

Environment and Climate Regional Accession Network (ECRAN)

Waste Management
Working Group –
Annual Report 2014

February 2015

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ECRAN – Waste Management Working Group (Activity 2.6)

Introduction

Waste Framework Directive 2008/98/EC (WFD) is one of the first environmental policies established mid-70s. WFD established the first legislative framework for handling of waste in the EU. It defined key concepts such as waste, recovery and disposal and have placed the essential requirements for the management of waste, notably an obligation for those carrying out waste management operations to have a permit or to be registered, and an obligation for the Member States to develop waste management plans ensuring that waste will be managed without endangering human health and harming the environment, and in particular without risk to water, air, soil, plants or animals, without causing a nuisance through noise or odours, and without adversely affecting the countryside or places of special interest. It also established implementation of major principles such as "polluter pays principle" and the "extended producer responsibility".

WFD provides a framework for EU waste management focussing on preventing or reducing the adverse impacts of the generation and management of waste, and by improving efficiency of resource use in line with the waste management hierarchy. It clarifies key concepts such as the definitions of waste, recovery and disposal; and sets the conditions for by-product and end-of-waste status. It lays down the essential requirements for the management of waste in compliance with the waste management hierarchy.

EU Member States are requested to draw up waste management plans and waste prevention programmes, in order to strengthen the measures that must be taken in regard to waste prevention and re-use and to focus on reducing the environmental impacts of waste generation and waste management, thereby strengthening the economic value of waste. Furthermore, the recovery of waste and the use of recovered materials are encouraged in order to conserve natural resources.

Furthermore, in line with the WFD, by 2020 Member States shall achieve a 50% recycling rate of household waste and a 70% recycling and recovery rate of non-hazardous construction and demolition waste. Member States should encourage the separation of hazardous compounds from waste streams in order to achieve environmentally sound management.

In addition to this new legislative framework, waste is regulated with the Regulation (EC) No 1013/2006 of the European Parliament and of the Council of 14 June 2006 on shipments of waste. This Regulation specifies under which conditions waste can be shipped between countries. New among the extended producer liability stream are the two new Directives on restriction of dangerous substances in electrical and electronic equipment (2011) and the waste electrical and electronic equipment (2012).

In order to comply with the EU requirements on waste management, and more specifically with the Landfill Directive 1999/31/EC, countries will have to gradually move from dependence on landfilling of waste to more extensive and sophisticated systems for source separation, secondary separation, revised waste collection schemes, extended recycling capacities, treatment of biodegradable waste and, where economically feasible, mechanical and biological treatment systems.

Required modifications of the waste management infrastructure and methods are directly impacting waste management investment and pricing policies. Reduction of investment into landfills require increase of investment into source separation sites (green islands, recycling sites), secondary separation lines, adopted collection systems (several types of trucks and containers), facilities for recycling and treatment of biodegradable waste (recycling installations, composting, anaerobic treatment), separation of mixed waste



(various types of MBT installations). Such changes are not only impacting investment policies, but require increase in operational costs.

The ECRAN Working Group on Waste Management (WM WG) has been created with the objective to support the countries in building capacities for meeting the above listed requirements from the EU waste legislation. The specific tasks within WMWG have been designed and delivered in close collaboration with the ECRAN Strategic Planning and Investments Working Group (SPI WG), where relevant and are focused on the following:

- Analysis of current waste management policies in the countries, possible waste management options, investment actions needed;
- Further strengthening of the capacities of the competent authorities dealing with the transposition and implementation of Waste Framework Directive.

This Annual Report provides information on the achievements and outputs reached during implementation of the Work Plan for 2014 as agreed at the 1st WM WG Annual meeting held in Skopje, 29 January 2014. The report covers the period January 2014 – December 2014.

Beneficiaries

Direct beneficiaries of WM WG are the Ministries responsible for environment of the beneficiary countries (Albania, Bosnia and Herzegovina, Croatia, the former Yugoslav Republic of Macedonia, Kosovo*¹, Montenegro, Serbia and Turkey). Other stakeholders are defined as other line ministries and state administration institutions dealing with the waste management activities in the respective beneficiary countries.

Overall objective

The overall objective is to strengthen regional cooperation between the EU candidate countries and potential candidates in the fields of environment and climate action and to assist them on their way towards the transposition and implementation of the EU environmental and climate policies, political targets and instruments which is a key precondition for EU accession.

