

NOTE OF INFORMAL MEETING OF MEMBER STATES EXPERTS ON CIRCULAR ECONOMY RESOURCE EFFICIENCY AND WASTE

ROME, 21-22 MAY 2015

Summary

The meeting was organised and hosted on 21-22 May 2015 in Rome by the Italian Ministry for the Environment Land and Sea together with CONAI – National Recycling Consortium. The Agenda is attached in Annex A and a list of attendees from Latvia, the Netherlands, United Kingdom, Germany, France, Belgium as well as the European Commission, is in Annex B.

The informal character of the meeting helped ensure a very open, lively and constructive discussion focussed on what member states representatives attending expect in the forthcoming circular economy, resource efficiency and waste package. In particular, the first day of the meeting has been dedicated to inform and update participants on the circular economy package revision process at EU level. On the second day of the meeting, participants exchanged views on critical points and missing elements in the previous withdrawn waste package. Afterwards, on the basis of positive national experiences, participants shared views on which priority measures and actions may be suggested to the European Commission for a successful implementation of the new circular economy package.

The meeting has been the first one to include representatives of both the Resource Efficiency and Waste Departments of the Member States attending and this helped us to share opinions and to find common concerns as well as priorities reflecting an holistic approach.

Alongside several specific and technical issues discussed, among which both differences and commonalities arose, the major concern unanimously shared by participants is about the governance of the preparatory process of the new circular economy package. To this regard, a common call for the urgent and early involvement of MS in that process, was flagged. In fact there are lots of experiences already carried out at national level in the field of circular economy, resource efficiency and waste management and such an active and constructive involvement would help to establish a collaborative approach at an early stage. This, in turn, will help to ensure that the proposed measures will be complementary (not contradictory or duplicative) and so be beneficial for the future formal negotiation process at EU level.

The meeting also took the opportunity to showcase some MS examples of interesting and valuable activities to facilitate the transition to a more circular economy.

All those present agreed on the value of these kinds of informal meetings for sharing information and experiences as well as providing an informal means for setting out their own views on a voluntary basis. Taking account of this and the comments MS experts had on the forthcoming circular economy package, it was agreed to send this note to the Directors of DG ENV, DG GROWTH as well as Secretariat General of European Commission highlighting, among others, the following shared priorities and common themes:

- to keep the **resource efficiency concept** in the circular economy package (not only focused on materials but on other resources) by adopting an holistic approach
- to address **ecosystem** services
- to link with **green jobs** and social aspects
- to work **together with MS on indicators**, taking into account the work done by OECD
- to facilitate business-to-business relations and improve coordination between **public and private actors** (i.e. industrial symbiosis)
- to boost **eco-innovation** (techno and non techno)
- **eco-friendly design** is key looking at the whole value chain (e.g. through Ecodesign Directive)
- to ensure **sustainable sourcing**
- to develop appropriate measures to stimulate **market for recycled products/materials**
- to deliver a more coherent implementation of **green public procurement**
- to enable **consumers** to make more sustainable choices (e.g. through transparent information on environmental impacts of products and services, labels..)
- to stimulate private financing and synergic use of EU funds to focus **investments** for circular innovation (also for SMEs)

- **environmental fiscal reform**
- to investigate options for (prices) incentives to address **externalities**
- international **competitiveness** of EU SMEs (not only sustainable sourcing issue)
- learn from **experiences** and **best practices** (e.g. frontrunner approach and voluntary agreements with private sectors)

(ON WASTE)

- the review of **key definitions** (i.e. municipal waste, recycling, recovery, backfilling, residual waste etc)
- **data quality and comparability**: harmonized calculation methods for recycling vs. existing methods
- more EU-focus on **prevention** measures
- implementation of **polluter pays principle** in Art.14 of WFD
- **need for end of waste criteria** harmonized at EU level
- **better regulation** (to reduce administrative burdens for mss and SMEs)
- look at **quality** of recycling alongside the **quantity**

SCHEDA INFORMATIVA PER L'AUDIZIONE AL SENATO DELLA REPUBBLICA

14 LUGLIO 2015

PREMESSA

L'impegno costante del Ministero dell'Ambiente per un uso efficiente e sostenibile delle risorse

Nel 2012, a seguito del lancio dell'iniziativa faro della strategia Europa 2020 per "un'Europa efficiente sotto il profilo delle risorse", il Ministero dell'Ambiente italiano ha contribuito attivamente alla costituzione della piattaforma multisettoriale e trasversale (EREP – European Resource Efficiency Platform) nata per fornire una guida di alto livello alla Commissione europea e agli attori privati per la scelta di azioni comuni volte a mobilitare finanziamenti sia pubblici che privati e a promuovere modelli di business eco-efficiente accanto a scelte eco-sostenibili da parte dei consumatori. Tale Piattaforma ha delineato un quadro di possibili interventi in diversi settori (tra cui cambiamenti climatici, energia, trasporti, ricerca e innovazione, industria, biodiversità e sviluppo regionale) suscettibili di creare opportunità economiche per migliorare la produttività delle risorse, favorire una maggiore tutela ambientale e l'occupazione verde, ridurre i costi e rafforzare la competitività delle imprese europee.

Durante la Presidenza italiana dell'Unione Europea, il Consiglio Informale di Milano (16-17 luglio u.s.) ha confermato che l'approccio politico integrato è fondamentale per sfruttare le potenzialità occupazionali e affrontare le sfide che derivano dalla transizione verso un'economia circolare a basse emissioni di carbonio, resiliente ai cambiamenti climatici e basata sull'uso efficiente delle risorse. Anche nelle Conclusioni adottate dal Consiglio dei Ministri dell'Ambiente ad ottobre e dicembre 2014, i Ministri Europei dell'Ambiente hanno fortemente sostenuto e ribadito come l'uso efficiente e sostenibile delle risorse naturali e l'economia circolare siano fattori chiave per il raggiungimento di benefici ambientali, occupazionali e sociali, oltre che economici, nell'ottica di una crescita verde ed inclusiva.

Nel mese di dicembre 2014, la Commissione ha però poi ritirato la sua proposta legislativa per la revisione della normativa sui rifiuti, che costituiva parte

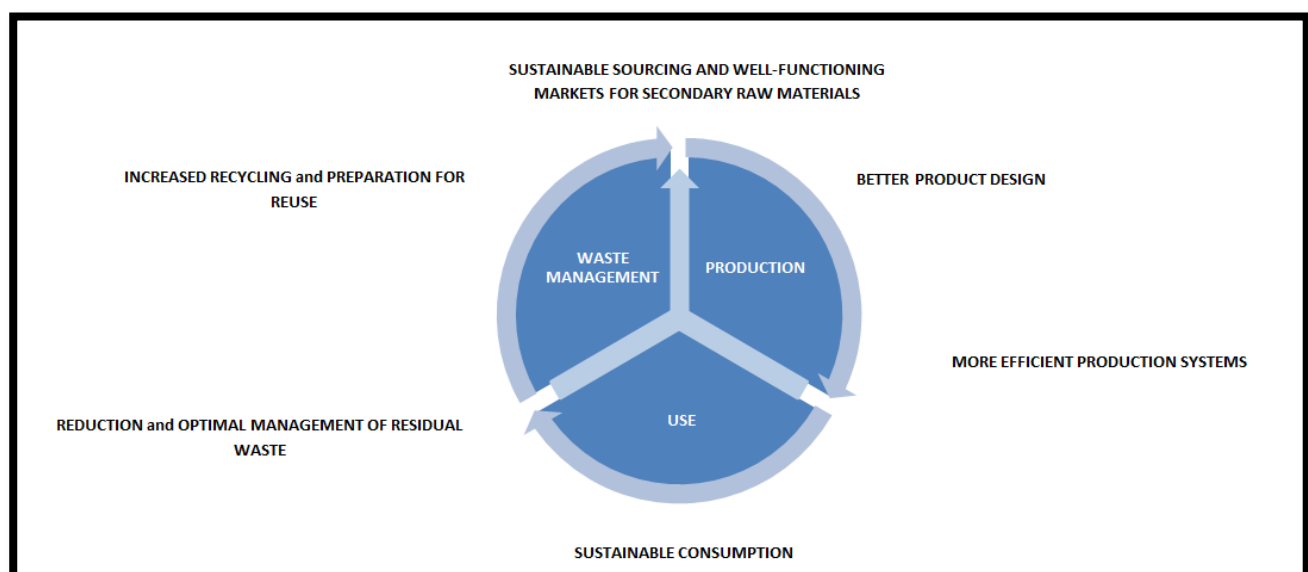
integrante del precedente pacchetto per l'economia circolare, per sostituirla entro la fine del 2015 con un'iniziativa più sistemica volta al superamento dell'attuale modello "prendi, usa, consuma e getta".

ELEMENTI DELLA FUTURA STRATEGIA EUROPEA PER L'ECONOMIA CIRCOLARE

Verso un modello di produzione e consumo più sostenibile: la fine dell'usa e getta

Il principale obiettivo politico della nuova strategia europea per l'economia circolare è quello di affrontare le attuali barriere che impediscono all'economia circolare di svilupparsi in modo concreto ed efficace, in particolare nei settori in cui l'Unione Europea può ottenere maggiori vantaggi economici, sociali e ambientali derivanti dall'uso ottimale e sostenibile delle risorse.

La nuova strategia europea rispecchierà l'interdipendenza di tutti i processi della *catena del valore*: dall'estrazione delle materie prime alla progettazione dei materiali e dei prodotti, dalla produzione alla distribuzione e al consumo. Un piano di lavoro individuerà le misure chiave e le aree specifiche di intervento tra cui: l'estrazione di materie prime e i processi produttivi, la progettazione, lo sviluppo dei mercati delle materie prime secondarie, l'adozione di modelli di consumo più sostenibili, la gestione dei rifiuti. Tra i settori prioritari vengono indicati la chimica verde, la bio-economia, gli apparecchi elettrici ed elettronici, l'alimentazione, l'edilizia, le materie plastiche, le materie prime critiche, l'uso delle risorse idriche e il miglioramento della cooperazione intersettoriale, ad esempio grazie alla promozione di modelli di simbiosi industriale.



ORIENTAMENTI INFORMALI DEL MINISTERO DELL'AMBIENTE DELLA TUTELA DEL TERRITORIO E DEL MARE

L'Italia, insieme ad altri paesi (tra cui Gran Bretagna, Francia, Germania e Paesi Bassi), a seguito del ritiro da parte della Commissione Europea del precedente pacchetto di misure sull'economia circolare lo scorso anno, si sta impegnando a contribuire informalmente al processo di elaborazione del nuovo pacchetto che verrà presentato entro la fine del 2015.

