Innovatie en Opschaling Woningbouw | Rapport | Rijksoverheid.nl](#)

insulation, plaster and wood value chains, among others. This requires cooperation by a large group of parties. As a basis for the agreement, the parties signed a collaborative statement in 2024 and agreed to explore the key conditions required to ensure far-reaching availability of raw materials and improvements to sustainability¹³

Focus on the use of secondary raw materials in construction

Currently, only a small proportion of construction and demolition waste is reused in construction in its original form, meaning that the influx of primary raw materials remains high. This is why the use of secondary raw materials in construction is being encouraged. Where possible, renovation presents a good solution. There are sometimes other possibilities that have numerous environmental benefits compared to the traditional methods of demolition and newbuild, which also cause less disruption to residents in the housebuilding process.

The Circular Demolition and Reuse Strategy (*Aanpak Circulair Slopen en Hergebruik*)¹⁴ is intended to encourage the reuse of materials and construction components from demolition projects instead of new materials. This involves the sharing and implementing of what are referred to as the best available working methods for circular demolition and developing an assessment framework for circular design that can be widely applied in the construction sector. In this way, we are encouraging and supporting the market and government authorities to consider the environmental impact of their construction work in every phase of the project.¹⁵ Central government is also encouraging government authorities to use tender procedures as a tool for promoting circular construction using secondary raw materials.

In the 2025-2026 implementation programme, the Circular Construction Economy Transition Team¹⁶ is focusing on four themes: 1) 'narrow the loop', 2) management and maintenance of existing buildings, 3) high-quality reuse 4) installations in construction

¹³ [Samenwerkingsverklaring bouwmaterialenakkoord | Bouwberaad | Home | Volkshuisvesting Nederland.](#)

¹⁴ [Aanpak circulair slopen en hergebruik.](#)

¹⁵ For example, the circular deal on secondary construction materials in Noord-Holland Noord agreed in 2024.

¹⁶ [Nieuw Uitvoeringsprogramma slaat brug naar de praktijk | Circulaire Bouweconomie.](#)



works and in the Soil and Civil Engineering sector. When the transition team is disbanded (at the end of 2026), these themes will be dealt with by a value-chain roundtable or as part of policy development (see also 4.3).

Measures for construction, additional to the NPCE 2023-2030

- We are setting up a Circular Demolition and Reuse Strategy.
- We are introducing a digital materials passport for concrete.
- We are implementing the upcoming European standard on the CO2 emissions of material used in buildings.
- By means of the draft legislation on environmental performance standards for Soil and Civil Engineering, we are encouraging clarity in procurement and reducing the use of pollutant materials in Soil and Civil Engineering (amendment to the Environmental Management Act).
- We are setting up a support desk as an additional measure to accompany the draft legislation on environmental performance standards for Soil and Civil Engineering, enabling us to encourage small market players to apply the standards in Soil and Civil Engineering works.
- By means of the NABB, we are encouraging farmers to increase the supply of biobased materials for Soil and Civil Engineering and Commercial and Non-residential Construction on the one hand while encouraging companies in construction to produce/process and apply these materials in construction works on the other.
- With the planned Building Materials Agreement we are encouraging increased sustainability in the concrete, steel, insulation, plaster and wood value chains, among others.

2.8 Housing

Overview of NPCE 2023 targets:

As an impact target, the government aims to halve the environmental performance of new homes, step by step, by 2030 at the latest. The government is currently examining whether the pace of this halving can be increased so that it will be achieved by 2025.

The circularity targets that apply to housing from the NPCE 2023, C3.3.1

- **Circularity target 1:** the government wants industrial construction and renovation via a digitised process to be the standard in all situations which are suitable for this. The aim is to serve half of the total market in this way by 2030.
- **Circularity target 2:** is the aim to deliver 15,000 homes per year through transformation of shopping areas and offices as part of the construction challenge.
- **Circularity target 3:** is the aim to deliver 15,000 flexible homes per year also as part of the construction challenge. This will be supported by financial resources made available under the Coalition Agreement to be able to cover the unprofitable peaks and safeguard accessibility.
- **Circularity target 4:** is to better utilise existing housing stocks, for example by exploring the use of the instrument of home splitting and by promoting home sharing

The measures for housing are included in the NPCE 2023-2030.

2.9 Offices

Impact target and circularity targets:

As an impact target, the government will aim for an environmental performance for new offices of 0.7 or less (compared to 1.0 in 2021).