Specific objectives

WM WG objective is to improve the capacities of ECRAN beneficiary countries for further transposition and implementation of the relevant EU waste management legislation.

Task 2.6.1: Organisation of annual Working Group meeting

The annual meetings provide a forum for presentation of the results and outputs, evaluation of the impact of the activities and adoption of the work plans. The main objectives of this task are the following:

- bringing together relevant representatives of the beneficiary countries
- discussing the needs of particular countries and the ways how the ECRAN project could address those needs;
- adopting workplans and other planning documents;
- exchanging information among the beneficiary countries on progress in the implementation of the work plan;

¹ This designation is without prejudice to positions on status, and is in line with UNSCR 1244 and the ICJ opinion on the Kosovo declaration of independence.



- discussing possible bottle-neck and mitigation measures.

First Annual meeting of WM WG was organized in Skopje on 29 January 2014.

Participants were introduced to the main activities planned within the working group in 2014. The following main activities has been agreed to be implemented in the period January – December 2014:

- Task 2.6.2 National Waste Management Plans management. Analyses of current waste management policies in ECRAN countries (on basis of National Waste Management Plans and other strategic documents) relating diverting waste from landfilling, effectiveness of waste management policies in the Member States. In year 2014 the plan is to prepare review of national waste management plans for two countries to be decided by the WMWG coordinators with the focus on: waste generation factors, waste collection factor, landfill capacity and cost factors, material recovery and recycling factor, and other drivers that influence diversion from landfill. Development of country specific recommendations regarding National Waste Management Plans improvement
- Task 2.6.2 Regional training covering the implementation of Waste Framework Directive and presentation of results reached from two pilot studies.
- Task 2.6.3 Combined regional training with SPI WG with the focus on tariff settings, strategic planning, etc.

At the initiative of the WM WG Members the activity focused on achieving targets from the WFD, Packaging and waste directive, Landfill directive and other EU waste management legislation, options and actions with the main focus on analysis how the countries can achieve the targets set in the EU acquis has not been accepted for implementation in 2014. The activity was supposed to start with the analysis of current waste management policies in the countries (on the basis of National Waste Management Plans and other strategic documents), current status of planning of measures to achieve source separation and recycling targets (WFD, article 11), Packaging and Packaging waste directive, Landfills directive and other EU waste management legislation. Idea was that 2014 starts with pilot studies for Serbia and Montenegro since they have opened negotiations and will need additional assistance.

Instead focus of the work plan for 2014 was placed on the activity related to the review of National Waste Management Plans.

In summary: **Outputs prepared during the reporting period under Task 2.6.1**

No.	Date	Key outputs
1	29 January 2014, Skopje	1 st Annual meeting of NCs conclusions, revised work plan for 2014.

Task 2.6.2: National Waste Management Plans/Strategies review in line with the requirements of the Waste Framework Directive (2008/98/EC) and IPA 2 regulation/capacity building on transposition and implementation of WFD

Introduction

Waste Management Planning is regulated through WFD, and it's Article 28 on Waste management plans, Article 29 on Waste prevention programmes, Article 30 on Evaluation, Article 31 on Public Participation



and Article 32 on Cooperation.

In line with Article 28 of WFD, competent authorities of Member States are obliged to establish one or more waste management plans in accordance with Articles 1 (protection of environment and human health by preventing or reducing the adverse impacts of the generation and management of waste and by reducing overall impacts of resource use and improving the efficiency of such use), 4 (the waste management hierarchy), 13 (protection of human health and environment) and 16 (principles of self-sufficiency and proximity) of the WFD. Waste management plans developed by EU MS competent authorities have to conform the waste planning requirements laid down in Article 14 of Directive 94/62/EC and the strategy for the implementation of the reduction of biodegradable waste going to landfills, referred to in Article 5 of Directive 1999/31/EC.

It is the responsibility of each individual Member State to apply the principles of these directives when implementing a national waste management system. Waste management planning has thus become a permanent element of public planning efforts in all EU Member States.

Waste management plans have a key role to play in achieving sustainable waste management that is in line with EU waste legislation. Their main purpose is to give an overview of all waste generated (including imported, and by specific waste streams) and treatment options for this waste.

Waste management planning is the cornerstone of any national, regional or local policy on waste management. The establishment of a plan allows taking stock of the existing situation, defining the objectives that need to be met, formulating appropriate strategies, and identifying the necessary implementation means.