Abbiamo infatti ospitato a maggio di quest'anno a Roma un incontro informale con alcuni paesi europei per stimolare un confronto aperto e costruttivo incentrato su ciò che i rappresentanti degli Stati membri partecipanti si aspettano dal prossimo pacchetto per l'economia circolare, l'efficienza delle risorse e i rifiuti. Per la prima volta da quando si organizzano questo tipo di incontri informali, quello da noi organizzato è stato il primo ad includere rappresentanti ed esperti non solo dell'efficienza delle risorse e ma anche delle politiche dei rifiuti e questo ci ha aiutato a condividere opinioni secondo un approccio olistico. Accanto a varie questioni tecniche specifiche di cui si è discusso, la principale preoccupazione condivisa all'unanimità dai partecipanti ha riguardato la governance del processo di preparazione del nuovo pacchetto economia circolare. A questo proposito, insieme ai nostri colleghi europei, abbiamo fatto un appello comune per il coinvolgimento urgente degli Stati membri nel processo preparatorio. Infatti abbiamo tutti sottolineato come ci siano già molte esperienze a livello nazionale nel campo dell'economia circolare, dell'efficienza delle risorse e nella gestione dei rifiuti e un tale coinvolgimento attivo e costruttivo aiuterebbe a stabilire un approccio collaborativo già in questa fase preliminare. Questo, a sua volta, contribuirebbe ad assicurare che le misure proposte possano essere complementari (non contraddittorie o sovrapposte) e quindi essere utile per il futuro processo negoziale formale che si svolgerà a livello comunitario.

La riunione ha costituito anche l'occasione per presentare alcune esperienze ed esempi di attività interessanti per agevolare la transizione verso un'economia più circolare che vengono già portate avanti a livello nazionale dagli Stati membri presenti alla riunione.

Alla fine della riunione è stato deciso di inviare una nota informale alle varie Direzioni responsabili dell'argomento in Commissione Europea (DG ENV, DG

CRESCITA nonché Segretariato generale) in cui sono stati sottolineati i seguenti temi comuni condivisi:

- mantenere il concetto di efficienza delle risorse e del ruolo dei servizi ecosistemici nel futuro pacchetto dell'economia circolare, che sembra incentrato molto sui materiali e poco sulle altre risorse;
- mantenere un collegamento con posti di lavoro verdi e gli aspetti sociali
- collaborare con gli Stati membri sugli indicatori, tenendo conto dei lavori già svolti dall'OCSE sull'argomento
- facilitare le relazioni tra aziende private e migliorare il coordinamento tra i soggetti pubblici e privati (ad esempio con modelli di simbiosi industriale)
- promuovere l'ecoinnovazione, tecnologica e non tecnologica
- puntare maggiormente alla progettazione ecocompatibile
- garantire l'approvvigionamento sostenibile delle materie prime
- sviluppare misure adeguate per stimolare il mercato dei sottoprodotti e dei materiali riciclati
- facilitare un'attuazione più coerente degli appalti pubblici verdi
- consentire ai consumatori di fare scelte più sostenibili (ad esempio attraverso un'informazione trasparente sugli impatti ambientali di prodotti e servizi, etichette ecologiche etc..)
- stimolare il finanziamento privato e l'utilizzo sinergico dei fondi comunitari per canalizzare gli investimenti per l'innovazione circolare (anche per le PMI)
- attuare la riforma fiscale ambientale
- salvaguardare e stimolare la competitività internazionale delle piccole e medie imprese dell'Unione europea
- imparare dalle esperienze e dalle buone pratiche già in corso a livello nazionale ed europeo

Infine, sul tema della gestione dei rifiuti, alcuni tra i temi prioritari da affrontare nella nuova strategia riguardano:

- la revisione delle definizioni fondamentali (cioè rifiuti urbani, riciclaggio, recupero, riempimento, rifiuti residui etc.)
- la qualità dei dati e la loro comparabilità
- una maggiore attenzione da parte dell'Unione europea alle misure di prevenzione
- l'implementazione del principio chi inquina paga
- la definizione di criteri per la definizione di "rifiuto" armonizzati a livello UE
- la migliore regolamentazione per ridurre gli oneri amministrativi per le piccole e medie imprese e per gli Stati membri
- una maggiore attenzione alla qualità del riciclaggio accanto al problema della quantità

LA CONSULTAZIONE PUBBLICA EUROPEA SULL'ECONOMIA CIRCOLARE

L'impegno del Ministero dell'Ambiente per un uso efficiente e sostenibile delle risorse è costante, per questo, in collaborazione con il Dipartimento per le Politiche europee della Presidenza del Consiglio, abbiamo deciso di sensibilizzare gli stakeholders italiani e stimolare la più ampia partecipazione alla consultazione pubblica europea sull'economia circolare per contribuire fattivamente alla preparazione della nuova strategia.

Infatti, in vista dell'adozione di questo nuovo pacchetto, la Commissione Europea ha avviato il **28 maggio 2015** una consultazione per raccogliere suggerimenti sulle possibili azioni che l'Unione europea dovrebbe adottare per promuovere la transizione verso un'economia più circolare e più efficiente nella gestione delle risorse.

Come anticipato, il futuro pacchetto di misure comprenderà:

- **una proposta sul miglioramento del mercato dei rifiuti** (sulla quale la Commissione ha avviato una specifica e separata consultazione, facendo seguito al lavoro già iniziato nel 2013); e
- **un piano d'azione sull'economia circolare** che contribuirà anche a più ampi obiettivi dell'Unione Europea, quali quelli climatici ed energetici e di uso efficiente delle risorse.

La nuova strategia europea per l'economia circolare quindi rispecchierà l'interdipendenza di tutti i processi della catena del valore: dall'estrazione delle materie prime alla progettazione dei materiali e dei prodotti, dalla produzione alla distribuzione e al consumo.

Considerato che la transizione verso un'economia verde e circolare è possibile solo se tutti gli attori principali vengono coinvolti, invitiamo i cittadini singoli e associati, le imprese, le istituzioni a partecipare alla consultazione pubblica europea compilando il questionario sul sito della Commissione Europea **entro e non oltre il 20 agosto 2015**. Abbiamo inoltre attivato un indirizzo e-mail (economia.circolare@minambiente.it) per fornire assistenza per la compilazione del questionario e per ricevere suggerimenti sulle misure da adottare, anche a livello nazionale, per la transizione verso l'economia circolare ed un uso più efficiente e sostenibile delle risorse.

CONSULTAZIONE PUBBLICA EUROPEA SULL'ECONOMIA CIRCOLARE

- SCHEDA INFORMATIVA -

Questo documento è una traduzione a cura del Ministero dell'Ambiente della pagina introduttiva della consultazione europea sull'economia circolare disponibile solo in inglese sul sito dell'UE: http://ec.europa.eu/environment/circular-economy/index_en.htm

In sintesi, cos'è l'economia circolare?

Dalla rivoluzione industriale in poi, la produzione dei rifiuti è cresciuta costantemente. Questo perché molti sistemi economici hanno adottato un modello di crescita "prendi - usa - consuma - getta" - ovvero un modello lineare che presupporrebbe una disponibilità delle risorse illimitata e a basso costo. Il modello di "economia circolare" mira invece a riutilizzare, riparare, riciclare i materiali e i prodotti. Ciò che è considerato 'rifiuto' deve poter essere ritrasformato in una risorsa. Utilizzare le risorse in modo più efficiente e sostenibile può stimolare anche la crescita e l'occupazione così come una progettazione più eco-sostenibile, la prevenzione e il riciclo possono portare un risparmio netto per le imprese dell'UE fino a 600 miliardi di euro, nonché permettere di ridurre sensibilmente le emissioni di gas serra.

INTRODUZIONE

La concorrenza globale per l'approvvigionamento delle risorse è in aumento e la situazione è particolarmente critica in merito all'importazione delle materie prime nell'Unione Europea. Tale contesto rende il sistema economico e commerciale europeo sempre più vulnerabile all'aumento dei prezzi, alla volatilità del mercato e alla situazione politica dei paesi esportatori. Allo stesso tempo, le risorse naturali sono spesso utilizzate in modo insostenibile a livello globale, comportando pressioni crescenti sull'ambiente e un aumento delle minacce agli ecosistemi. Questa tendenza è destinata a peggiorare con l'aumento della popolazione mondiale e la diffusione di modelli di produzione e consumo insostenibili.

La transizione verso un'economia più circolare può favorire anche la competitività e l'innovazione, un livello più elevato di protezione ambientale e comportare vantaggi economici, contribuendo in tal modo anche all'occupazione e alla crescita sostenibile. L'economia circolare dunque contribuisce ad uno sviluppo sostenibile in cui le dimensioni ambientale, economica e sociale vanno di pari passo. Essa può anche fornire ai consumatori prodotti di più lunga durata, innovativi, che impattino meno sull'ambiente e possano migliorare la qualità della vita.

Il successo della transizione verso un'economia circolare richiede pertanto un'azione sistemica a tutti i livelli: dall'estrazione e trasporto di materie prime, alla progettazione, alla produzione, distribuzione e consumo, riparazione, rigenerazione e riutilizzo, fino alla gestione dei residui.

CONTESTO EUROPEO

Nel mese di dicembre 2014, la Commissione ha annunciato il ritiro della sua proposta legislativa per la revisione della normativa sui rifiuti, per sostituirla entro la fine del 2015 con un'iniziativa più sistemica per la promozione dell'economia circolare.

Le consultazioni pubbliche sulla revisione degli obiettivi europei sui rifiuti e sulla sostenibilità del sistema alimentare hanno avuto già luogo nel 2013. Una specifica e separata consultazione pubblica in merito al funzionamento del mercato dei rifiuti si chiuderà invece il 4 settembre 2015 ed è disponibile al seguente link:

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

La consultazione sull'economia circolare (<https://ec.europa.eu/eusurvey/runner/circular-economy>) invece si concentra sugli altri fattori, ampliando l'ambito di indagine ad altre fasi del ciclo economico (ad esempio, produzione e consumo) e alle condizioni generali che la facilitano (ad esempio l'eco-innovazione e gli investimenti verdi).

I contributi delle parti interessate e del pubblico saranno un fattore chiave nella preparazione della nuova strategia: l'obiettivo principale della consultazione pubblica europea è quindi quello di aiutare la Commissione a individuare e definire le principali barriere allo sviluppo di un'economia circolare e di raccogliere opinioni sui quali misure potrebbero essere adottate a livello comunitario per superare tali barriere.

TEMI SPECIFICI DELLA CONSULTAZIONE PUBBLICA SULL'ECONOMIA CIRCOLARE

Domande del questionario relative alla fase di produzione

Questa sezione si propone di raccogliere suggerimenti sulle possibili azioni che l'Unione europea dovrebbe adottare per promuovere l'economia circolare nella fase della produzione, compresa la progettazione del prodotto e l'approvvigionamento delle materie prime.

