

# National factsheet on separate collection

## Croatia

**Note:** This ‘National factsheet’ has been prepared within the EC study “**Assessment of separate collection schemes in the 28 capitals of the EU**”. The document represents the status-quo of the EU Member State (MS) in September 2015. The information included in this document has been elaborated for all 28 EU-MS based on publically available documents, i.e. national legislation, Waste Management Plans, Waste Prevention Programmes, strategies, implementation reports, and statistics. All information is cited in the factsheet, a complete list of information sources can be found at the end of this document.

For quality assurance purposes the ‘National factsheet’ has been sent to the EU Technical Advisory Committee (TAC) Members on waste for verification and commenting, the comments received are included in this final version.

### 1 General requirements on separate collection based on national legislation

Waste management in Croatia is subject to the provisions of the present Act on Sustainable Waste Management (OG No. 94/13) adopted in 2013 [HR ZOGO 2013] and by-laws that are focused on special categories of waste. It is the main act of law transposing the requirements of the WFD into domestic law.

HR ZOGO 2013 does not include requirements that go beyond WFD.

Most of the single requirements from the WFD have been transposed “one:one” into national legal requirements and are hence included in HR ZOGO 2013. However some deviations were identified:

- WFD ban on mixing waste (Article 10.2) is not transposed one:one but **prescribes obligation to collected and stored waste separately waste whose valuable properties** can be used so as to allow the management of such wastes in accordance with prescribed provisions [HR ZOGO §11 (6)]; no further details regarding valuable properties are mentioned; moreover this leaves a question if the obligation for separating waste is also prescribed for treatment of those waste;
- WFD Article 22 on bio-waste is also not transposed one:one in particular in relation to **the bio-waste separate collection purpose which is allowing also the recovery of energy** from such waste; this is not encouraging measure to promote the separate collection of bio-waste.

**Table 1: Overview of national law(s) that implement separate collection**

Year and Abbreviation	Title of the law (translation)
[HR ZOGO 2013]	Zakon o održivom gospodarenju otpadom (NN 94/13) (Act on Sustainable Waste Management)

**Table 2: Overview on evaluation categories**

<b>Evaluation</b>	<b>Explanation</b>
<b>additional</b>	The requirements of the WFD have been transposed and additional information or requirements are set out in the national legal requirement, i.e. additional definition, precision of requirement that goes beyond the text of the WFD
<b>one:one</b>	The requirement of the WFD has been transposed exactly / literally or transposed analogously. No additional requirements or explanations are set out.
<b>deviating</b>	The requirements of the WFD have been implemented into national legal requirements but have been adjusted, left out or deviated
<b>not included</b>	The requirement of the WFD is not transposed into national law

**Table 3: Assessment on national transpositions**

Law & Article	Evaluation	English text	Original text
<b>1. Article 3 (11) WFD: Definition separate collection: "separate collection' means the collection where a waste stream is kept separately by type and nature so as to facilitate a specific treatment"</b>			
[HR ZOGO 2013] § 4 (1)	one:one	§ 4 (1) (32) "separate collection" means the collection where a waste stream is kept separately by type and nature so as to facilitate a specific treatment and preserve the valuable properties of the waste;	§ 4 (1) 32 »odvojeno sakupljanje« je sakupljanje otpada na način da se otpad odvaja prema njegovoj vrsti i svojstvima kako bi se olakšala obrada i sačuvala vrijedna svojstva otpada;
<b>2. Article 10 (2) WFD: "waste shall not be mixed with other waste/material with other properties"</b>			
[HR ZOGO 2013] § 11 (6)	deviating	§ 11 (6) <b>Waste whose valuable properties can be used must be collected and stored separately</b> so as to allow the management of such wastes in accordance with the provisions of this Act and the regulations adopted on the basis thereof.	§ 11 (6) Otpad čija se vrijedna svojstva mogu iskoristiti mora se odvojeno sakupljati i skladištiti kako bi se omogućilo gospodarenje tim otpadom u skladu s odredbama ovoga Zakona i propisima donesenim na temelju ovoga Zakona.
<b>3. Article 11 (1) WFD: "measures to promote high quality recycling"</b>			
[HR ZOGO 2013] § 11 (7)	one:one	§ 11 (7) The Republic of Croatia shall take measures to <b>encourage high-grade waste recycling</b> and shall set up (...)	§ 11 (7) Republika Hrvatska mjerama potiče visoko kvalitetno recikliranje kako bi se postigli nužni standardi kvalitete u pojedinim sektorima recikliranja (...)
<b>4. Requirement WFD: 11 (1) "separate collection if technically practicable"</b>			
[HR ZOGO 2013] § 11 (7)	one:one	§ 11 (7) The Republic of Croatia shall take measures to encourage high-grade waste recycling and shall set up, to this end, <b>separate collections of waste where technically, environmentally and economically practicable</b> and appropriate to meet the necessary quality standards in individual recycling sectors.	§ 11 (7) Republika Hrvatska mjerama potiče visoko kvalitetno recikliranje kako bi se postigli nužni standardi kvalitete u pojedinim sektorima recikliranja, te se otpad treba odvojeno sakupljati kad je to prikladno i izvedivo uzevši u obzir tehničke, okolišne i ekonomske uvjete.
<b>5. Requirement WFD: 11 (1) separate collection if economically practicable</b>			
[HR ZOGO 2013] § 11 (7)	one:one	§ 11 (7) The Republic of Croatia shall take measures to encourage high-grade waste recycling and shall set up, to this end, <b>separate collections of waste where</b> technically, environmentally and <b>economically practicable</b> and	§ 11 (7) Republika Hrvatska mjerama potiče visoko kvalitetno recikliranje kako bi se postigli nužni standardi kvalitete u pojedinim sektorima recikliranja, te se otpad

