

National factsheet on separate collection

Estonia

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

Most of the requirements of the Waste Framework Directive (WFD) have been directly transposed into domestic law by the Estonian Waste Act [EE JäätS 2004] adopted in 2004. The Estonian Waste Act goes beyond the WFD Article 10 (2) requirements by providing additional specification for "waste collection" in §14 (1).

Referring to the Article 11 (1) WFD, the requirements were not directly transposed into national law. [EE JäätS 2004] § 15 (7) states that "methods of waste recovery may comprise one or several recovery operations"; recycling under § 15 (4) is referred to as one of the waste recovery operations "by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes". Obligations for separate collection are primarily related to waste recovery.

Article 11 (1) WFD states that "by 2015 separate collection shall be set up for at least the following: paper, metal, plastic and glass". However, [EE JäätS 2004] § 31(3) requiring organisation of separate collection only entered into force on 01.01.2015, hence the objective to set up at least the separate collection for paper, metal, plastic and glass has not been fully achieved by 2015.

The Article 22 of the WFD is transposed with specifications in the bio-waste compost production regulation [EE KeM määrus Biojätmed 2013], but is found to deviate the requirements of the WFD.

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

Year and Abbreviation	Title of the law (translation)
[EE JäätS 2004]	Jäätmeseadus (Waste Act)
[EE KeM määrus Biojätmed 2013]	Biologunevatest jäätmetest komposti tootmise nõuded (Bio-waste compost production regulation)

Table 2: Overview on evaluation categories

Evaluation	Explanation
additional	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
one:one	The requirement of the WFD has been transposed exactly / literally or transposed analogously. No additional requirements or explanations are set out.
deviating	The requirements of the WFD have been implemented into national legal requirements but have been adjusted, left out or deviated
not included	The requirement of the WFD is not transposed into national law

Table 3: Assessment on national transpositions

Law & Article	Evaluation	English text	Original text
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"			
[EE JäätS 2004] §14 (1 ¹)	one:one	§ 14 (1 ¹) "Separate collection of waste" means the activity where waste is kept separately by type and nature so as to facilitate further management, including encouraging recovery.	§ 14 (1 ¹) Jäätmete liigiti kogumine on tegevus, mille käigus jäätmed eraldatakse liigi ja olemuse alusel nende edasise käitlemise lihtsustamiseks, sealhulgas taaskasutamise soodustamiseks.
2. Article 10 (2) WFD: "waste shall not be mixed with other waste/material with other properties"			
[EE JäätS 2004] §14 (12)	one:one	§ 14 (1 ²) Waste shall be collected separately if technically, environmentally and economically feasible and shall not be mixed with other waste or other material with different properties.	§ 14 (1 ²) Jäätmeid kogutakse liigiti, kui see on tehniliselt, keskkonnaseisukohast ja majanduslikult teostatav, ning neid ei segata teiste jäätmete ega muude materjalidega, millel on erinevad omadused.
3. Article 11 (1) WFD: "measures to promote high quality recycling"			
	not included	REMARK: Note that all obligations for separate collection are related to waste recovery „recovery to the highest possible extent“. The term recycling is not used.	
4. Requirement WFD: 11 (1) "separate collection if technically practicable"			
[EE JäätS 2004] §14 (12)	one:one	§ 14 (1 ²) Waste shall be collected separately if technically, environmentally and economically feasible and shall not be mixed with other waste or other material with different properties.	§ 14 (1 ²) Jäätmeid kogutakse liigiti, kui see on tehniliselt, keskkonnaseisukohast ja majanduslikult teostatav, ning neid ei segata teiste jäätmete ega muude materjalidega, millel on erinevad omadused.
5. Requirement WFD: 11 (1) separate collection if economically practicable			
[EE JäätS 2004] §14 (12)	one:one	§ 14 (1 ²) Waste shall be collected separately if technically, environmentally and economically feasible and shall not be mixed with other waste or other material with different properties.	§ 14 (1 ²) Jäätmeid kogutakse liigiti, kui see on tehniliselt, keskkonnaseisukohast ja majanduslikult teostatav, ning neid ei segata teiste jäätmete ega muude materjalidega, millel on erinevad omadused.