Review of draft National Waste Management Strategy Policy Paper (MWMS) and draft Waste Management Plan 2014 – 2020 (MWMP) - Montenegro

Review of Strategy on waste management 2013-2022 and Plan on waste management (PRKWM) 2013-2017 – Kosovo*

Following the adoption of the work plan, it has been agreed with the EC and the beneficiaries that the criteria for review of national waste management plans and strategies will follow the methodology and criteria provided in the document "Preparing the Waste Management Plans", Methodological guidance note, issued by European Commission, DG Environment². The Methodology comprises an illustration of criteria used in determining the quality of a waste-management plan in the light of the requirements of the EU Waste Framework Directive (2008/98/EC). The plans/strategies are reviewed against the WFD requirements in the following range:

- minimum requirements to be accepted as compliant with the relevant EU legislation requirements;
- criteria for a WMP to be a good plan in a light of the EU legislation and
- maximum criteria for establishing an ideal waste management plan from the point of view of EU policy objectives and legislation.

The criteria can be used by competent authorities as a model and guidelines for the development and/or revision of waste-management plans. As agreed during annual meeting during 2014, using the agreed methodology and criteria, project team prepared report on the review of:

² http://ec.europa.eu/environment/waste/plans/pdf/wasteguide_final.pdf



1. draft National Waste Management Strategy Policy Paper (MWMS) and draft Waste Management Plan 2014 – 2020 (MWMP) - Montenegro and
2. Strategy on waste management 2013-2022 and Plan on waste management (PRKWM) 2013-2017 – Kosovo*.

Recommendations and conclusions from the review of draft National Waste Management Strategy Policy Paper (MWMS) and draft Waste Management Plan 2014 – 2020 (MWMP) - Montenegro

Review of draft MWMS and draft MWMP resulted with the conclusion that all elements of the two documents are satisfying minimum criteria. In addition, majority of the elements are also satisfying criteria for a WMP to be a good plan in a light of the EU legislation, while only few elements of the two documents (e.g. parts referring to municipal waste and biodegradable waste) are satisfying maximum criteria.

It has been recommended that the following deficiencies should be corrected in the documents:

- Specific waste streams are regulated with the Concession Act. This mainly refers to packaging waste, waste tyres, end-of-life vehicles and waste oils. The targets have been set but a method for involving the extended producer responsibility and for collection have not been developed yet.
- In the MWMS, there are no introductory information on the date of drafting and who participated in the development of the Strategy;
- MWMS has been drafted in a narrative style, which is not typical for this type of document;
- There are no information on possible public participation or involvement of relevant NGOs in the drafting of WMS;
- There are no information regarding which expert or stakeholder was involved as required by the WFD;
- In both MWMS and MWMP there is no information regarding cooperation with the neighbouring countries on waste. Montenegro has no binding requirements according to WFD to cooperate on that issue with the neighbouring countries, however, taking in the account process of EU integration and neighbouring the EU MS Croatia, subject of cooperation should be taken into account and described in more details.

Recommendations and conclusions from the review of Strategy on waste management 2013-2022 and Plan on waste management (PRKWM) 2013-2017 – Kosovo*

Review of Strategy on waste management 2013-2022 and Plan on waste management (PRKWM) 2013-2017 of Kosovo* has resulted with the conclusion that the documents are not fulfilling the minimum criteria as set out in the Guidelines. Targets declared by WFD but also another relevant EU waste directive are not declared in the analysed documents. Analyses and projections of waste generation were not performed in compliance with WFD requirements.

It has been recommended that documents should be fully revised in line with the requirements of WFD. The attentions should be specifically focused on the following elements:

- The Strategy and Plan are lacking the information related to the type, quantity and source of waste generated within the territory, the waste likely to be shipped from or to the national territory, and evaluation of the development of waste streams in the future;



- There is not enough information about existing waste collection schemes and major disposal recovery installations, including any special arrangement for waste oils, hazardous waste or waste streams;
- There is not an assessment of the need for new collection schemes, the closure of existing waste installations, additional waste installation infrastructure in accordance with Article 16;
- There is not sufficient information on the location criteria for site identification and on the capacity of future disposal or major recovery installations;
- There is not information of the allocation of responsibilities between public and private actors carrying out the waste management.

