

**Israel National Workshop on Waste Prevention, 11th – 12th December 2018
Jerusalem, Israel**

Mission Report

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Brigitte Karigl
Environment Agency Austria



European Environment Agency



National Workshop on Waste Prevention, 11-12 December 2018
Ministry of Environmental Protection, Jerusalem, Israel

Background: The Ministry of Environmental Protection is exploring the best approaches for developing a new strategy on waste prevention (WPS) based on the current situation of the Municipal Solid Waste in Israel.

Objective of the workshop: to support the Ministry in developing the new WPS, with focus on the commercial sector.

Workshop design: Presentations (with focus on practical examples of Waste prevention measures in the commercial sector, i.e. Commercial areas, office buildings and small businesses) and discussions. The workshop will be interactive.

Topics which were addressed: regulations for waste prevention;
Implementation of voluntary initiatives and achievements;
Data collection and measurement.

Facilitation: EIONET expert Environment Agency Austria, Ms Brigitte Karigl

DAY 1 - 10/12/2018

- 9:00 – 9:30 Welcome and Introduction to the Topic (Ministry of Environmental Protection).
- 9:15 – 10:15 Overview of EU legislation for waste prevention (in force and drafts), with emphasis on the regulatory tools existing in the field of waste prevention and on the basis of the experience accumulated to date – what has succeeded in preventing waste and what has failed.
- 10:15 – 10:30 Break
- 10:30 - 11:30 Examples of Waste Prevention Plans in EU Countries (Austria, Lithuania and Sweden) and examples for legally binding regulations for enhancing waste prevention).
- 11:30-12:30 Practical examples of Waste prevention measures in the commercial sector (Austria and other Member States) and achieved results and discussion.
- 12:30 – 13:15 Lunch Break
- 13:15 – 15:00 Voluntary actions, Practical examples:
Voluntary initiative for the reduction of food waste in restaurant kitchens, hotels, catering services;
Voluntary initiatives of the European Retail Sectors for the waste prevention at retailers;
Reduction of packaging waste;
Voluntary initiatives for the reduction of plastic waste at festival/open air events (AT);
Voluntary agreement for the reduction of plastic bags (AT).

DAY 2 - 11/12/2018

- 9:00 - 10:15 Voluntary actions (Continued).



10:15-10:30	Break
10:30-12:30	Data collection and measurement of food waste prevention (Draft EU method and implementation in Austria).
12:30 -13:15	Lunch break
13:15-15:30	Open discussion – what should we do in Israel?

Participants

- MoEP: Orna Matzner, Yarden Rockman, Anat Kaufmann, Orit Uzan, Tamar Raviv, Yael Oren, Leonie Cohen, Oded Nezer ,Daniella Zegman, Noa Shpitzer Mizrachi, Lena Levi, Nurit Neumark-Gohar and Dan Beth-Din.
- Statistical Office: Moshe Yanai, Roe Abudi and Tomer Cohen.
- Environment Agency Austria: Brigitte Karigl (EIONET expert).

Presentations

The following presentations were prepared by the expert (see Annex):

- 01_WastePrevention_Introduction;
- 02_EU_Legislation_WP;
- 03_Austrian waste prevention programme;
- 04_SE_LT_WPPs (Waste prevention program of Sweden and Lithuania);
- 05_Voluntary agreements-practical examples (Austria);
- 06_Voluntary Actions Food Waste (Austria);
- 07_Waste prevention at the retail sector (examples from European retailers);
- 08_Austrian food waste statistics-pilot study.



Summary of the workshop and discussions

Introduction to the topic

1. Ms. Matzner made the introduction to the workshop and stated that the results will be a first input for developing a Waste Prevention Strategy for Israel.
2. The situation of Waste Management in Israel was presented.
3. Furthermore, measures which are already implemented and which should help diverting waste from final disposal towards recovery or recycling were presented:

These measures comprise a landfill tax and Extended Producer Responsibility (EPR) Schemes (e.g. for packaging).

