

6th Environmental Action Plan: Review of the Thematic Strategies and current developments on bio-waste and sewage sludge

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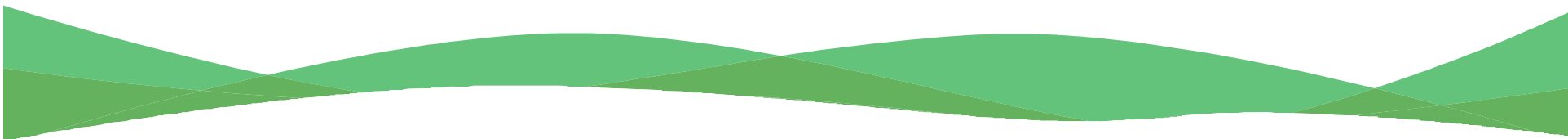
Valencia, 16 June 2011



Outline of the Presentation

- 1. Policy context: 6EAP, Thematic Strategy on Waste and Waste Framework Directive**
- 2. Bio-waste policy**
- 3. End of waste process**
- 4. Sewage sludge**
- 5. Landfill Directive**

Policy context



2002 - 6 Environmental Action Programme

- 4 key policy areas – including *Natural Resources and Waste*

- Objectives for waste and resources area:
 - ➔ **break the linkages between economic growth and resource use**
 - ➔ **achieving a significant overall reduction in the volumes of waste generated**
 - ➔ **a significant reduction in the quantity of waste going to disposal and the volumes of hazardous waste produced**
 - ➔ **encouraging re-use (...) preference should be given to recovery and especially to recycling;**

- Proposal for several legislative acts including sewage sludge and biodegradable waste

2005 -Thematic Strategy on Waste Prevention and Recycling

- Main Objective: “Moving towards a recycling society”
- Approach:
 - Full implementation of the legislation
 - Simplification and Modernisation
 - IA approach and Life Cycle Thinking
 - Waste Prevention/hierarchy

2005 - Thematic Strategy on Prevention and Recycling of Waste

- Adjustment of some detailed objectives:
 - **Idea of specific bio-waste directive has been abandoned – end of waste process and life cycle thinking approach have been proposed instead**
 - **Slowing work on prevention targets – due to its complexity**
 - **Confirmed revision of sewage sludge directive - with a view to tightening the quality standards under which such use is allowed**

2008 – Waste Framework Directive

■ Key provisions:

- Waste hierarchy (art.4)
- 50% recycling target for household and similar waste by 2020 (art.11)

■ also...

- support for separate collection of bio-waste (art.22)
- waste prevention plans

Bio-waste policy

Background

- **2007-2008** Waste Framework Directive calls upon the Commission to assess bio-waste management in the EU and proposes measures to improve it, if appropriate;
- **3 December 2008** Publication of a Green Paper on bio-waste;
- **18 May 2010** Commission Communication on bio-waste

New documents from the Commission – 18 May 2010

1. Communication from the Commission on future steps in bio-waste management in the European Union - COM(2010)235 final
2. Commission Staff Working Document Accompanying the Communication from the Commission on future steps in bio-waste management in the European Union - SEC(2010) 577 final

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



General recommendations

- Additional support for separate collection and biological treatment (e.g. targets) is justified on economic and environmental grounds, but,
- Enforcement of current legislation – especially landfill directive and waste framework directive is of key importance;
- More bio-waste prevention necessary;
- Improvement of compost/digestate management and markets

Criticism of the analysis – background for further work

"The cost/benefit analysis detailed [in the Annex to the Communication] shows that at societal level and for the whole EU, the potential benefits appear to be significant. However, due to the different conditions in Member States, further work is needed notably from the subsidiarity perspective before considering whether to propose an EU target for biological treatment.

The Commission will continue its analysis with a view to conclude on the appropriateness of setting targets by 2014 at the latest under the WFD. It is likely that a target for biological treatment would have to go hand-in-hand with enhanced separate collection to ensure good quality of compost and digestate"

How to improve analysis - subsidiarity

- **Provide better justification while EU action is necessary and actions cannot be taken by national governments (or action by EU is better than national actions)**
- **Sound based justification to what extent the range of targets is feasible to achieve in all Member States**

How to improve analysis – costs and optimisation

- **Costs analysis – better justification of no additional cost of separate collection. Or better calculation of additional costs**
- **Optimal level of bio-waste treatment targets – in the Annex the compromise target level (36.5%) is proposed. Is it optimal?**

Preliminary results of consultation on recycling targets (Dec 2010-Jan 2011)

