

Early Warning

**for Member States at risk of missing
the 2020 target of 50% preparation
for re-use / recycling
for municipal waste**

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FEAD – European Federation for Waste Management and Environmental Services

- **Private waste and resource management industry** across Europe
- FEAD's members = **National waste management associations** covering 19 Member States, Norway and Serbia
- **3,000 companies** with activities in all forms of waste management:
 - ✓ **2,400** recycling and sorting centres
 - ✓ **1,100** composting sites
 - ✓ **260** waste-to-energy plants and
 - ✓ **900** controlled landfills
- **60% share in the household waste market** and handle more than **75% of industrial and commercial waste** in Europe (turnover > € 75 billion)
- Employment: **320,000 people**

European Commission's Report

In September 2018, a report from the European Commission gave an overview of progress and implementation challenges for several waste streams, including:

- ❑ **Municipal waste**
- ❑ Construction and demolition waste
- ❑ Hazardous waste
- ❑ Waste electrical and electronic equipment
- ❑ Packaging waste
- ❑ and **suggests areas for improvement for each of them.**

European Commission's Report

- ❑ Municipal waste: **target of 50% recycling by 2020** (not revised WFD)
- ❑ The report is based on:
 - ✓ information provided in **national implementation reports for the 2013-2015** and
 - ✓ complemented by **recent in-depth studies on several waste streams** namely municipal waste (the early warning study), construction and demolition waste, hazardous waste and waste electrical and electronic equipment.

European Commission's Report – Construction and Demolition Waste (1/2)

- ❑ **Biggest waste stream** in the EU by weight
 - ❑ Accounting for over **800 million tonnes / year**
 - ❑ **32%** of the total waste generated
- ➔ The WFD sets **a 2020 target of 70%** preparation for re-use, recycling and other material recovery for this waste stream.

European Commission's Report – Construction and Demolition Waste (2/2)

Tool box:

- Promote **waste prevention** through smart design, extending the lifetime of constructions, reuse and improving planning and logistics on construction sites.
- Promote **selective demolition and sorting at source**.
- Make use of **EU guidance** (pre-demolition audits and management protocol).
- **Use economic instruments to divert this waste stream from landfills.**
- **Limit backfilling operations** to those that are in line with the definition included in the Waste Framework Directive.
- **Encourage uptake of recycled products through quality certificates and/or end-of-waste criteria.**
- **Expand use of green public procurement requiring recycled content.**
- **Improve the quality of statistics.**

European Commission's Report – Hazardous Waste (1/2)

- ❑ Relatively **small waste stream (4 % of total waste)**
- ❑ But its **proper management is crucial** in order to prevent it from having a serious negative impact on the environment and human health.
- ❑ The Waste Framework Directive includes requirements on:
 - Labelling
 - Record-keeping
 - Traceability and control obligations from production to final destination
 - Ban on mixing of hazardous waste with other waste, substances or materials

European Commission's Report – Hazardous Waste (2/2)

Tool box (non-exhaustive):

- ❑ **Improve the quality of waste management plans** based on reliable and comparable information, so that hazardous waste is more thoroughly covered and information on treatment capacities is included.
- ❑ Adopt fully **fledged, reliable and interoperable electronic record-keeping** and tracing systems, integrated within national statistics systems and EU waste shipment data.
- ❑ **Create, publish, disseminate and use clear and harmonised guidance on waste classification and management**, including on the waste hierarchy. Make use of the Commission's technical guidance on the classification of waste.
- ❑ Set out and fully enforce **the shared responsibility of waste producers and other chain operators** for hazardous waste management.
- ❑ **Continue working to eliminate PCBs/PCTs** from closed and open applications.

European Commission's Report – Waste Electrical and Electronic equipment (1/2)

- **2014:** Around **10 million tonnes** (0.4% of the total waste produced) of waste electrical and electronic equipment (WEEE)
- **2020:** a figure which is expected to climb to more than **12 million tonnes**

Collection target:

- **Since 2016: 45 % of equipment sold**
- **From 2019: 65 % of equipment sold or 85% of electronic waste generated annually.**
 - Member States will be able to choose one of these two equivalent ways of measuring the target.

