



EU policy on organic resources and biowaste recycling in Europe – Challenges by implementing the Waste Framework Directive and the target review process

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Outline

1. Existing European legislation on bio-waste
2. Support to implementation
3. Target Review - Background, Objectives, Method
4. Adaptation of the targets



EU waste Legislation

Thematic Strategy on Waste Prevention and Recycling

Waste Framework Directive

(Includes Municipal and Construction Demolition waste)

Waste Shipment Regulation

Incineration Directive

Landfill Directive

Recycling Standards
(future)

Packaging

Batteries

WEEE &
Restriction
of use

Vehicles

Mining
waste

Sewage
Sludge

PCB/
PCT

Framework

Treatment

Streams

In Brown : with targets

Definitions

Bio-waste: (Waste Framework Directive)

The "bio-waste" means:

- *biodegradable garden and park waste,*
- *food and kitchen waste from households, restaurants, caterers and retail premises and*
- *comparable waste from food processing plants;*

Biodegradable waste: (Landfill Directive)

any waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard;

Differences: Paper, Agri-waste, Forestry waste, Sewage sludge

Existing targets

Landfill diversion targets for biodegradable waste (compared to 1995 data)

- -25% in 2010
- -50% in 2013
- -65% in 2020

4 year derogation provided to 14 MS

Municipal waste

- 50 % minimum recycling by 2020
- 4 calculation methods

Separate Collection

Waste Framework Directive – Article 11

- Member States shall set up separate collection to ensure high quality recycling
- By 2015 separate collection should be set up at least for paper, metal, plastic and glass

Separate collection of bio-waste (art. 22)

Member States shall take measures, as appropriate, and in accordance with Articles 4 and 13, to encourage:

- the separate collection of bio-waste with a view to the composting and digestion of bio-waste;*
- the treatment of bio-waste in a way that fulfils a high level of environmental protection;*
- the use of environmentally safe materials produced from bio-waste.*



Fertilizing requirements (including proposed changes)

Compost standards for organic farming and standards for eco-label

- Council Regulation (EC) No 834/2007 of 28 June 2007 on organic production and labelling of organic products and repealing Regulation (EEC) No 2092/91
- 2006/799/EC: Commission Decision of 3 November 2006 establishing revised ecological criteria and the related assessment and verification requirements for the award of the Community eco-label to soil improvers
- 2007/64/EC: Commission Decision of 15 December 2006 establishing revised ecological criteria and the related assessment and verification requirements for the award of the Community eco-label to growing media

End of waste standards for bio-waste

- The technical report is being prepared by Technical Working Group run by DG JRC/IPTS in Seville and is expected to be ready by the end of 2013. Last working document is available here:

<http://susproc.jrc.ec.europa.eu/activities/waste/documents>

- Based on this report the Commission will assess preparation of regulatory proposal, which could be adopted by Member States in 2014 (in comitology process).

EoW proposal – draft

Parameter	(1) Minimum organic matter content:	(2) minimum stability	(3) content of pathogens		(4) viable weeds	(5) macroscopic impurities > 2mm (dry sieving)	(6) limits of heavy metals and organic pollutants:							
							Zn	Cu	Ni	Cd	Pb	Hg	Cr	PAH ₁₆
Value	15% on dry matter weight	several methods	No <i>Salmonella</i> sp. in 25 g sample	1000 CFU/g fresh mass for <i>E.</i> <i>Coli</i>	2 viable weed seeds per litre	0.5% on dry matter weight for glass, metal and plastics	600	200	50	1.5	120	1	100	6

Revision of regulation 2003/2003/EC on fertilizers

- ❑ The current Regulation deals with mineral fertilizers only and do not address environmental issues – the revised one is planned to introduce limit of contaminants and widen its scope also on following product groups (often made from waste):
 - Organic fertilisers
 - Soil improvers
 - Growing media

- ❑ Link to End of Waste – either inclusion (e.g. as Annex) or reference if EoW is ready before.