4. Recent activities aiming at the reduction of food waste were presented and discussed:

Food waste is an important topic at hotels and restaurants. Hotels offer large variety and quantities of food at (breakfast) buffets, by which inevitably large amounts of food waste are generated. Furthermore, citizens have a habit of “not eating all” so that restaurants must also cope with large amounts of food waste.

Food donation is hampered by the liability questions. The EIONET expert pointed out that EU countries also face this questions, and that guidelines and rules were developed to give an answer to the liability question (=> see attached: Austrian rules for food donation, the EU guideline for food donations, Germany’s guideline for food donation, download under https://www.bmel.de/SharedDocs/Downloads/Broschueren/LeifadenWeitergabeLMSozEinrichtungen.pdf?__blob=publicationFile).

Another aspect of the topic is that food is very often served or sold in single-use plastic or aluminium dishes, which are disposed after use. Measures were discussed to reduce the amount of such single-use material, such as an environmental tax on single-use dishes and cutlery or EPR schemes. The conclusion was that there is not yet enough knowledge whether such measures would be the best option for reducing waste from single-use dishes and cutlery.

EU legislation for waste prevention

The EIONET expert gave an overview of EU legislative documents for waste prevention, namely:

- Waste Framework Directive 2008/98/EC
Definition of waste prevention, obliges Member States (MS) to prepare a Waste Prevention Programme and to take measures for waste prevention, gives examples for WP-measures, gives examples for economic instruments and other measures as incentives for application of waste hierarchy, puts a focus on prevention of food waste, puts a focus on monitoring and reporting of effects of the measures.
- IED Directive and BAT Conclusions



Operation permits must include measures for the prevention, preparation for re-use, recycling and recovery of waste generated by the installation.

BAT conclusions include specific technical measures for increasing resource efficiency in IED installations (thus reducing waste generation).

- EU Action Plan for a Circular Economy (COM(2015) 614 final)
Defines four areas of actions (production, consumption, waste management and secondary resources from waste) and priority topics (plastics, food waste, critical raw materials, construction and demolition waste, biomass and bio-based products, horizontal measures and monitoring progress towards a circular economy).
- European Strategy for Plastics in a Circular Economy (COM(2018) 28 final)
Goals are to put only reusable or recyclable plastic packaging on the market (by 2030), to boost the market for recycled plastics, to take actions on single-use plastics and micro-plastics, and to foster research and to support to multilateral initiatives on plastics.
- Directive 2015/1720 regards reducing the consumption of lightweight plastic carrier bags
- Directive on the reduction of the impact of certain plastic products on the environment (COM(2018) 340 final)
EC proposes action to reduce one-way plastics in the EU, focusing on the 10 most found single-use plastic items on European beaches which account for 43 % of total marine litter. Sets a target of 90 % separate collection for plastic beverage bottles to be achieved e.g. by deposit refund systems and targets for EPR.

EIONET expert also presented some regulatory instruments of Member States, which have proven to be most effective:

- Bans on plastic bags and or fee on plastic bags, e.g. on free giveaway in the supermarket (Austria, Ireland, Australia);
- Deposit refund schemes for certain packaging (Germany, Denmark and Lithuania);
- Guidance documents for preparation for reuse of different materials, e.g. WEEE and C&D waste (Austria);
- Bans on discharge of still-edible food from supermarkets (France).

Waste Prevention Program of EU Member States

EIONET expert presented the key elements of the WPP of Austria, Sweden and Lithuania. These countries have WPP since 2006 (Austria) or since 2013 (Lithuania and Sweden).

A common element for the preparation of the WPP was, in all three countries, the strong involvement of stakeholders from the beginning.

- In Lithuania, the WPP was a joint endeavour of the Ministries of Economy, Agriculture, Health, Education and Science, and the State Food and Veterinary Service, led by the Ministry of Environment.
- In Austria and Sweden, stakeholders e.g. from the waste management sector, the construction sector, municipalities etc. were actively involved in the development of the WPP.



Each country selected different waste streams as priority waste streams, meaning that the WPPs were tailored to the needs of each country.

- In Lithuania, priority is given to the reduction of packaging waste, waste electrical and electronic equipment, biodegradable waste, hazardous waste and construction waste.
- The focus of the Swedish WPP is on food, textiles, construction and demolition, electric and electronic products.
- The priority areas of the Austrian WPP are construction and demolition waste, food waste, re-use and the prevention of waste in households and enterprises.

