

# National factsheet on separate collection

## Finland

**Note:** This 'National factsheet' has been prepared within the EC study "Assessment of separate collection schemes in the 28 capitals of the EU". The document represents the status-quo of the EU Member State (MS) in September 2015. The information included in this document has been elaborated for all 28 EU-MS based on publically available documents, i.e. national legislation, Waste Management Plans, Waste Prevention Programmes, strategies, implementation reports, and statistics. All information is cited in the factsheet, a complete list of information sources can be found at the end of this document.

For quality assurance purposes the 'National factsheet' has been sent to the EU Technical Advisory Committee (TAC) Members on waste for verification and commenting, the comments received are included in this final version.

### 1 General requirements on separate collection based on national legislation

The Finnish Jätelaki/Avfallslag, implemented in 2011, and its associated acts transpose the requirements of the WFD into domestic law. The main acts are the Valtioneuvoston asetus jätteistä/ Statsrådets förordning om avfall and the Valtioneuvoston asetus pakkauksista ja pakkausjätteistä /Statsrådets förordning om förpackningar och förpackningsavfall and Valtioneuvoston asetus keräyspaperin erlliskeräyksestä ja kierrätyksestä/Statsrådets förordning om separat insamling och materialåtervinning av returpapper. Also other decrees on producer responsibility listed in chapter 4 include requirements on separate collection.

Most of the requirements have been transposed directly or similarly into the national legal requirements. In the law there are however no direct links to the quality of the recycling.

Finnish waste legislation is published in Finnish, Swedish and English, and the content of these texts is the same in all languages. The Finnish and Swedish texts are the legally binding ones. The legal assessment was done based on the Swedish text.

**Table 1: Overview of national law(s) that implement separate collection**

Year and Abbreviation	Title of the law (translation)
[FI Waste Act 2011]	Jätelaki/ Avfallslag (646/2011) 17/06/2011 (The Waste Act)
[FI Waste Decree 2012]	Valtioneuvoston asetus jätteistä/ Statsrådets förordning om avfall (179/2012) 19/04/2012 (Government Decree on waste)
[FI Packaging Decree 2014]	Valtioneuvoston asetus pakkauksista ja pakkausjätteistä/ Statsrådets förordning om förpackningar och förpackningsavfall (518/2014) 03/07/2014 (Government Decree on packaging and packaging waste)
[FI Wastepaper Decree 2013]	Valtioneuvoston asetus keräyspaperin erlliskeräyksestä ja kierrätyksestä/Statsrådets förordning om separat insamling och materialåtervinning av returpapper (528/2013).

**Table 2: Overview on evaluation categories**

<b>Evaluation</b>	<b>Explanation</b>
<b>additional</b>	The requirements of the WFD have been transposed and additional information or requirements are set out in the national legal requirement, i.e. additional definition, precision of requirement that goes beyond the text of the WFD
<b>one:one</b>	The requirement of the WFD has been transposed exactly / literally or transposed analogously. No additional requirements or explanations are set out.
<b>deviating</b>	The requirements of the WFD have been implemented into national legal requirements but have been adjusted, left out or deviated
<b>not included</b>	The requirement of the WFD is not transposed into national law