La progettazione di un prodotto può facilitarne il riciclo, estenderne la durabilità attraverso il riutilizzo o la riparazione e ridurre l'impatto ambientale, la produzione di rifiuti o il consumo di acqua e di energia durante l'intero ciclo di vita.

Domande del questionario relative alla fase di consumo

Questa sezione si propone di raccogliere suggerimenti sul modo migliore per promuovere l'economia circolare nei consumi.

Il punto di vista dei consumatori svolge un ruolo essenziale nell'economia circolare. Da un lato, i consumatori sono chiamati a fare scelte sui prodotti che acquistano e usano, dall'altro queste scelte sono influenzate da una serie di fattori, tra cui il modo in cui i consumatori ricevono informazioni o consigli, la disponibilità di servizi di riparazione e di manutenzione e così via.

Domande del questionario relative al mercato delle materie prime secondarie

Questa sezione si propone di raccogliere suggerimenti sulle possibili azioni che l'Unione europea dovrebbe adottare per rimuovere agli ostacoli allo sviluppo di mercati per le materie prime secondarie.

Le materie prime secondarie sono materiali di scarto che possono essere venduti e utilizzati solo a valle di un'attenta operazione di riciclo. Attualmente, essi rappresentano ancora una piccola parte dei materiali utilizzati nell'Unione Europea.

La qualità e la disponibilità delle materie prime secondarie dipende in gran parte dalle modalità di gestione dei rifiuti e dal grado di separazione di questo tipo di materiali alla fonte. Altri ostacoli allo sviluppo dei mercati delle materie prime secondarie possono essere di natura orizzontale, mentre altri possono essere rilevanti solo per alcuni tipi specifici di materiale.

Domande del questionario relative alle misure settoriali

Questa sezione si propone di raccogliere suggerimenti sulle possibili azioni che l'Unione europea dovrebbe adottare per promuovere l'economia circolare e indicazioni su quali settori dovrebbero essere considerati prioritari a livello europeo.

Alcuni settori possono richiedere un approccio su misura per 'chiudere il cerchio' dell'economia circolare, e altri potrebbero costituire delle priorità strategiche per accelerare la transizione.

Domande del questionario relative ai fattori che facilitano l'economia circolare, compresa l'innovazione e gli investimenti

Questa sezione si propone di raccogliere suggerimenti sulle possibili azioni che l'Unione europea dovrebbe adottare per promuovere l'economia circolare e indicazioni sui fattori "abilitanti" più promettenti.

I fattori che possono facilitare lo sviluppo dell'economia circolare includono lo sviluppo, la diffusione e l'adozione di soluzioni eco-innovative, investendo in tecnologia e in infrastrutture, il sostegno alle PMI e lo sviluppo delle competenze e delle qualifiche richieste dal mercato.

Per maggiori informazioni:

http://ec.europa.eu/environment/circular-economy/index_en.htm

ROADMAP			
TITLE OF THE INITIATIVE	Circular Economy Strategy		
LEAD DG – RESPONSIBLE UNIT	ENV (A1, A2, A3, F1), GROW	DATE OF ROADMAP	04 / 2015
<p>This indicative roadmap is provided for information purposes only and is subject to change. It does not prejudice the final decision of the Commission on whether this initiative will be pursued or on its final content and structure.</p>			

A. Context and problem definition

- (1) What is the political context of the initiative?
- (2) How does it relate to past and possible future initiatives, and to other EU policies?
- (3) What ex-post analysis of existing policy has been carried out? What results are relevant for this initiative?

(1) This initiative is meant as a direct contribution to the objectives pursued to give a new boost for Jobs, Growth and Investment and placed within the wider context of the Commission's commitment towards sustainable development. Moreover, eco-industries and eco-innovation currently supply a third of the global market for green technologies, worth a trillion euro and expected to double by 2020. This initiative aims to reinforce this trend, thus contributing to green growth and to other EU priorities such as the work towards developing a Resilient Energy Union with a Forward-Looking Climate Change Policy.

In July 2014, the Commission adopted a Circular Economy Package, including a “chapeau” Communication "Towards a circular economy: a zero waste programme for Europe"¹, accompanied by communications on sustainable buildings², green employment³, SMEs⁴, and a legislative proposal for the review of waste legislation⁵. The latter specifically was in response to the legal obligation to review the targets of three Directives: the Waste Framework Directive (WFD), the Landfill Directive, and the Packaging and Packaging Waste Directive (PPWD)⁶. In its 2015 Work Programme, the Commission announced the intention to withdraw the 2014 proposal on Waste Review (the withdrawal was finalised on 25/02/2015) and to replace it with a new, more ambitious proposal by end 2015 to promote the circular economy. Two main reasons have motivated this withdrawal.

Firstly, the overall approach presented in July 2014 had a rather exclusive focus on waste management, without appropriately exploring synergies with other policies - clear examples of such policies are product policies or the development of well-functioning markets for secondary raw materials. It is therefore important to step up the ambition by looking more concretely at waste management on the one hand, and related key aspects of the value chain, which are essential in order to "close the loop" of the circular economy, on the other hand.

Secondly, as far as the waste proposal is concerned, the Commission will examine, in particular, how to make this proposal more country specific, and how to improve the implementation of waste policy on the ground. To that effect, the Commission will look more closely in particular into existing problems of non-compliance which is essential to ensure effective implementation.

The new initiative therefore aims to establish a framework to overcome shortcomings and create conditions for the development of a circular economy. This will require a clear and ambitious political vision combined with effective policy tools that can drive real change on the ground.

- (2) A number of existing policy initiatives are related to the circular economy. They include:

- The body of existing legislation on waste, including in particular the Waste Framework Directive (2008/98/EC), the Landfill Directive (99/31/EC) and the Packaging and Packaging Waste Directive

¹ COM (2014) 398 final

² “Resource efficiency opportunities in the building sector”, COM (2014) 445

³ “Green Employment Initiative: Tapping into the job creation potential of the green economy”, COM(2014) 446

⁴ “Green Action Plan for SMEs”, COM (2014) 440

⁵ For the 2014 proposal, see COM (2014) 397 final: <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52014PC0397>

⁶ Directive 2008/98/EC of 19 November 2008 on waste, OJ L 312, 22.11.2008, p. 3, Directive 99/31/EC of 26 April 1999 on the landfill of waste, OJ L 182, 16.07.1999, p. 1 and Directive 94/62/EC of 20 December 1994 on packaging and packaging waste, OJ L 365, 31.12.1994, p.10

(94/62/EC)

- Europe 2020 Strategy for smart, sustainable and inclusive growth, 2010-2011⁷ in particular the flagships Resource Efficient Europe, Industrial Policy for the Globalisation Era and Innovation Union.
- The Seventh Environment Action Programme, 2013⁸
- Horizon 2020: The Framework Programme for Research and Innovation
- Roadmap to a Resource-efficient Europe, 2011⁹
- The Bioeconomy Strategy¹⁰
- Raw Materials Initiative¹¹ and the European Innovation Partnership on Raw Materials¹²
- European Innovation Partnership on Water¹³
- European Innovation Partnership on Agricultural productivity and sustainability
- Blueprint for Forest-based Industries¹⁴
- Consultative Communication on the sustainable use of phosphorus, 2013¹⁵
- Commission's Communication on Resource Efficiency Opportunities in the Building Sector
- Sustainable Consumption and Production and Sustainable Industrial Policy (SCP/SIP) Action Plan, 2008¹⁶
- Eco-innovation Action Plan, 2011¹⁷
- Single Market for Green Products 2013 and Product/Organisational Environmental Footprint pilot 2013 - 2016
- Green Paper on a strategy on plastic waste in the environment, 2013¹⁸
- Communication "For a European Industrial Renaissance", 2014
- Communication "Social Business Initiative (SBI) - Creating a favourable climate for social enterprises, key stakeholders in the social economy and innovation", 2011¹⁹
- A European Consumer Agenda, 2012²⁰
- The revised Common Agricultural Policy

The Green Action Plan For SMEs: Enabling SMEs to turn environmental challenges into business opportunities²¹

(3) Available ex-post analysis of existing policy:

Product design and use phase:

- Ecodesign and Energy Labelling legislation (Technical report: Evaluation of the Energy Labelling Directive and specific aspects of the Ecodesign Directive, 2014)
- REFIT / Evaluation of EMAS and Ecolabel (Study supporting the evaluation of the implementation of the EU Ecolabel Regulation), 2015 (ongoing); Study supporting the evaluation of the implementation of the EU Eco-Management and Audit Scheme (EMAS), 2015 (ongoing)

Waste:

- Ex-post evaluation carried out by the EEA;
- Ex-post evaluation of five Waste Stream Directives (including the Packaging and Packaging Waste

⁷ COM(2010) 2020, COM(2011) 21

⁸ Decision No 1386/2013/EU of the European Parliament and of the Council of 20 November 2013 on a General Union Environment Action Programme to 2020 'Living well, within the limits of our planet', OJ L 354, 28.12.2013, p. 171–200.

⁹ COM(2011) 571

¹⁰ COM(2012) 60

¹¹ COM(2008)699 and COM(2011) 25

¹² COM(2012)82

¹³ COM(2012) 216 final

¹⁴ SWD(2013) 343

¹⁵ COM(2013) 517

¹⁶ COM(2008) 397

¹⁷ COM(2011) 899

¹⁸ COM(2013) 123

¹⁹ COM(2011) 682 final (<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2011:0682:FIN:EN:PDF>)

²⁰ COM (2012) 225

²¹ COM/2014/0440 final

Directive and partly referring to the Waste Framework Directive), 2014²²

- European Court of Auditors 2012 report²³ on the use of Regional funds for municipal waste management, including several recommendations to improve the existing EU legislation as well as its effective implementation.

What are the main problems which this initiative will address?

Global competition for resources is increasing. Supply concentration of resources, particularly critical raw materials outside the EU, makes our industry and society dependent on imports and vulnerable to high prices, market volatility, and the political situation in supplying countries.

By maintaining the value of the materials and energy used in products in the value chain for the optimal duration and by minimising waste and resource use, the circular economy can promote competitiveness, innovation, a high level of protection for humans and the environment, and bring major economic benefits, thus contributing to growth and job creation. It can also provide consumers with more durable and innovative products that provide monetary savings and an increased quality of life.

The circular economy requires action at all stages of the life cycle of products: from the extraction of raw materials, through material and product design, production, distribution and consumption of goods, repair, remanufacturing and re-use schemes, to waste management and recycling. All these stages are linked (for example, use of certain hazardous substances in the production of products can affect their recycling potential, if the substances become subject to regulatory requirements at later stages, or the quality and value of recycled materials, if not addressed adequately), and improvements in terms of resource and energy efficiency can be made at all stages.

Promoting the circular economy also requires demand-side measures. The development of innovative solutions and new markets also need to be supported as a key element of the circular economy.