Law & Article	Evaluation	English text	Original text
6. Requirement WFD: 11 (1) "separate collection if environmentally practicable"			
[EE JäätS 2004] §14 (12)	one:one	§ 14 (1 ²) Waste shall be collected separately if technically, environmentally and economically feasible and shall not be mixed with other waste or other material with different properties.	§ 14 (1 ²) Jäätmeid kogutakse liigiti, kui see on tehniliselt, keskkonnaseisukohast ja majanduslikult teostatav, ning neid ei segata teiste jäätmete ega muude materjalidega, millel on erinevad omadused.
7. Article 11 (1) WFD: "separate collections (...) appropriate to meet the necessary quality standards for the relevant recycling sectors"			
	not included	REMARK: Note that all obligations for separate collection are related to waste recovery „recovery to the highest possible extent“. The term recycling is not used.	
8. Article 11 (1) WFD "by 2015 separate collection shall be set up for at least the following: paper, metal, plastic and glass"			
[EE JäätS 2004] §31 (3)	deviating	§ 31 (3) Where it is technically, environmentally and economically feasible, the local government shall organise at least the separate collection of paper, cardboard, metal, plastic and glass waste.	§ 31 (3) Kui see on tehniliselt, keskkonna seisukohast ja majanduslikult teostatav, peab kohaliku omavalitsuse üksus korraldama vähemalt paberi-, papi-, metalli-, plasti- ning klaasijäätmete liigiti kogumise.
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"			
[EE KeM määrus Biojäätmed 2013] §4 (2)	deviating	§ 4 (2) Only sorted bio-waste is accepted on the bio-waste facility. Bio-waste mixed with other types of waste should be prevented.	§ 4 (2) Käitluskoha kompostimisalale võetakse vastu vaid käesoleva määruse lisas 1 nimetatud biolagunevaid jäätmeid. Vältima peab kompostimisalale vastu võetud jäätmete segunemist muude jäätmete, ainete ja materjalidega.
[EE KeM määrus Biojäätmed 2013] §3 (1)	deviating	§ 3 (1) In order to compost bio-waste (...) it is required to sort bio-waste at source and prevent it from being mixed with other types of waste.	§ 3 (1) Biolagunevatest jäätmetest komposti valmistamiseks tuleb käesoleva määruse lisas 1 nimetatud biolagunevad jäätmed sortida tekkekohas ja kogumisel vältida nende segunemist muude jäätmetega.
[EE Määrus Sortimise 2007]	deviating	§ 3(2) Sorting municipal waste at site there should be collected: [...] 5) biodegradable garden and park waste (20 02 01); 6) biodegradable kitchen and canteen waste (20 01 08)	§3 (2) Olmejäätmete sortimisel tekkekohas tuleb liigiti koguda vähemalt järgmised jäätmeliigid vastavalt jäätmenimistu jäätmeliikide või alajaotiste koodidele: [...] 5) biolagunevad aia- ja haljastujäätmed (20 02 01);

Law & Article	Evaluation	English text	Original text
		7) non-biodegradable garden and park waste (20 02 02, 20 02 03); [...]	6) biolagunevad köögi- ja sööklajäätmed (20 01 08); 7) bioloogiliselt mittelagunevad aia- ja haljastujäätmed (20 02 02, 20 02 03); [...]

2 General requirements on separate collection based on main strategies

Estonia	280 kg MSW/capita 31.79% recycling
<p>Definition of Municipal solid waste (MSW):</p> <p>[EE JäätS 2004] §7 “Municipal waste” means waste from households, and waste produced in trade, provision of services or elsewhere which because of its composition or properties is similar to waste from households.</p>	
<p>Main strategies implementing separate collection</p>	
<p>The primary strategy implementing separate collection is the National Waste Management Plan 2014-2020 [EE WMP 2014]. According to the WMP there are three main strategic objectives. First, to prevent and reduce waste. Second, to reuse and/or recycle waste as much as possible. Third objective is to reduce environmental risks associated with the generation of waste by improving monitoring and control of the waste management practices. In order to ensure sustainable waste management the three strategic objectives are based on the waste hierarchy [EE WMP 2014, pp.23-30].</p> <p>Based on the second strategic objective [EE WMP 2014], which is to prevent and reduce the waste, including addressing the harm of the generated waste, there are set targets for recycling that are planned to be achieved by 2020. Those targets are waste group specific: 50% recycling target for the MSW; to recycle 60% of the packaging waste of the total mass of packaging, to achieve 13% bio-waste recycled of the total MSW, to reduce by 20% the proportion of the bio-waste dumped of the total MSW mass [EE WMP 2014, Annex 2, pp. 25-26].</p> <p>Apart from the specific waste recycling targets set in the National Waste Management Plan 2014-2020, the main targets of waste management policies [EE JäätS 2004, EE PakS 2004] are those set by the EU WFD: to introduce separate collection of glass, metal, plastics and paper waste, facilitate separate collection of bio-waste and reduce landfilling of biodegradable waste. This means that the 2/3rd of the generated bio-waste should be collected separately at the waste source point and should further be composted or digested [EE SEI/Maves/KeM 2012, p.26].</p> <p>In Estonia the waste management is the responsibility of the local governments that organise waste collection and separation facilities. Local governments have separate waste management plans, which are region specific and take population density and local capacity into consideration. Local waste management plans are prepared for certain time periods and are aligned with the main objectives of the National Waste Management Plan 2014-2020.</p> <p>In the time period of 2000-2012, the annual MSW generation for the year 2000 was approximately 450 kg/cap compared to around 280 kg/cap in 2012. The National Waste Management Plan 2014-2020 depicts an increase in MSW recovery from around 10 kg/year per inhabitant up to around 150 kg/year per inhabitant. In addition, it indicates a drop in MSW landfilling from 400 kg/year per inhabitant down to 100 kg/year per inhabitant. The overall mass of separate collection, excluding packaging waste, was insignificantly lower compared to previous years. Generation of other municipal solid waste fractions also remain almost the same [EE WMP 2014, p.12].</p>	