**Table 3: Assessment on national transpositions**

Law & Article	Evaluation	English text	Original text
<b>1. Article 3 (11) WFD: Definition separate collection: "‘separate collection’ means the collection where a waste stream is kept separately by type and nature so as to facilitate a specific treatment"</b>			
[FI Waste Act 2011] Section 6 (10a)	additional	10 a) <b>separate collection</b> of waste means the collection of waste where waste is kept separately by type and nature so as to <b>facilitate preparation for re-use, recycling, other types of recovery or other specific treatment;</b>	10 a) jätteen erilliskeräyksellä jätteen keräystä siten, että lajiltaan ja laadultaan erilaiset jätteet pidetään toisistaan erillään uudelleenkäytön valmistelun, kierrätyksen, muun hyödyntämisen taikka muun erityisen käsittelyn helpottamiseksi;
<b>2. Article 10 (2) WFD: "waste shall not be mixed with other waste/material with other properties"</b>			
[FI Waste Act 2011] Section 15 (1)	one:one	15 Obligation to keep waste separate  (1) As part of waste management, waste of different types and quality shall be collected and kept separate to the extent necessary to prevent hazard or harm being posed to human health or the environment, to comply with the order of priority provided in section 8(1), or to facilitate the appropriate arrangement of waste management, and to the extent technically and economically feasible.	15 Jätteiden erilläänpitovelvollisuus  Lajiltaan ja laadultaan erilaiset jätteet on kerättävä ja pidettävä jätehuollossa toisistaan erillään siinä laajuudessa kuin se on terveydelle tai ympäristölle aiheutuvan vaaran tai haitan ehkäisemiseksi, 8 §:n 1 momentissa säädetyn etusijajärjestyksen noudattamiseksi taikka jätehuollon asianmukaiseksi järjestämiseksi tarpeellista sekä teknisesti ja taloudellisesti mahdollista.  Valtioneuvoston asetuksella voidaan antaa tarkempia säännöksiä:  (1) jätteen erillään pitämistä koskevista vaatimuksista ja lajiltaan ja laadultaan erilaisten jätteiden yhdistämisen edellytyksistä;
<b>3. Article 11 (1) WFD: "measures to promote high quality recycling"</b>			
	not included	- <b>Comment</b> [FI TAC 2015]: <i>Also covered in [FI Waste Act 2011] article 14(1,2) and in [FI Decree BPDS 2013], [FI Decree Batteries 2014], [FI Decree WEEE 2014], [FI Decree Tyres 2013]</i>	

4. Requirement WFD: 11 (1) “separate collection if technically practicable”			
[FI Waste Act 2011] Section 15 (1)	one:one	<p>15 Obligation to keep waste separate</p> <p>(1) As part of waste management, waste of different types and quality shall be collected and kept separate to the extent necessary to prevent hazard or harm being posed to human health or the environment, to comply with the order of priority provided in section 8(1), or to facilitate the appropriate arrangement of waste management, and to the extent technically and economically feasible.</p>	<p>15 Jätteiden erilläänpitovelvollisuus</p> <p>Lajiltaan ja laadultaan erilaiset jätteet on kerättävä ja pidettävä jätehuollossa toisistaan erillään siinä laajuudessa kuin se on terveydelle tai ympäristölle aiheutuvan vaaran tai haitan ehkäisemiseksi, 8 §:n 1 momentissa säädetyn etusijajärjestyksen noudattamiseksi taikka jätehuollon asianmukaiseksi järjestämiseksi tarpeellista sekä teknisesti ja taloudellisesti mahdollista.</p> <p>Valtioneuvoston asetuksella voidaan antaa tarkempia säännöksiä:</p> <p>(1) jätteen erillään pitämistä koskevista vaatimuksista ja lajiltaan ja laadultaan erilaisten jätteiden yhdistämisen edellytyksistä;</p>
5. Requirement WFD: 11 (1) separate collection if economically practicable			
[FI Waste Act 2011] Section 15 (1)	one:one	<p>15 Obligation to keep waste separate</p> <p>(1) As part of waste management, waste of different types and quality shall be collected and kept separate to the extent necessary to prevent hazard or harm being posed to human health or the environment, to comply with the order of priority provided in section 8(1), or to facilitate the appropriate arrangement of waste management, and to the extent technically and economically feasible.</p>	<p>15 Jätteiden erilläänpitovelvollisuus</p> <p>Lajiltaan ja laadultaan erilaiset jätteet on kerättävä ja pidettävä jätehuollossa toisistaan erillään siinä laajuudessa kuin se on terveydelle tai ympäristölle aiheutuvan vaaran tai haitan ehkäisemiseksi, 8 §:n 1 momentissa säädetyn etusijajärjestyksen noudattamiseksi taikka jätehuollon asianmukaiseksi järjestämiseksi tarpeellista sekä teknisesti ja taloudellisesti mahdollista.</p> <p>Valtioneuvoston asetuksella voidaan antaa tarkempia säännöksiä:</p> <p>(1) jätteen erillään pitämistä koskevista vaatimuksista ja lajiltaan ja laadultaan erilaisten jätteiden yhdistämisen edellytyksistä;</p>
[FI Waste Act 2011] Section 15 (2)	additional	<p>15 Further provisions may be given by government decree, concerning:</p>	<p>15 (2) jätteen erilliskeräyksestä, jota koskevat vaatimukset voivat olla erilaisia eri alueilla ottaen huomioon alueen väestötiheys, syntyvän jätteen määrä ja</p>