- ❑ Time planning: Legislative proposal in Autumn 2014
further info at:
<http://ec.europa.eu/enterprise/sectors/chemicals/documents/specific-chemicals/fertilisers/>



Other related legislation



Emission standards: Industrial Emissions Directive (2010/75/EC) replacing IPPC Directive

Covers management and emissions from large composting and digestion plants dealing with waste.

Requirements: Integrated permit taking into account Best Available Techniques (BAT).

- **Best Available Technique Reference Document (BREF) – "Waste Treatment" -**

When biological treatment is covered?

- *Disposal of non-hazardous waste with a capacity exceeding 50 tonnes per day*
- *Recovery, or a mix of recovery and disposal, of non-hazardous waste with a capacity exceeding 75 tonnes per day*
- *When the only waste treatment activity carried out is anaerobic digestion, the capacity threshold for this activity shall be 100 tonnes per day.*

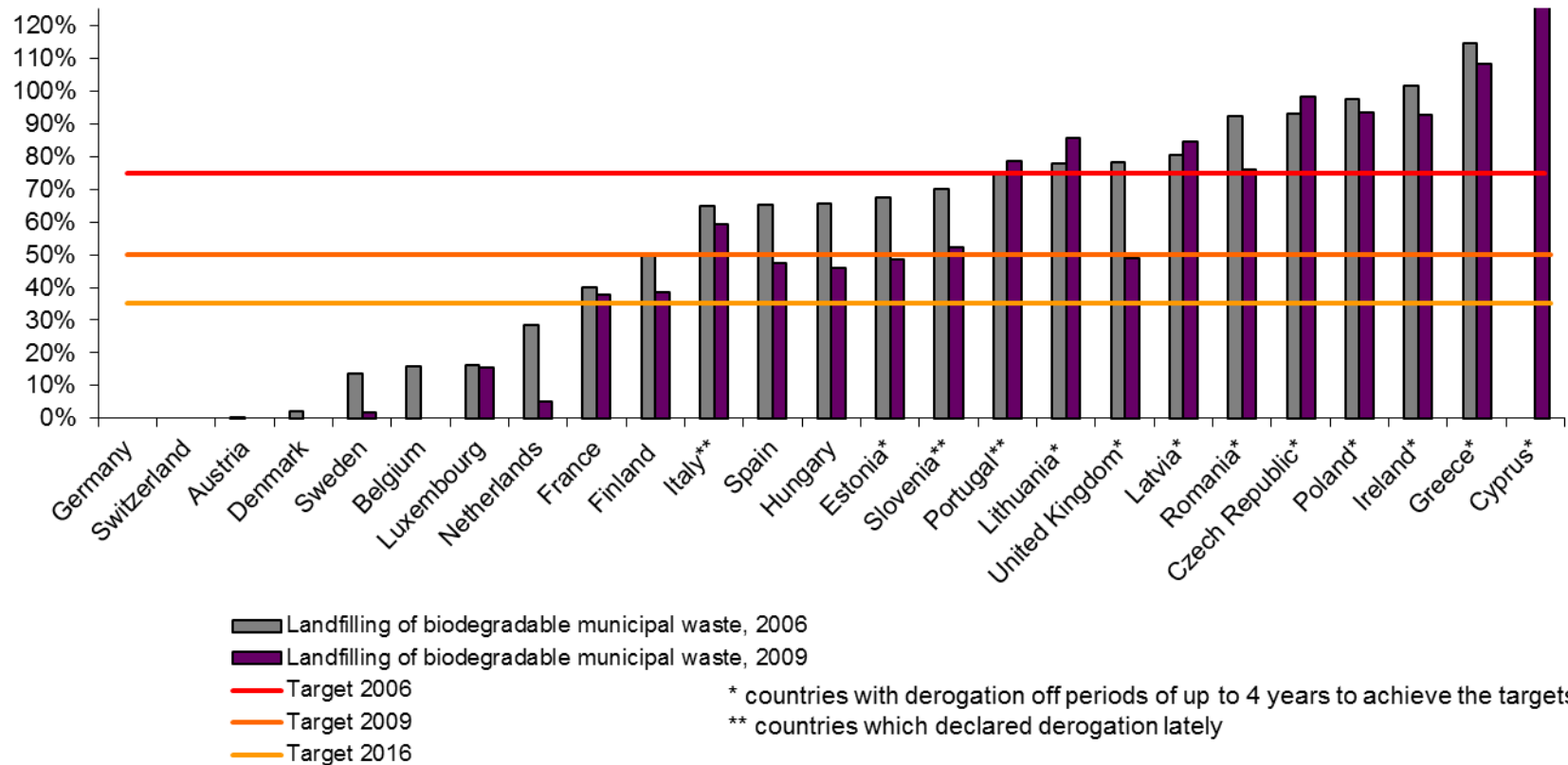
Renewable energy

Directive 2009/28/EC of the European Parliament and of the Council of 23 April 2009 on the promotion of the use of energy from renewable sources and amending and subsequently repealing Directives 2001/77/EC and 2003/30/EC.

