



PARLIAMENTARY ASSEMBLY OF THE MEDITERRANEAN
ASSEMBLEE PARLEMENTAIRE DE LA MEDITERRANEE

الجمعية البرلمانية للبحر الأبيض المتوسط

Report

2nd Standing Committee on Economic, Social and Environmental cooperation

PAM Panel on Trade and Investments in the Mediterranean

WASTE MANAGEMENT IN THE MEDITERRANEAN COUNTRIES

Social, environmental and financial benefits resulting from a better use of
resources

Caserta, Italy

30 May 2014



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Summary Report

The Parliamentary Assembly of the Mediterranean held the Conference “Waste Management in the Mediterranean countries”, as part of the annual calendar of activities of the PAM Panel on Trade and Investments in the Mediterranean. The event was held on 30 May 2014, at the Royal Palace of Caserta, Italy, and was co-organized by PAM, Confindustria Caserta (Italian Federation of Industries) and the Caserta Chamber of Commerce.

Structure of the meeting

After the opening session, during which local authorities and the PAM Presidency took the floor,

3 Working Sessions were dedicated to:

1. The current waste management system in the Mediterranean: best practices, institutional design and technologies;
2. Collaboration and cooperation between institutions and operators;
3. Regional initiatives, agreements and collective actions.

The sessions featured speakers from Mediterranean parliaments, the private sector, public administration and the education sector.

Each session was followed by an open discussion among all participants, in order to stimulate and promote the exchange of views, best practises and lessons learned.

Conclusions

The 3 working sessions were followed by a “wrap-up and conclusions”, led by the two co-chairs of the PAM Panel on Trade and Investments in the Mediterranean. The main conclusions referred to:

- a) The importance of analyzing and tackling the issue of waste management at the regional level;
- b) The importance of considering waste as a resource, with benefits on the standard of living, employment and quality of the environment;
- c) Education as a crucial aspect, especially in terms of teaching youth and all citizens about the importance of individual responsibilities in the waste management cycle;
- d) The need for legislative, administrative and entrepreneurial initiatives aimed at minimizing waste production, promoting bilateral and multilateral cooperation agreements and improving the efficiency of the waste cycle.

Executive Report

Opening Session

Mr. Luciano Morelli, President of Confindustria Caserta, led the opening session of the conference. He welcomed all participants and stated that the Italian productive sector can give a key contribution to the delicate theme of waste management due the long-standing experience of waste management operators. After a brief introduction, he gave the floor to the local authorities attending the event.

Mrs. Carmela Pagano, Prefect of Caserta, highlighted the importance of the Mediterranean region, which is constantly increasing its role in the international market. She also stated that cities like Caserta need to be open to the Mediterranean, the natural dimension of southern Italy. Mrs. Pagano closed her intervention wishing a fruitful meeting to all participants.

Mr. Domenico Zinzi, President of the Province of Caserta, complimented Mr. Luciano Morelli for the initiative and for the opportunity given to Caserta to host such an important event. Mr. Zinzi stated that Southern Italy is the door to Europe for the Mediterranean, and for this reason particular attention should be given to infrastructure requirements, starting from the ports. He then mentioned the importance of a good waste management system, highlighting the efforts and the results achieved by the province of Caserta. He concluded by stating that Caserta was proud to give the kick off to this initiative, stressing the importance of being a key player also in the future.

Mr. Pio Del Gaudio, Mayor of Caserta, highlighted the Mediterranean nature of Caserta, a city that deeply believes in the importance of cooperation due to its history and culture. He then thanked Mr. Morelli for the initiative of promoting Caserta at the Mediterranean level, wishing all participants a successful meeting.

Mr. Tommaso De Simone, President of the Chamber of Commerce of Caserta, referred to the importance of this period for the future of the area of Caserta, a rich territory in terms of culture – being the Royal Palace only one of the relevant monuments of the area – and in terms of productivity. He stressed the volume of exports for the province of Caserta, reaching 14% of its production in 2013. He concluded that more than EUR 1 billion in goods were exported in 2013 from Caserta, and this figure is going through a positive trend.