Law & Article	Evaluation	English text	Original text
		appropriate to meet the necessary quality standards in individual recycling sectors.	treba odvojeno sakupljati kad je to prikladno i izvedivo uzevši u obzir tehničke, okolišne i ekonomske uvjete.
<b>6. Requirement WFD: 11 (1) “separate collection if environmentally practicable”</b>			
[HR ZOGO 2013] § 11 (7)	one:one	§ 11 (7) The Republic of Croatia shall take measures to encourage high-grade waste recycling and shall set up, to this end, <b>separate collections of waste where</b> technically, <b>environmentally</b> and economically <b>practicable</b> and appropriate to meet the necessary quality standards in individual recycling sectors.	§ 11 (7) Republika Hrvatska mjerama potiče visoko kvalitetno recikliranje kako bi se postigli nužni standardi kvalitete u pojedinim sektorima recikliranja, te se otpad treba odvojeno sakupljati kad je to prikladno i izvedivo uzevši u obzir tehničke, okolišne i ekonomske uvjete.
<b>7. Article 11 (1) WFD: “separate collections (...) appropriate to meet the necessary quality standards for the relevant recycling sectors”</b>			
	Not included		
<b>8. Article 11 (1) WFD “by 2015 separate collection shall be set up for at least the following: paper, metal, plastic and glass”</b>			
[HR ZOGO 2013] § 55 (2)	one:one	§54 (2) <b>By 1 January 2015 the Republic of Croatia shall take measures via its competent authorities to ensure separate collection</b> of the following types of waste: <b>paper, metal, plastic and glass</b> , electric and electronic waste, waste batteries and accumulators, end-of-life vehicles, end-of-life tyres, waste oils, textile and footwear waste and clinical waste.	§ 54 (2) Do 1. siječnja 2015. Republika Hrvatska će putem nadležnih tijela osigurati odvojeno sakupljanje sljedećih vrsta otpada: papir, metal, plastika i staklo, električni i elektronički otpad, otpadne baterije i akumulatori, otpadna vozila, otpadne gume, otpadna ulja, otpadni tekstil i obuća i medicinski otpad.
<b>9. Article 22 WFD: Bio-waste - Member states shall take measures, as appropriate (...) to encourage: “a) the separate collection of bio-waste with a view to the composting and digestion of bio-waste”</b>			
[HR ZOGO 2013] § 56 (1)	deviating	§ 56 (1) A person authorised for the management of bio-waste under the acts adopted in pursuance of this Act and the local self-government unit shall ensure that their documents adopted in pursuance of this Act make provision for the separate collection of bio-waste for the purpose of composting, digestion or <b>the recovery of energy from such bio-waste.</b>	§ 56 (1) Osoba koja je aktima donesenim temeljem ovoga Zakona ovlaštena gospodariti biootpadom, te jedinica lokalne samouprave dužni su u dokumentima koje donose temeljem ovoga Zakona osigurati odvojeno prikupljanje biootpada s ciljem kompostiranja, digestije ili energetske uporabe biootpada.