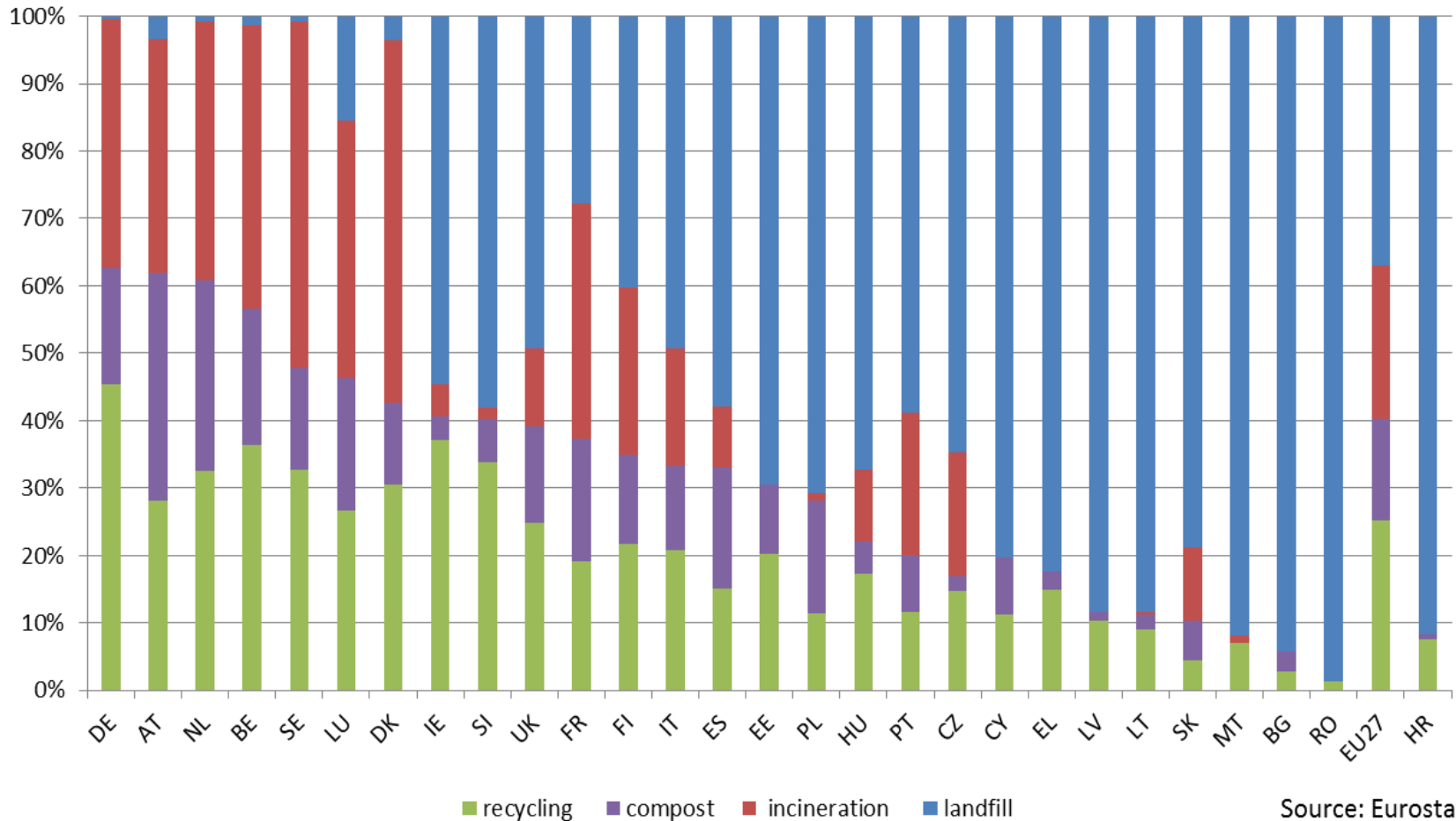


Implementation

Landfilling evolution – 2006-2009



Municipal Waste Treatment (2011)



Source: Eurostat

Things (slowly) moving in the right direction:

- Over the past 10 years recycling + composting increased by 13% for the whole EU –from 27% to 40%
- During the same period, 13 % reduction of the landfilling rate – from 50% to 37%
- But still a long way to go – EEA report on municipal waste management: Extraordinary effort needed in a majority of MS to achieve the 50% recycling target
 - 9 MS: 2-4% increase per year
 - 7 MS: more than 4% per year

What the statistics tell us:

- Sharp differences amongst MS
- Recycling rate beyond or very close to the 50% target in some MS; in others, close to zero
- Landfilling virtually phased out in some MS; others still heavily relying on landfilling
- Problems persist everywhere: Incineration overcapacity in several MS with low landfilling and high recycling rates

How to address implementation gap?

Compliance promotion initiative launched last year – focusing on:

- Selected MS where distance to targets is bigger – and waste management not in line with the waste hierarchy
- Municipal waste (500 Kg of waste generated per capita/y)

Starting point: publication of a waste management scoreboard last summer assessing MS' performance against 18 criteria

EU MS		Criterion																		Overall score
1.1 Decoupling																				
1.2 WPP																				
1.3 Amount of municipal waste recycled																				
1.4 Amount of municipal waste recovered (energy recovery)																				
1.5 Amount of municipal waste disposed																				
