



Presidency non-paper

PART THREE

The main objective of this paper is to provide guidance for further work on a selection of technical issues relating to the proposed modifications to the **Waste Framework Directive, Packaging Directive and Landfill Directive**. The paper takes stock of the comments sent by delegations and the outcome of the previous meetings.

- **Definitions: recycling, material recovery, backfilling**

From the discussions held at the previous WP meetings, it emerged that there is no clear common understanding on key concepts, such as 'recycling', 'recovery', 'material recovery' and backfilling, and that further clarifications are needed.

In the Presidency's view, there is a need to ensure **uniform implementation of such concepts** in the different MS. **Clear definitions of the various waste operations are essential** in order to allow MS to easily identify whether a certain waste operation should be regarded as recycling, material recovery or backfilling. This is particularly important in relation to the calculation of targets under the WFD directive.

According to the Presidency, the proposed text might not lead to a clear-cut assessment and distinction between different recovery operations. In particular, there are grey areas between "recycling" and "other material recovery including backfilling". A number of delegations have asked to define more precisely which operations can be regarded as "recycling" or not. Some delegations are also critical of the insertion of the "umbrella" definition of "material recovery" since this is not reflected in the waste hierarchy of Article 4 WFD.

In the Presidency view, it is necessary to better clarify what elements can give the status of recycling to a specific waste operation.

As 'food for thoughts' and to provide a basis for further discussion, the Presidency has enclosed a summarising table (Annex I). **The Presidency would like to encourage delegations and the Commission to comment on the abovementioned table and report difficulties for the assignment of particular operations in the different columns.**

In the Presidency's view, a general principle to distinguish between a recycling operation and other material recovery operation (including backfilling) could be the following:

In order to qualify a waste operation as recycling there must be an "output" from the reprocessing of the waste which can be qualified as product or secondary raw material. Such output (which is not anymore a waste) is re-injected in the consumption or production cycle. On the contrary in "other material recovery operation", waste is used to substitute other materials, but no output is generated from the process. In "other material recovery operations", waste continue to be waste until is used as substitute and cannot be re-injected in the production or consumption cycle. In this perspective recycling should be encouraged compared to other types material recovery, in coherence with the waste hierarchy.



Il Rappresentante Permanente aggiunto d'Italia
presso l'Unione Europea

Bruxelles, 31.03.2015
N° 3195

Signor Capo di Gabinetto, *Dear Patrick,*

Le inoltro in allegato una lettera del Ministro dell'Ambiente, Gian Luca Galletti, indirizzata al Commissario Karmenu Vella in vista dell'elaborazione della nuova proposta legislativa in materia di rifiuti.

L'occasione mi è gradita per trasmetterLe i miei più cordiali saluti.

kind regards

Ambasciatore
Marco Peronaci

Marco Peronaci

Sig. Patrick COSTELLO
Capo di Gabinetto
del Commissario per l'Ambiente, Affari marittimi e Pesca
Karmenu Vella
Commissione Europea
Rue de la Loi, 200
1049 - BRUXELLES

TV
TV/mmb





*Il Ministro dell'Ambiente
e della Tutela del Territorio e del Mare*

MINISTERO DELL'AMBIENTE E DELLA TUTELA
DEL TERRITORIO E DEL MARE
Uffici di diretta collaborazione del Ministro

REGISTRO UFFICIALE - USCITA
Prot. 0005845 GAB del 19/03/2015

Caro Commissario,

faccio riferimento alla proposta di revisione del cosiddetto "pacchetto rifiuti" recentemente ritirata. In vista di una sua nuova formulazione, vorrei cogliere l'opportunità di segnalare alcuni aspetti importanti, già emersi nel corso dei lavori svolti sul precedente pacchetto, che a mio parere dovrebbero essere tenuti in considerazione nella predisposizione della nuova proposta.

Un aspetto rilevante è sicuramente la non omogenea applicazione negli Stati Membri di alcuni concetti chiave della direttiva quadro rifiuti e della decisione della Commissione 753/2011 vale a dire quelli di riciclaggio, recupero, "backfilling", recupero di materia ed "End of Waste" oltre che alla mancanza di un criterio unico per il calcolo degli obiettivi di riciclaggio.

A questo si accompagna anche la perplessità sul fatto che il precedente "pacchetto rifiuti" utilizzava un criterio per fissare i differenti obiettivi, basato sulle migliori performance di alcuni Stati Membri o di alcune Regioni, che non costituisce una solida base per garantire la replicabilità su scala europea dei risultati raggiunti a livello locale. Questo è ancora più rilevante se si pensa che le performance di riciclaggio riportate dagli SM non sono calcolate con le medesime modalità in tutta l'Unione, risultando pertanto poco paragonabili.

Altro aspetto fondamentale riguarda la mancanza nella precedente proposta di una trattazione esaustiva della problematica dei rifiuti organici. In particolare mi riferisco alle indicazioni sulla corretta gestione dei rifiuti organici per la produzione di prodotti riciclati quali il compost e il digestato al fine di evitare rischi per la salute o per l'ambiente derivanti dall'utilizzo degli stessi in agricoltura o nel settore florovivaistico.

Allego pertanto alla presente una breve nota di dettaglio su alcuni aspetti che come Italia vorremmo vedere specificati nella nuova proposta.

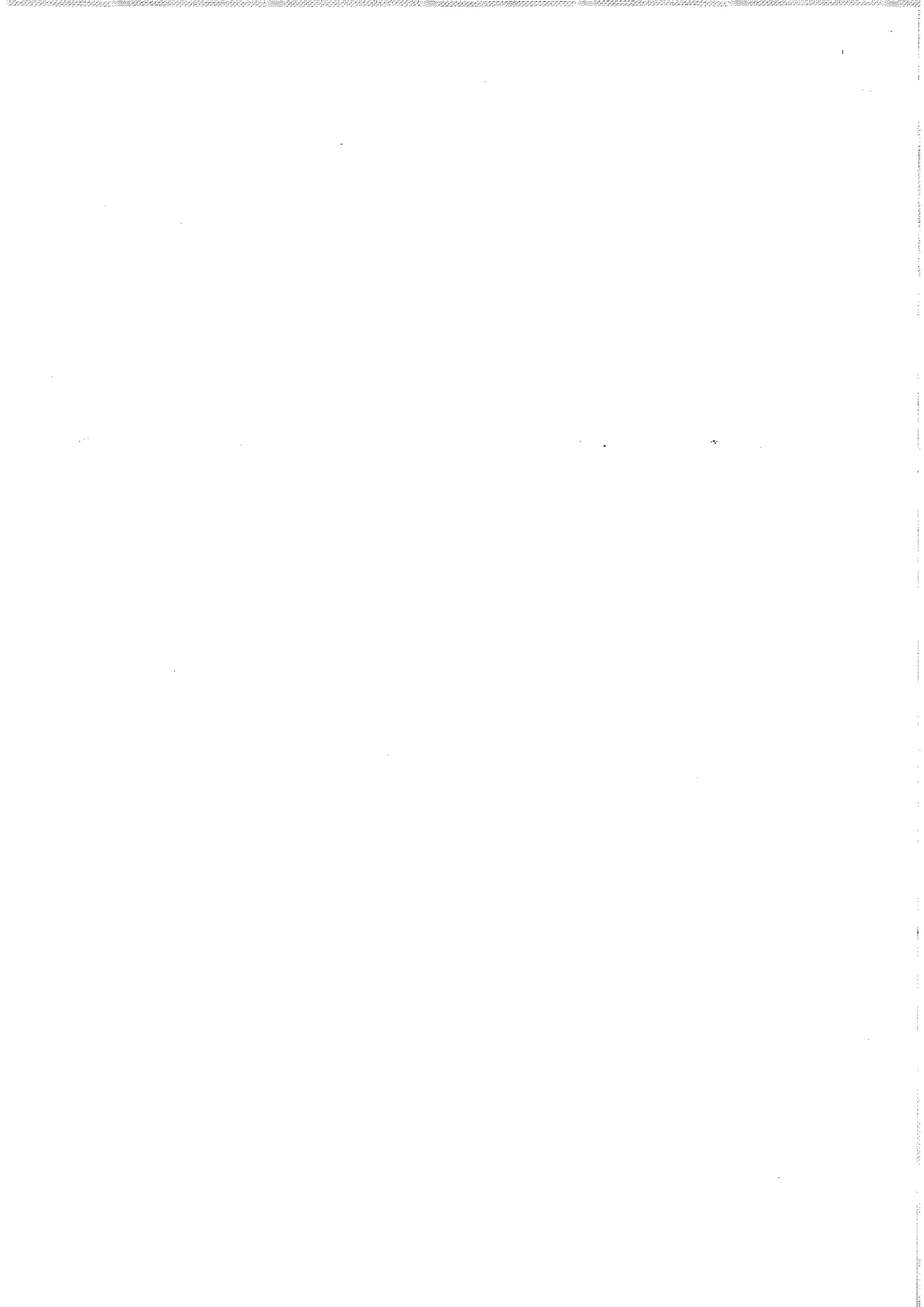
Certo che coglierà l'opportunità offerta da questa revisione per chiarire alcuni aspetti chiave della futura politica dei rifiuti in Europa,