Law & Article	Evaluation	English text	Original text
		separate collection of waste, the requirements for which can differ in different areas, taking into account the population density of an area, the quantity of waste generated and the possibilities for its recovery, and the environmental impacts and costs caused by arranging separate collection.	hyödyntämismahdollisuudet sekä erilliskeräyksen järjestämisestä aiheutuvat ympäristövaikutukset ja kustannukset.
<b>6. Requirement WFD: 11 (1) “separate collection if environmentally practicable”</b>			
[FI Waste Act 2011] Section 15 (1)	one:one	<p>15 Obligation to keep waste separate</p> <p>(1) As part of waste management, waste of different types and quality shall be collected and kept separate to the extent necessary to prevent hazard or harm being posed to human health or the environment, to comply with the order of priority provided in section 8(1), or to facilitate the appropriate arrangement of waste management, and to the extent technically and economically feasible.</p>	<p>15 Jätteiden erilläänpitovelvollisuus</p> <p>Lajiltaan ja laadultaan erilaiset jätteet on kerättävä ja pidettävä jätehuollossa toisistaan erillään siinä laajuudessa kuin se on terveydelle tai ympäristölle aiheutuvan vaaran tai haitan ehkäisemiseksi, 8 §:n 1 momentissa säädetyn etusijajärjestyksen noudattamiseksi taikka jätehuollon asianmukaiseksi järjestämiseksi tarpeellista sekä teknisesti ja taloudellisesti mahdollista.</p> <p>Valtioneuvoston asetuksella voidaan antaa tarkempia säännöksiä:</p> <p>(1) jätteen erillään pitämistä koskevista vaatimuksista ja lajiltaan ja laadultaan erilaisten jätteiden yhdistämisen edellytyksistä;</p>
[FI Waste Act 2011] Section 15 (2)	additional	<p>(2) Further provisions may be given by government decree, concerning:</p> <p>2) separate collection of waste, the requirements for which can differ in different areas, taking into account the population density of an area, the quantity of waste generated and the possibilities for its recovery, and the environmental impacts and costs caused by arranging separate collection.</p>	<p>15 (2) jätteen erilliskeräyksestä, jota koskevat vaatimukset voivat olla erilaisia eri alueilla ottaen huomioon alueen väestötiheys, syntyvän jätteen määrä ja hyödyntämismahdollisuudet sekä erilliskeräyksen järjestämisestä aiheutuvat ympäristövaikutukset ja kustannukset.</p>