- **Member States: 10 answers received (AT, BE, DE, SE, DK, FR, ES, UK, NL) + (Norway)**
 - Strong support – Germany, Spain
 - Opposition – United Kingdom, Netherlands
- **Waste management, trade and industry – 22 answers**
 - **General support + some voices raised the issue that recycling targets may in future harm production of biofuels from waste or energy recovery from bio-waste.**
- **Green NGOs – 9 answers received**
 - **General support for recycling targets and separate collection**
- **Local authorities' associations– 5 answers received**
 - **Generally against: keywords: flexibility and subsidiarity**

In depth analysis: results of new study

- **Confirmed earlier results that bio-waste recycling brings a net benefit to society.**
- **Identified typical implementation obstacles:**
 - **current practises**
 - **cost issues**
 - **political barriers**
 - **logistic and social issues**
 - **Key factor – lack of knowledge among the society and decision makers**
- **Therefore in order to retain the local flexibility and overcome likely implementation obstacles the targets should be set preliminary at low level with a view to increase targets in the future.**
- **Expected publication date – June/July 2011**

Further steps on recycling targets

- Analysis in preparation for revision of the recycling targets will have place in 2012 - 2014
- Targets - if justified by Impact Assessment – will be most likely introduced by modification of WFD (art. 11.4) – by adding new target on recycling and/or separate collection on bio-waste

End of Waste process on bio-waste

End-of-waste...

Waste ceases to be a waste when undergone recovery process and complies with specific criteria

- Such criteria could be set by the Commission
- In the absence – Member States may decide whether waste ceases to be a waste on national level – in that case they should notify Commission

Background on End-of-Waste – compost and digestate

Communication from the Commission on future steps in bio-waste management in the European Union - COM(2010)235 final

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

- *“Compost and digestate from bio-waste are under-used materials. While offering an excellent contribution to EU resource efficiency and to the improvement of carbon-depleted soils, in many Member States demand suffers from a lack of end-user confidence.*
- *Standards for compost and digestate should be established to enable their free circulation on the internal market and to allow using them without further monitoring and control of the soils on which they are used.*

End of Waste bio-waste - legislative process

- The technical report is being prepared by DG JRC/IPTS in Seville and is expected to be ready end 2011/early 2012. First working document is available here:
- <http://susproc.jrc.ec.europa.eu/activities/waste/documents/IPTSEoWBiodegradablewaste1stworkingdocument20110221.pdf>
- Based on this report the Member States may adopt the rules in 2012 (in comitology process).

EoW criteria and requirements:

- **product quality (level of heavy metals and other pollutants, fertilizer properties)**
- **input materials (positive/negative list)**
- **processes and techniques (e.g. time temperature profile)**
- **provision of information: (recognised purpose, instructions on safe use and traceability)**
- **quality assurance procedures**

Requirements on input materials – proposed approach

■ **Most contentious input materials:**

- organic fraction from mechanical separation of mixed MSW (MBT compost)
- sewage sludge

■ **Clean, biodegradable wastes are the only wastes allowed to be used as input**

■ **Practical consequences:**

- Better market for separate collection
- more problems for mixed waste compost

Sewage sludge

Sewage sludge: summary of the 2008-2010 analysis

- **Analysis based on several studies and stakeholders consultations.**
- **Preliminary findings:**
 - **The values currently in the directive are obsolete and should be upgraded on (proposed values are close to 2003 draft, but with limited monitoring of organics);**

However;

- **As quality of sludge has generally improved and Member States introduced more stringent measures on national level - the added value of new legislation is debatable**

Sewage sludge – further steps

- **Additional „snapshot” study on occurrence on pollutants not subject to routine monitoring is underway.**
- **Executed by Institute for Environment and Sustainability (IES) of the Joint Research Centre (JRC) - results expected in autumn 2011**

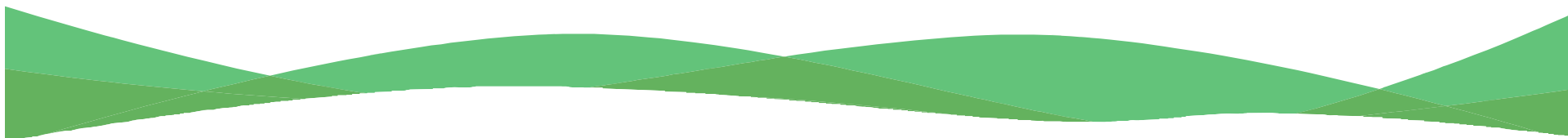
- **Decision is pending**
- **In future possible new approach to sewage sludge under „Resource efficiency” framework**

- **All information and links to studies and consultations can be found at:**
- **<http://ec.europa.eu/environment/waste/sludge/index.htm>**