Cordialmente

Gianluca Galletti

On. Karmenu Vella

Commissario per l'Ambiente, la pesca e gli affari marittimi



PROPOSTE ITALIANE PER IL NUOVO PACCHETTO RIFIUTI

1. Definizioni e concetti di riciclaggio, recupero, recupero di materia, EoW, Backfilling.

A fronte degli esiti delle prime riunioni del Gruppo Ambiente del Consiglio, nelle quali è stata effettuata una prima lettura della proposta, l'Italia che aveva la Presidenza del Semestre ha deciso di concentrare i lavori prevalentemente sulla direttiva quadro ed in particolare sul raggiungimento di un accordo in merito alle definizioni fondamentali della stessa ed al metodo di calcolo delle percentuali di riciclaggio. Non era infatti possibile trovare un accordo in merito agli obiettivi finché non fossero stati chiariti i predetti aspetti.

Nell'affrontare le predette tematiche sono emerse criticità in merito alla diversa interpretazione che gli SM forniscono dei concetti di recupero, recupero di materia, backfilling, riciclaggio ed End of Waste. L'operazione che viene considerata riciclaggio in un paese è molto spesso considerata un mero recupero di materia in altri e a volte addirittura smaltimento in altri ancora. La predetta situazione di confusione e di differente applicazione della normativa comunitaria appare intollerabile soprattutto perché ha influenza sulle performance di recupero e riciclaggio degli SM. La Presidenza italiana ha dunque proposto di introdurre un principio generale al fine di distinguere una operazione di riciclaggio da una di recupero di materia basato sulla reiterabilità del processo di riciclaggio rispetto a quello di recupero di materia e di energia. È stato inoltre proposto uno schema con esempi pratici al fine di illustrare la relazione fra i diversi concetti di riutilizzo, preparazione per il riutilizzo, recupero, riciclaggio, recupero di materia, recupero di energia e backfilling. Ritengo che tali proposte possano essere utilmente utilizzate nella predisposizione della nuova proposta. Per quanto riguarda invece il concetto di "End of Waste" è la dicitura stessa di tale concetto a creare confusione e ad indurre alcuni a ritenere che qualunque operazione di riciclaggio e recupero di rifiuti dia luogo ad un "end of waste" anche qualora non siano stati definiti specifici regolamenti comunitari o decreti nazionali in merito. Occorre chiarire che le operazioni di recupero e riciclaggio che danno luogo alla formazione di prodotti o materie prime seconde non sono necessariamente degli "End of Waste". Tale termine deve considerarsi invece riferito unicamente a quei flussi di rifiuti che sono stati normati con regolamento comunitario o con decreti degli SM.

A mio giudizio è fondamentale che i predetti aspetti vengano chiariti nel corso della elaborazione della nuova proposta di revisione delle direttive sui rifiuti in quanto risultano essenziali per assicurare la omogenea applicazione della direttiva in tutti gli SM nonché l'affidabilità, la confrontabilità e la coerenza dei dati di riciclaggio in tutti gli Stati dell'Unione oltre alla leale concorrenza fra gli operatori del settore.

2. obiettivi di riciclaggio della direttiva 2008/98/CE e metodologia di calcolo.

Per gli stessi motivi sostengo con convinzione la proposta di codesta Commissione in merito alla eliminazione delle 4 diverse metodologie di calcolo della percentuale di riciclaggio dei rifiuti urbani a favore della metodologia unica corrispondente al metodo 4 della vigente Decisione 753/2011/CE oltre alle ulteriori disposizioni proposte relative all'armonizzazione del calcolo delle quantità riciclate.

A mio avviso l'ambizione della nuova proposta deve essere soprattutto ricercata nell'armonizzazione delle definizioni e della metodologia di calcolo del riciclaggio piuttosto che nella fissazione di obiettivi molto

elevati, i quali risulterebbero doppiamente ambiziosi soprattutto se si considera quanto di seguito riportato.

- l'impossibilità di verificare che tali obiettivi siano effettivamente tecnicamente ed economicamente raggiungibili in quanto le percentuali riportate attualmente dagli SM sono calcolate con metodologie differenti.

- la modifica nella metodologia di calcolo che determina il passaggio dalle quattro opzioni, tutte possibili attualmente ai sensi della Decisione della Commissione 753/2011, alla sola opzione 4 già comporta una maggiore difficoltà a raggiungere gli obiettivi in quanto essa basa il calcolo della percentuale di riciclaggio sul totale dei rifiuti prodotti anziché solamente su alcune frazioni.

- le ulteriori specificazioni della proposta ritirata relativamente al conteggio delle quantità da considerare come riciclate ed all'introduzione di un limite massimo del 2% per gli scarti che possono non essere sottratti alle quantità riciclate. Tali specificazioni sono più restrittive delle disposizioni attualmente vigenti che invece consentono di considerare riciclato il quantitativo di rifiuti raccolto in maniera differenziata a meno che non vi siano "perdite significative".

- la differenza del livello di partenza dei diversi SM in termini di percentuali di riciclaggio. L'impegno per raggiungere il nuovo obiettivo è infatti senz'altro più oneroso per gli SM che sono da poco entrati nell'Unione rispetto agli altri SM i quali partono già da percentuali di riciclaggio medie o elevate.

Le predette considerazioni sono valide sia per quanto riguarda la modifica degli obiettivi della direttiva imballaggi sia per l'attuale obiettivo del 50% di riciclaggio dei rifiuti urbani, il cui raggiungimento sarebbe reso più difficoltoso.

Supporto invece pienamente la proposta ritirata per quanto concerne gli aspetti relativi allo spreco alimentare ritenendo che sia estremamente utile inserire nella proposta misure per ridurlo il più possibile.

3. modifica della direttiva discariche

In considerazione di quanto sopra detto ritengo prematuro fissare degli obiettivi per il conferimento dei rifiuti in discarica senza che sia stata sperimentata per alcuni anni in tutta l'Unione l'applicazione armonizzata delle definizioni di recupero, riciclaggio, recupero di materia, backfilling e del nuovo metodo di calcolo delle quantità di rifiuti riciclate. Inoltre le nuove definizioni alle quali viene fatto riferimento negli obiettivi della proposta di revisione, vale a dire i concetti di "rifiuti residuali" e "rifiuti riciclabili", generano problemi di tipo interpretativo e di possibile differente applicazione nei diversi stati membri.

4. EPR, early warning system e registrazione

Ritengo inoltre che le misure contenute nella proposta del luglio 2014 rispetto ai criteri minimi dei sistemi che operano secondo la responsabilità estesa del produttore costituiscano uno strumento utile per garantire l'efficacia, l'economicità e la trasparenza di tali sistemi, a vantaggio degli interessi dei cittadini e dell'ambiente.

In merito al sistema di *"early warning system"* invece, ritengo che tale strumento dovrebbe essere volontario per gli SM oltre che disaccoppiato dalla previsione relativa alla richiesta da parte degli SM di concessione delle deroghe temporali per il raggiungimento degli obiettivi. Infatti, per gli Stati che hanno una buona pianificazione ma che hanno problemi di implementazione delle misure già programmate, il sistema di allerta precoce costituirebbe solo un dispendio di energie e di tempo per la realizzazione di una nuova pianificazione a scapito della effettiva applicazione delle misure previste dai piani esistenti.