1.6 Development of municipal waste recycling																				
2.1 Existence of ban/restrictions for the disposal of municipal waste into landfills																				
2.2 Total typical charge for the disposal of municipal waste in a landfill																				
2.3 Existence of pay-as-you-throw (PAYT) systems for municipal waste																				
3.1 Collection coverage for municipal waste																				
3.2 Available treatment capacity for municipal waste																				
3.3 Forecast of municipal waste generation and treatment capacity in the WMP																				
3.4 Existence and quality of projection of municipal waste generation and treatment																				
3.5 Compliance of existing landfills for non-hazardous waste																				
4.1 Fulfilment of the targets related to biodegradable municipal waste going to landfills																				
4.2 Rate of biodegradable municipal waste going to landfills																				
5.1 Number of infringement procedures – WFD and Landfill Directives																				
5.2 Number of court cases – WFD and Landfill Directives																				
CZ	2	0	0 D	1 D	1 D	2	0	1	1	2	2	0	0	1	0	0	1	2	18	
PL	1	2	1 D	0 D	1 D	2	1	1	1	0	2	0	0	1	0	0	1	2	18	
EE	2	0	1 D	0 D	0 D	0	1	1	1	0	2	0	1	2	2	1	1	1	17	
SK	2	0	0 D	1 D	0 D	1	1	0	1	2	2	0	0	1	2	1	1	1	17	
IT	0	0	1 D	1 D	1 D	0	1	2	1	2	0	0	0	0	2	1	0	0	15	
LV	2	0	0 D	0 D	0 D	1	1	1	0	0	2	0	1	2	0	0	2	2	14	
CY	0	0	1 D	0 D	0 D	2	0	0	0	2	0	0	1	0	0	0	2	2	11	
RO	2	0	0 D	0 D	0 D	1	0	0	0	0	2	0	1	0	0	1	2	2	11	
LT	2	0	0 D	0 D	0 D	1	1	0	1	0	0	0	0	0	0	0	2	2	9	
MT	0	0	0 D	0 D	0 D	2	0	0	0	2	0	0	0	2	0	0	1	2	9	
BG	2	0	0 D	0 D	0 D	0	0	0	0	0	0	0	0	0	2	1	1	2	8	
GR	1	0	0 D	0 D	0 D	0	0	0	0	2	0	0	0	0	0	0	0	0	3	