European Commission's Report – Waste Electrical and Electronic equipment (2/2)

Box Tool (non exhaustive):

- **Involve all relevant levels of government** (municipal, regional, national)
- **Improve data quality**, including through quality checks and by reinforcing traceability procedures to account for all waste equipment.
- **Improve EPR schemes**, at least in line with the general minimum requirements in the revised Waste Framework Directive.
- **Improve collection** by:
 - **expanding collection infrastructure;**
 - improving consumer awareness;
 - **clarifying the transfer of ownership of waste equipment in the management chain;** and
 - **requiring all collectors to cooperate with a compliance scheme.**
- Enforce the proper treatment requirements set out in the Directive; **consider adopting minimum quality standards for the treatment of WEEE.**

European Commission's Report – Packaging Waste

- 2015: around 85 million tonnes in Europe
 - **Around 3.4 % of the total waste generated.**
 - The amount of waste generated **has been slowly increasing** in the recent years.

 - The Packaging Directive sets specific targets for packaging waste to be met by the end of 2008 (with time extensions for some Member States –all ceased to apply in 2015):
 - **overall recovery and recycling targets** (60% and 55%, respectively)
 - alongside **material-specific recycling targets** (60 % for paper and cardboard, 60 % for glass, 50 % for metal, 22.5 % for plastic and 15 % for wood).

 - The revised Packaging Directive introduced:
 - **more ambitious overall recycling targets** for packaging (65 % in 2025 and 70 % in 2030)
 - and **higher material-specific targets** (such as 55% in 2030 for plastic).
- ➔ This will require increased efforts across the EU to **organise separate collection schemes more efficiently** in order to capture more recyclables, including through improved EPR schemes.

European Commission's Report – Landfilling

- While amounts of landfilled municipal waste have steadily fallen in the EU as a whole (**dropping by 18%** during the 2013-2016 period), the **average landfilling rate for municipal waste in the EU still stood at 24 % in 2016**.
- **Large differences across the EU persist:**
 - ✓ **In 2016:** Member States still landfilled **over 50 % of municipal waste**, while five reported rates above 70 %.
- The Landfill Directive obliged Member States to reduce landfilling of **municipal biodegradable waste to a maximum of** (compared to a 1995 baseline):
 - ✓ **75%** by 2006
 - ✓ **50%** by 2009
 - ✓ **35%** by 2016
- The revised Directive requires Member States to reduce the landfilling of municipal waste to a **maximum of 10 % by 2035**, and it introduces a **ban on the landfilling of separately collected waste, including biodegradable waste**.
- A recent study carried out for the Commission found that **15 Member States were not fully meeting the obligation laid down in the Directive to treat waste before landfilling**.

Municipal Waste – European Issue

2016:

- ❑ Europeans generated on **average 480 kg** of municipal waste per person,
- ❑ **46% of which was recycled or composted**, while a quarter was landfilled.

Municipal waste represents

- ❑ **Only around 10% of the total waste** generated in the EU,
- ❑ but it is **one of the most complex streams** to manage due to its diverse composition, its large amount of producers and fragmentation of responsibilities.

Early Warning Reports - Overview

For municipal waste:

- ❑ **14 Member States** have been identified as **at risk of missing the 2020 target of 50% preparation for re-use / recycling**.
- ❑ **For each of these countries the Commission presented Early Warning Reports including possible actions** to improve their waste management and ensure compliance with EU waste legislation, taking into account best practice from other countries, but also local circumstances.
- ❑ **These actions include** more effective separate collection to ensure high quality recycling, efficient extended producer responsibility schemes, economic instruments such as landfill and incineration taxes, and improved data quality.