Sen. Francesco Maria Amoruso, PAM President, welcomed all participants and noted with satisfaction the high participation of parliamentary delegations, in spite of a particularly intense period for PAM, which organized, in less than a month, the meeting of the 3rd Standing Committee, the meeting of the Secretaries General, the 5+5 parliamentary meeting and, ultimately, the PAM Panel Meeting in Caserta. For President Amoruso, the high participation of fellow MPs is the proof of the commitment of PAM member parliaments to the activities carried out by the Assembly. After mentioning the priorities for PAM in the Environment sector, notably the contribution to be given to the UNFCCC in view of the Climate Change Conference of Paris in

2015, he thanked Mr. Morelli for the great organization and for the hospitality of Confindustria Caserta and its partners.

Sen. Lhou Lmarbouh, PAM Vice President and President of the PAM 2nd Standing Committee, highlighted the prestigious meeting venue selected by Confindustria Caserta, and illustrated the work carried out by the PAM 2nd SC, indicating the issue of waste management as the ideal continuation of the activities, due to its numerous implications with environment protection, quality of life and job opportunities. After providing the participants with some figures about the collection and recycling of waste on the Northern and Southern shores, he confirmed the intention of PAM to organize a meeting of parliamentarians from the entire world, in cooperation with the UN, in order to participate at the Paris Climate Change Conference with a common position, shared by all the parliaments, as already done by PAM on the occasion of the COP15 held in Copenhagen in 2009.

Mr. Luciano Morelli concluded the opening session stating that the era of huge amounts of resources, available at a low cost, is over. He added that, for this reason, recycling gains importance, in order to have resources with low environmental impact, by using materials which allow to be re-used in order to minimize the use of landfills and CO2 emissions. He underlined that the conference aimed at presenting and developing the most appropriate techniques and technologies in the waste management sector, in order to minimize the impact on environment and protect the Mediterranean countries.

Session 1. The current waste management system in the Mediterranean: best practices, institutional design and technologies

Mr. Alessandro Ortis, co-chair of the PAM Panel on Trade and Investments in the Mediterranean, moderator of the session, highlighted the role of the PAM Panel in gathering, around the same table, those who have the means to change the legislative and regulatory frameworks (the MPs) and all the operative players at the receiving end of these frameworks. Mr. Ortis reaffirmed the centrality of a set of rules as triggers to create efficient solutions in the sector of waste management, in order to comply with adequate levels of sustainable development. The co-chair of the PAM Panel concluded his introductory remarks by saying that the session aimed, among others, at providing examples of best practises.

Mr. Giancarlo Morandi, President of COBAT (Italian National Consortium for Collection and Recycling), gave an overview of the experience of Italy in the sector of hazardous waste management. When this issue arose, in the late 80s, the Italian law established mandatory *consortia* for the management of specific categories of waste, in order to guarantee the proper collection and recycling, in spite of the high costs of the process. The mandatory consortium ensures the constant collection of waste (regardless of the fluctuations of the market), the constant supply of waste to be treated, and the protection of the environment. Mr. Morandi explained that COBAT (the *consortium* for the treatment of batteries) gathers producers/importers, recycling plants, installers and collectors of batteries. COBAT is financed through a premium paid by the producers/importers of batteries, connected with the amount of

batteries produced/imported. The role of COBAT is to ensure collection of used lead batteries and lead waste and organize its storage; to transfer these products to companies for recycling; to conduct research for the improvement of the technologies used in this process. Mr. Morandi explained also that, in 2008, working with COBAT stopped to be mandatory: from 2008, producers and importers are responsible for the collection, treatment and recycling. They can choose whether to fulfil their responsibilities through the establishment of an in-house system or by joining a collective scheme. These facts led Italy to a multi-*consortia* system, in which multiple collection systems operate simultaneously. The producers/importers are free to decide the system they prefer, according to the environmental contribution they are asked to pay, and the service provided. The multi-*consortia* system increases competition and is monitored by CDCNPA, the Italian National Battery and Accumulator Coordinating Centre.