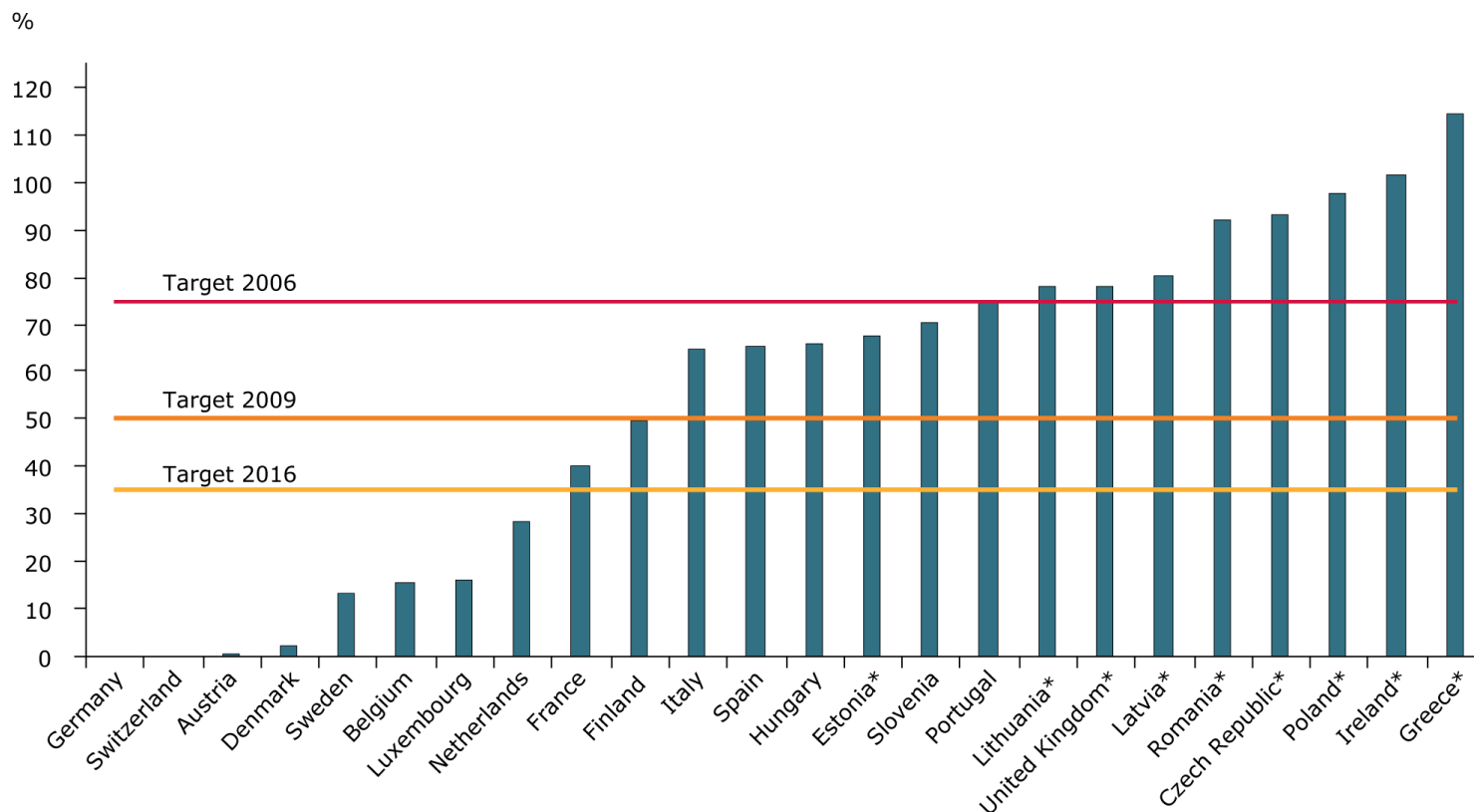
Landfill directive – revision of targets???

Current targets

- Current targets are set as 75-50-35% of baseline (1995) for 2006-2009-2016 respectively
- Countries which landfilled more than 80% in 1995 – can postpone the targets by no more than 4 years – i.e. 2010-2013-2020.
- All countries meet 2006 targets
- Now we collect info on 2009 and 2010 targets



Ensuring full implementation: landfill diversion



Landfilling of biodegradable municipal waste, 2006

* Countries with derogation periods of up to 4 years to achieve the targets



Source: EEA 2010, *The European Environment, State and Outlook 2010 : Thematic Assessment – Material Resources and Waste*



New targets ???

- Directive assumes analysis and possible revision of targets in 2014
- Communication says (7.2.6):
*„The Commission highly recommends that all Member States **aim at "zero landfilling" of untreated bio-waste** at the fastest possible pace, in line with the provisions of the WFD”.*
- 0% by 2020-2025 ???
- Analysis is planned on 2013-2014 – with potential revision in 2014.

Thank you for your attention!

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

Link to ENV website on bio-waste.

European Commission
DG ENV C2 - Waste Management