Further assistance to the beneficiary in the improvement of the documents have been offered by ECRAN. The revision will probably be performed through national EU funded or bilateral donor funded assistance taking into account the results of the review performed by ECRAN.

Regional training transposition and implementation of Waste Framework Directive (2008/98/EC) 21-22 October 2014, Podgorica, Montenegro

During reporting period 1st regional training on Transposition and Implementation of Waste Framework Directive (Directive 2008/98/EC), was organized in Podgorica, Montenegro in October 2014.

Background

Waste Framework Directive (Directive 2008/98/EC) prescribes the following waste hierarchy: prevention; preparing for re-use; recycling; other recovery, e.g. energy recovery; and disposal. In line with the above hierarchy, the European Union's approach to waste management is based on three principles:

Waste prevention: This is a key factor in any waste management strategy. If we can reduce the amount of waste generated in the first place and reduce its hazardousness by reducing the presence of dangerous substances in products, then disposing of it will automatically become simpler. Waste prevention is closely linked with improving manufacturing methods and influencing consumers to demand greener products and less packaging.

Recycling and reuse: If waste cannot be prevented, as many of the materials as possible should be recovered, preferably by recycling. The European Commission has defined several specific 'waste streams' for priority attention, the aim being to reduce their overall environmental impact. This includes packaging waste, end-of-life vehicles, and batteries, electrical and electronic waste. EU directives now require Member States to introduce legislation on waste collection, reuse, recycling and disposal of these waste streams. Several EU countries are already managing to recycle over 50% of packaging waste.

Improving final disposal and monitoring: Where possible, waste that cannot be recycled or reused should be safely incinerated, with landfill only used as a last resort. Both these methods need close monitoring because of their potential for causing severe environmental damage. The EU has recently approved a directive setting strict guidelines for landfill management. It bans certain types of waste, such as used tires, and sets targets for reducing quantities of biodegradable rubbish. Another recent directive lays down tough limits on emission levels from incinerators. The Union also wants to reduce emissions of dioxins and acid gases such as nitrogen oxides (NOx), sulphur dioxides (SO2), and hydrogen chlorides (HCL), which can be harmful to human health.

ECRAN countries are in intensive planning and implementation period of the EU waste management



requirements. Landfill of Waste Directive (Council Directive 1999/31/EC) is one of the heavy cost Directives and it requires substantial planning, preparation and investment activities. Land filling is still preferred option for many countries in the ECRAN region, while source separation and recycling activities remain in the initial stage. Regional waste management strategies and systems are being planned and implemented in all ECRAN beneficiary countries with landfill as a key element of the system.

Landfill is however, one of the oldest form of waste treatment and one of the least desired options because of the many potentially adverse impacts it might have. Also it is likely, that the EU funds allocations during new financial perspective 2014 – 2020 will be tightly related with the updated National Waste Management Plans incorporating source separation and recycling targets. In order to reflect the EU requirements on waste management, countries shall gradually move from dependence on landfilling of waste to extensive systems for source separation, secondary separation, revised waste collection schemes, extended recycling capacities, treatment of biodegradable waste and, where economically feasible, mechanical and biological treatment systems.

Objectives of the training

The objective of this workshop was to provide the participants with the EU MS best practices in implementation of WFD in the specific thematic areas. The workshop was focused on:

1. Prevention of Waste production;
2. Re use and Recycling;
3. WFD provisions for Producer Responsibility;
4. Status of end of waste (EoW) and by-product and process of planning in the Waste Management.

Results/outputs

The expected results were:

- Improved understanding of the EU MS implementation of Waste framework Directive in the targeted thematic areas;
- Improved understanding of the definition of waste and the status of by-products and end-of waste;
- Improved understanding of the planning process in the field of Waste Management.