3 Implementation of separate collection

Overview on separate collection systems in place

In Estonia the most common way of collecting different types of waste includes **bring points near residential areas**. In addition to that, there is an extended producer responsibility (EPR) deposit refund system where the return points are located mostly close by/in the local grocery stores. **Door-to-door collection and co-mingled collection systems are becoming more common** but vary depending on the waste management plan of the local government; they are a preferred waste collection system for private housing estates/neighbourhoods. Increasingly there are more civic amenity sites for different types of waste collection (electronic waste, garden/green waste, construction waste and other). The **collection systems vary in different geographical locations** depending on the population and the population density [EE WMP 2014, Annex 4, pp. 7-22].

The main challenges and shortcomings of achieving sustainable waste management are related to collection points. Some municipalities, or municipal districts, have well planned waste collection systems whether it is door-to door collection, co-mingled collection or well-located bring points. In other municipalities there are **not enough bring points, civic amenity sites** or other type of functioning collection system. The deposit and return system is successfully working throughout Estonia [EE WMP 2014, pp. 7-22].

The percentage of deposited packaging sent for recovery in 2012 was: 89% of plastic bottles, 86% of glass bottles and 62% of cans by total weight put on the market [EE WMP 2014, pp. 15-16].

Table 4: Overview of main separate collection systems in ESTONIA

Collection type	Paper	Glass	Plastic	Metal	Bio-waste
Door-to-door collection 	Primary in cities	Secondary	Secondary	Secondary	Primary-cities/ Secondary-sparsely populated areas
Co-mingled (door-to-door) 	Primary collection system for dry recyclables in sparsely populated areas, countryside				
Bring points 	Primary	Primary	Primary	Primary	
Civic amenities 	Additional collection for all streams on top of other waste types, i.e. hazardous waste from households, civic amenities also include bio-waste composting sites				
Producer/retail take-back 		EPR deposit refund system for beverage packaging			

4 Information sources

- [EE JäätS 2004]** Waste Act/ Jäätmeseadus, Riigiteataja, <https://www.riigiteataja.ee/en/eli/520012015021/consolide>, accessed March 2015.
- [EE KeM määrus Biojätmed 2013]** The National Bio-waste compost production requirements/ Biolagunevatest jäätmetest komposti tootmise nõuded, Riigiteataja, <https://www.riigiteataja.ee/akt/110042013001>, accessed March 2015.
- [EE PakS 2004]** Packaging Act/ Pakendiseadus, Riigiteataja, <https://www.riigiteataja.ee/en/eli/524102014004/consolide>, accessed March 2015.
- [EE SEI/Maves/KeM 2012]** Life-cycle study of the municipal waste management options and their impact on the environment/ Olmejäätmete käitlusalternatiivide keskkonnamõju olelusringipõhine uuring, Estonian Ministry of Environment/ Stockholm Environment Institute/Maves, http://www.envir.ee/sites/default/files/olelusringi_analyys.pdf, accessed March 2015.
- [EE Määrus Sortimise 2007]** Regulation on municipal waste sorting procedure and classification of sorted wastes/ Olmejäätmete sortimise kord ning sorditud jäätmete liigitamise alused, <https://www.riigiteataja.ee/akt/129042015008>, accessed September 2015
- [EE WMP 2014]** The National Waste Management Plan 2014-2020/ Riiklik Jäätmekava/ Estonian Ministry of Environment, http://www.envir.ee/sites/default/files/riigi_jaatmekava_2014-2020.pdf, accessed March 2015.