Each country defined measures and actions in their WPP for enhancing waste prevention. Some examples are:

Lithuania:

- Regional and municipal waste management plans must include the measures promoting waste prevention and preparation of waste for re-use. The municipalities or regional authorities can choose measures to be implemented at the local level.
- Lithuania participates actively in the European Week for Waste Reduction (on a yearly basis)

Very interesting about the Lithuania WPP is that the implementation of the Programme measures are funded by the state budget of the Republic of Lithuania, EU Structural Funds, other national and international funds or programme etc. The bodies implementing the Programme are required to submit to the Ministry of Environment information on the implementation of these Programme measures. The Ministry of Environment evaluates the achievement of the waste prevention objectives according to the waste prevention evaluation criteria.

Sweden:

- Use public procurement for waste prevention;
- Investigate new policy instruments for waste prevention;
- Information campaign to prevent food waste;
- Stores give away their food waste to charity;
- Make a roadmap for prevention of textile waste;
- Shops have sections for second hand clothes;
- Investigate how to guarantee quality for re-use of material;
- Reuse electronics;
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A very interesting measure of Sweden is tax deduction and lowered VAT on the repair of electronics, textiles, shoes, leather products and bikes. Furthermore, Sweden investigates whether innovative measures such as a tax on raw materials, a tax on hazardous substances, reduced VAT for services or negative labelling of products containing hazardous substances are useful instruments for waste prevention.

Austria:

- Supplementing sector-related blueprints with good examples for waste prevention ;
- Promotion of Environmental Management Systems;
- Prevention of food waste by means of information campaigns, prolongation of the voluntary agreement with retail sector, implementing guideline for donation of food,



- strengthen organizations which distribute food to people who need it;
- Promotion of Ecolabels;
- Continuation of the Austrian Eco-Business Plan (ÖKOPROFIT), which is an advisory programme, created to provide and co-finance consultancy for the production industries, mostly for SMEs, with the aim to implement environmental measures, reducing industrial emissions, decreasing the operational costs for companies, strengthening the partnership between public agencies, companies and experts and **prevent waste**;
- Promotion of re-use and repair;
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Interesting about the WPP of Austria is that, step-by-step, legally binding WPP measures have been adopted in the legislation: The EPR schemes for packaging promotes the prevention of waste by spending at least 0.5 per cent of the annually collected license fees for waste prevention projects. There is an obligation for removal of building-components for re-use prior to tearing down a building, if there is a demand.

Each country defined indicators for monitoring their WPP, e.g. in Austria:

- Amount of municipal waste from households and similar establishments per capita and year;
- Amount of mixed municipal waste (residual waste) per capita and year;
- Quantity of packaging and paper waste collected separately per capita and year;
- Quantity of biogenic waste collected separately per capita per year;
- Quantity of hazardous household waste collected separately per capita per year;
- Amount of waste from trade and industry (volume of primary waste minus municipal waste, construction and demolition waste and excavated materials) per capita per year;
- Quantities of hazardous waste generated per capita per year;
- Construction and demolition waste (excluding excavated soil materials) per capita per year.

What can be seen is that currently the quantitative measurement is mainly based on measurement of waste generation and collection.

Voluntary agreements as an instrument for waste prevention

In Austria, voluntary agreements between the Ministry of Environment and various stakeholders have proven to be a successful instrument for waste prevention. There is a voluntary agreement with the retail sector to reduce the amount of plastic bags put on the market, a voluntary agreement with the beverage industry to slow down the trend towards single-use beverage packaging and a voluntary agreement with the retail sector to reduce unavoidable food (documents are attached).

The expert pointed out that a voluntary agreement should contain several elements to be successful.

It must define clear goals, a time period for which the agreement is valid and a target year the goals should be achieved, and an obligatory reporting of the signatories about the results achieved by the agreement.

The overall goals should be set by the Ministry. There must be a clear political will that, if the



specific agreed goals are not achieved, legally binding measures will be implemented (laws, by-laws). This should be communicated to the signatories of the agreement from the beginning.