EU policy and legislation covered by the training

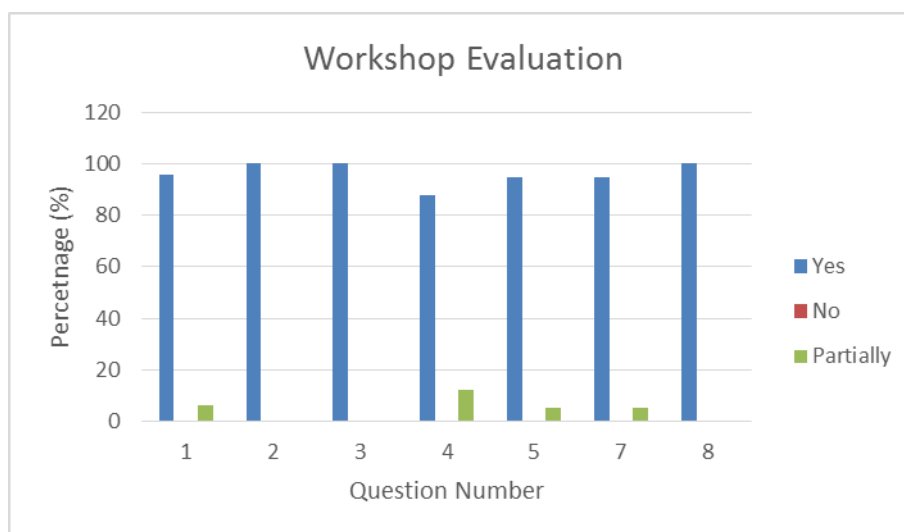
- Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste;
- Council Directive 99/31/EC of 26 April 1999 on the landfill of waste;
- European Parliament and Council Directive 94/62/EC of 20 December 1994 on packaging and packaging waste.

Results and Evaluation

The training was attended by 27 participants from all ECRAN countries except Bosnia and Herzegovina. The participants had the opportunity to get familiar with the experience and best practice examples provided by lecturers from the old EU MS (Belgium Wallonia region) and new EU MS (Estonia). Experts from Belgium presented the Walloon Waste Management Master Plan dealing with issues related to domestic and industrial waste, usage of Life Cycle Assessment (LCA) for Municipal Solid Waste (MSW) in Belgium,



influence of different waste management scenarios on climate, reuse and recycling, separate collection and financial efficiency, end of waste and by-product definition and application of those principles in practice in the EU. Expert from Estonia, presented development of waste management planning in Estonia, strategy for closure of the landfills and selection of alternatives, investments required for those modification and financial sources used in Estonia for reaching targets. EC DG Environment representative presented the WFD, current status of the set targets per each of the EU MS and forecast, as well as perspectives in terms of landfilling and options beyond landfills for the ECRAN region. The beneficiary countries presented the level of transposition and implementation of WFD in their countries, as well as their plans for the coming period. The reports, presentations and distributed materials have been placed on the ECRAN website (www.ecranetwork.org). Through evaluation it was noted that the expectations of participants were fully reached.



In summary: **Outputs prepared during the reporting period under Task 2.6.2**

No.	Date	Key outputs
1	July 2014	Review of draft National Waste Management Strategy Policy Paper (MWMS) and draft Waste Management Plan 2014 – 2020 (MWMP) - Montenegro
2	August 2014	Review of Strategy on waste management 2013-2022 and Plan on waste management (PRKWM) 2013-2017 – Kosovo*
3	October 2014	1st regional training on Transposition and Implementation of Waste Framework Directive (Directive 2008/98/EC)

Task 2.6.3. Combined regional trainings between the Waste Management Working Group and Strategic Planning and Investments Working Group

Background/Rationale

As indicated in the sections above, the EU requirements for waste management, full transposition and implementation of waste legislation are very demanding. EU sets number of targets to be achieved by the Member States. These include:



- Establishment of source separation system, 50% of recycling of municipal solid waste (Waste Framework Directive);
- Diverting biodegradable waste from landfilling (Landfill Directive);
- Recycling and recovery of packaging waste (Packaging and Packaging waste Directive).

Achievement of these targets require careful strategic and investment planning and elaboration of national planning documents such as National waste management plan, Waste prevention plan, Biodegradable waste management strategy, plans for management of other waste streams.

Progress in meeting defined objectives and targets will depend on number of factors, which includes organisational, economic, financial, awareness raising and other aspects. Last but not least it depends largely on the technical and infrastructure solutions for waste collection, separation, recycling and recovery.

Acceding countries are facing difficult policy choices on how to achieve targets with limited available funds and limited affordability to pay operational costs. In such situation there is not much space for making wrong decisions in terms of technology and infrastructure that will be applied. Selected solution plays significant role not only in saving scarce financial resources for investment, but also in keeping operational costs bellow agreed affordability thresholds.

I. Objectives of the training

General objective

The aim of the workshop was to provide participants with information, share experience and extend capacities in participating countries in strategic planning and related waste management infrastructure development in order to achieve EU acquis requirements in waste sector.