The circularity targets that apply to housing from the NPCE 2023, C3.3.2

- **Circularity target 1:** the government will promote the progress of circular procurement and tendering by the Central Government Real Estate Agency (Rijksvastgoedbedrijf, RVB). This will lead to a CO2 emission reduction in the construction, management and demolition of offices, as a consequence of the reuse of secondary materials, among other things.
- **Circularity target 2:** maximum possible transformation and renovation or sustainability improvement instead of newbuild. The realisation of additional homes by transforming real estate will also help improve the vitality of areas, cities and villages.

The measures for offices are included in the NPCE 2023-2030.

2.10 Viaducts, bridges and road surfaces

Viaducts and bridges

Impact targets and circularity targets:

As an impact target, the government aims to realise a 50% reduction of the environmental burden by 2030 compared to 2019.

The circularity targets that apply to viaducts from the NPCE 2023, C3.3.3:

- **Circularity target 1:** that by 2030 an integrated circularity assessment will take place at the level of the construction work in every new construction or replacement, with the aim of reducing the environmental burden as much as possible (ECI).
- **Circularity target 2:** the government wants existing viaducts to achieve their intended technical lifespan from 2030. In practice, civil engineering works often do not achieve the longevity for which they were designed (technical lifespan), because they are affected by technical or other defects due to design decisions, execution methods and/or inadequate maintenance and management practices.
- **Circularity target 3:** the government wants the technical lifespan of new bridges and viaducts to be aligned to their functional lifespan from 2030.
- **Circularity target 4:** the government is aiming for high-value reuse of all freed-up elements of existing bridges and viaducts by 2030. For this, a reuse scan will be performed for each construction work.

Road surfaces

Impact target and circularity targets:

As an impact target, the government aims to realise a 50% reduction of the environmental burden by 2030 compared to 2019.



This bicycle and footbridge in Nijkerk is completely made from circular wood and steel, commissioned by the Province of Gelderland. ➔ Read more about it in the [e-zine](#).

The circularity targets that apply to road surfaces from the NPCE 2023, C3.3.4:

- **Circularity target 1:** optimisation of the ECI reduction of the full road system including construction and maintenance.
- **Circularity target 2:** the government also aims to reduce the construction challenge for roads and material use compared to the current prognoses.
- **Circularity target 3:** the government wants asphalt layers to have a useful lifespan that is at least two years longer by 2030. In concrete terms, this means that circular management and maintenance of asphalt roads must be fully implemented by 2026.
- **Circularity target 4:** the government aims to ensure that by 2030 at least 95% of the freed-up asphalt will be recycled in a high quality manner.
- **Circularity target 5:** the government wants at least 10% of binding agents and at least 20% of the other raw materials used (excluding asphalt granulate and binding agents) to be of alternative origin, such as secondary and/or renewable (including biobased) raw materials, by 2030.

The measures for viaducts, bridges and road surfaces are included in the NPCE 2023-2030 and the Climate-neutral and [Circular Infrastructure Projects](#) (KCI) Strategy.

Manufacturing

Since 2019, the circular manufacturing industry has been working to support circular business models within four priority product groups: circular wind farms, solar PV systems, climate control systems and capital equipment. A large proportion of the measures formulated for these product groups in the NPCE 2023 have now been completed.

As part of the National Raw Materials Strategy (see part A, 6), there are plans for an approach aimed at achieving a resilient and circular manufacturing industry. In this, the targets of the National Raw Materials Strategy and the NPCE will be combined, focusing both on circularity and broad security of supply for critical raw materials. This is happening as part of the roadmap approach.

The plans relate to product groups in which the products are important for the current and future economy and contain critical raw materials. Currently, the areas involved are: offshore (and onshore) wind, solar PV systems, climate control systems, machines/tools (previously capital equipment), electrical equipment and electronics (previously capital equipment), batteries, electrolyzers, critical materials and military ships. More product groups are expected to follow.

The plans of action (roadmaps) highlight the risky dependencies on critical raw materials in the value chain for a product, component or semi-finished product. They provide menus with options for both security of supply (e.g. building up stocks and diversification) and circularity (e.g. lifespan extension). The business community, government authorities and knowledge institutions are setting the roadmaps up jointly.

2.11 Machines and tools

Since 2019, the circular manufacturing industry has been working to support circular business models within the product group machines and tools (previously capital equipment). A large proportion of the measures formulated for this product group in the NPCE 2023 have now been completed.