## 2 General requirements on separate collection based on main strategies

Croatia	391 kg MSW/capita 14,58% recycling
<p><b>Definition of Municipal solid waste (MSW):</b> [HR ZOGO 2013] § 4 (1)</p> <p>“<b>municipal waste</b>” means waste generated by households or any other waste comparable in nature and composition to household waste, excluding production waste and waste from agriculture and forestry.</p> <p>“<b>mixed municipal waste</b>” means waste from households as well as commercial, industrial and institutional waste, which because of its nature and composition is similar to waste from households, from which no fractions have been excluded by means of a special operation (such as paper, glass, etc.) and is indicated in the Waste Catalogue under subheading 20 03 01.</p>	
<p><b>Main strategies implementing separate collection</b></p>	
<p>The most important strategic documents implementing separate collection are the Waste Management Strategy 2005 and the National Waste Management Plan (2007-2015) [HR WMP 2007]. Both were adopted pursuant to the Act on Sustainable Waste Management [HR ZOGO 2013] which prescribes <b>the obligation for separate waste collection obligation</b> and storage of waste whose valuable properties can be used. In addition, when collecting municipal waste, hazardous waste must be separated from it. The general concept is based on avoidance of waste generation and <b>increasing of separate collection for the purpose of reusing, recycling and/or recovery</b>, so as to reduce the amount of waste for permanent landfilling and thus lower the risk for the environment, climate and human health of waste policies [CEA 2015].</p> <p>The <b>Waste management plan (WMP)</b> contains types, quantities and origin of waste for which management must be ensured and requirements for managing special categories of waste. <b>WMPs at the regional level</b> (of counties and the city of Zagreb) <b>contain measures for management of all types of waste</b> with the exception of hazardous waste and incineration, and at <b>local level</b> (of cities and municipalities) <b>are responsible for municipal waste management</b>, both of these must be in line with the Waste Management Strategy, national Waste Management Plan, the Act on Sustainable Waste Management and the respective environmental programme(s) at the regional/local level. <b>Separate collection of waste as part of a public utility system is foreseen for wastes not covered by individual ordinances or specifically paper, glass, plastics, metals, hazardous waste and bulky waste</b> [HR WMP 2007].</p> <p>Primary recycling and separate waste collection is carried out for those waste substances whose return into the cycle is technically and financially feasible. The main aim of separate waste collection in Croatia is to <b>reduce the amounts of municipal waste being landfilled</b> and to instead treat and use municipal waste for energy recovery. Separate waste collection is carried out through integrated expert planning and competition in which the private and public sectors take part [HR WMP 2007, Chapter 4.1.]. For the coming years also regional MBTs are planned [HR MoE 2015].</p> <p>Significant progress has been made in the separate collection of packaging and packaging waste by the establishment of a “<b>return</b>” <b>system of collecting packaging and packaging waste</b> (paper, PET, glass bottles, metal packaging cans), based on the Ordinance on packaging and packaging waste (OG 97/05 as amended) [HR Packaging 2005].</p> <p>Regarding municipal waste management targets have been set in § 24 (1) [HR ZOGO 2013] for restrictions on landfilling of municipal bio-waste which may be deposited annually in all landfills and non-compliant landfills in the Republic of Croatia in relation to the mass of municipal bio-waste generated in 1997.</p>	

### 3 Implementation of separate collection

#### Overview on separate collection systems in place

Chapter 5.1.3 of the WMP [HR WMP 2007] stipulates several ways to organise a separate collection system which includes:

- establishment of **civic amenities sites**<sup>1</sup> (for Paper, Glass, Plastic, Metals, Biodegradable waste, other types of waste glass, WEEE, bulky waste, waste tyres, scrap metal, hazardous municipal waste (waste oils, waste batteries, old medicines) equipped with containers and bins in which, depending on their size and design, up to 10 different types of reusable waste materials and hazardous waste produced by citizens are separately collected;
- **bring points** for paper, glass, plastic packaging, metals, hazardous municipal waste (waste batteries and old medicines): containers and bins for individual types of waste placed at a number of waste collection points in settlements or bins for separate collection placed beside containers for the collection of municipal waste, and
- Some waste are purchased by economic operators at small-scale stations, the number, size and design are directly and exclusively dependent on market conditions (including small-scale purchase organised in sorting facilities and paper, glass, plastics and metal mills respectively).