Note: Scores for the criteria 1.3, 1.4 and 1.5 (marked with 'D') are doubled for overall scoring

What is the Commission doing?

- *Seminars held in the 10 selected MS and final seminar in Brussels in March*
- *For each MS, 'Roadmap' with specific recommendations to improve waste management:*
 - More separate collection (especially of bio-waste)
 - Increase use of economic instruments (landfill taxes, PAYT schemes)
 - Extend and improve the cost-effectiveness of EPR schemes
 - Address institutional obstacles (co-operation with and among municipalities)
 - Improve data collection statistics and analysis of impacts, as a basis for the development of WMPs

What is the Commission doing (part 2)?

This compliance-promotion initiative not one-off shot – planned follow-up:

- Assessment of Waste Management (and Prevention) Plans;
- Monitoring of developments in the 10 MS;
- Extension to other MS with poor performance levels.

- Finally – stronger financial link - better link of EU cohesion funds to country performance (conditionality criteria) and waste hierarchy. No more financing of landfills, problematic financing of non-recycling operations.



Target Review

Background and objectives,

Target Review

Legal background

- Review clauses in 3 Directives by 2014 (Waste Framework Directive (art 11.4), Landfill Directive (art 5.2) and Packaging Directive (art 6.5))

Strategic documents:

- Roadmap on Resource Efficiency
- 7th EAP (strategic targets for 2020)

Roadmap on Resource Efficiency

2020 "aspirational" objectives

- Full implementation of the EU waste acquis
- Waste generation per capita in decline
- Recycling and reuse are economically attractive and at 'max feasible level'
- Energy recovery limited to non-recyclable materials
- Landfilling virtually eliminated

7th EAP – 2020 objectives

- Absolute waste generation and waste generated per capita in decline;
- Strategy to combat food waste and increase composting/biomethanisation;
- Energy recovery limited to non-recyclable materials;
- Phasing out landfilling (limited to non-recyclable and non-recoverable) waste, taking into account existing time derogations
- Use of market based instruments, full implementation of the legislation