Mr. Valter Facciotto, General Manager of CONAI (Italian National Consortium for Packaging), gave some figures on the waste management in Italy. He said that, in 2013, commercial and industrial waste represented 82% of the total generated waste, while 18% was municipal waste. Then, he focused on municipal packaging waste, which in 2013 amounted for 4%, circa 7.130.000 tons. Mr. Facciotto illustrated the legislative context in Italy: packaging producers and users provide financial support to contribute to the packaging recycling/recovery, in a context of shared responsibility: producers and users have the duty of meeting the targets of recycling and recovery, while the municipalities are responsible for setting up and handling the separate collection of packaging waste. CONAI gathers 6 packaging materials *consortia* of producers: aluminium, glass, paper, plastic, steel and wood. Mr. Facciotto highlighted that, since CONAI was established, the recovery of packaging waste increased impressively, while the landfilled material dropped significantly, reaching in 2012 the following percentages: 75.3% was recovered, while 24.7% was landfilled. The CONAI GM also highlighted that CONAI represents an added value in the waste cycle: the CONAI system management did not affect the non-CONAI system management, which stayed substantially stable over the last 15 years. Mr Facciotto mentioned that a proper separation of waste needs to be done at home, by each citizen. For this reason, the education of young generations and the promotions of national and local campaigns become fundamental. He concluded by saying that a new directive fixes the target of recycling 50% of waste by 2020 and, to do this at sustainable costs, one needs to start preparing it from 2015: He said that for this reason, parliaments and governments should play their role in contributing to the facilitation of the process.

Mr. Michele Zilla, General Manager of COBAT, explained that COBAT was established in 1988, as a mandatory consortium in order to tackle the issue related to the car engine oil and used batteries. COBAT was created in the absence of a European law, and Mr. Zilla mentioned that parliament, through its intervention, made it possible for Italy to play a leading role in this sector, while only in recent years the European Union tackled the issue. The European Directive now includes the responsibility of the producer. This means that the producer is responsible for the product – both environmentally and economically – even after its use. Mr. Zilla concluded his intervention mentioning that consortia operate for the public good and, often, they anticipate the needs of society. For example, COBAT started taking care of the photovoltaic sector already in 2011, but the Italian parliament legislated on this matter only in April 2014.

Following the intervention of Mr. Zilla, the facilitator of the session, Mr. Ortis, opened the **debate**.

Hon. Ekaterini Sidiropoulou, member of the Hellenic Parliament, expressed her gratitude for the invitation and affirmed the commitment of Greece to achieve tangible results in the upgrade of the waste management sector, in accordance with EU regulations. She underlined the importance of coordination with regional and local authorities, which operate on the territory, and concluded that projects have already been launched in order to meet consistent targets by 2020.

Hon. Meir Sheerit, Member of the Knesset, said that the first objective is to reduce the waste produced, because the less waste we produce, the less waste we need to treat; secondly, he mentioned the importance of re-using part of the waste; thirdly, he raised the issue related to the role of recycling. He referred to his experience in Israel, underlining that the most important and difficult thing is to convince the citizens that their action is fundamental in the process. With dedicated actions in this sector, in a period of 8 years, his city reached 98% of separation between solid and organic waste. He concluded by saying that the final objective is to have zero landfills.

Sen. Afriat Abdelmalek, Member of the House of Councillors of Morocco, underlined the consequence of an improper waste management, mainly in terms of propagation of illnesses and degradation of the soil. He then mentioned that the Government of Morocco, with the aim of improving waste management, launched new procedures similar to the European regulations, and involved the private sector, in order to increase the know-how in this specific field, the professionalism in the service and the rationalization of resources.

Mr. Alaa Ezz (Egypt), in his capacity of **member of the Board of ASCAME and BUSINESSMED**, mentioned that both organizations are financing these initiatives in several Mediterranean countries, and proposed PAM to put these initiatives under its institutional umbrella.

Session 2. Collaboration and cooperation between institutions and operators

Mr. Sergio Piazzini, PAM Secretary General, moderated the second session of the meeting. He mentioned that this meeting is the most important initiative of the PAM Panel for the year 2014, being the environment extremely high on the PAM agenda. He thanked the participants for the interesting debate during the morning session and introduced the first speaker for the 2nd session of the conference.