Early Warning Reports - Overview

- A specific challenge is recycling of plastics with **only 40% of plastic packaging being recycled in 2015**.
- **The average landfilling rate** for municipal waste in the EU still stood at **24 % in 2016**.
- Large differences across the EU persist (2016):
 - **10 Member States** still landfilled **over 50 % of municipal waste**
 - **5** reported rates **above 70 %**

Early Warning Reports - Overview

- Legal obligations on the management of municipal waste (waste from households and similar waste) are laid down in the **Waste Framework Directive**.
- These include a **50%** municipal waste preparing for re-use/recycling target to be achieved **by 2020**.
- The Directive waste (art. 11(2)(c) to (e)) recently revised to include new and more ambitious targets:
 - ✓ **55%** by **2025**
 - ✓ **60%** by **2030**
 - ✓ **65%** by **2035**

Early Warning Reports - Overview

- The revised Directive **also introduces a system of early warning reports to assess Member States' progress** towards these targets 3 years ahead of the respective deadlines.
- In anticipation of this exercise, and **in order to help Member States meet the 2020 target**, the Commission has already conducted its first early warning study.

Early Warning Reports - Overview

- Based on an in-depth review of Member States' recycling performance and waste policies
- **14 Member States** have been identified as at risk of **missing the 2020 target of 50%**.
 - Bulgaria, Croatia, Cyprus, **Estonia**, Finland, Greece, Hungary, Latvia, Malta, Poland, Portugal, Romania, Slovakia and Spain.

Early Warning Reports - Overview

Scenario modelling performed for this exercise confirmed this and concluded that:

if no additional policy action is taken, some of the Member States concerned would probably not even meet the 50% target by 2025.

Early Warning Reports - Overview

Depending on the specific problems and needs of each Member State and their **distance from the 2020 target**:

country-specific actions to close the gap have been **identified** through a process that **closely involved the national authorities**.

Early Warning Reports – Common priorities

These actions include more:

- ❑ **Effective separate collection** to ensure high quality recycling
- ❑ **Efficient Extended Producer Responsibility schemes**
- ❑ **Economic instruments** such as landfill and incineration taxes
- ❑ **Improved data quality**

Early Warning Reports – Management of municipal waste (1/4)

- **Cascade national recycling targets down to the municipal level** with responsibility for waste collection systems, and ensure that there are **consequences for municipalities that fail to meet targets.**
- Introduce measures (incl. taxes) **to phase out landfilling and other forms of residual waste treatment** (e.g. Mechanical Biological Treatment, and incineration) to provide economic incentives to support the waste hierarchy.

Early Warning Reports – Management of municipal waste (2/4)





- Develop guidance with local and regional authorities for municipalities in the form of a **minimum service standard for separate collection**. Organise **technical support and capacity-building programmes** for **municipalities** at national level.
- Introduce **mandatory requirements to sort bio-waste**, and ensure that planned or existing treatment infrastructure matches the collection systems.

Early Warning Reports – Management of municipal waste (3/4)


- Encourage **co-operation between municipalities** on **infrastructure planning and/or service procurement** to ensure scale efficiency and that the financial burden is shared.
- **Improve Extended Producer Responsibility (EPR) schemes**, at least in line with the general minimum requirements set out in the revised Waste Framework Directive.

Early Warning Reports – Management of municipal waste (4/4)

- Introduce **measures to encourage households to sort waste**, including higher collection frequency for separated streams as compared with that for mixed waste.
- **Improve monitoring and reporting**, including by ensuring that data is captured at municipal level.
- **Use EU funds** more effectively to develop waste infrastructure by ensuring that co-financing **supports prevention, re-use and recycling performance**.