Specific objectives

Specific objectives of the workshop were the following:

- To establish common understanding on strategic planning requirements in waste sector;
- To establish common understanding on links between strategic planning and technological options for support of achievement of targets;
- To establish common understanding on role of waste management infrastructure in supporting waste separation and recycling;
- To present and discuss experience in EU countries on establishment of infrastructure for waste management and how this supports waste separation and recycling;
- To present and discuss how waste management infrastructure can serve achievement of targets for several directives;
- To better understand links between selected infrastructure decisions and investment and operational costs;
- To agree on next steps.

Results/outputs

The following objectives have been achieved:



- Improved skills in strategic waste management planning;
- Improved understanding regarding interrelation between delivery of targets and selection of technological solutions;
- Improved understanding regarding infrastructure solutions and impacts on financing needs.

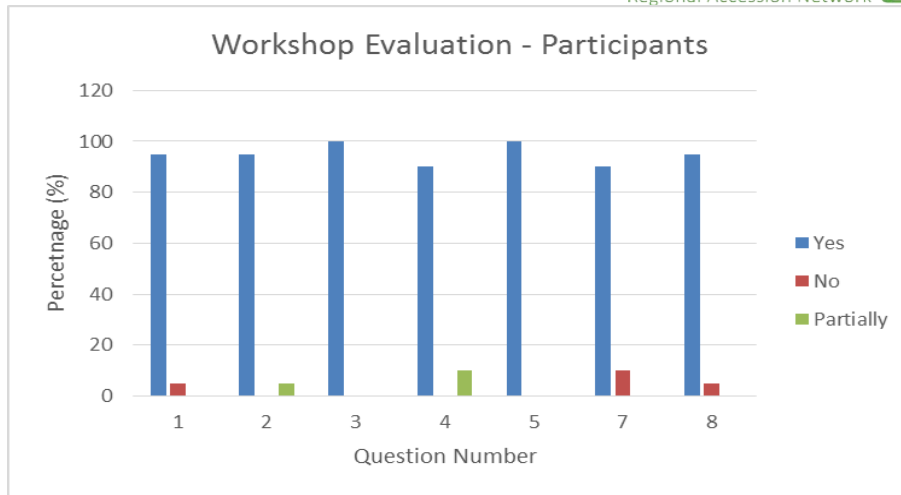
Results and Evaluation

The regional training covered the following major topics, with presentations delivered by senior waste experts and EU MS public administration representatives:

- Major elements of waste management planning, covering the development and revision of waste management plans;
- Impacts of Technological Options for Achieving of Targets. EU Waste Directives contain a number of recovery and recycling targets, which are binding to the Member states. Not achieving those could trigger the Infringement procedure, which could end up with serious fines through the EU Court of Justice. The most challenging targets are (i) preparing for reuse and recycling of the Municipal Waste – 50% target by 2020; (ii) recovery of the Construction/ Demolition Waste – 70% target by 2020. The topics provided platform for exchange of experience with EU MS on was to achieve the WFD defined targets;
- Medical Biological Treatment in support of achieving targets. The participants have been provided with presentation on Mechanical –biological treatment (MBT) example from Veneto region in northeast Italy and from Austria;
- Strategic Planning and Investment: Developing Waste Management System in Lithuania, best practices and lessons learnt;
- Financing of Waste Management: Impacts on Investment Policy Choices;
- Achieving Waste Management Targets;

Commission's opinions were presented and also the experiences of old EU MS, Italia and Austria and the new EU MS, Lithuania and Estonia. The beneficiary countries presented the level of implementation of waste infrastructure projects in their countries. The reports, presentations and distributed materials have been placed on the ECRAN website (www.ecranetwork.org). The evaluation demonstrated that the training met the expectations of participants to high extent. The low evaluation scores were recorded on the logistics aspects which was duly communicated to TAIEX.





In summary: **Outputs prepared during the reporting period under Task 2.6.3**

No.	Date	Key outputs
4	November 2014	Combined regional training with Strategic Planning WG, training materials and report.



Annexes

Annex 1: Conclusions from the 1st Annual Meeting;

Annex 2: Report from the Combined regional trainings between the Waste Management Working Group and Strategic Planning Working Group

Annex 3: Report from the Regional training transposition and implementation of Waste Framework Directive (2008/98/EC) 21-22 October 2014, Podgorica, Montenegro



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