Mr. Giovanni Tria, President of the Italian Superior School of Public Administration, focused on the central role played by national administrations in the process of the waste cycle. He mentioned that the Superior School of Public Administration centers its work on the training and analysis of the competences of the public administration, in order to have a public management structure that applies the rules in the most efficient way and cooperates with other operators involved in the process. Mr. Tria then analyzed the European Directive of 2008, which launched the concept of the extended responsibility of the producer. He also mentioned that often the conflict between economic growth and environmental protection emerges: in this context, the public administration needs to be ready and prepared on the subject, in order to plan the waste management cycle at the local level, and needs to interact with local authorities

and operators on one side, and with other states and international institutions on the other. In order to comply with this responsibility, Mr. Tria mentioned that the public administration needs to be constantly up to date with the technology in each specific sector.

Mr. Raimondo Orsini, General Director of the Sustainable Development Foundation, presented his institution, which is a think-tank based in Rome. Mr. Orsini highlighted that, in a world where resources are getting more and more expensive, waste is to be considered as a resource, thus allowing us to exploit to our advantage waste. He then explained the concept of the 'green economy', underling the role of the Sustainable Development Foundation in gathering companies and government to work together. Mr. Orsini concluded that the 'green economy' concept is the right idea at the right time, saying that, if applied to waste management, the green economy would reduce the production of waste, landfill usage and waste management costs (-49%, -4% and -6% respectively), together with a marked increase in terms of energy recovery (+118%), investments (+29%) and jobs (+21%). Mr. Piazzini requested Mr. Ortis to provide PAM with an overview of the "Waste Management" situation in the PAM countries.

Mr. Luigi Carrino, President of the Italian Aerospace Research Center (CIRA), after a video-presentation of Centre, thanked PAM and Confindustria Caserta for the invitation and stated that aero-space technologies can be used in the protection of the territory and the quality of life of people. As an example, Mr. Carrino said that CIRA elaborated software capable of giving the authorities immediate feedback on excessive emissions of toxic waste, as well as the service offered by drones to monitor illegal waste dumping. He then focused on information exchange and education, saying that the Mediterranean countries should increase the dialogue on existent technologies, exchanging know-how and expertise. He concluded underlining that when people cross a national border, even their knowledge and expertise move, and for this reason the Mediterranean region should be seen as a whole, without borders.

Following the presentation of Mr. Carrino, **Mr. Piazzini** reminded the participants that PAM is preparing a meeting of the universities of the Mediterranean, to be held in December in Catania, which will mainly focus on research and cooperation in the education sector in the Mediterranean. He wished Mr. Carrino to participate and contribute to the Catania event.

Mr. Gian Maria Piccinelli, Director of the faculty of Political Science of the Second University of Naples, highlighted the Mediterranean dimension of the Athenaeum, mentioning the numerous cooperation activities with several countries of the Mediterranean, including Malta, seat of the PAM Secretariat. The added value of this cooperation with foreign universities lies in the aggregation of knowledge and a varied set of backgrounds, which are reciprocally enriching on the path for peace, dialogue and good administration.

Mr. Piazzini thanked the speakers of the session and declared the **debate** open.

Mr. Alaa Ezz said that the interpretation of rules by civil servants is one of the biggest and most difficult challenges that the business community faces. Mr. Ezz invited the MPs to think of this aspect while drafting and amending the rules. In the case of Egypt, all the players managed to reduce the confusion eliminating over 3000 pieces of legislation, but Mr. Ezz concluded, that it is

still a concrete problem because where there is confusion, those who have the power to apply the law can interpret it in the most convenient way.

Mr. Ortis asked on the possibility, to gather the Presidents of the Parliamentary Committees on Environment, from the PAM member parliaments, in order to have a collective commitment to work together at the harmonization of the legislation.

Hon. Jalel Bouzid, President of the Commission for Infrastructures and Environment at the National Constituent Assembly of Tunisia, intervened on the issue of the interpretation of the legislative texts, saying that these should be clearer, without leaving any room for interpretation. He underlined that in Tunisia there are 8000 jurists, and the problem of interpretation of the texts existed also before the Jasmine revolution, when the MPs used to receive the texts from the government, without knowing who had drafted them, nor the background material used for their production, with major problems in understanding the motivation which had led to the drafting of the text.