Important barriers to the circular economy arise from market failures (e. g . weak price signals due to lack of internalisation of externalities on some commodity markets , split incentives for actors across the value chain, lack of information for investors or consumers, etc.), but also governance and regulatory failures, some of which can be linked to EU legislation (e.g. some ineffective or insufficient policy tools, unaddressed implementation problems, lack of coherence between policy instruments, creation of administrative burden and barriers, lack of harmonised standards, etc.).

This initiative aims at tackling some of those barriers through a comprehensive and coherent approach that fully takes into account interactions and interdependence across the whole value chain, rather than focusing exclusively on one part of the economic cycle.

Who will be affected by it?

The circular economy will bring change for:

- EU citizens and consumers as users of products and services;
- All economic actors across the product value chains (resource extraction / mining sector, product designers, manufacturers, distributors, retailers, consumers, repair / reuse businesses, waste management sector)
- public administrations.

All these actors will also be affected as producers of waste.

Is EU action justified on grounds of subsidiarity? Why can Member States not achieve the objectives of the proposed action sufficiently by themselves? Can the EU achieve the objectives better?

EU added-value and subsidiarity will be key guiding principles to select measures to pursue. In this context, potential impacts on the internal market will be an important factor. Non-harmonised national measures on circular economy may threaten the functioning of the internal market thus potentially creating a strong rationale for action at EU level. At the same time, the internal market can provide scale and scope to the introduction and uptake of new solutions. In this context, the enhanced role of public procurement should be also examined. Moreover, some of the problems to be addressed might have direct links with EU product and substance legislation and might not be overcome without adequate action at EU level – for example through regulatory action or clarification of existing legislation. On the other hand, certain other issues don't need EU intervention and can be addressed by Member States.

Regarding waste management, an explicit mandate in EU waste legislation requires a review of existing targets. Moreover, effective design of recycling legislation with smart targets will provide signals and legal certainty to economic operators, allowing smooth functioning of the single market and a level-playing field in terms of environmental protection and resource efficiency. In addition, poor waste management can lead to

²² <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52014SC0209>

²³ http://www.eca.europa.eu/Lists/ECADocuments/SR12_20/SR12_20_EN.PDF

transnational harmful environmental impacts, such as additional emissions of greenhouse gases and air and water pollutants.

B. Objectives of the initiative

What are the main policy objectives?

The main policy objective is to create conditions for the development of a circular economy by addressing barriers and enabling the development of new markets and business models. This objective should be pursued in a more ambitious, concrete and effective way, in areas where the EU has a clear added value, thus bringing in economic, social, and environmental benefits resulting from optimised use of resources in the EU: in particular, the creation of jobs and economic value in the EU, an improved situation for consumers, increased access to raw materials, avoided pollution, and slower resource depletion.

This includes a more effective approach on waste, taking into account the discrepancies between Member States in terms of waste management and addressing the problems on the ground, and aiming in general at decreasing residual waste while increasing the use of secondary raw materials in the EU economy.

On the circular economy at large, an action plan will identify key measures across the value chain. Specific areas of intervention could include, but are not limited to: materials production and use, product design, distribution, use (consumption) phase, public procurement, labelling and product information, waste management, development of markets for secondary raw materials (e.g. organic fertilizers), improving framework conditions in priority sectors such as sustainable chemical production, bio-economy, extraction of secondary raw materials, food, construction, plastics, critical raw materials (including phosphorus), water use, and improving cross-sectoral cooperation, e.g. by the promotion of industrial symbiosis, repair and re use and enabling the development of new business models. Illegal flows of waste, including hazardous waste, are also a particular concern.

Research and innovation will need to be encouraged in order to effectively take these opportunities forward.

An effective financing and support framework for the circular economy will need to underpin these objectives.

Finally, the strategy should allow appropriate monitoring of progress.

Do the objectives imply developing EU policy in new areas?

In principle no, to be confirmed in the light of the options identified.

C. Options

(1) What are the policy options (including exemptions/adapted regimes e.g. for SMEs) being considered?

(2) What legislative or 'soft law' instruments could be considered?

(3) How do the options respect the proportionality principle?

The new approach to the circular economy will contain a number of elements with different level of maturity. It will consist of two main elements: (i) a revised proposal on the waste review, (ii) a Communication explaining the rationale behind the approach accompanied by an action plan addressing the full circle and including a list of actions in each pillar of intervention with precise deadlines to be followed-up by the Commission. A broad spectrum of policy options will be assessed with a view to identifying areas for priority action. Options analysed will include a mix of legislative, non-legislative, and financial instruments which are best suited to each pillar of intervention. Each option shall be assessed on the basis of effectiveness, subsidiarity, and proportionality with regard to the main policy objective in order to ensure that only those options that are likely to make a significant contribution to the objective are retained. Barriers to the circular economic model arising from EU legislation will be examined and addressed as a matter of priority.

D. Initial assessment of impacts

What are the benefits and costs of each of the policy options?

The precise costs and benefits of single options will be further assessed once preparatory work on the individual actions progresses.

Could any or all of the options have significant impacts on (i) simplification, (ii) administrative burden and (iii) on relations with other countries, (iv) implementation arrangements? And (v) could any be difficult to transpose for certain Member States?

(i) simplification: The proposed actions can have a positive effect through a better alignment and streamlining of the implementation and interpretation of EU waste legislation in particular, and possibly other EU legislation.

<p>(ii) administrative burden: The Waste Review can result in simplification of reporting requirements under EU waste legislation.</p> <p>(iii) relations with other countries: Resource, material and product value chains are increasingly global. The effect on such value chains will need to be assessed, both in terms of third country access to the EU market and of EU exports to their markets. This includes the need to avoid the establishment of non-tariff barriers.</p> <p>(iv) implementation: The proposed actions can support improved implementation through EU funding, better compliance promotion and simplified legislation. Challenges in implementation and new business opportunities can be linked to effective communication towards all stakeholders, availability of finance, availability of data and information, or to specific policy instruments.</p> <p>(v) transposition: Waste management legislation can be challenging to those EU Member States which lag behind in implementation (particularly where the implementation gap is created by administrative or political shortcomings or a discrepancy between reported data and actual performance, e.g. as regards recycling rates).</p>
<p>(1) Will an IA be carried out for this initiative and/or possible follow-up initiatives?</p> <p>(2) When will the IA work start?</p> <p>(3) When will you set up the IA Steering Group and how often will it meet?</p> <p>(4) What DGs will be invited?</p>
<p>(1) An existing IA will be used as a basis for the revised proposal on waste. Where necessary, this will be complemented with additional data and information. All additional measures presented in the context of the action plan will be impact-assessed, as appropriate and fully in line with better regulation principles, before their adoption.</p> <p>(2) An IA for the revised proposal on Waste Review was finalised in 2014. Any complementary analysis will be carried out in the course of 2015.</p> <p>(3) An Inter-service Steering Group was established in January 2015.</p> <p>(4) SG, ENV, GROW, RTD, ENER, SANTE, AGRI, JUST, ECFIN, CLIMA, REGIO, JRC, EMPL, ESTAT, TAXUD, TRADE, COMP.</p>
<p>(1) Is any option likely to have impacts on the EU budget above € 5m?</p> <p>(2) If so, will this IA serve also as an ex-ante evaluation, as required by the Financial Regulation? If not, provide information about the timing of the ex-ante evaluation.</p>
<p>(1) Yes, circular economy goals would most likely have to be promoted through various financing sources, including EU funding instruments.</p> <p>(2) For measures proposed in the action plan that have an impact on the EU budget, an ex-ante analysis will be carried out as appropriate before their adoption.</p>

E. Evidence base, planning of further work and consultation

<p>(1) What information and data are already available? Will existing IA and evaluation work be used?</p> <p>(2) What further information needs to be gathered, how will this be done (e.g. internally or by an external contractor), and by when?</p> <p>(3) What is the timing for the procurement process & the contract for any external contracts that you are planning (e.g. for analytical studies, information gathering, etc.)?</p> <p>(4) Is any particular communication or information activity foreseen? If so, what, and by when?</p>
<p>(1) An array of studies on circular economy (and specific priority areas) exists and can be readily used as a basis for analysis. Examples include:</p> <ul style="list-style-type: none"> • SOER 2015 and its sections on resource efficiency and global competition for resources. • Studies from the Ellen MacArthur Foundation • JRC foresight study "2035: Paths towards a sustainable EU economy - Sustainable transitions and the potential of eco-innovation for jobs and economic development in the EU eco-industries 2035" (soon to be published) • Scoping study to identify potential circular economy actions, priority sectors, material flows & value chains, coordinated by Institute for Environmental Studies Vrije Universiteit and Policy Studies Institute at the University of Westminster, 2014. • The EEA Environmental indicator Report, 2014. • Study on modelling of the economic and environmental impacts of raw material consumption (2014):

macroeconomic modelling of efforts to improve resource efficiency.

- "Economic Analysis of Resource Efficiency Policies" (2011): examining 120 resource efficiency policies were identified in 23 countries
- Cases of implementing resource efficient policies by the EU industry: 21 cases drawn from eight industrial sectors.
- Macroeconomic modelling of sustainable development and the links between the economy and the environment (2011): Marginal abatement cost curves are developed, showing that resource use can be reduced with benefits in terms of jobs and growth.
- Assessment of Scenarios and Options towards a Resource Efficient Europe (2014): This study identifies the potential for improving resource efficiency in the built environment. This includes assessing the economic, social and environmental effects of technical efficiency improvements from both single technical options and more system wide changes.
- Enhancing comparability of data on estimated budgetary support and tax expenditures for fossil fuels (2014): This report is developing a harmonized approach to the identification and quantification of government support to fossil fuels and applying this approach to all 28 EU Member States. It is building on previous studies, i.e. by the OECD.
- Steps towards greening in the EU: Member States' resource efficiency policies (2013): The study reviews environmental policy in the Member States during 2011-2012. It examines a number of areas of priority in the context of Resource Efficiency and the Europe 2020 Strategy.
- The Number of Jobs Dependent on the Environment and Resource Efficiency (2012): Study explores how 'greening the economy' can boost job creation in areas directly connected to the environment such as conservation, waste, water and air quality.
- Identification and mitigation of the negative impacts of EU demand for certain commodities on biodiversity in third countries: http://ec.europa.eu/environment/nature/pdf/study_third_countries.pdf.
- McKinsey, "The Growth Within – a shift towards a circular economy as a way forward for Europe's troubled economy", ongoing project (2014-2015).
- Issues of Financing for resource efficiency/promotion of a circular economy as a follow-up to the Resource Efficiency Roadmap Communication and the Resource Efficient Finance Roundtable:
 - Impact of accounting rules and practices on resource efficiency in the EU (2015, just finalised): The study analyses whether existing accounting rules can affect companies' decisions about investing in resource-efficient assets or selling more resource-efficient products.
 - Resource efficiency and fiduciary duty of investors (to be finalised Sept/Oct 2015): The study analyses how resource-related issues are currently included in the fiduciary duties of institutions investing on someone else's benefits, so as to more properly reflect investment risks, and will develop recommendations on whether and how this should be done in the future.
 - Potential of green bonds as a way to bridge the supply-demand gap between the debt capital markets and green investment projects: study planned for 2016.
 - Natural Capital Accounting pilot under the Mapping and Assessment of Ecosystems and their Services initiative (MAES report about to be finalised)
 - Corporate Natural Capital Accounting work under the EU Business and Biodiversity platform
 - Study on modelling of the economic and environmental impacts of raw material consumption (2014): This report provides a quantitative analysis of different resource productivity (RP) targets for the EU.
 - State-of-play of national consumption-based indicators (2013): Report on the state of the art in the development of footprint-type indicators for materials, water, land and carbon for use on the national level.
- The Strategic Implementation Plan of the European Innovation Partnership on Raw Materials
- The report on Critical Raw Materials for the EU
- The report of the European Rare Earth Competency Network (not yet published)
- The study on the competitiveness of the European non-energy extractive industries and recycling industries (not yet published)
- Study on waste as a resource
- Study on industrial symbiosis.
- Accelerating economic growth – delivery plan for 2014-15 (UK Innovation Agency): https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/362263/Delivery_Plan_2014-15.pdf.
- All projects, studies and actions completed, on-going and recently started under the action plan of the

bioeconomy strategy Communication.