Impact target and circularity targets:

The impact target for this product group is identical to the impact target of the entire manufacturing industry: a contribution to 2.2 Mt of CO₂ reduction (scopes 1 and 2) and a contribution to improvement of the security of supply of the manufacturing industry.

The circularity targets that apply to capital equipment (see NPCE 2023, C3.4.1)

- **Circularity target 1:** reducing the use of materials by introducing new process technology
- **Circularity target 2:** requirements regarding proper reparability and long-term availability of components
- **Circularity target 3:** increased modularity of capital equipment with a view to lifespan extension and digital renewal
- **Circularity target 4:** use of a minimum percentage of recycled critical materials/ components by 2030

The measures for machines and tools are included in the NPCE 2023-2030.

2.12 Offshore and onshore wind farms

Since 2019, the circular manufacturing industry has been working to support circular business models within the product group wind farms (offshore and onshore). A large proportion of the measures formulated for this product group in the NPCE 2023 have now been completed.

Impact target and circularity targets:

The impact target for this product group is identical to the impact target of the entire manufacturing industry: a contribution to 2.2 Mt of CO₂ reduction (scopes 1 and 2) and a contribution to improvement of the security of supply of the manufacturing industry.

The circularity targets that apply to circular wind farms (see NPCE 2023, C3.4.2)

- **Circularity target 1:** 100% secondary use of wind turbine materials by 2050.
- **Circularity target 2:** mandatory use of recycled materials in wind turbines.
- **Circularity target 3:** reduction in the use of virgin materials.

The measures for offshore and onshore wind parks are included in the NPCE 2023-2030.

2.13 Solar PV systems

Since 2019, the circular manufacturing industry has been working to support circular business models within the product group solar PV systems. A large proportion of the measures formulated for this product group in the NPCE 2023 have now been completed.

Impact target and circularity targets:

The impact target for this product group is a contribution to 2.2 Mt of CO₂ reduction (scopes 1 and 2) and a contribution to improvement of the security of supply of the manufacturing industry. In addition to these general contributions, we will specifically aim for solar panels with a small carbon footprint (>50% reduction, scope 3) and a lower environmental impact in the form of a reduction of the impact of SVHCs (lead, PFAS) on the Dutch/European market.

The circularity targets that apply to solar PV systems (see NPCE 2023, C3.4.3)

- **Circularity target 1:** extension of the economic lifespan and reuse of panels and components (current generation and next generation of panels).
- **Circularity target 2:** high-grade circular processing of freed-up solar PV panels.
- **Circularity target 3:** availability of solar panels which are free from toxins.

The measures for solar PV systems are included in the NPCE 2023-2030.



2.14 Climate control systems

Since 2019, the circular manufacturing industry has been working to support circular business models within the product group climate control systems. A large proportion of the measures formulated for this product group in the NPCE 2023 have now been completed.

Impact target and circularity targets:

The impact target aimed for is a (25%) lower ECI for climate control systems in 2030, including the usage phase, compared to 2016.

The circularity targets that apply to climate control systems from the NPCE 2023, C3.4.4:

- **Circularity target 1:** by 2030 the functional lifespan of climate control systems will have decreased by 50% compared to 2016.
- **Circularity target 2:** by 2030, 100% of all components and appliances will be subject to high quality recycling or reused after their end of life.

The measures for solar PV systems are included in the NPCE 2023-2030.

3 Other value chains

There are several product value chains that focus on circular methodologies and philosophies and in which chain partners are tackling thematic tasks and challenges and introducing innovations. We highlight some of them below, especially those relating to the separation and recycling of waste and raw materials, plastic recycling, the mobility sector, healthcare and defence.

3.1 Separation and recycling of waste and raw materials

Good waste management starts with proper separation and collection of waste products and materials. If we separate waste more (and more effectively) at the source, the quality of the different waste flows will improve. This enables resources and raw materials to be used for longer and results in more high quality recycling. With the VANG programme, we are working to achieve more and better separation of waste from households and from the office, shops and services sector. These programmes will end in late 2025 and will be renewed to enable us to continue to work with municipalities, collectors and companies to increase and improve waste separation in 2026.

Several studies have recently been conducted in the field of waste separation and collection and high-grade processing of waste. In addition to the various studies, there has also been an extensive participation programme as a means of exploring the possibilities (or not) of more nationwide standardisation of waste separation and collection. These studies and discussions are currently undergoing analysis and will form the basis for further decision-making on potential measures to improve waste collection, including standardisation.