Ci tengo inoltre a sottolineare l'importanza che il registro elettronico dei rifiuti pericolosi, proposto da codesta Commissione nel pacchetto del luglio 2014, riveste nella corretta gestione dei rifiuti. In Italia la completa tracciabilità dei rifiuti pericolosi e non pericolosi esiste già da moltissimo tempo ed è fondamentale per assicurare l'attendibilità dei dati di produzione e gestione dei rifiuti. Mi auguro quindi che tale previsione venga estesa a tutti i rifiuti e non solo a quelli pericolosi.

5. Sottoprodotti e ABP

Un altro aspetto che ritengo importante riguarda l'emanazione dei regolamenti comunitari sui sottoprodotti. Andrebbe infatti chiarito, nel caso in cui la Commissione non intenda emanare i predetti regolamenti, se gli SM siano legittimati ad emanare decreti volti a stabilire quando un residuo di produzione può essere considerato sottoprodotto.

Segnalo inoltre che sarebbe utile esplicitare più chiaramente se e quando taluni sottoprodotti di origine animale siano sottoposti alla disciplina dei rifiuti. La attuale formulazione del campo di applicazione della direttiva 2008/98/CE infatti è molto complicata e genera ampi spazi interpretativi.

6. Considerazioni generali sul pacchetto rifiuti

Per quanto concerne invece in generale il *"pacchetto rifiuti"* rilevo che lo stesso è prevalentemente incentrato sui rifiuti urbani, i quali rappresentano solo una piccola quota del totale dei rifiuti prodotti, mentre poche sono le disposizioni relative ai rifiuti prodotti dalle industrie senza alcuna previsione sulla prevenzione e riciclaggio degli stessi.

Una considerazione particolare deve inoltre essere fatta per quanto attiene i rifiuti organici. E' noto che la gran parte delle problematiche e degli impatti generati dai rifiuti derivi proprio dalla gestione di questa frazione che costituisce percentualmente la quota più rilevante nella produzione dei rifiuti urbani. Ritengo sia venuto il momento di affrontare definitivamente ed in maniera organica il problema della gestione di tali rifiuti che è stato per troppo tempo rimandato. Mi riferisco alla ormai defunta direttiva *"biowaste"* ed anche alla mancata emanazione del regolamento sull'*"end of waste"* del compost e digestato. Ritengo imprescindibile che la politica europea muova dei passi nella direzione della fissazione di regole armonizzate per il corretto riciclaggio della frazione organica. E' essenziale che vengano definiti requisiti sulla qualità dei prodotti riciclati chiamati compost e digestato. Tali prodotti, al fine di tutelare la salute umana e l'ambiente, devono essere di elevata qualità la quale deve essere assicurata esclusivamente tramite una accurata selezione dei rifiuti all'origine e non attraverso tecniche di trattamento a posteriori. Tali tecniche infatti generano un prodotto che mette a rischio la salute dell'ambiente e dei cittadini e che in Italia può esclusivamente trovare collocazione nella copertura giornaliera delle discariche. E' altresì opportuno che tale prodotto ottenuto attraverso la selezione a valle dei rifiuti (trattamento meccanico

biologico) non sia conteggiato ai fini del raggiungimento degli obiettivi di riciclaggio della direttiva quadro rifiuti, al fine di non penalizzare quei paesi che, considerando riciclati solo quei prodotti provenienti dalla selezione a monte, fanno uno sforzo considerevole per tutelare l'ambiente e la salute dei propri cittadini.

In ultimo Vi propongo una riflessione sul tema della presenza nei rifiuti di sostanze pericolose che spesso ne precludono l'adeguato recupero o riciclaggio. Per tali rifiuti esiste quindi solo una opzione possibile: lo smaltimento. E' importante riflettere tuttavia sul fatto che il detentore di tali rifiuti molto spesso non è responsabile della presenza nel rifiuto di sostanze pericolose che provengono dal bene originario dal quale si è originato il rifiuto. E' per questo motivo che spesso il produttore o il detentore del rifiuto non ha nessuno strumento per incidere sulla pericolosità del rifiuto che gestisce. La sola possibilità per ridurre la pericolosità dei rifiuti consiste nell'agire a monte, a livello comunitario, in quanto neanche gli SM sono legittimati ad effettuare restrizioni sulla immissione sul mercato di talune prodotti senza alterare gli equilibri di mercato. Se si intende veramente incidere sulla riciclabilità dei rifiuti è necessario agire a monte sulla produzione dei beni dai quali si originano i rifiuti altrimenti la fissazione di eventuali obiettivi restrittivi sulle percentuali di prevenzione o riciclaggio non potranno che essere disattesi. A mio avviso in tali ambiti nulla può la responsabilità estesa del produttore mentre l'unica Istituzione in grado di incidere con successo su tale tematica è la Commissione europea.

COURTESY TRANSLATION

Dear Commissioner,

I refer to the revision proposal of the "waste package" which was recently withdrawn. In view of its new formulation I take the opportunity to point out some important aspects, already came to light during the works done on the previous package, which in my opinion should be taken in consideration in the preparation of the new proposal.

A first relevant aspect is certainly the non homogeneous application in the Member States of some key concepts of the waste framework directive and its related Commission Decision 753/2011 that are those of recycling, recovery, backfilling, material recovery and End of waste other than the lack of a unique criteria for the recycling target calculation.

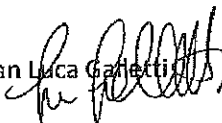
To this goes along also the doubts on the fact that the previous proposal used, for determine the different targets, a criteria based on the "best performer Country" which does not seem a sufficient foundation in order to guarantee the applicability on a european scale of the results reached on a local level. Furthermore this aspect is even more relevant if we consider that the recycling percentages reported by MS are not always measured with the same methodology, therefore their performance are not comparable.

Another key aspect concerns the lack in the proposal of a exhaustive approach on the problem of organic waste. I mean in particular the indications of correct organic waste management for the production of recycled products such as compost and digestate in order to avoid human health and environment risks which can derive from their uses in agriculture and floriculture.

Therefore I attach to the present note a brief detailed paper on some issues that Italy would like to see incorporated in the new proposal.

Certain that you will catch the opportunity, offered by the current revision, for clarifying some key aspects of the future european politics on waste,

Cordially

Gian Luca Galetti 

Mr. Karmenu Vella

Commissioner for Environment, Maritime Affairs and Fisheries

COURTESY TRANSLATION

ITALIAN PROPOSAL FOR THE NEW WASTE PACKAGE

1. Definitions and concepts of recycling, recovery, material recovery, EOW, backfilling.

By reason of the outcomes of the first WPE meetings, in which a first reading of the proposal was carried out, Italian Presidency decided to concentrate efforts mainly on the waste framework directive and in particular on the achievement of an agreement in relation to the key definitions of the proposal and to the methodology calculation of the recycling percentages. In fact it was impossible to find an agreement on the targets without having first clarified such aspects.

Working on the aforementioned issues, criticalities emerged in relation to the different interpretations that MS give on the concepts of recovery, material recovery, backfilling, recycling and "End of Waste". An operation which is considered as recycling in one country, is very often considered as a mere material recovery in other countries and sometimes even disposal in some others. Such situation of confusion and different application of the European legislation is not acceptable especially because it has an influence on the recovery and recycling performances of the MS. Italian Presidency has therefore proposed to introduce a general principle in order to better distinguish a recycling operation from a material recovery one based on the repeatability of the recycling process compared to those of material recovery and energy recovery.

It was also proposed a scheme with practice examples with the aim of illustrating the relationship between the different concepts of reuse, preparation for reuse, recycling, recovery, material recovery, energy recovery and backfilling. I believe that such proposal can be profitably used in the preparation of the new package. Regarding the concept of EoW instead, the terminology of the concept itself creates confusion and induces some operators and competent authorities to believe that every recovery or recycling operation generates an "End of Waste" even though specific regulations or national decrees have not been adopted for the waste subject to that recovery or recycling operation. It is therefore important to clarify that recovery and recycling operations may generate products or secondary raw materials which are not necessarily qualified as "End of waste". Such term should be only considered referred to that waste flows for which a specific European regulation or national decree has been adopted.

In my opinion it is fundamental that the aforementioned aspects will be clarified in the elaboration of the new proposal because are essentials in order to assure the homogeneous application of the waste directives in all MS and the reliability, comparability and coherence of the recycling data in all MS as well as the fair competition among operators.