- Priority recommendations of the Ad-hoc Advisory Group of the Lead Market initiative and confirmed as well as currently being assessed for implementation by the Commission Expert Group on Bio-Based Products.
- The Thematic Document Publications of the Bioeconomy Panel and the Stating Committee on Agriculture.
- The current on-going mandated standardisation work for bio-based products that are scheduled for completion by 2016.
- Consumer market studies on environmental claims (to be published in Spring 2015) and legal guarantees (ongoing)
- Studies on food waste prevention (including costs):
 - Counting the Cost of Food Waste: EU Food Waste Prevention – UK House of Lords report
 - Strategies to achieve economic and environmental gains by reducing food waste (WRAP-NCE)
 - Summary report to MS Expert Group on Food Losses and Food Waste
 - Summary report of stakeholder WG on Food losses and food waste
 - Summary report of ad hoc meeting (28.10.2014) with stakeholders on the possible development of EU guidance to facilitate food donation
 - EU Economic and Social Committee: "Comparative Study on EU Member States legislation and practices on food donation"

In addition, building on the Innovation Union and Resource efficiency Flagship Initiatives, Eco-innovation and Resource Efficiency projects have been funded in the context of the 7th Framework Programme for Research and Technological Development (FP7). Resulting from 2012 and 2013 calls for proposals, about 15 projects are addressing processes, products and services that support resource efficiency and the circular economy.

Within the new framework programme for Research and Innovation, Horizon 2020, under the Societal Challenge "Climate Action, Environment, Resource Efficiency and Raw Materials", actions relevant to resource efficiency, eco-innovation, and circular economy are addressed. As a result of the Horizon 2020 Work Programme 2014, five projects, for a total EU contribution of 43 MEUR, are addressing the topic of 'Moving towards a circular economy through industrial symbiosis', while the issue of going 'Towards a near-zero waste at European and Global level' is addressed by two coordination and support actions.

On waste, existing work on the waste review proposal (including an IA) will be used. In addition, the following sources are important:

- Several Commission and EEA studies and reports on coherence of waste legislation, implementation, inspections, and waste shipments. At present DG ENV is focusing on implementation with several compliance promotion initiatives about to be launched: second phase of compliance promotion initiative on municipal waste (the 1st one covered 10 MS, now will cover 8 MS); compliance promotion initiative on hazardous waste (covering EU28); study on separate collection systems for municipal waste; a pilot project on construction and demolition waste; a study on landfilling of bio waste as a follow-up to a recent Court ruling on the Malagrotta landfill; a study on waste shipments and efficiency of waste markets.
- Studies on Green Growth in 2010, on coherence of waste legislation in 2011, and on plastic waste in the environment, all addressing aspects of circular economy.
- 2013 Green Paper on a strategy on plastic waste in the environment.
- The fitness check study of current waste stream Directives (2014).

In addition, a number of ongoing initiatives will provide specific information, e.g. Interservice work on the review of Ecodesign and Energy Labelling Directives and the fitness check on Ecolabel and EMAS. Also, the study "A framework for Member States to support business in improving its resource efficiency" is examining measures applied by Member States and the potential to more widely apply best practice.

(2) Depending on the selected pillars of intervention and priority areas, any necessary additional information can be gathered internally or by an external contractor. If additional information has to be gathered on the waste review proposal, this could be done through the existing framework contract with the consulting team that supported the preparation of the IA, with the support of the EEA and Eurostat.

(3) to be confirmed, see above

(4) to be confirmed

Which stakeholders & experts have been or will be consulted, how, and at what stage?

A number of stakeholders and experts consultations have already taken place, as listed below. In addition, appropriate stakeholder consultation will be carried out in the preparation for the new initiative, including an online consultation and a stakeholder meeting.

Previous consultations:

On the circular economy in general:

- European Resource Efficiency Platform (EREP), consisting of high-level politicians, business CEOs, academia and representatives of NGOs and civil society and their Sherpas. In the run-up to the circular economy package, four plenary meetings were held between 2012 and 2014; in parallel, meetings were held in three separate Working Groups dealing respectively with the circular economy / greening the economy (WG I), setting objectives and measuring progress (WG II) and framework conditions for investments in resource efficiency (WG III).
- Public Consultation on the Green Action Plan for SMEs, end 2013²⁴ and the ongoing Green Action Plan Task Force with representatives from business and environmental associations.

A Group of Experts on a 'Systemic approach to Eco-innovation to achieve a low-carbon, circular economy' has been set up within the Horizon 2020 Work Programme for 2014-2015, under the Societal Challenge 'Climate action, environment, resource efficiency and raw materials'. The Group includes experts from industry, research and public sectors, and delivered a report in March 2015 in the form of a roadmap for future actions and investments on systemic eco-innovation and the circular economy.

On waste:

- In-depth preliminary consultations of key stakeholders has been carried out to ensure a broad identification of challenges posed by the existing waste legislation and the options for addressing them
- Public stakeholder consultation on waste review, 2013²⁵
- Committee of the Regions Outlook Opinion on waste review, 2013²⁶
- Seminar focussing on SMEs, 2014
- Specific stakeholder consultation on Extended Producer Responsibility
- Green Paper on a strategy on plastic waste in the environment, 2013²⁷
- Stakeholder consultation within the context of the ex-post evaluation of five Waste Stream Directives, 2014²⁸
- Several stakeholders issued position papers.

On product design:

- Ecodesign Consultation Forum for eco-design related measures, recyclers

On markets for secondary raw materials:

- Meetings with Operational Groups of the Raw Materials Innovation Partnership
 - Meetings of the Raw Materials Supply Group and the Forest-Based Industries Expert Group
 - Stakeholders workshops within the study on the optimised cascading use of wood
 - Public stakeholder consultation on certification of waste treatment facilities (2014)
- Meetings of the Fertilisers Working Groups and ad-hoc meetings supporting the preparation of a proposal for revision of the Fertilisers Regulation N° 2003/2003 and its report on impact assessment (cleared by the IA board – July 2014).

On specific sectors:

- Public consultation on sustainable buildings (July - October 2013)²⁹
- REACH Review, 2013³⁰.
- Member States expert group on food waste ; with all stakeholders of the food chain in working group on food waste set up under the Advisory Group on the Food Chain and Animal and Plant Health:

²⁴ http://ec.europa.eu/enterprise/policies/sme/public-consultation-green-action-plan/index_en.htm#h2-2

²⁵ http://ec.europa.eu/environment/waste/target_review/consultation.htm

²⁶ <https://toad.cor.europa.eu/corwipdetail.aspx?folderpath=ENVE-V/035&id=22016>

²⁷ COM (2013) 123

²⁸ <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52014SC0209>

²⁹ Results of the consultation:

<http://ec.europa.eu/environment/archives/eussd/pdf/Outcome%20of%20Public%20Consultation%20on%20Sustainable%20Buildings.pdf>

³⁰ <http://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52013DC0049&from=EN>

- Summary report to MS Expert Group on Food Losses and Food Waste³¹
- Summary report of stakeholder WG on Food losses and food waste³²
- Summary report of ad hoc meeting (28.10.2014) with stakeholders on the possible development of EU guidance to facilitate food donation³³

- Public consultation on "the sustainability of the food system" (2013)³⁴
- Critical raw materials (European Innovation Partnership on Raw Materials, Raw Materials Supply Group, European Rare Earth Competency Network)
 - Plastics (see waste above).
 - Bio-based Industries.
 - Renewable Raw Materials Manufacturers/Suppliers.
 - Agriculture, forest-based and aquaculture as well as marine.
 - Energy and fuel.
 - Collection Systems, logistics and infrastructure management.
 - Cluster management including regional authorities.

³¹ http://ec.europa.eu/food/safety/food_waste/eu_actions/member_states/docs/20141107_sum_tor_en.pdf

³² http://ec.europa.eu/dgs/health_food-safety/dgs_consultations/docs/summary_20140508_en.pdf

³³ http://ec.europa.eu/dgs/health_food-safety/dgs_consultations/docs/20141028_summary_report_en.pdf

³⁴ Results of the consultation available at: http://ec.europa.eu/environment/archives/eussd/pdf/food_results.pdf

Council conclusions on Greening the European semester and the Europe 2020 Strategy - Mid-term review

Environment Council meeting Luxembourg, 28 October 2014

The Council adopted the following conclusions:

"The Council of the European Union,

RECALLING:

- The Europe 2020 Strategy for smart, sustainable and inclusive growth adopted by the European Council on 17 June 2010, setting out a vision of Europe's economy for the 21st century, more sustainable and competitive;
- The March 2012 European Council conclusions ¹;
- The June 2014 European Council conclusions ²;
- The Decision of the European Parliament and of the Council on a General Union Environment Action Programme to 2020 "Living well, within the limits of our planet" (7th EAP) ³ requiring the EU and its Member States to integrate environmental and climate-related considerations into the European Semester, to monitor the implementation of the relevant elements of the 7th EAP as part of it, and assess the appropriateness of the inclusion of a lead indicator and target in this process;
- The Council conclusions on:
 - = Sustainable materials management and sustainable production and consumption: key contribution to a resource-efficient Europe ⁴
 - = Roadmap to a resource-efficient Europe ⁵
 - = Rio+20 follow up: "*The Overarching Post 2015 Agenda*" ⁶
- The results of discussions regarding the Commission's Annual Growth Survey 2014 and the implementation of the European Semester ⁷, lessons learned from 2013 and way forward ⁸;

¹ EUCO 4/2/12 REV 2.