3.2 Mobility, vehicles and vessels

There are numerous ways of achieving circular benefits in the mobility system, ranging from the circular design of modalities to the application of circular strategies. The mobility system is made up of three sectors: aviation, maritime and road transport/automotive.

Aviation and maritime

In the aviation and maritime sectors, the main focus is on working towards the use of lightweight materials, which contribute indirectly to reducing raw materials. The Ministry of I&W plans to draw up a circular strategy for the National Fleet Agency (*Rijksrederij*). The National Fleet Agency is responsible for managing, staffing and maintaining a fleet of specialist vessels that are made available to various government organisations, such as Customs and the Coastguard. The Sector Agenda for the Maritime Manufacturing Industry (*Sectoragenda Maritieme Maakindustrie*) includes the Shipyard of the Future frontrunner project. One of the project targets is for the shipbuilding process, from development to reuse of a ship, to be completely circular by 2050.



Road traffic/automotive

Road traffic comprises various types of vehicles (cars, bicycles, motorbikes, vans, freight traffic, public transport buses, tour coaches), many of which are imported. In view of this, the contribution that Dutch-manufactured bicycles make to the circular challenge may be less significant than that of other modes of transport, but the bicycle still has (symbolic) value. It is economically relevant to further catalyse the sector. Some aspects are already being tackled, including packaging requirements by means of the Packaging and Packaging Waste Regulation (PPWR) and battery packs via the Batteries product value chain.

In the automotive sector, there is increasing interest and expertise in circularity. The vision document on the automotive sector (*Toekomstbeeld Automobilititeit*) shows that the sector is working to make the automotive value chain circular and socially responsible: from the sourcing of raw materials to battery recycling. In addition, the upcoming European Circular Vehicles Regulation will set new requirements for the circularity of vehicles (passenger vehicles, vans, motorbikes, buses, trucks) such as mandatory use of plastic recydate and a circular strategy. Waste management requirements are also been set for these vehicles. Agreement is expected to be reached in late 2025, after which member states will have two years for implementation

A roadmap for circular charging points is being developed together with Circonnect and in co-creation with stakeholders. The parties involved intend to use the roadmap to set out a clear course for the whole sector. The aim is to have a supported circular charging infrastructure by 2050.

The Ministry of I&W is working with the Logistics Top Sector on a circular business case for logistics in agriculture and the food chain. In this value chain, the focus is on international efficiency, which means that upscaling regional circular examples does not present the full picture.

Shared mobility and circular public transport

Improved provision of shared mobility will make it possible to provide mobility with fewer vehicles. This saves on raw materials in vehicle production and import and helps to improve security of supply. The collaborative programme *Natuurlijk! Deelmobilititeit (N!D)* is working to upscale shared mobility. The aim is to achieve a fivefold increase in shared mobility for shared cars and bikes by 2030. The development of shared mobility is monitored on an annual basis by the knowledge centre CROW in *The State of Shared Mobility (Staat van de Deelmobilititeit)* and in the national survey of commuters (*Landelijk Reizigers Onderzoek*). The nationwide campaign *Delen maakt je wereld mooier* (Sharing makes your world better) has been running since 2023.

As a collective form of shared transport, public transport contributes to more efficient use of raw materials and reduces the environmental impact of mobility. The use of raw materials per passenger kilometre is 15 times less for a train journey than for a car journey. Compared to the car, the metro and tram are 7.5 times more material efficient and twice as efficient compared to the bus.¹⁷

The public transport sector aims to limit the risks of raw material shortages and price increases and seize the opportunities of the circular transition to improve innovation and competitiveness. Concrete progress has already been made in this. For example, government authorities are including circular requirements in tender procedures for new public transport concessions and, for trains reaching the end of their lifespan, the Dutch Railways (NS) are compiling a 'salvage logbook' highlighting which materials are still of value and can be used by other parties. Despite this, a recent baseline measurement revealed that only 17% of the bus sector is currently circular (in terms of reuse). In 2026 this baseline measurement will be expanded to cover the entire public transport sector.¹⁸ In June 2025, central government, local and regional government and the sector parties agreed the Circular Public Transport Covenant (convenant Circulair openbaar vervoer), in which they are joining forces to make the sector future-proof and completely circular.

¹⁷ These calculations have been averaged and rounded.

¹⁸ Sources: *Verkenning+duurzame+mobilititeit.PDF* and *Tech Radar presentatie; Hoeveel reizen inwoners van Nederland en hoe? | CBS/statistics Netherlands*.