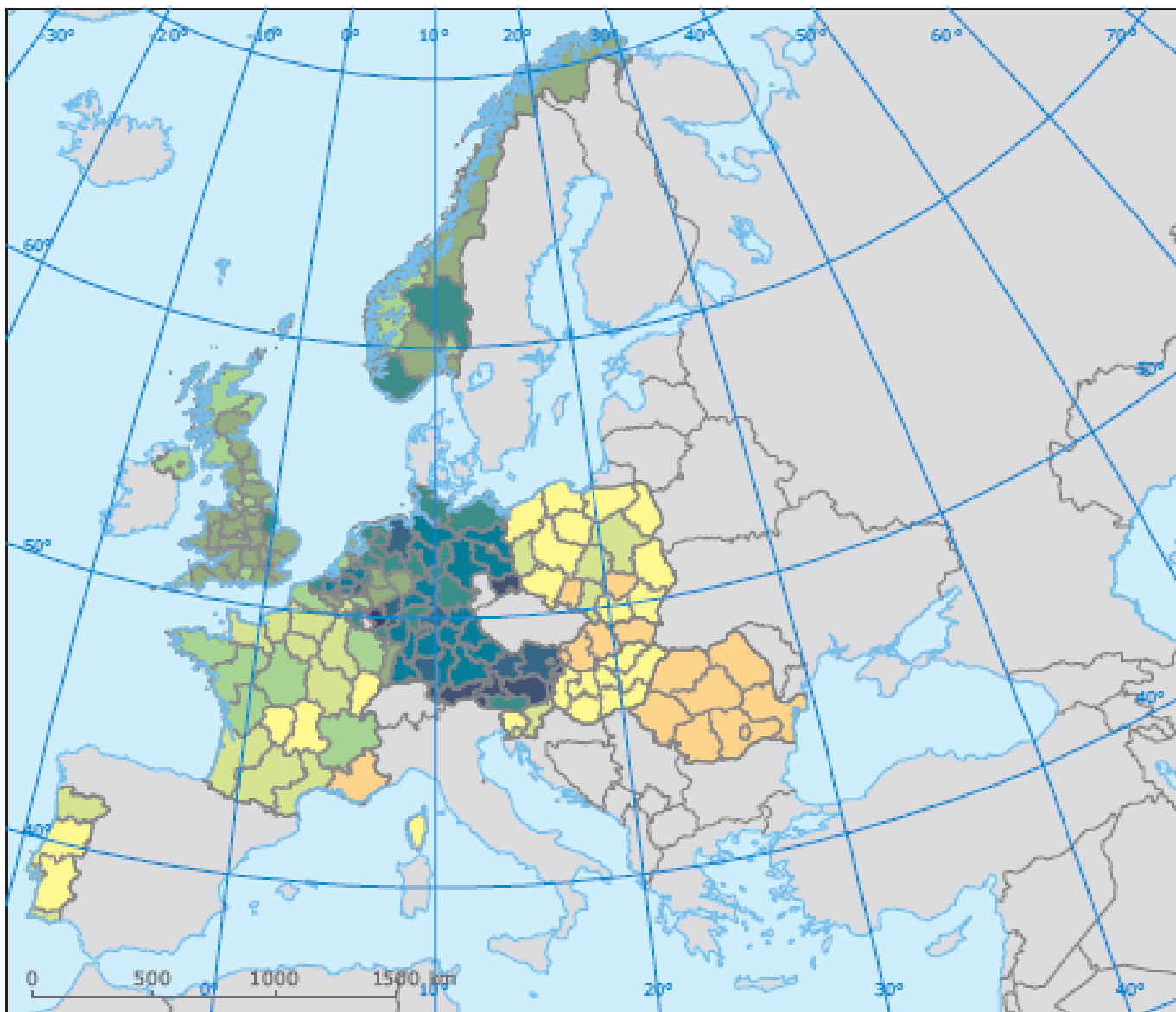


Target adaptation

	Municipal Solid Waste (MSW)
EU 2020 Target (4 methods)	50 %
EU Average (2011) (method: all MSW)	38 % (EU28)
EU Top 3 (2011) (method: all MSW)	59 %
MS > 50% target (2011) (method: all MSW)	4
MS > 50% target in 2020 (method: all MSW, based on EEA projections)	9 to 16

	% in the past (and when)	current % (and when)	Average per year	Source
Austria	62 % (1989)	3 % (2009)	2,95 % (-59% in 20 years)	Study on economic instruments
NL	30 % (2001)	3 % (2005)	1,35 % (-27% in 20 years)	Eurostat 2010
Sweden	63 % (1975)	5 % (2005)	1,93 % (58 % in 30 years)	SE sources Eurostat 2010
Denmark	39 % (1985)	6 % (2005)	1,65 % (33 % in 20 years)	ETC/SCP, 2012,Eurostat 2010
Germany	39 % (1995)	1 % (2006)	3,45 % (38 % in 11 years)	Eurostat 2010
Belgium	44 % (1995)	5 % (2006)	3,55 (39 % in 11 years)	Eurostat 2010