Voluntary agreements are not very strong instruments but they do have some advantages:

- + Voluntary agreements allow the companies to find their own solutions (develop innovative models) for achieving the goals;
- Valuable time may be lost if the agreement is not successful;
- + Information will be disclosed to the Ministry of Environment to which it did not have before;
- It is difficult to monitor target achievement, as the monitoring is often provided at an aggregated level. Detailed data are usually not disclosed to the public or the authority.

Waste prevention at the retail sector (examples from European retailers)

The presentation was not given due to prolonged discussion on measurement of food waste and, in general, measurement of waste prevention.

The Austrian pilot study on food waste statistics and measuring waste prevention

The proposed EU methodology and the Austrian pilot studies on measuring food waste were presented and discussed. The outcome of the discussion was that neither the European nor the the Austrian method can be easily transferred to Israel, due to the entirely different data collection systems. In Israel, there are no specific administrative data on food waste available, nor regular surveys on food waste.

There was a common understanding that measuring waste prevention is a challenge. Practically, only the reduction of waste generation can be an indicator for successful waste prevention. But the overall waste generation is not a useful indicator for measuring waste as it is influenced by so many factors, such as increase of population, increase or decrease of GDP, new products on the market, the use of new materials in the production process or the phasing out of materials due to technological change.

In a growing economy, waste prevention requires very specific measures, directed at specific stakeholders and tackling specific material or products. When sectors, material and products are well defined, reporting schemes can be introduced which allow follow-up of developments in the area of interest.



Summary - Conclusions and Recommendations

It is of key importance to involve stakeholders throughout the whole process of developing the WPP, from defining the priority areas, defining targets and developing measures for target achievement, defining indicators for monitoring and assessing the effects of the WPP.

The European Commission has prepared a guidance document to support Member States when developing Waste Prevention Programmes (<http://ec.europa.eu/environment/waste/prevention/pdf/Waste%20prevention%20guidelines.pdf>)

The WPP should be developed step-by-step:

1. At the beginning, the **priority areas** of the WPP must be defined. The priority areas should on the one hand take into account waste streams where waste prevention would be very important (e.g. because of littering problems, or because of lack of treatment capacity, or because of global targets like prevention of food waste). On the other hand, there should be a realistic chance of successful implementation of waste prevention measures (e.g. because there are best-practise examples in other countries).

There are two options to involve the stakeholders at this stage:

- Either to conduct a wide stakeholder consultation with the aim to identify the topics of highest concern, which will then be subsequently developed in the WPP. The advantage is an extensive coverage of the topic but it is a challenge to prioritize the topics of concern adequately without disappointing relevant stakeholder groups.
 - Or, based on the expert knowledge of the Ministry, define a small number of priority areas in advance, and then invite key stakeholder groups to participate in the process of setting realistic targets and developing measures.
2. In a next step, targets and measures for waste prevention must be developed. It is of key importance to define who will be responsible for implementing the measures. Targets must be realistic in terms of quantity and time (when to achieve what). Experience from other countries show that it is a good approach to tackle target waste streams from different angles, with a variety of measures and addressing different stakeholders (whole value chain if possible).
 3. It is of key importance, when defining the measures, to define in parallel the indicators which will be used for monitoring, in order to be able:
 - to assess the effectiveness of the implemented measures;
 - to reconfirm successful measures when renewing the WPP;
 - to phase out those measures which proved to be less or not effective ;
 - to propose new measures.

EIONET expert recommended considering the following priority areas for the WPP:

- **Food Waste:** Food waste is a major issue in Israel, and also at global level (UN SDGs). Hotels and restaurants are important stakeholder who should have a key interest in reducing food waste, and who could also implement measures. There are best-practise examples from other EU MS, how food waste can be avoided in hotels and restaurants.
- **Plastic Waste:** Plastic waste is a major issue in Israel. Measures for the reduction of



plastic bags have already been set. The reduction of the use of plastic dishes and plastic cutlery would be a promising goal. Addressees of measures could be retailers selling these goods, (fast) food restaurants and retailers selling food in plastic containers and the consumers.