Member States	Risk of missing the 2020 target on municipal waste	Progress towards CDW 70% recovery target for 2020	WEEE collection target	Packaging targets	Landfill targets
Bulgaria					
Cyprus		Below 60% recovery	2014 data	- General recycling target - wood - glass (2014 data)	50% (2013)
Croatia				- wood - metal	75% (2013)
Estonia					
Finland				good	
Greece		Below 60% recovery		glass	50% (2013)
Hungary				- general recycling - glass	
Latvia					50% (2013)
Malta			2014 data	- general recycling - paper - wood - metal - glass (2014 data)	No data reported
Poland				glass	
Portugal				glass	
Romania			2014 data	Glass (2014 data)	
Slovakia		Below 60% recovery			50% (2013)
Spain					
Sweden		Below 60% recovery			
France					No data reported
Italy					No data reported
Czechia					50% (2013)

Individual “Early Warning Report”

	Municipal waste recycling rate (including composting) 2016	Landfilling rate reported to Eurostat
Estonia	28%	10% 
EU Targets	55% (2020)	35% (2016) 10% (2035)

Municipal waste recycling rate (including composting) 2016

Malta	7%	Estonia	28%
Romania	13%	Spain	30%
Cyprus	17%	Portugal	31%
Greece	17%	Bulgaria	32%
Croatia	21%	Hungary	35%
Slovakia	23%	Finland	42%
Latvia	25%	Poland	44%

EU Targets = 55% (2020)

Landfilling rate reported to Eurostat

Malta	83%	Bulgaria	64%
Greece	82%	Spain	57%
Croatia	77%	Finland	55%
Cyprus	75%	Hungary	51%
Romania	69%	Portugal	45%
Slovakia	65%	Poland	36%
Latvia	64%	Estonia	10%

EU Targets = 35% (2016) / 10% (2035)

Individual “Early Warning Report”

Estonia – The assessment that underpins the early warning report concludes that

- there are some structural problems in Estonia leading to slow progress in recycling. These structural problems include:
 - ✓ **regulatory barriers that cause uncertainty** (for example, the fact that municipalities can choose between tendering for the market and competition in the market)
 - ✓ and the **lack of effective instruments in place to force municipalities** to comply with the recycling targets

Individual “Early Warning Report”

- **separate collection** is **not** yet being carried out **efficiently**
- the **extended producer responsibility (EPR) schemes for packaging** are not sufficiently integrated with municipal collection services
- there are **insufficient incentives for households to separate waste**
- there is **no incineration tax** to shift waste disposal towards recycling

Individual “Early Warning Report”

Latvia – The assessment that underpins the early warning report concludes that

- the **separate collection of recyclables**, including bio-waste, is not yet being carried out effectively
- **economic incentives for households to separate waste are lacking**
- the **extended producer responsibility (EPR) schemes** in Latvia do not fully cover the costs of separate collection
- **more investment is needed in projects higher up the waste hierarchy** (e.g. recycling) that go beyond treatment of residual waste

Individual “Early Warning Report”

Poland – The assessment that underpins the early warning report concludes that

- ❑ **the separate collection of recyclables is not yet effective**
- ❑ **economic incentives** for citizens to separate waste are missing
- ❑ **the Extended Producer Responsibility schemes in Poland do not operate efficiently.**
- ❑ **some questions regarding the quality of waste data undermine the reliability of the high recycling rates reported to Eurostat.**

Suggested Priority Actions by the European Commission to Estonia (1/5)

Economic incentives

- **Setting mandatory targets at municipal level either for recycling or potentially for residual waste** (depending on the availability of data) with financial penalties for municipalities that fail to meet the targets.
- **Removing regulatory uncertainty around the potential ways in which municipalities can operate waste services.** This would help the municipalities implement waste recycling targets. Different solutions will be required in the 'free market' approach where households can choose the waste collection company, and in the 'tender-based' approach where all households within one municipality are served by one contractor selected via tender.
- **Implementation of a residual waste tax** to increase costs of disposal and provide a clear economic incentive to introduce recycling services. **The tax should include landfill, incineration and any other mixed waste treatment activity** in order to support re-use, preparation for re-use, recycling and composting of separately collected bio-waste.