7. Article 11 (1) WFD: “separate collections (...) appropriate to meet the necessary quality standards for the relevant recycling sectors”			
	<b>not included</b>	- <b>Comment</b> [FI TAC 2015]: <i>Also covered in [FI Waste Act 2011] article 14(1,2) and in [FI Decree BPDS 2013], [FI Decree Batteries 2014], [FI Decree WEEE 2014], [FI Decree Tyres 2013]</i>	
8. Article 11 (1) WFD “by 2015 separate collection shall be set up for at least the following: paper, metal, plastic and glass”			
[FI Waste Decree 2012] Section 14 (1)	<b>deviating</b>	14 Separate collection and recycling of municipal waste  (1) The operator of an industrial, service or other business activity, any other waste holder, and municipalities are obliged, subject to the conditions laid down in sections 8, 13 and 15 of the Waste Act, to organise the separate collection and recycling of paper, cardboard, glass, metal, plastic and bio-waste for which the operator is responsible.  <b>Comment</b> [FI TAC 2015]: <i>Also covered in [FI Waste Act 2011] article 14(1,2) and in [FI Decree BPDS 2013], [FI Decree Batteries 2014], [FI Decree WEEE 2014], [FI Decree Tyres 2013]</i>	14 Yhdyskuntajätteen erilliskeräys ja kierrätys  (1) Teollisuus-, palvelu- ja muun elinkeinotoiminnan harjoittajan, muun jätteen haltijan sekä kunnan on jätelain 8, 13 ja 15 §:ssä säädetyin edellytyksin järjestettävä vastuulleen kuuluvan paperi-, kartonki-, lasi-, metalli-, muovi- ja biojätteen erilliskeräys ja kierrätys.
[FI Waste Act 2011] Section 50	<b>deviating</b>	Section 50 Obligation of the property holder regarding the collection of paper products  Property holders shall arrange a reception point for the collection of discarded paper products referred to in section 48(1)(5). This obligation does not, however, apply to detached houses or other corresponding properties, or properties located in a sparsely populated area.  <b>Comment</b> [FI TAC 2015]: <i>Also covered in [FI Waste Act 2011] article 14(1,2) and in [FI Decree BPDS 2013], [FI Decree Batteries 2014], [FI Decree WEEE 2014], [FI Decree Tyres 2013]</i>	50 Kiinteistön haltijan velvollisuus paperituotteiden keräyksessä  Kiinteistön haltijan on järjestettävä vastaanottoaika käytöstä poistettujen 48 §:n 1 momentin 5 kohdassa tarkoitettujen paperituotteiden keräystä varten. Velvollisuus ei kuitenkaan koske pientaloja tai muita vastaavia kiinteistöjä eikä haja-asutusalueella sijaitsevia kiinteistöjä.

9. Article 22 WFD: Bio-waste - Member states shall take measures, as appropriate (...) to encourage: "a) the separate collection of bio-waste with a view to the composting and digestion of bio-waste"			
[FI Waste Decree 2012] Section 14 (1)	one:one	Section 14 Separate collection and recycling of municipal waste  (1) The operator of an industrial, service or other business activity, any other waste holder, and municipalities are obliged, subject to the conditions laid down in sections 8, 13 and 15 of the Waste Act, to organise the separate collection and recycling of paper, cardboard, glass, metal, plastic and bio-waste for which the operator is responsible.	14 Yhdyskuntajätteen erilliskeräys ja kierrätys  (1) Teollisuus-, palvelu- ja muun elinkeinotoiminnan harjoittajan, muun jätteen haltijan sekä kunnan on jätelain 8, 13 ja 15 §:ssä säädetyin edellytyksin järjestettävä vastuulleen kuuluvan paperi-, kartonki-, lasi-, metalli-, muovi- ja biojätteen erilliskeräys ja kierrätys.

## 2 General requirements on separate collection based on main strategies

<b>Finland</b>	<b>506 kg MSW/capita 33.4% recycling</b>
<p><b>Definition of Municipal solid waste (MSW):</b></p> <p>Municipal waste refers to waste generated in households and waste comparable to household waste generated in production, especially in the service industries. The general common feature of municipal waste is that it is generated in the consumption of final products in communities and is covered by municipal waste management systems [FI STAT 2015].</p>	
<p><b>Main strategies implementing separate collection</b></p>	
<p>The main strategies for the implementation of separate collection are defined in the Waste Act [FI Waste Act 2011], in the Decree on waste [FI Waste Decree 2012] and in all Decrees on Producer Responsibility as well as in the National Waste Plan [FI NWP 2008]. Priorities of the Waste Plan are the promotion of re-use of waste, the recycling of bio-waste and other recycling.</p> <p>According to data available at Eurostat, the amount of MSW in Finland treated by material recycling was of around 130 kg/cap in 2008, this quantity sharply decreased and reached 109 kg/cap in 2012, the latest year for which data was available. The quantity composted and digested was more stable – around 35 kg/cap until 2007 when it increased significantly to 49 kg/cap and even more until 2012. In 2012, 60 kg/cap were biologically treated. The overall recycling rate was estimated to be of 33.6% until 2007 with a subsequent fluctuation and settling back at 33.3% in 2012 [FI Eurostat 2014].</p> <p>The aim of the plan (and also in Waste Decree) is to achieve a reduction of MSW generation by 2016, 50% recycling of municipal waste, while 30% of waste is used for energy and only up to 20% is landfilled [FI NWP 2008]. The target is therefore more ambitious than the EU target.</p> <p>The implementation of the [FI NWP 2008] is supported by regional waste plans developed by Regional Environment Centres that take into account regional requirements and development needs. MSW Waste management is organised by the municipalities, including partly transport from reception points that property holders make available for waste collection. The producer (packagers of products or importers of packaged products) has to organise waste management for discarded packaging. The municipalities may supplement the transport and reception of discarded packaging. [FI Waste Act 2011] (see section 48). Traditionally, municipal waste was mostly landfilled due to the scarce population in Finland and long distances that made collection expensive and not always environmental friendly. Building of new waste to energy plants has increased the recovery rates of MSW [FI PII 2013, p.15-16].</p>	