When selecting a location it is particularly important that the **civic amenities sites** are easily accessible for the population. It may be assumed that the catchment area has a radius of approximately two to four kilometres and covers between 5,000 and 50,000 inhabitants, i.e. one civic amenity per settlement. Smaller figures correspond to less populated areas. In civic amenities it is also necessary to organise the collection of bulky waste so as to enhance the quality of service and reduce costs. In particular densely populated settlements and towns should be equipped with a larger number of waste containers for separate waste collection at bring points—presumably 30 to 50 containers per 1,000 inhabitants, and tourist centres showing marked seasonal oscillations in the number of users of utility services should be equipped for peak loads (predictable number of waste containers from 50 to 100 per 1,000 visitors) [HR WMP 2007].

For the period 2010 to 2012 **separate collection performance for municipal waste has been increased**. In 2012 23% of collected municipal waste was separated which was 7% increase in comparison to 2011 and 9% increase in comparison to 2010. The increase was mostly influenced by including amounts of waste from commercial sector in the calculation. The most significant separate collection performance increase was evidenced for paper, glass and plastics [HR CEA 2014]. Based on the EC calculation method established by Commission Decision 2011/753/EU, household waste including paper, metal, plastic and glass recycling rate for 2012 was 26.2% which is slightly over the prescribed target for 2020 according to Article 55 [HR ZOGO 2013].

In the **majority** of regional and local self-governing units **separate collection system for municipal waste is still not in place**. According to data for 2012, primary separation of metals, glass, plastics and paper from municipal waste is organised in only about 200 local level self-governing units [HR Census 2011].

<sup>1</sup> Civic amenities sites are called recycling yards in [HR WMP 2007]

**Table 4: Overview of main separate collection systems in Croatia**

Collection type	Paper	Glass	Plastic	Metal	Bio-waste
<b>Door-to-door collection</b> 					Very rare
<b>Co-mingled (door-to-door)</b> 					
<b>Bring points</b> 	Primary	Primary	Primary (containers for co-mingled collection of plastic packaging and metal cans)		
<b>Civic amenities</b> 	Primary collection for all fractions on top of other waste types, e.g. hazardous waste from households				
<b>Producer/retail take-back</b> 	Primary for paper and cardboard packaging	Primary for glass bottles >0.2 l labelled as refundable packaging	Primary for PET > 0.2 l labelled as refundable packaging	Primary for Al-FE cans labelled as refundable packaging	

## 4 Information sources

- [HR CEA 2014]** Annual report on municipal waste 2012, Croatian Environment Agency, February 2014.
- [HR CEA 2015]** Croatian Environment Agency website, <http://www.azo.hr/AdditionalInformation07>, accessed March 2015.
- [HR Census 2011]** Croatian Bureau of Statistics, Population Census 2011, [http://www.dzs.hr/Hrv/censuses/census2011/results/htm/H02\\_02/H02\\_02.html](http://www.dzs.hr/Hrv/censuses/census2011/results/htm/H02_02/H02_02.html), accessed March 2015.
- [HR MoE 2015]** Improving waste management and collection without increasing the financial burden on municipalities. Presentation by Irena Relic. European Academy for Taxes, Economics & Law, 8 May 2015, Berlin
- [HR Packaging 2005]** Ordinance on packaging and packaging waste (OG No. 97/05 as amended), by-law prescribing packaging and packaging waste management system, [http://mzoip.hr/doc/ordinance\\_on\\_packaging\\_and\\_packaging\\_waste\\_og\\_97-05.pdf](http://mzoip.hr/doc/ordinance_on_packaging_and_packaging_waste_og_97-05.pdf), accessed March 2015.
- [HR WMP 2007]** Plan gospodarenja otpadom u Republici Hrvatskoj za razdoblje 2007. – 2015. godine (Waste Management Plan 2007-2015), [http://mzoip.hr/doc/waste\\_management\\_plan\\_og\\_85-207.pdf](http://mzoip.hr/doc/waste_management_plan_og_85-207.pdf), accessed March 2015.
- [HR ZOGO 2013]** Zakon o odživom gospodarenju otpadom (NN 94/13) (Act on Sustainable Waste Management (OG No. 94/13)), [http://mzoip.hr/doc/act\\_on\\_sustainable\\_waste\\_management.pdf](http://mzoip.hr/doc/act_on_sustainable_waste_management.pdf), accessed March 2015.