² EUCO 79/14.

³ OJ L 354/171 of 28 December 2013.

⁴ Council (Environment) conclusions of 20 December 2010 (17495/10).

⁵ Council (Environment) conclusions of 19 December 2011 (18346/11).

⁶ Council (General Affairs) conclusions of 25 June 2013 (11559/13).

⁷ 6684/14 of 11 March 2014.

⁸ 14618/13 of 16 October 2013.

- The informal meeting of Environment Ministers and the informal joint meeting of Environment and Labour Ministers held in Milan on 16-17 July 2014;

1. WELCOMES the recent Communications from the Commission on:

- = "Taking stock of the Europe 2020 strategy for smart, sustainable and inclusive growth"⁹ launching the mid-term review of the strategy, where the Commission identifies pressures on resources and environmental concerns as a key long-term trend affecting growth.
- = "Towards a circular economy: A zero waste programme for Europe"¹⁰.
- = The related Communications on sustainable buildings¹¹, green employment¹², green action for SMEs¹³ and on building the single market for green products facilitating better information on the environmental performance of products and organisations¹⁴.
- = "A policy framework for climate and energy in the period from 2020 to 2030"¹⁵.

2. RECOGNIZES that:

- a) The sustainable management, conservation and use of natural resources is one of the overarching objectives of sustainable development, and it is a key theme addressed in the international debate on the Rio+20 follow-up and the Sustainable Development Goals.
- b) The economic system depends largely on the availability of natural resources, which are limited and are often far from being used in a sustainable way. Greening the economy contributes to long term prosperity, and short term costs are likely to be compensated by multiple potential benefits in terms of increased competitiveness, jobs, improvement of security of resource supply, including energy and raw materials, inclusiveness, health and well being. Therefore for our future competitiveness and long-term sustainable and inclusive growth, a transition towards a resource efficient circular economy - where natural resources are extracted and used in a more efficient and sustainable way, where the loss of valuable material is prevented, less energy is consumed, less waste is generated and more generated waste is re-injected in the economy through preparing for reuse and recycling - becomes essential.
- c) The potential for employment creation in the environmental goods and services sector, although it may vary between Member States, is significant even during the economic crisis. In the EU, the employment in the sector increased from 3 to 4.2 million between 2002 and 2011 and by 20% during the recession years (2007-2011)¹⁶.

Eco-industries, however, are only part of green growth and employment. In the wider economy, companies can increase their competitiveness, save costs, expand their markets and create new jobs by continuing transition to sustainable and resource efficient production methods.

⁹ 6713/14 of 7 March 2014.

¹⁰ 11592/14 of 4 July 2014.

¹¹ 11609/14 of 4 July 2014.

¹² 11572/14 of 4 July 2014.

¹³ 11616/14 of 2 July 2014.

¹⁴ 8310/13 of 10 April 2013.

¹⁵ 5644/14 of 24 January 2014.

¹⁶ 11572/14 of 4 July 2014.

- d) The transition towards a circular and low-carbon and climate resilient economy and sustainable consumption and production patterns, will create global business opportunities that will benefit competitiveness and employment in the Union. Identifying and developing coherent green skills and strategies is essential to enhance the employment creation potential from green growth. The transition process to a greener economy will also require anticipation of the skill needs and targeted intervention by public authorities, businesses, trade unions and NGOs to enable the workforce to adapt and develop their skills as appropriate. This process should take into account labour market implications related to job creation and loss and anticipate structural adjustments in order to avoid social inequalities both at the EU and national level.
- e) Public awareness and citizen perceptions and involvement are crucial for a successful transition to a circular and low-carbon economy. Necessary attention and resources should be devoted to education and information, to promote sustainable consumption and production models and highlight the benefits of moving to a resource efficient circular economy. Social partners and civil society can play an important role in building consensus, and in orienting business and consumers choices.

3. CONSIDERS that:

- a) Environment policies are important to solve the present challenges addressed by the Union's economic governance. Therefore, the environmental dimension of the Europe 2020 Strategy should be strongly reaffirmed, in particular by integrating the resource efficiency's potential for green growth and employment and reinforcing synergies between the different components of the Europe 2020 Strategy.
- b) The EU and its Member States should work together to unlock investments in circular economy solutions and promote an enabling environment to overcome major market and governance failures, including through public-private partnerships, the full use of the European Structural and Investment Funds and of existing and innovative financial instruments, leveraging and attracting private capital where feasible. They should also work together with businesses, consumers, social partners, education, research and training institutions and stakeholders in developing strategies and best practices, and increase their dissemination and take up at all stages of the production and consumption cycle.
- c) The European Semester, as a continuous monitoring dialogue between the Commission and the Member States on economic governance and implementation of the Europe 2020 Strategy, is a key process with the potential to drive the necessary structural changes and develop win-win alliances to implement green growth strategies.
- d) Various instruments could be applied to facilitate a transition to a more sustainable low carbon and resource efficient economy. Shifting taxation from labour to pollution, energy and resource use in a budgetary neutral manner may be an appropriate tool to promote employment creation and greening the economy. Furthermore, key instruments which could be strengthened are, among others, implementation of the polluter pays principle, green public procurement, eco-design and eco-innovation, product environmental information, synergies between Natural and Cultural Capital to develop sectoral policies that integrate ecosystems and their services, support for resource-efficient processes, in particular in SMEs, corporate social responsibilities, the development of green infrastructure and the phasing out of environmentally harmful subsidies.

4. STRESSES that:

- a) An aspirational target at EU level on resource efficiency could bring all the circular economy elements together and increase efforts towards reaching environmental, social and economic objectives at the same time. Such a non-binding target would provide the much needed link between the measures dealing with economic policies and those addressing natural resource challenges.
- b) A non-binding resource efficiency target, set at EU level, would provide an impetus for action at national level, while giving each Member State full flexibility to focus on the actions and areas where improvements would be most beneficial, taking into account the different national situations, capacities and priorities.
- c) Building on the work already in place in the context of European environmental economic accounts¹⁷ and considering the work done by Eurostat in developing a Resource Efficiency Scoreboard, more needs to be done to further develop and implement these monitoring and reporting tools. It is essential to ensure that future work on indicators properly reflects the progress made in achieving resource efficiency and takes properly into account the structural differences of Member States economies and other national specificities, as well as the scarceness of resources, their renewability and recyclability. So far, 'resource productivity' as measured by GDP relative to Raw Material Consumption (RMC)¹⁸ has been identified by the Commission as a candidate¹⁹ aggregate indicator for measuring overall progress towards resource efficiency. In order to capture all environmental impacts and monitor the transformations in key areas, an aggregate indicator for resource efficiency will need to be complemented by macro indicators on materials, water, land and carbon and accompanied by a set of thematic indicators.
- d) According to recent assessments by the Commission²⁰, resource productivity in the EU grew by 20% in 2000-2011, and maintaining this rate would lead to a further 30% increase by 2030, while generating more than 2 million jobs and 1% of GDP growth more than in a business as usual scenario.

5. UNDERLINES THE NEED for further "greening" the European Semester and the Europe 2020 Strategy by:

- a) Calling on the Commission to explore how to better integrate resource efficiency in the EU 2020 Strategy, including through the introduction of an EU non-binding aspirational target.
- b) Promoting the inclusion of the circular economy principles and the potential for green employment in the annual cycle of coordination of economic policies, if feasible as of 2015. In particular, circular economy and resource efficiency and their potential in terms of increased growth and employment opportunities should be taken in due consideration in the European Semester.
- c) Conducting a more structured and regular reporting on green skills, employment and growth in the framework of the Joint Employment Report annexed to the AGS. Such reporting would be particularly important to support green strategies in the context of the mid-term review of Europe 2020 Strategy and the European Semester.

¹⁷ Regulation 538/2014 amending Regulation 691/2011.

¹⁸ COM(2014) 398 and SWD(2014) 211.

¹⁹ According to the Commission, while data on RMC is not yet available for all EU Member States, Domestic Material Consumption (DMC) could offer an alternative to be used on a temporary basis.

²⁰ COM(2014) 398, 11592/14 of 4 July 2014.

- d) Further developing the definition of green jobs, which is particularly crucial to avoid taking into account only 'green sectors'. In this regard, Regulation (EU) No 538/2014, which is a major step forward in the direction of establishing a sound and reliable monitoring system of green jobs in the EU, should be fully implemented. In order to create a broader measurement approach based on a more detailed and integrated conceptual and methodological framework, the Commission should assist Member States in moving towards a broader definition of green jobs, which considers the three main dimensions of green industries and services, i.e. processes, technology and occupations.
 - e) The further development by Eurostat, in close cooperation with National Statistical Offices, of a more refined measurement framework, including a commonly accepted methodology to better measure progress towards resource efficiency at national level. Such framework should be developed by fully exploiting and optimising the use of existing statistical sources.
 - f) Calling on the Commission to step up work in close cooperation with the Member States, on developing a system of valuation of natural resources, and of biodiversity and the ecosystem services it provides - EU natural capital - in line with 7th EAP guidance, with a view to developing indicators, including for monitoring economic progress, and contribute to the development of environmental accounts.
 - g) Improving the governance process of the 2020 Strategy by providing for a strengthened role of the Environment Ministers in the European Semester, in order to ensure progress towards the balanced integration of economic, social and environmental dimensions of sustainable development and in accordance with the principles of the EU Treaty."
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L'USO EFFICIENTE E SOSTENIBILE DELLE RISORSE SECONDO UN MODELLO DI ECONOMIA CIRCOLARE