2. Recycling targets of 2008/98/EC directive and calculation methodology

For the same reasons I firmly support the proposal of the previous package regarding the suppression of the 4 different calculation methodologies of municipal waste recycling percentage in favour of the establishment of a unique methodology which correspond to the method 4 of the current Commission Decision 753/2011 as well as the additional provisions proposed related to the harmonization of the calculation of the recycled quantities.

In my opinion the ambition of the new proposal must be mainly searched in the harmonization of the definitions and recycling calculation methodology rather than in the establishment of very high targets which will result even more ambitious when the following are considered:

- the inability of verifying that the proposed targets are technically and economically achievable due to the fact that currently MS report the recycling percentages with different methodologies.
- the change in the calculation methodology, which determines the transition from the 4 options, all currently possible according to the Commission Decision 753/2011, to the lonely option 4 determines a bigger difficulty in reaching the target. In fact according to the option 4 the calculation is done on the total amount of produced waste rather than only on a few waste fractions.
- the additional specification which are given in the proposal, regarding the calculation of quantities of waste to be considered recycled and the introduction of a maximum limit of 2% for the discards that cannot be subtracted from the calculation, are more restrictive compared to the current requirements which allow MS to consider recycled the amount of waste which is separately collected unless there are "significant losses".
- the difference in the starting level of different MS in terms of recycling percentages determines that the effort to achieve the new target is indeed more onerous for that MS which entered the Union recently compared to the other MS which start from medium or high recycling percentages.

The aforementioned considerations are valid both for the modification of the packaging directive targets and for the current municipal waste recycling target of 50%, the fulfillment of which will be more difficult according to the aforementioned provisions, that I support, of the previous package.

I also fully support the withdrawn proposal in relation to the aspects on food waste reduction because I believe that it is extremely useful to set measures aimed at tackling the production of food waste.

3. Landfill directive modification

Considering all the above, I consider premature to set targets for the disposal of waste in landfill prior that the harmonised application of the definitions of recovery, recycling, material recovery, backfilling and the new calculation methodology of recycled quantities have been tested for few years in all the European Union. Furthermore some new definitions of the proposal to which target refer to, such as "residual waste" and "recyclable waste", determine interpretative problems and possible different applications in the MS.

4. EPR, early warning system e registrazione

Moreover I believe that the measures contained in the July proposal regarding the minimum criteria for extended producer responsibility systems represent a useful instrument in order to guarantee the effectiveness, cost efficiency and transparency of these systems, in the interest of citizen and environment benefit.

Regarding the "early warning system" instead, I believe that such instrument should be voluntary for the MS as well as decoupled by the possibility of granting temporal derogation for the achievement of the targets. In fact, for MS with a good waste management planning but with implementation problems, such

system constitutes only a waste of effort and time for the new planning exercise which will be detrimental for the effective implementation of the measures already contained in the existing plans.

Also, I wish to highlight the importance that the electronic register of hazardous waste, proposed by the Commission on the previous package, assumes in the correct management of waste. In Italy the complete traceability of hazardous and non-hazardous waste already exists since long time and it is fundamental in order to assure the reliability of waste production and management data. I wish therefore that such provision will be extended to all waste not only to the hazardous ones.

5. By-products and animal by-products

Another aspect which I find important relates to the adoption of European regulations on by-products. In fact it should be made clear, in case the Commission does not intend to adopt European regulations on by-product, whether the MS are allowed to adopt their own legislative acts aimed at establishing when a production residue can be regarded as a by-product.

I wish to inform you also that it should be useful to establish in a clearer way if and when some animal by-products are still subject to the waste regime. The current formulation of the scope of the 2008/98/EC directive is complicated and leaves to big margins for interpretation.

6. General consideration on the waste package

Regarding the previous waste package in general, I note that it is mainly focused on municipal waste which only represent a small quantity of the total waste production, whilst very few are the requirements foreseen for the industrial waste with no provisions on prevention and recycling of those last ones.

Also a particular consideration must be done for organic waste. It is known that the majority of the problems and the impacts generated by waste derive from this fraction which accounts for the bigger part of the total municipal waste production. I believe that it is now time to tackle definitively and in a comprehensive way the problem, that was for too long time postponed, of the management of organic waste. I refer in particular to the dead "biowaste" directive and also to the missing adoption of the End of Waste regulation for compost and digestate. I believe unavoidable that European political moves some steps in the direction of the establishment of harmonised rules for the correct organic fraction recycling. It is essential that provisions on the recycled products called compost and digestate are finally set at European level. Such products, in order to protect human health and environment, must show good quality which must be assured only through an accurate selection at the origin and not with later treatment techniques. Such techniques, in fact, may generate only a product which poses high risk for the environment and citizen health and in Italy can only be used for the daily coverage of landfills. It is furthermore necessary that such products (only in some countries are considered a product but in Italy are a waste) obtained through the later waste selection (Mechanical biological treatment) is not accounted for the achievement of the recycling targets, in order to avoid to penalise those countries which, considering recycled only those products coming from the separate collection, make considerable efforts for the protection of the environment and their citizens health.

At the last I propose to reflect on the issue of the presence in the waste of hazardous substances which often hamper its recyclability. For those waste only an option is possible: disposal. It is therefore important to put the attention on the fact that often the waste holder and even the waste producer is not responsible of the presence in the waste of hazardous substances which come from the good which originated the waste. It is for this reason that often the producer or the holder of the waste does not have any instrument to influence the hazardous property of the waste that manages. The only possibility for reducing the hazardousness of the waste is operating at the source, at european level, because not even the MS have the possibility to make restriction to the put on the market without alter the market equilibrium. If we really want to affect waste recyclability it is necessary to work at source on the goods production from which the waste are generated otherwise any stringent waste prevention and recycling target will be neglected. In my opinion in this regard nothing can be don ethrough the extended producer responsibility whilst the only Istitution which can have an impact is the European Commission.



Presidency non-paper

PART TWO (27 November 2014)

*The main objective of this paper is to provide guidance for further work on a selection of technical issues relating to the proposed modifications to the **Waste Framework Directive**. The paper takes stock of the preliminary comments sent by delegations and highlights the need for clarification from the Commission on a number of technical points.*

- **By- products (Art. 5 par. 1 new point e)**

Some delegations asked whether the introduction of letter e) means that a new criterion must be added to the existing four criteria to be met in order to identify a substance as a by-product.

In the Presidency's view, letter e) does not represent a new criterion but a reminder that when specific criteria for certain substances or object are developed by the Commission, those criteria should also be met on top of the four existing criteria.

In order to clarify the meaning of the introduction of letter e), the Presidency proposes the following rewording:

e), any other **criteria [...]**, laid down in accordance with paragraph 2, **for specific substances or objects [...]**.

- **End of Waste (Art. 6 par 3)**

Some delegations have expressed concerns about the proposed modification of art. 6 paragraph 3 and the deletion of a reference to "recovery". In fact, the targets referred to in the provision often includes recovery, and not only recycling.

The Presidency would therefore suggest modifying paragraph 3 in the following way:

"Waste which has ceased to be waste in accordance with paragraphs 1 and 2 shall be deemed to be:

- Recovered for the purpose of the calculation of the targets set out in Directives 94/62/EC, 2000/53/EC and Directive 2012/19/EU of the European Parliament and of the Council¹ if the operation to which the waste was subject can be regarded as a recovery operation in the meaning of the definition of art 3 point 15.**
- Recycled, backfilled or otherwise materially recovered for the purpose of the calculation of the targets set out in Article 11 (2b) of this Directive, if the operation to which the waste was subject can be regarded as a recycling, backfilling or other recovery operation in the meaning of the definition of art 3 points 15 and 17.**

¹ Directive 2012/19/EU of the European Parliament and of the Council of 4 July 2012 on waste electrical and electronic equipment (WEEE) (OJ L 197, 24.7.2012, p. 38).



- c. **Recycled and prepared for re-use for the purpose of the calculation of the targets set out in this Directive, Directives 94/62/EC, 2000/53/EC 2006/66/EC and Directive 2012/19/EU of the European Parliament and of the Council² if the operation to which the waste was subject can be regarded as a recycling operation in the meaning of the definition of art 3 point 17.** ”

- **Exemptions from permit requirements (Article 24)**

Delegations have highlighted that the new formulation of article 24 is not coherent with the provisions of art 23 paragraph 1. In fact, collection and transport of waste are already exempted from the permit requirement (which currently only applies to “establishment or undertaking intending to carry out waste treatment”).