### 3 Implementation of separate collection

#### Overview on separate collection systems in place

Municipal waste collection, transport and treatment are organised by municipalities, companies and producer responsibility organisations. Municipalities can co-operate and share the services of waste management companies and waste stations. Waste bring points and containers for household waste, which may include separately collected fractions, are provided by property owners and housing companies. Municipal waste companies and producer responsibility organisations have a **countrywide infrastructure of collection points for recyclable wastes**. These materials can also be collected from waste producers (door-to-door collection system) in quantities sufficient to justify the associated costs and through collection events [FI PII 2013, p.21].






**Separate collection of paper and glass is available for almost all citizens.** Metal is collected separately in ca. 96% of municipalities, cardboard from ca. 97% and bio-waste from ca. 68%. Containers for paper, cardboard, metal and glass are usually available for each single town house and apartment house. Single family houses usually only have a composter or a container for bio-waste and another one for the residual household waste [FI PII 2013, p.22].

The **collection of paper** has a long tradition including a reward of various kinds offered to private persons or schools in exchange for their collected paper. Since 1970s paper collection has been organised by professional companies through **bring system** (bring points) [FI PII 2013, p.19]. According to the Government Decree on separate collection and recycling of waste paper, all residential or office properties shall be equipped by their holders with room and facilities for the separate collection of paper. In sparsely populated areas, areal collection sites can be provided by the producer of the waste paper, instead. In both cases the producer is responsible for transporting waste paper from the properties or collection sites. [FI New wastepaper decree]

**Glass** has been collected since 1978, organised first by municipalities through bring points mostly located near shops. Also inside shops and alcohol-selling shops are bring points for beverage packaging with deposit. Material recycling of **plastic is not very common** (despite beverage packaging). Finland however accomplished the EU target of 15% recycling in 2001. There is a high amount of **bio-waste produced** in Finland per household. Bio-waste has traditionally been **composted** in sparsely populated areas and a separate door-to-door collection of this waste stream was introduced in 1993 [FI PII 2013, p.16-20].

Additionally a **deposit-refund system exists for refillable and material recycled glass and plastic bottles and also for metal cans**. Since 1950s and most of the glass in Finland is collected through this route. Aluminium cans, PET plastic bottles and crates are also included in the deposit-refund system. PALPA is the company responsible for recycling beverage containers. Supermarkets and alcohol shops take back the empty bottles of this PALPA's system. The deposit payment is of 0.1-0.4 € (depending on the size of the bottle) [FI PII 2013, p.45-46].

**Table 4: Overview of main separate collection systems in Finland**

Collection type	Paper	Glass	Plastic	Metal	Bio-waste
<b>Door-to-door collection</b> 	Primary (apartment buildings) (Producer responsibility)	Primary (apartment buildings)		Primary (apartment buildings)	Primary (single-family houses)
<b>Co-mingled (door-to-door)</b> 					
<b>Bring points</b> 	Secondary (containers near shops)	Secondary (containers near shops)	Secondary (containers near shops or in shops deposit system)	Secondary (containers near shops)	
<b>Civic amenities</b> 	Primary in sparsely populated areas and also in cities				
<b>Producer/retail take-back</b> 		Deposit-refund system for beverage containers (bottles)	Deposit-refund system for beverage containers (bottles and cans)		