3.3 Circular opportunities for healthcare

In the healthcare sector, there are many circular benefits to be had. All in all, the Dutch healthcare sector accounts for more than 7% of all domestic greenhouse gas emissions, more than 4% of waste production and 13% of raw material usage. These incredible amounts have repercussions for the affordability of healthcare and well-being, the quality of our living environment and our health. This places further pressure on the sustainability of (public) healthcare and well-being. The Dutch government is working with the sector to develop a system of (public) healthcare and well-being that is more economical in its use of the available (raw) materials. One example of this is the Green Deal for Sustainable Healthcare 3.0 (Green Deal Duurzame Zorg 3.0), which has now been signed by almost 600 parties and will run until the end of 2026.

Healthcare uses many products that are included in existing NPCE product groups. This is why the Ministry of Public Health, Welfare and Sport (VWS) is involved in the NPCE. For example, I&W and VWS are collaborating on the development of the EPR for diapers and incontinence materials.

This collaboration will be further intensified in the years ahead in order to ensure that circular policy is also effective in healthcare.

3.4 Sustainability improvements as part of the Defence Sustainability Implementation Agenda

The Ministry of Defence is making progress in improving sustainability by means of its own Sustainability Implementation Agenda (*Uitvoeringsagenda Duurzaamheid Defensie*), even in the current geopolitical situation. It is essential that operational readiness is not threatened during the transition to a circular economy. The early involvement of the Ministry of Defence in relevant changes to the legislative framework makes it possible to build in exceptions for defence should this be necessary. For example, circular economy policy may need to take account of essential raw materials and products for the Armed Forces when there is no equivalent alternative.



At Ortho Innovatief, components of medical aids are not welded, but clicked together. This makes them more sustainable and ultimately cheaper. ➔ Read more about it in the [e-zine](#).



Having metrics data on how much is being wasted can provide arguments to justify measures. This can help initiate change. ➔ Read [more](#) about combating food waste in Defence.

4 Supporting policy

Central government supports the transition to a circular economy by creating the necessary conditions. The supporting policy can be linked indirectly to the targets. These measures help to catalyse the transition, because they create the necessary conditions and contribute to it. The NPCE of 2023 included various supporting measures. Below are details of current efforts in terms of knowledge and innovation, circular behaviour, the Circular Economy Accelerator, education and digitalisation.

4.1 Knowledge and innovation

The Circular Economy Knowledge and Innovation Agenda (*Kennis- en Innovatieagenda Circulaire Economie*, KIA CE) plays an important role in accelerating the circular economy by encouraging innovation and collaboration between companies, knowledge institutions and the government. The KIA focuses on developing sustainable technologies and circular business models that promote reuse and recycling. By investing in research programmes and knowledge sharing, the agenda helps to break down barriers that are impeding the transition. The KIA CE also supports the development of new markets for circular products and services, increasing economic opportunities. In addition, it provides a platform for intensifying partnerships that accelerate the circular transition in practice.

The KIA CE was thoroughly revised and updated in 2023 for the programme period 2024-2027. In 2025, CE will be positioned as an independent theme within Mission-driven Innovation Policy across central government.

The United Nations International Resource Panel is a rich source of pioneering research, analysis and policy recommendations. Dutch experts in the field of raw material usage and the circular economy are among the world's best.

4.2 Circular behaviour within an innovative market

We are working on measures to enable consumers to take circular choices for granted. Circular choices are becoming easy, logical and fair¹⁹. In this, innovation and the market play an important role, enabling the consumer to make smart choices thanks to fair prices and a plentiful supply of circular products and services. Innovation, market and consumers reinforce each other. The measures focus on three types of consumer products that offer a lot of potential benefits (textiles, furniture and electronic and electrical equipment) and on measures that transcend specific product groups. Until now, most of the knowledge developed has been about gaining a better understanding of what motivates and prevents circular behaviour. Starting in 2025, we are regularly assessing measures in practice. In this process, we are working to develop an evidence-informed toolbox that companies, municipalities, provinces and supervisory authorities can use to make circular choices the most obvious option. This may involve a local package of measures or a communication strategy that can be easily rolled out. We are also backing this up with nationwide policy, such as encouraging the supply of second-hand goods in shops, increasing circular skills (such as repair) and encouraging consumers to be more aware of what they purchase by focusing on their own individual style. Knowledge is also being developed about working procedures and business models in organisations.