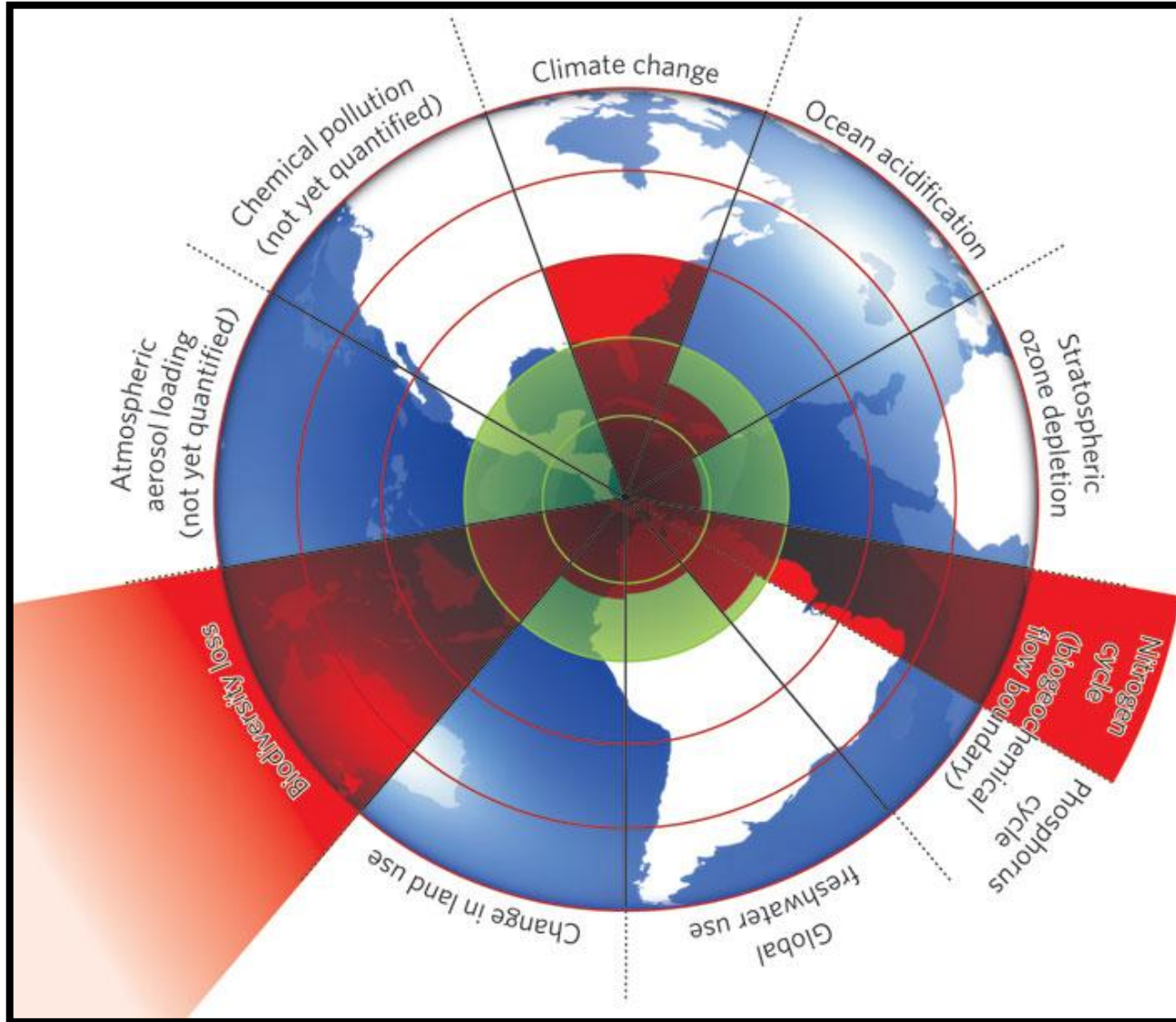
Dr Francesco La Camera

Direttore generale per lo Sviluppo Sostenibile,
il danno ambientale e per i rapporti con l'Unione europea
e gli organismi internazionali



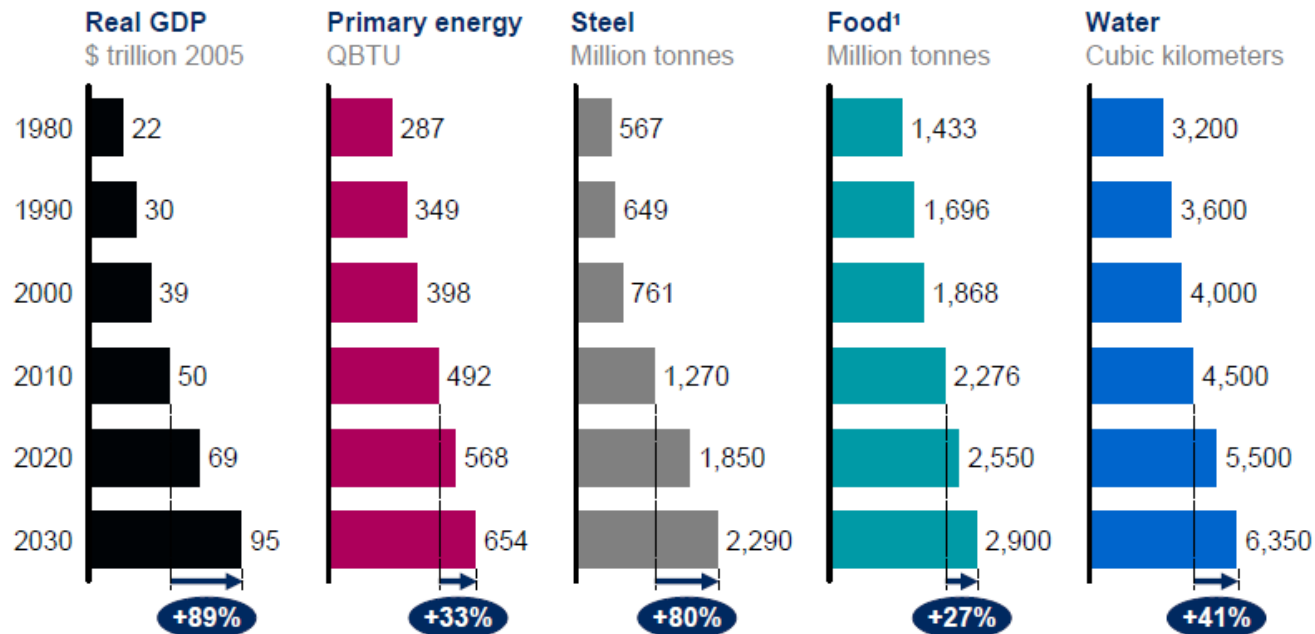
MINISTERO DELL'AMBIENTE
E DELLA TUTELA DEL TERRITORIO E DEL MARE

I LIMITI DEL PIANETA



LA DOMANDA GLOBALE DI RISORSE

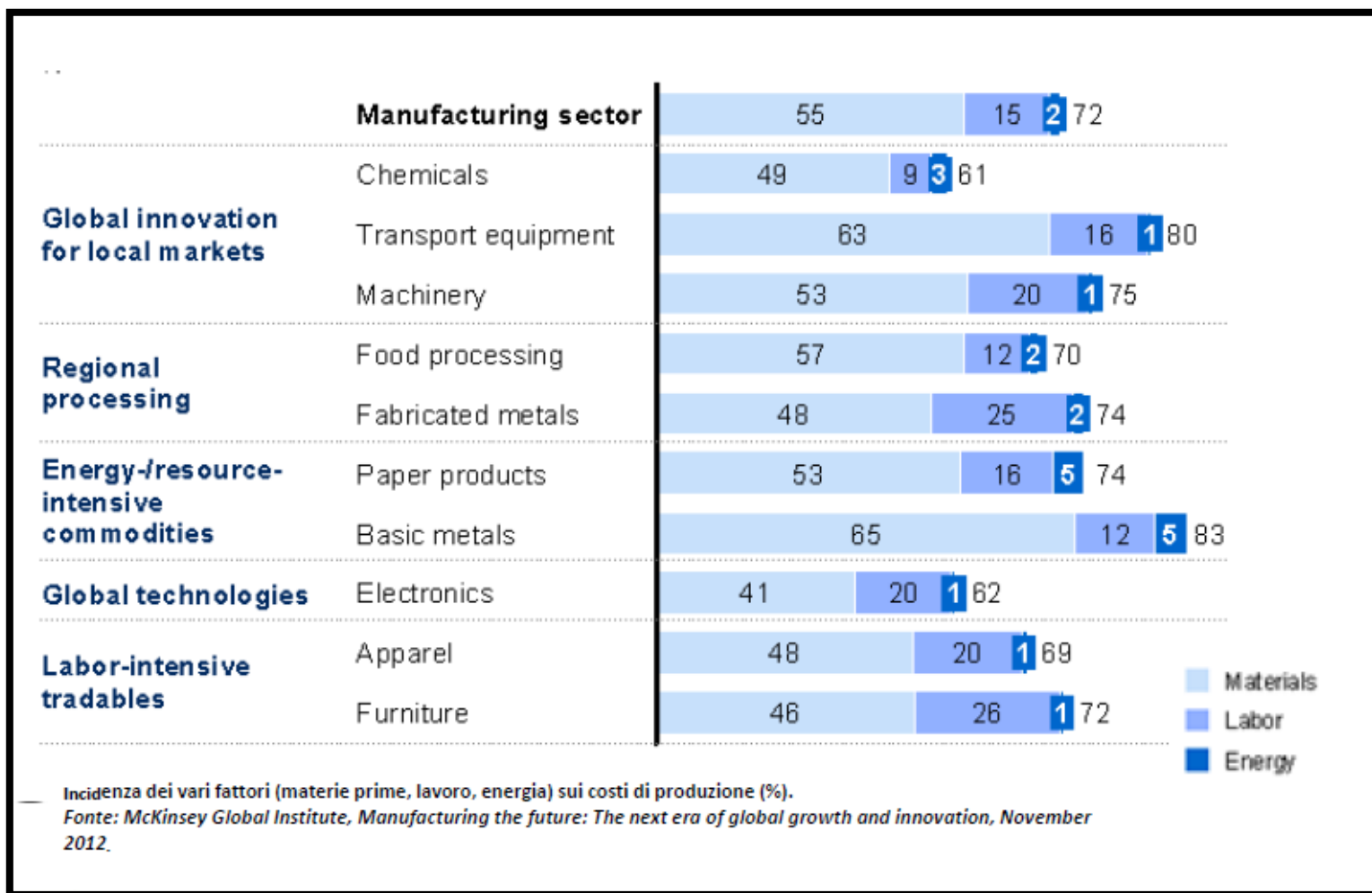
Demand for most resources has grown strongly since 2000, a trend that is likely to continue to 2030