## 4 Information sources

- [FI Decree BPDS 2013]** Valtioneuvoston asetus juomapakkausten palautusjärjestelmästä/Statsrådets förordning om ett retursystem för dryckesförpackningar (526/2013), September 2015
- [FI Decree Batteries 2014]** Valtioneuvoston asetus paristoista ja akuista/Statsrådets förordning om batterier och ackumulatorer (520/2014), September 2015
- [FI Decree on WEEE 2014]** Valtioneuvoston asetus sähkö- ja elektroniikkaromusta/Statsrådets förordning om avfall som utgörs av eller innehåller elektriska eller elektroniska produkter (519/2014) , September 2015
- [FI Decree Tires 2013]** Valtioneuvoston asetus käytöstä poistettujen renkaiden erilliskeräyksestä ja hyödyntämisestä/Statsrådets förordning om separat insamling och återvinning av kasserade däck (527/2013), September 2015
- [FI Eurostat 2014, 1]** Eurostat – Municipal waste generation and treatment, by type of treatment method. Eurostat, 2014,  
<http://ec.europa.eu/eurostat/tgm/refreshTableAction.do?tab=table&pcode=tsdpc240&language=en>, accessed April 2015
- [FI Eurostat 2014, 2]** Eurostat – Recycling rate of municipal waste. Eurostat, 2014,  
[http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=t2020\\_rt120&plugin=1](http://ec.europa.eu/eurostat/tgm/table.do?tab=table&init=1&language=en&pcode=t2020_rt120&plugin=1), accessed April 2015
- [FI NWP 2008]** Mot ett återvinningsamhälle: Riksomfattande avfallsplan fram till år 2016 (Towards a recycling society: The National Waste Plan until 2016),  
[https://helda.helsinki.fi/bitstream/handle/10138/38359/MF\\_45\\_2008.pdf?sequence=3](https://helda.helsinki.fi/bitstream/handle/10138/38359/MF_45_2008.pdf?sequence=3) , accessed March 2015.
- [FI Packaging Decree 1997]** Ministry of the Environment, Finland – Government decision on packaging and packaging waste (179/2012), 19 April 2012. Unofficial English translation,  
<http://www.finlex.fi/en/laki/kaannokset/1997/en19970962.pdf> , accessed April, 2015
- [FI PII 2013]** Piippo, S. – Municipal Solid Waste Management in Finland. Greensettle publications, Oulu, 2013. ISBN 978-952-62-0071-2,  
[http://nortech oulu.fi/GREENSETTLE\\_files/Municipal%20solid%20waste%20management%20in%20Finland.pdf](http://nortech oulu.fi/GREENSETTLE_files/Municipal%20solid%20waste%20management%20in%20Finland.pdf), accesses April, 2015
- [FI STAT 2015]** Statistics Finland, Concepts and definitions  
[http://www.stat.fi/til/jate/kas\\_en.html](http://www.stat.fi/til/jate/kas_en.html), accessed April 2015
- [FI TAC 2015]** Information provided by the TAC member of Finland, September 2015
- [FI WAR 2013]** Ministry of the Environment, Finland – Waste Act reform brochure. 2013,Points – Waste Act reform,  
<http://www.ym.fi/download/noname/%7BF60A5B83-DD47-4B67-B784-658CCB2FD239%7D/58481>, accessed on April, 2015
- [FI Waste Act 2011]** Jätelaki/ Avfallslag (646/2011) 17/06/2011 (The Waste Act),  
<http://www.finlex.fi/fi/laki/ajantasa/2011/20110646#L1P6>, Englisch:  
<http://www.finlex.fi/en/laki/kaannokset/2011/en20110646.pdf>, accessed April 2015.

- [FI Waste Decree 2012]** Valtioneuvoston asetus jättestä/ Statsrådets förordning om avfall (179/2012) 19/04/2012 (Government Decree on waste), <http://www.finlex.fi/fi/laki/ajantasa/2012/20120179>, Englisch: <http://www.finlex.fi/en/laki/kaannokset/2012/en20120179.pdf>, accessed April, 2015.
- [FI Wastepaper Decree 2013]** Valtioneuvoston asetus keräyspaperin erlliskeräyksestä ja kierrätyksestä/Statsrådets förordning om separat insamling och materialåtervinning av returpapper (528/2013), September 2015