Evolution of landfilling of municipal waste in leading MS

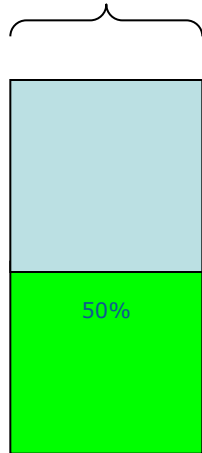


Sources:
EEA on
the
basis of
Estat,
2010

Recycling of municipal waste, 2008/2009

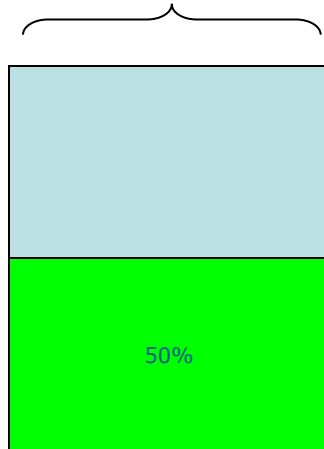


**minimum
of overall**



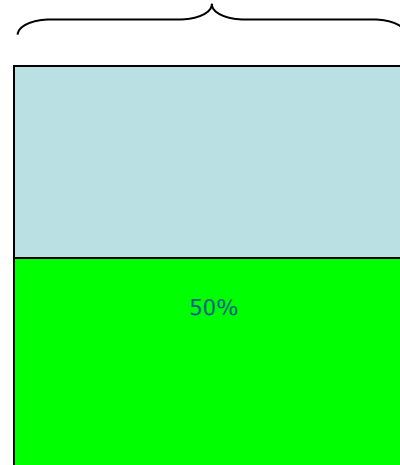
**paper,
glass,
metal,
plastic**

**minimum
of overall**



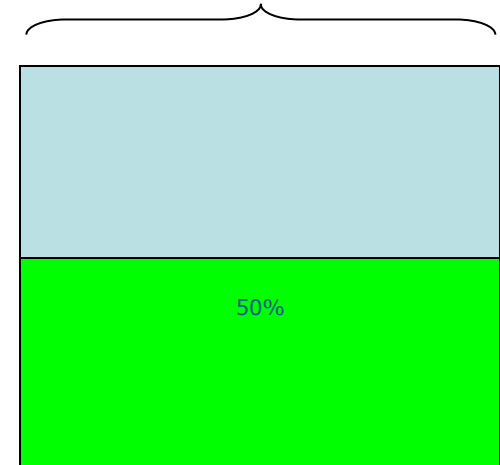
**paper,
glass,
metal,
plastic
+
other
household
or similar
waste
streams**

**minimum
of overall**



**all household
waste**

**minimum
of overall**



**All waste from
households +
all similar waste
streams =
all municipal waste**

MS options to calculate the 50% target

(2011/753/EU: Commission Decision of 18 November 2011 establishing rules and calculation methods for verifying compliance with the targets set in Article 11(2) of Directive 2008/98/EC)

Open questions:

- Are existing targets appropriate? Is it necessary to clarify/adjust/strengthen them?
- Need for additional targets on prevention, limits on energy recovery or landfilling?
- Need for targets for other waste streams or for other categories of waste?
- Overlaps and scope for simplification? E.g. one target instead of 3.

Open questions – details:

- Targets on recycling or maybe on residual waste?
- Targets calculation methods - 1 method/4 methods?
- Time horizon – 2020, 2025, 2030?
- Same target for all MS or relative targets?

Target Review - timeline

- On-going public consultation (closed on 10/9)
 - List of options to be considered – end of 2013
 - Impact assessment – early 2014
 - Legislative proposal in 2014
-
- ❑ Supporting action: Modelling of waste generation (in cooperation with EEA)
 - ❑ Additional supporting actions: Fitness Check, study on Extended Producer Responsibility, Green paper on plastics, Marine litter study

Thank you for your attention !

Additional sources of information:

DG ENV "waste" website:

<http://ec.europa.eu/environment//waste/index.htm>

Study on Economic Instruments:

<http://ec.europa.eu/environment/waste/use.htm>

Additional study on EPR: <http://epr.eu-smr.eu/>

Public consultation on target review:

http://ec.europa.eu/environment/consultations/waste_targets_en.htm