Suggested Priority Actions by the European Commission to Estonia (2/5)

Extended producer responsibility

- **Clear distribution of responsibilities for the management of packaging waste between municipalities and producer responsibility organisations (PROs).** The contractual arrangements between them should allow the municipalities to influence decisions regarding the packaging collection systems' performance (which is the responsibility of the PROs).
- **Ensuring the fees paid by producers cover the full cost of collection of packaging waste.** This will provide the price signal to those running the collection service to increase recycling performance, and thus avoid taxes on residual waste (implemented in line with action

Suggested Priority Actions by the European Commission to Estonia (3/5)

Separate collection

- **Further implementation of pay-as-you-throw through national legislation.** Research studies and trials should be carried out to ensure the most effective schemes are designed and operated.
 - ➔ Users are charged a rate based on how much waste they present for collection to the municipality or local authority.
- **Development of national minimum service standards for waste collection to specify**, for example, the type and volume of containers, frequency of collection and type of vehicle used, taking into account the type of housing stock, how rural the area is, typical climate, etc.
- **Setting up civic amenity sites (using national/EU funds), starting in municipalities where the collection service is most advanced** (for example, where door-to-door separate collection is becoming well established) to maximise the likely effectiveness of the sites. This would also allow best practices to be identified and used as a model for other municipalities.

Suggested Priority Actions by the European Commission to Estonia (4/5)

Communication and awareness-raising programmes

- **Development of a set of national communications materials addressed to the public for use at local level**, with clear and consistent messages. These materials should be used as part of awareness-raising campaigns, in leaflets, and at civic amenity sites.

Suggested Priority Actions by the European Commission to Estonia (5/5)

Technical support to municipalities

- Development of a system at national level that provides **technical support for municipalities**, specifically in the following areas:
 - ✓ choosing collection services
 - ✓ **service procurement**
 - ✓ service management
 - ✓ communication campaigns

- coupled with **active sharing of good ideas and practices** that can improve efficiency in terms of cost reduction and improvement in performance.

Estonian Early Warning Report – Next Steps?

In follow-up to this report:

- the Commission will undertake **high level circular economy/waste visits** to the Member States at risk of not meeting the 2020 municipal waste targets.
- In this respect, the **Commission will engage with relevant stakeholders including associations of local and regional actors.**
- The Commission will continue to dedicate **significant resources to supporting Member States** in their implementation efforts, including through technical assistance (e.g. via the Environmental Implementation Review and exchange of best practices) and with EU funds.

The Role of the Private Waste Management Industry

- ❑ The private sector is key to reaching the national targets
- ❑ The Waste Management Industry has:
 - ❑ the expertise
 - ❑ the economy of scale
 - ❑ the technologies
 - ❑ the facilities
 - ❑ an European network
- ❑ **Public procurement should be promoted** as it is a way to help municipalities to be innovative.

Next Steps

The **upcoming “Early Warning Reports”**

will concern the **2022 and 2025 targets**

Upcoming EU Targets

- **Separate collection obligations** are strengthened and extended to:
 - **By end 2022:** hazardous household waste
 - **By end 2023:** bio-waste
 - **By end 2025:** textiles
- **2025:**
 - EU target for recycling **55% of municipal waste**
 - EU target for recycling **65% of packaging waste** (plastic (50%); wood (25%); ferrous metals (70%); aluminium (50%); glass (70%), paper and cardboard (75%))
- **2030:**
 - EU target for recycling **60% of municipal waste**
 - EU target for recycling **70% of packaging waste** (plastic (55%); wood (30%); ferrous metals (80%); aluminium (60%); glass (75%), paper and cardboard (85%))
- **2035:**
 - EU target for recycling **65% of municipal waste**
 - A **binding landfill target** to reduce landfill to maximum of **10%** of municipal waste

Please Notice This



Recycling of municipal waste: **5 year derogation for MSs that landfill more than 60% or recycle less than 20% in 2013** (Greece, Croatia, Estonia, Latvia, Lithuania, Hungary, Cyprus, Malta, Romania, Bulgaria and Slovakia).

Discussion?





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