On the basis of the delegations' comments, the Presidency proposes to modify article 24 as follows:

“24. Member States may exempt establishments or undertakings from the requirement laid down in Article 23(1) for the following operations:

- ~~(a) collection of non-hazardous waste;~~
- ~~(b) transport of non-hazardous waste;~~
- (c) disposal of their own non-hazardous waste at the place of production; or
- (d) recovery of waste.”

- **Critical raw material (point 15 which modify art 28 of the WFD)**

A number of delegations asked for clarifications on this issue, asking for a more precise definition of the concept of “critical raw material”. Furthermore, delegations enquired about timeline for the integration of this issue into waste management plans.

The Commission explained that a list of critical raw materials has been prepared and is regularly updated by the Commission (see Annex I of the Communication: COM(2014) 297 final). The Presidency would therefore ask the delegations whether they would agree to defining critical raw materials by drawing on the list presented in the Commission's Communication.

Furthermore the Presidency wishes to hear delegations' views on the possibility to insert a specific deadline for the integration of the critical raw material issue in waste management plans.

- **Electronic registry or coordinated registries (Article 35)**

New Article 35, paragraph 4, requires Member States to set up an electronic registry or coordinated registries to record data on hazardous waste and, where appropriate, other waste streams, covering the entire geographical territory of the Member State concerned.

The provision goes on stating that “*Member States shall use the data on waste reported by industrial operators in accordance with the European Pollutant Release and Transfer Register set up under Regulation*

² Directive 2012/19/EU of the European Parliament and of the Council of 4 July 2012 on waste electrical and electronic equipment (WEEE) (OJ L 197, 24.7.2012, p. 38).



(EC) N° 166/2002". According to the Presidency, the Commission's intention is to reduce administrative burden by ensuring that data currently collected under E-PRTR is used to feed the waste registers, as it is already the case in some Member States. However, since the E-PRTR does not always contain data on waste, the Presidency believes that the provision should be clarified (e.g. by specifying that it only applies "where relevant", to avoid duplication of red tape).

On a more general level, the Presidency is interested to know from delegations whether they consider that setting-up on an EU register would have an added value in ensuring effective tracking of waste management.

- **Reporting obligations (Article 37)**

A number of delegations expressed concerns about the requirement for annual reporting as well as the deadline of 31 December proposed by the Commission. According to the latter, key data is already reported on a yearly basis to EUROSTAT in light of the OECD/Eurostat agreement.

The Presidency would like to ask delegations to consider the following options:

- reporting on annual basis, in light of the Commission's explanations;
- allowing for a longer period for MS to collect the data (i.e. 18 months, instead of 12 months);
- reporting on a bi-annual basis, in line with the Waste Statistics Regulation.

Moreover, a majority of delegations seem to be opposed to a general requirement for Independent Third Party Verification. The Presidency would like to ask delegations whether they believe that a less burdensome solution could be found to improve the reliability of key statistics or whether harmonized rules for target calculation will be sufficient to improve the quality of reported data.



Presidency non-paper

The main objective of this paper is to provide guidance for further work on a selection of technical issues relating to the proposed modifications to the Waste Framework Directive. The paper takes stock of the preliminary comments sent by delegations and highlights the need for clarification from the Commission on a number of technical points.

◦ Definition of Municipal Waste

Many delegations are in favour of introducing a definition of “*municipal waste*”, yet have some doubts concerning the specific content of Annex VI. In particular, views converge on the fact that the definition should remain focused on the waste stream origin and composition, rather than on the entities responsible for collection. A number of delegations have also highlighted the need to better define the notion of “*similar waste*”, for instance by introducing a quantitative criterion.

The Presidency would therefore suggest the following changes to the text:

“Municipal waste includes household waste and waste from retail trade, small businesses, office buildings and institutions (such as schools, hospitals, government buildings) similar in nature, quantity and composition to household waste, ~~collected by or on behalf of municipalities.~~

It includes:

- bulky waste (e.g. white goods, furniture, mattresses);
- yard waste, leaves, grass clippings, street sweepings, the content of litter containers, and market cleansing waste;
- waste from selected municipal services, i.e. waste from park and garden maintenance, waste from street cleaning services;

It also includes waste from the same sources, and similar in nature, quantity and composition, which:

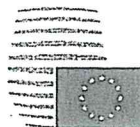
- are not collected on behalf of municipalities but directly by producer responsibility schemes or private non-profit institutions for preparing for re-use and recycling purposes mainly by separate collection,
- originate from rural areas not served by a regular waste service.

It excludes:

- waste from sewage network and treatment, including sewage sludge,
- construction and demolition waste.”

The suggested changes also address a minor technical mistake in the first bullet point of the third paragraph.

In addition, many delegations considered the contents of Annex VI as an essential element of the Directive and should not be subject to changes outside the ordinary legislative procedure.



- **Definition of construction and demolition waste**

Delegations are generally in favour of introducing in the directive a definition of C&D waste. Some Member States have however expressed doubts concerning the exclusion from the definition of *“hazardous waste and naturally occurring materials defined in category 17 05 04”*. In fact, such exclusion could potentially be in conflict with Decision 532/2000/EC, in which hazardous C&D wastes are listed.

The Commission has explained that the intention behind the proposal is to limit backfilling operations to non-hazardous waste. The Presidency believes that, as an alternative, the issue could be addressed directly in the formulation of the target for C&D waste and its methodology calculation.

The Presidency would like to hear delegations views on the proposal to delete the exclusion of *“hazardous waste and naturally occurring materials defined in category 170504”* from the definition of C&D waste.

- **Definition of material recovery**

Some delegations have put into question the usefulness of a separate definition of 'material recovery', in light of a potential overlap with the definition of backfilling. In this regards, the Presidency would like to ask the Commission to clarify which kinds of material recovery operations, other than backfilling, would or could be covered by such definition.

- **Definition of backfilling**

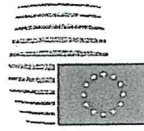
A number of delegations consider the proposed definition of backfilling too broad, and expressed concerns as it may also cover landfilling operations. In particular, some delegations have asked for clarifications regarding the absence of the concept of substitution in paragraph i) of the definition.

Some delegations have suggested reverting to the definition of backfilling contained in Commission decision 753/2011. Other Member States have proposed to integrate such definition with a number of additional criteria:

- restriction of backfilling to non-hazardous waste
- substitution of other material for a concrete purpose
- ensuring a quality comparable to that of the substituted product
- Limitation of the use to an extent absolutely necessary for reaching the goal of backfilling.

In the Presidency's view, the issue is closely linked to discussions on the more general concept of *“material recovery”* and clarifications regarding the latter could also provide more clarity regarding the scope of the definition of backfilling.

The Presidency is interested to hear delegations' views on the matter, focusing in particular on the suggestions presented above.



- **Small Establishments and Undertakings**

Many delegations consider the definition of small establishments and undertakings (article 1 point 20a) too broad. The Presidency would therefore suggest replacing the current definition with one which is aligned to the definition of microenterprises, as provided by Recommendation 2003/361. The definition would read as follows:

"20a. "small establishments or undertakings" means establishments employing fewer than 10 persons and whose annual turnover and/or annual balance sheet total does not exceed EUR 2 million".

- **Definition and indicative target of Food Waste**

Delegations have expressed doubts concerning the proposed definition of food waste and the related indicative prevention target. Many stressed the need for a clear definition of 'supply chain', which clarifies, amongst other things, whether agriculture residues are included. The term "redistribution" as well as the expression "diverted to material uses such as bio-based products" also raised concerns amongst delegations.

In addition, it has been pointed out that the proposed definition should be more aligned with the definition of waste in order to exclude all non-waste material, such as by-products and other agricultural material not covered by the scope of the Waste Framework Directive (WFD).

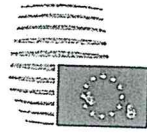
Last but not least, some delegations have expressed concerns about the proposed formulation of the target, as it does not acknowledge early efforts, and have pointed to potential issues with measurement of food waste due to the lack of a dedicated waste code.

In order to provide more clarity and guide further work, the Presidency invites the Commission to present to the WP the main elements of the complementary impact assessment published as staff working document on 23 September.