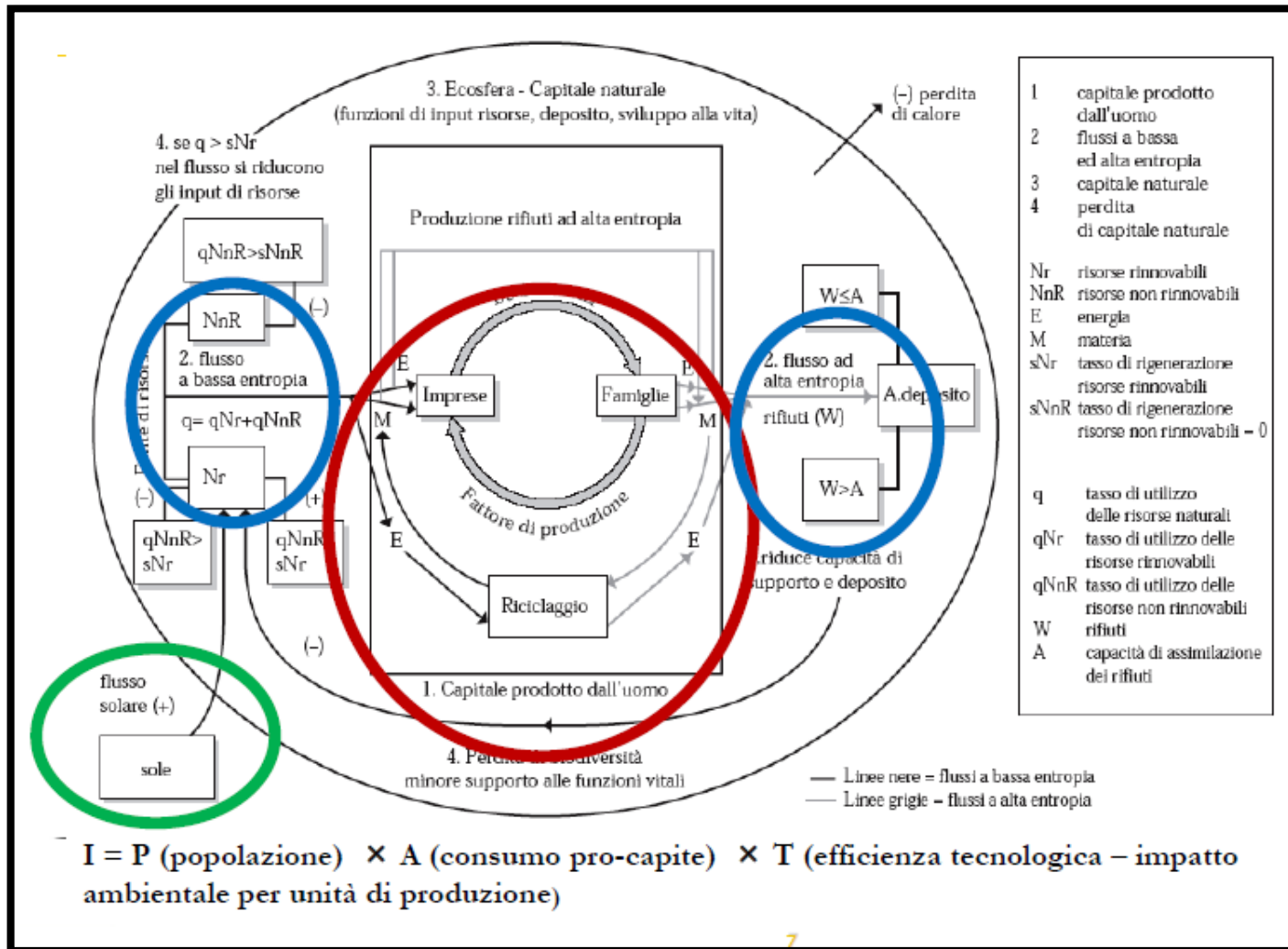
1 Only cereals.

SOURCE: Global Insight; IEA; UN Environment Program (UNEP); FAO; World Steel Association; McKinsey analysis

INCIDENZA DEI VARI FATTORI SUI COSTI DI PRODUZIONE



LE CONDIZIONI DELLA SOSTENIBILITA'



I RISULTATI DELLA PRESIDENZA ITALIANA 2014

Consiglio Informale di Milano (16-17 luglio 2014)

l'approccio politico integrato è fondamentale per sfruttare le potenzialità occupazionali e affrontare le sfide che derivano dalla transizione verso un'economia circolare a basse emissioni di carbonio, resiliente ai cambiamenti climatici e basata sull'uso efficiente delle risorse.

I RISULTATI DELLA PRESIDENZA ITALIANA 2014

Conclusioni adottate dal Consiglio dei Ministri dell'Ambiente ad ottobre e dicembre 2014

i Ministri Europei dell'Ambiente hanno fortemente ribadito come l'uso efficiente e sostenibile delle risorse naturali e l'economia circolare siano fattori chiave per il raggiungimento di benefici ambientali, occupazionali e sociali, oltre che economici, nell'ottica di una crescita verde ed inclusiva.

LA PRESIDENZA ITALIANA 2014

per una GOVERNANCE SOSTENIBILE

Council conclusions on Greening the European semester and the Europe 2020 Strategy - Mid-term review

**Environment Council meeting
Luxembourg, 28 October 2014**

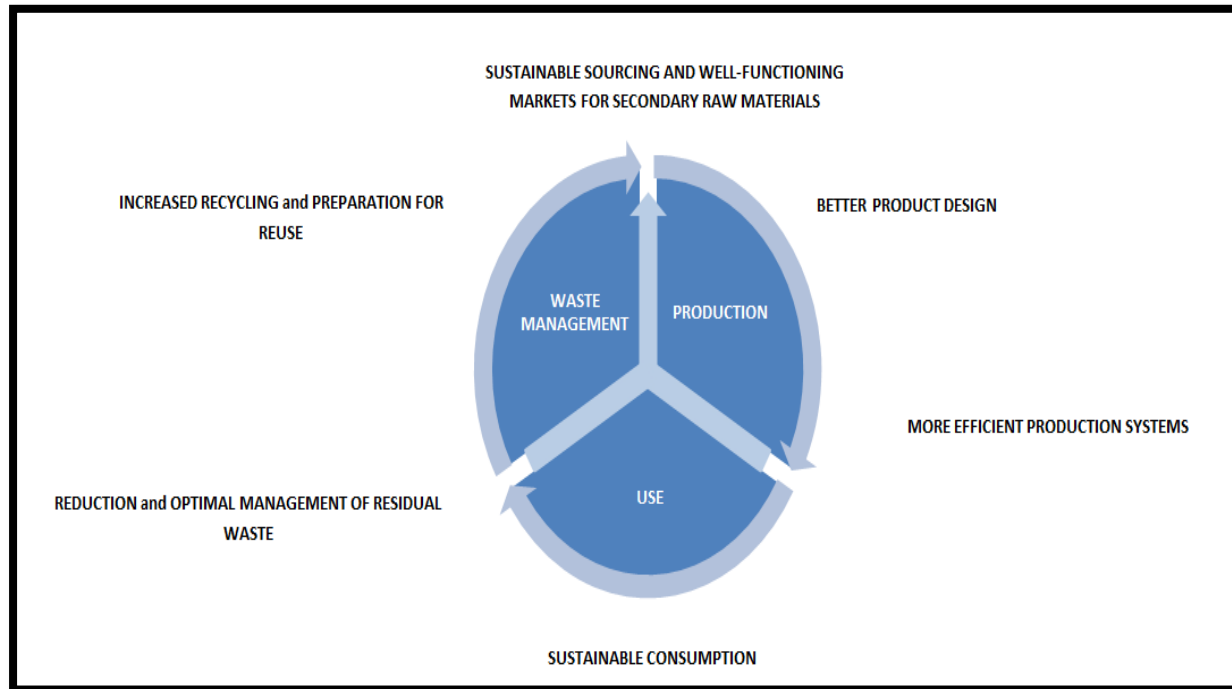
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IL RITIRO DEL PACCHETTO SULL'ECONOMIA CIRCOLARE

La Commissione ha ritirato a dicembre 2014 la sua proposta legislativa per la revisione della normativa sui rifiuti, che costituiva parte integrante del precedente pacchetto per l'economia circolare

Verrà sostituita entro la fine del 2015 con un'iniziativa più sistemica volta al superamento dell'attuale modello "prendi, usa, consuma e getta" (STRATEGIA EUROPEA PER L'ECONOMIA CIRCOLARE)

ELEMENTI DELLA FUTURA STRATEGIA EUROPEA PER L'ECONOMIA CIRCOLARE



La nuova strategia europea per l'economia circolare analizzerà l'interdipendenza di tutti i processi della catena del valore: dall'estrazione delle materie prime alla progettazione dei prodotti, dalla produzione alla distribuzione, dal consumo al riciclo e riuso.

ELEMENTI DELLA FUTURA STRATEGIA EUROPEA PER L'ECONOMIA CIRCOLARE

AREE DI INTERVENTO



SETTORI PRIORITARI

Chimica verde, Bio-economia, Apparecchi elettrici ed elettronici, Alimentazione, Edilizia, Materie plastiche, Materie prime critiche, Risorse idriche, Cooperazione intersettoriale, Modelli di simbiosi industriale....

ORIENTAMENTI E PRIORITA'

incontro informale a Roma in collaborazione con CONAI e alcuni paesi europei (UK, DE, NL, BE, FR, LT) per stimolare un confronto aperto e costruttivo sugli elementi del prossimo pacchetto per l'economia circolare, l'efficienza delle risorse e i rifiuti

un **appello comune** per il coinvolgimento urgente degli Stati membri nel processo preparatorio

ORIENTAMENTI E PRIORITA'

- efficienza delle risorse e ruolo dei servizi ecosistemici
- posti di lavoro verdi e aspetti sociali
- collaborazione con gli Stati membri sugli indicatori di performance per l'efficienza delle risorse
- relazioni tra aziende private e migliore coordinamento tra i soggetti pubblici e privati (i.e. modelli di simbiosi industriale)
- promozione dell'ecoinnovazione
- progettazione ecocompatibile

ORIENTAMENTI E PRIORITA'

- approvvigionamento sostenibile delle materie prime
- stimolo al mercato dei sottoprodotti e dei materiali riciclati
- attuazione più coerente degli appalti pubblici verdi
- scelte più sostenibili per i consumatori (i.e. etichette ecologiche)
- utilizzo sinergico dei fondi comunitari per gli investimenti in innovazione ambientale circolare
- attuazione della riforma fiscale ambientale
- salvaguardia e stimolo della competitività internazionale delle PMI europee
- imparare dalle esperienze e dalle buone pratiche già in corso a livello nazionale ed europeo

ORIENTAMENTI E PRIORITA'

- revisione delle definizioni fondamentali (i.e. rifiuti urbani, riciclaggio, recupero, riempimento, rifiuti residui etc.)
- qualità dei dati e loro comparabilità
- maggiore attenzione alle misure di prevenzione
- definizione di criteri per la definizione di “rifiuto” armonizzati a livello UE
- migliore regolamentazione per ridurre gli oneri amministrativi per le PMI
- maggiore attenzione alla qualità del riciclaggio accanto al problema della quantità

LA CONSULTAZIONE EUROPEA E LE MISURE NAZIONALI

La transizione verso un'economia verde e circolare è possibile solo se tutti gli attori principali vengono coinvolti

- APPELLO ai cittadini singoli e associati, le imprese, le istituzioni a partecipare alla consultazione pubblica europea compilando il questionario sul sito della Commissione Europea entro e non oltre il 20 agosto 2015
-
- RACCOLTA di suggerimenti sulle misure da adottare, anche a livello nazionale, per la transizione verso l'economia circolare ed un uso più efficiente e sostenibile delle risorse:

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GRAZIE PER L' ATTENZIONE

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