4.3 The Circular Economy Accelerator

Since 2019, the Circular Economy Accelerator (*Het Versnellingshuis Nederland Circulair!*) has been helping Dutch business (from SMEs to major corporations, including start-ups and social enterprises) in the transition to a circular economy. In the meantime, the circular landscape has changed significantly. Increasing numbers of players are now providing support to businesses. This helps the Accelerator to improve its focus and single out new areas of emphasis for the next four years. The ambition is to achieve a wide

¹⁹ www.rijksoverheid.nl/documenten/rapporten/2023/02/03/bijlage-4-gedragstrategie-burgers-en-circulaire-economie

network of partners and businesses by 2030, in which value chain coordination accelerates the transition to a circular economy.

In this, the Accelerator plays a role in bringing together parties, supporting circular value chains, helping to eradicate trend-related obstacles that affect multiple regions and require a nationwide approach and by widely sharing knowledge and insights gained. As part of the Central government-Regional Alliance (*Krachtenbundeling rijk-regio*), the SME thematic group is working to mobilise the SME sector to invest in the future of their business. This is based on the philosophy of the SME-Services Action Agenda (*Actieagenda mkb-dienstverlening*). The thematic group is discussing specific product groups in the manufacturing industry and the role of circularity, together with other transition-related themes, such as digitalisation and improving sustainability in SMEs. This includes consideration of how different layers of governance can work together as effectively as possible to improve reach and increase impact.

4.4 Education

Since 2024, the ministries of I&W, LNVN, Climate Policy and Green Growth (KGG), and Education, Culture and Science (OCW) have been introducing the Sustainability in Education Implementation Plan, in coordination with the ministries of VWS and Housing and Spatial Planning (VRO). The plan, based on the needs and views voiced by the education sector, is supporting schools in integrating sustainability within education. Starting in 2025, the action lines in this plan will be further developed, with 1) a support structure for sustainability, 2) a sustainable school environment and 3) participation of young people. We are using resources from the Climate Fund to promote sustainability and circularity in education by means of specific incentive measures, such as an information and advice service, learning networks for educational professionals and a support scheme for sustainability coordinators in secondary vocational education (MBO). Efforts in primary education, secondary education and special-needs education are taking place by means of existing networks and knowledge sharing. Where possible the measures proposed will be introduced cohesively and in a phased manner.

4.5 Digitalisation

Digitalisation can accelerate the transition to a circular economy while circular strategies can also contribute to improving sustainability of the digital sector. This is because digital technologies can help us to monitor and design more smartly, repair more effectively, engage in more advanced recycling and promote reuse via sharing platforms.

In the updated NPCE, data and digitalisation feature across a number of themes and product groups, such as construction, manufacturing, consumer goods and monitoring. The Ministry of I&W facilitates connections and exchanges between the various parties working on digitalisation, data and the circular economy, to allow them to join forces as much as possible. The ministry will contribute to the core group on sustainable digitalisation and focus on development and introduction of product and/or materials passports (as part of the Ecodesign for Sustainable Products Regulation), participate in a European research programme on data sharing infrastructure and continue to work with knowledge institutions on monitoring aimed at improving the availability and quality of data.

Supporting policy, additional to the NPCE 2023

Education

- We are setting up a supporting structure and an information and advice service on sustainability.
- From 2025, we are further developing the action lines from the Sustainability in Education plan.
- We are developing learning programmes for working people to include them in the transition, identify a suitable learning style and achieve structural embedding.

Market incentives

- We are fleshing out the Circular Finance (Circulair Financierien) 2030 roadmap with the involvement of other government authorities and the financial sector.
- We are revising the National Sustainable Public Procurement plan (MVI) 2021-2025.

Circular behaviour

- We are encouraging municipalities to implement measures from the Circular Behaviour toolbox.
- We are working on measures to make circular behaviour easy, logical and fair. We are focusing on three types of products: textiles, furniture and electronic and electrical equipment, but also on measures that transcend individual product groups.
- We regularly assess behavioural measures in practice.

Spatial planning and CE

- We are conducting research exploring how to quantify the demand for space for the circular transition for the purposes of the Spatial Planning Memorandum.

Digitalisation

- We are contributing to the sustainable digitalisation action plan and implementation plan.

NPCE coordination

- We are implementing the Central government-Regional Alliance.
- We are setting up value-chain roundtables as part of reformed governance.

This is a publication by Dutch Central Government.

www.rijksoverheid.nl/circulaire-economie

www.nederlandcirculairin2050.nl

Layout and visuals: Vormvijf

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October 2025