Moreover, in light of the complementary information provided by the Commission, the Presidency would kindly ask delegations to provide suggestions on how to improve the definition and express their views on the usefulness of a different formulation of the food waste target which, in order to recognize early action, could be expressed as a per capita value instead of a percentage reduction.

- **Calculation Method**

Most delegations welcomed the Commission's proposal to introduce a harmonized method of calculation for recycling rates. Nevertheless, there is much confusion regarding the specific wording proposed, which has lent itself to multiple interpretations. Even though the Commission has explained that the objective of the proposed rules is to merely clarify existing ones, as set in Commission Decision 2011/753/EU, there are persisting doubts about how the method would work in practice and how changes to the method would impact the achievement of targets. Most delegations have indeed voiced the need to clarify the baseline for calculation before proceeding with the assessment of the targets.



A number of delegations have requested a definition of "impurities" in the text. The Commission has explained that the notion of "impurities" relates to "non-targeted" materials (e.g. residues of plastics in paper flow) and does not encompass losses due to physical or chemical transformation inherent to the recycling process (e.g. losses due to water evaporation in composting) and signaled openness to the idea of introducing a definition.

In the Presidency's view, the new rules aim to remove the option of calculating the recycling rate on the basis of 'output from sorting plants', which is currently allowed where there are no "significant losses". As a general rule, "weight of the waste prepared for reuse or recycled" would then be determined only on the basis of the "input waste" used in the preparation for reuse or recycling processes. To take into account potential "significant losses", the method proposed establishes that the "weight of discarded materials" should be subtracted from the *weight of "input waste"* whenever it accounts for more than 2% of such weight. In practice, a possible interpretation of such 2% rule is that it might require the performance of mass balances for every recycling process.

In order to shed some light on the proposed rules, the Presidency invites the Commission to provide few examples of how the proposed rules would work in practice (e.g. in relation to some specific waste streams), highlighting the main changes compared to the current situation.

Furthermore, and with a view to assist the Presidency in considering a way forward, delegations are also invited to share their experience in implementing the existing rules on this matter.

- **Definition of Backfilling**

Regarding the definition of “*backfilling*”, a number of delegations consider the proposed definition too broad, voicing concerns that it may also cover disposal operations. A general preference was expressed for the existing definition contained in Decision 753/2011 but with the inclusion of some additional elements proposed by the Presidency.

The Presidency would therefore suggest the following formulation:

“Backfilling means a recovery operation where suitable non-hazardous waste is used for reclamation/restoration purposes in excavated areas (open pits), safety in underground mines or for engineering purposes in landscaping and where the waste is a qualitatively comparable substitute for non-waste materials and is used in quantities that do not exceed the real need of the reclamation/restoration, safety or construction operation”.

- **Early Warning System (EWS)**

Although some delegations recognised that the EWS might be useful under certain conditions, many others expressed doubts about whether, in practice, the mechanism would actually help MS to reach targets in time and avoid infringement procedures. Many delegations are afraid that the instrument will increase bureaucratic burden. Furthermore, many delegations called for time-derogations from target compliance to be generally associated with the use of the EWS (i.e. not only in relation to the 2020 target for municipal waste). It was recalled that MS that joined the EU more recently start from levels of recycling which are well behind those of the other MS.

On the base of the delegations' comments, the **Presidency would therefore ask delegations for their views on the following:**

- the opportunity to generalise the link between time-derogations and recourse to the EWS, by introducing it also in relation to other targets (e.g. those in the landfill and packaging directives);
- the possibility of delinking time-derogations from the EWS, thus introducing separate provisions in the text;
- what could/should be the specific conditions for granting time-derogations (for instance, performance-based, e.g. countries that in a given year disposed more than 70% of their waste in landfills);
- the usefulness of the EWS as an instrument to prevent infringement and the possibility of considering the EWS as a voluntary, instead of an obligation, instrument for the MS.

- **Landfill Directive – Diversion target**

During the first meetings of the WP, views converged on the necessity to properly define the concepts of “recyclable waste” and “residual waste”, before starting discussions on the diversion targets.

The Commission has recently released a technical explanation note in which it clarifies that “apart from the 5 materials listed which are clearly recyclable” the notions of recyclable and residual waste are not defined in more detail in order to leave some flexibility to MS. In Commission's view, as long as there is a clear quantitative criteria, some flexibility could be left to MS, in order to better take into account local

circumstances. As a result, the notion of recyclable and residual might differ from one place to another due to local economic/social/environmental contexts.

In this context, the Presidency would like to hear delegation's answers to the following questions:

- Are the clarifications provided by the Commission satisfactory? If not, should we introduce more precise definitions?
- As an alternative, would delegations find it useful to retain only a quantitative target (without referring to unclear notions such as "recyclable" and "residual" waste)?

- **Definition of Municipal Waste**

At the meeting of 13 November, delegations comments converged on the importance of having a concise definition in the text. A general agreement was expressed with regard to the Presidency proposal of removing the reference to the entities responsible for the waste collection. Some preferences were also reported for the inclusion in the definition of a reference to the waste code of the EWL.

In light of such comments, the Presidency has therefore elaborated the following definition of municipal waste to be inserted in the text of the directive.

(1a). **"municipal waste" means waste generated by household and waste from retail trade, small businesses, office buildings and institutions (such as schools, hospitals, government buildings) similar in nature and composition to household waste. It includes separately collected fractions (chapter 20 in the list of waste) and packaging waste from separate collection (code 15 01 in the list of waste). Annex VI sets out a non-exhaustive list of examples"**.

As already mentioned by the Presidency, it should be noted that such a definition does not explicitly mention other types of waste of household origin but whose codes are different from 20 and 15 01 (e.g. such as portable batteries, code: 16 06).

Should delegations consider that there is a need to introduce a list of examples in Annex IV, the Presidency has prepared an indicative list to facilitate discussions:

"ANNEX VI

~~Composition~~–Municipal Waste

~~Municipal waste includes: household waste and waste from retail trade, small businesses, office buildings and institutions (such as schools, hospitals, government buildings) similar in nature and composition to household waste, collected by or on behalf of municipalities.~~

~~It includes:~~

- bulky waste (e.g. white goods, furniture, mattresses);
- yard waste, leaves, grass clippings, street sweepings, the content of litter containers, and market cleansing waste;
- waste from selected municipal services, i.e. waste from park and garden maintenance, waste from street cleaning services;
- **portable batteries**
- **WEEE**

~~It also includes waste from the same sources, and similar in nature and composition, which:~~

~~– are not collected on behalf of municipalities but directly by producer responsibility schemes or private non-profit institutions for re-use and recycling purposes mainly by separate collection,~~

~~–originate from rural areas not served by a regular waste service.~~

~~It excludes:~~

~~–waste from sewage network and treatment, including sewage sludge,~~

~~–construction and demolition waste,”~~

In light of the specific remarks made by some delegations, the Presidency would also like to hear from the Commission about the difference between “street sweeping” and “street cleaning”

Furthermore, the Presidency would like to ask the delegations whether they consider that this new definition covers the same waste as reported by MS annually to Eurostat and OECD (joint questionnaire) or whether there is a risk of creating two divergent reporting streams on municipal waste.

- **Small Establishments and Undertakings art 3 e 26**

Having considered the comments from delegations during the last meetings, the **Presidency would like to hear delegations’ opinion on the following proposal:**

- **Delete the definition of small establishment and undertaking introduced by the Commission proposal in art 3 point 20a.**

- **Modify article 26 paragraph 2 on registration as follow:**

“Member States may exempt from the requirement laid down in paragraph 1 ~~small~~ establishments or undertakings collecting or transporting ~~very small quantities~~ less than 30 kilograms or 30 litres of non-hazardous waste.”

- **Calculation method and definition of “impurities”.**

The calculation methodology is a key aspect of the package. At our last meeting held on 27 November, delegations commented on the Commission’s technical explanations note and slide. Even though there is broad support for harmonised rules, the proposed change in the calculation methodology can be very challenging for some MS.

According to the Commission proposal, MS are requested to use a single method corresponding to “method 4” of the current Commission Decision 753/2011 (in line with what is currently reported to Eurostat and OECD). Such method is - together with method 3 - more challenging compared to methods 1 and 2 foreseen in the 2011 Decision. In fact, the percentage of “preparing for reuse and recycling” is calculated using as denominator the total amount of municipal waste produced, while in method 3 the denominator is the total production of household waste. On the contrary, in methods 1 and 2 the calculation is done using as denominator the ‘dry’ fraction of the total amount of household and municipal waste produced which makes easier reaching the target, especially in MS having focused separate collection and recycling on the ‘dry fraction’. In order to provide concrete examples, a data comparison of the application of the 4 different calculation method in Italy is presented in Annex II. Additional information is also provided in the Impact assessment (table 3 page 34).

The Commission’s proposal also revises the rules identifying the exact point of the recycling process at which the calculation is done. The existing framework, with its undefined concept of “significant losses”, might have translated into different interpretations and approaches to the way discarded material are

taken into account when calculating recycled amounts. Therefore, it is not yet clear how the application of the revised rules will influence the achievement of the targets for individual Member States.

In its technical note, the Commission has clarified that amounts reported as 'recycled' would correspond to "input into the final recycling process", unless the weight of discarded material due to the presence of impurities exceeds the value of 2%. The Commission has also clarified what should be meant by the term "*impurities*". Some delegations have called for a definition of impurities and a general reserve has been expressed on the limit value of 2%, which should be further examined at technical level.

The Presidency would therefore hear the delegation's opinion on the following alternative proposals:

- **introducing a definition of "impurities" in line with the technical explanation provided by the Commission; or**
- **eliminating the reference to the notion of impurities and substituting the concept of "discarded materials" as follows:**

4. "For the purpose of calculating whether the targets laid down in paragraph 2(a) and (c) have been achieved, the weight of the waste prepared for re-use and recycled shall be understood as the weight of the waste which was put into a final preparing for re-use or recycling process less the weight of any ~~materials which were discarded in the course of that process due to presence of impurities and which need to be disposed of or undergo other recovery operations~~ **waste resulting that process.**

5. "However, where the ~~discarded materials~~ **waste resulting from the final preparing for re-use or recycling process** constitute 2% or less of the weight of the waste put into that process, the weight of the waste prepared for re-use and recycled shall be understood as the weight of the waste which was put into a final preparing for re-use or recycling process."

ANNEX I – Definitions

The number in brackets reflects position of the operation according to the waste hierarchy

PREVENTION (1)				DISPOSAL (5) (“any operation which is not recovery even where the operation has as a secondary consequence the reclamation of substances or energy”)
RECOVERY OPERATION (“any operation the principal result of which is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil a particular function, or waste being prepared to fulfil that function, in the plant or in the wider economy”)				
MATERIAL RECOVERY (<u>NEW</u> : “any recovery operation, excluding energy recovery and the reprocessing into materials which are to be used as fuel”)			ENERGY RECOVERY AND REPROCESSING INTO MATERIALS TO BE USED AS FUEL (4)	
PREPARING FOR REUSE (2) (“checking, cleaning or repairing recovery operations, by which product or components of products that have become waste are prepared so that they can be re-used without any other reprocessing”)	RECYCLING (3) (“any recovery operation by which waste materials are reprocessed into product, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations”)	OTHER MATERIAL RECOVERY OPERATIONS, INCLUDING BACKFILLING (4)		
- (160214, 160216, 200136) checking,	- Reprocessing of metals in the foundries (R4)	- Use of sewage sludge in agriculture (R10) - Backfilling (R10)	- Use of waste as fuel - Reprocessing waste into waste derived fuel - RDF	

<p>cleaning, repairing and putting on the market (R?????) of waste like mobile phones, bicycles, clothing..</p> <p>- checking, cleaning, repairing of Wooden pallet wastes (150103) in order to put them back on the market for the same purpose for which they were conceived and</p> <p>without any other pre-processing (R?????)</p>	<ul style="list-style-type: none"> - Reprocessing of paper in the paper mills (R3) - Reprocessing of organic waste in compost product (R3) - Scrap metal compliant with EoW criteria (333/2011/EU Comm.Dec.) (R4) - Glass compliant with EoW criteria (XX Comm. Dec.) (R5) - Regeneration of solvents (R2, R6,) - Re-refining of oils or other reuses of oils (R9) 	<p>operations)</p> <ul style="list-style-type: none"> - Road and rail foundations (R5) 		
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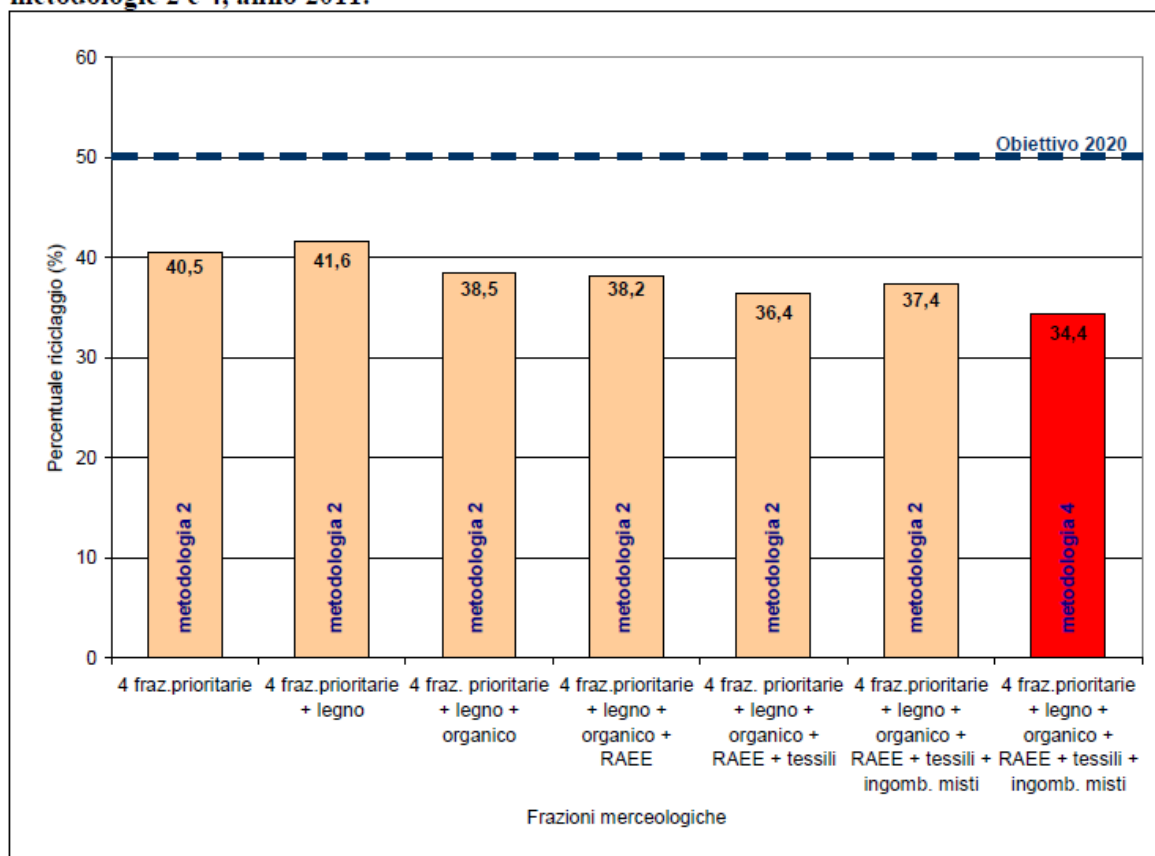
ANNEX II

Technical note of the CALCULATION METHOD Application in Italy

Following the adoption of Commission decision 2011/753/EU, Italian authorities asked the Institute for Environmental Protection and Research (ISPRA) to provide preliminary estimate of the recycling percentages with respect to the 4 different methods allowed.

In 2013, ISPRA provided the following estimates for Methods 2 and 4. Methods 1 and 3 were considered as not applicable in Italy because specific data for household waste is not available (household and similar waste are collected all together therefore it is not possible to know exactly the origin of waste once collected and weighted).

Figura 2.39 - Percentuali di riciclaggio ottenute dalle simulazioni di calcolo secondo le metodologie 2 e 4, anno 2011.



Fonte: stime ISPRA

In the table above, it is possible to see the different recycling percentages for year 2011 in relation to methodology 2 and 4 and - for methodology 2 - also in relation to the different waste fractions:

1. In the first column from the left: only paper, metal, glass and plastic are considered in the calculation under method 2.
2. In the second column from the left: the previous 5 waste fractions are considered together with wood waste.

3. In the third column from the left: the previous 5 waste fractions are considered together with organic waste.
4. In the fourth column from the left: the previous 6 waste fractions are considered together with WEEE.
5. In the fifth column from the left: the previous 7 waste fractions are considered together with textiles.
6. In the sixth column from the left: the previous 8 waste fractions are considered together with bulky waste.
7. In the seventh column from the left, method 4 is applied and the totality of waste produced is taken into account in the calculation.

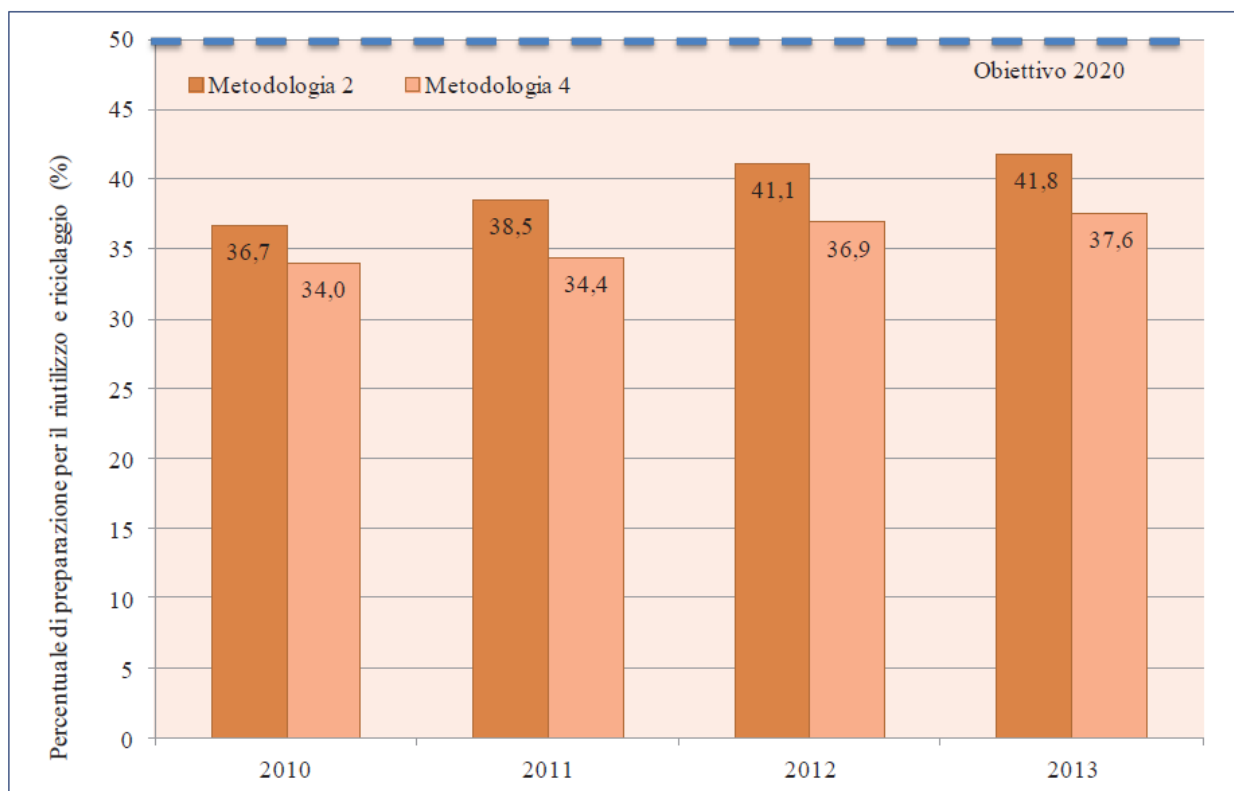
In light of the estimates provided by ISPRA, the Environmental Ministry has decided to report data on the basis of method 2 including the following fraction:

- paper
- metal
- glass
- plastic
- wood
- organic

In accordance with the choice made, Italy has reported to the Commission the data for the 3 year reporting period 2011-2013.

In the waste report published annually by ISPRA, a further comparison of methodology 2 and 4 is presented for the years 2010-2013:

Figura 2.28 - Percentuali di riciclaggio ottenute dalle simulazioni di calcolo secondo le metodologie 2 e 4, anni 2010 - 2013

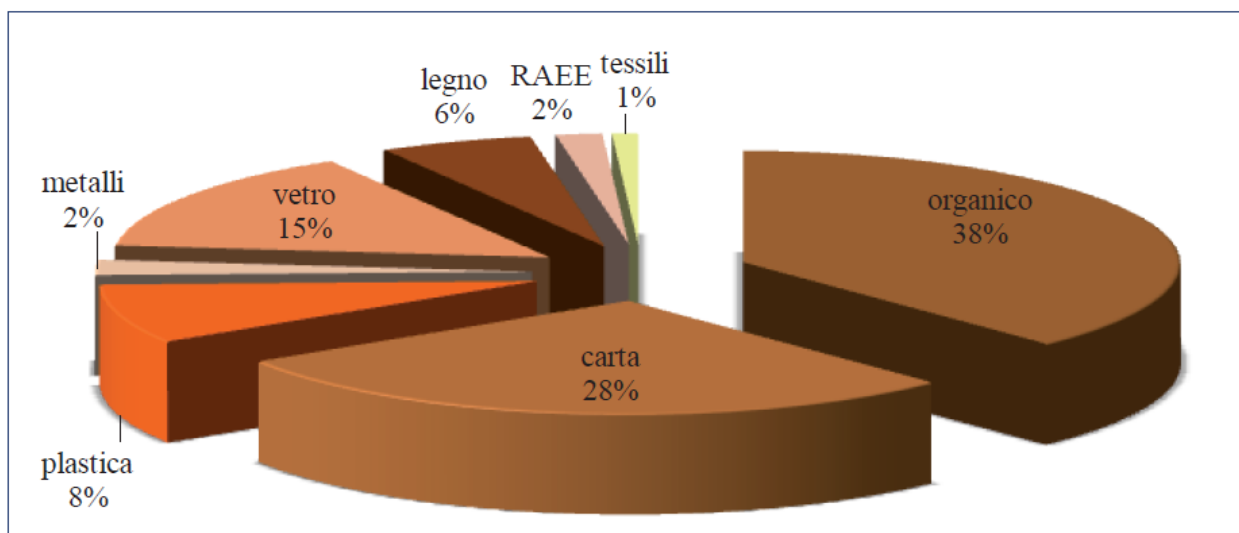


Fonte: stime ISPRA

It is clear from the data presented above that moving from method 2 to method 4 would entail a decrease in the reported percentages amounting to 4-5%.

According to the estimate of ISPRA the recycling percentages of each waste flow are reported in the following graph:

Figura 2.29 – Stime ISPRA della ripartizione percentuale del quantitativo di rifiuti urbani avviato a riciclaggio anno 2013



Fonte: stime ISPRA

It must be noted that reporting under method 2 requires an estimate (for the denominator only) of the production of the different waste fractions (plastic, paper, etc.). The estimate is done by multiplying the shares of the different waste fractions by the municipal waste total production. On the contrary, reporting under method 4 does not requires any estimate because all the data needed is available as a result of the traceability system in place in Italy.

Tabella 2.24 – Composizione merceologica media dei rifiuti urbani stimata da ISPRA

Frazione merceologica	Nord	Centro	Sud	Italia
	(%)			
Organico	33,7	33,8	35,6	34,4
Carta	24,6	23,8	19,7	22,8
Plastica	10,9	11,9	12,4	11,6
Metalli	5,0	5,1	2,7	4,3
Vetro	8,1	6,7	7,7	7,6
Legno	2,9	3,7	5,3	3,8
RAEE	-	-	-	2,4
Tessili	-	-	-	5,1
Inerti/spazzamento	-	-	-	2,4
Selettiva	-	-	-	0,4
Pannolini/materiali assorbenti	-	-	-	2,5
Altro	-	-	-	2,6

Note: nelle percentuali riportate per le singole frazioni è compresa la ripartizione del sottovaglio (prevalentemente composto da frazione organica, vetro e inerti e materiali di natura cellulosa).

Fonte: stime ISPRA