Sen. Lhou Lmarbouh underlined that, in the process of the creation of a law, many players are in the condition to interpret a rule: the government, the MPs, down to the last officer of the administration, who is asked to apply the law. He added that sometimes parliaments need to speed up the process for the creation of laws, according to the topic treated.

Hon. Meir Sheerit mentioned the importance of education and said that it entails giving the example and teaching. He explained that the Knesset gives the example: all printers are set, by default, to print double-sided, and no one can print on one side, in order to protect the environment; only recycled paper is used; the bulbs have been replaced with energy-saving bulbs; the roof of the Knesset has a solar panel system, which provides green energy to the parliament building. On the other hand, children are involved: they are taken to the recycling sites, in order for them to understand the importance of the protection of the environment. He concluded saying that Israel is ready to share its experience, and willing to learn from the experiences of other states, and that PAM could serve as an information hub in order to circulate information in all the region.

Mr. Tria intervened to say that the processes through which MPs get to know the law projects should be improved. He added that the school of administration informs all the operators on the changes in the international legislation, and PAM could lead this process, which does not finish with the creation of the rule, but includes also its application.

Being Mr. Tria the last participant to request the floor, Mr. Piazzini declared the 2nd session of the meeting closed.

Session 3. Regional initiatives, agreements and collective actions

Hon. Jalel Bouzid opened the session by thanking the organizers for the great opportunity of cooperation provided to the members of parliament, and gave the floor to the first speaker.

Hon. Ekaterini Sidiropoulou, on behalf of PABSEC, re-affirmed the commitment of the Parliamentary Assembly of the Black Sea Economic Cooperation, which recognizes the strong need for better cooperation in identifying and analysing the consequences of Climate Change. She added that, to reach this target, the dissemination of information would be of great help. She concluded her intervention listing the priorities identified by PABSEC: industrial waste

management; introduction of green technological instruments; environmental financing; involvement of civil society; education.

Mr. Alaa Ezz, Member of the Executive Board of ASCAME, BUSINESSMED and MED ALLIANCE, stated that, as a businessman, he sees pollution as a lack of efficiency, eco-efficiency and competitiveness. He then mentioned the possibility of protecting the environment and making money at the same time. Mr. Ezz also explained that in his multiple capacities he is involved in 22 projects, financed by the EU, several of them related to environment, for instance “Tourism and its impact on environment”; “Waste Treatment”; “Dairy Industry” and “Renewable energy”. The projects are put in place through training and replicable pilot experiences, so that the successful initiatives can be transferred in other contexts. He added that every year Med Alliance publishes a survey on how to do business in the Mediterranean region, and this survey constantly mentions the necessity of being environmentally friendly. Mr. Ezz referred to the necessity of involving the single countries, and not only the EU bodies, focusing more on people and, specifically, on the youth (60% of the population in the Southern Mediterranean countries). Before concluding, referring to the operations of the major international financial institutions, he underlined the fact that, especially in the Southern Mediterranean, there is the need for financing to M/SMEs with numerous – but relatively small – investments, in order to support the engine of the Mediterranean economy.

In the **debate** that followed, **Sen. Lhou Lmarbouh** stressed that the Mediterranean region has numerous projects going on, on both shores. The main difference is the integration among the countries of the North and those in the South. The PAM Vice President said that while the North is more integrated, the South lacks in this crucial element, and in this context the issue of harmonization gains even more relevance.

The Israeli delegation recalled that Israel launched cooperation projects with Egypt and Jordan and that the Israeli government is aware of the importance of such practices, especially on critical issues such as water and exchange of know-how.

Mr. Alessandro Rubino, University of Bari, mentioned the importance of the role of the university in the context of regional cooperation: on the one hand, promoting the processes leading to capacity building; on the other, providing a logical framework to allow the countries of the region to be integrated. Mr. Rubino added that, in his opinion, the second point is still to be developed in the Mediterranean. He then welcomed the initiative of PAM to gather the Mediterranean universities in order to collect ideas from the entire region, through a Mediterranean approach to create capacity building.

The moderator of the session declared the session closed and gave the floor to Mr. Alessandro Ortis for the **final conclusions**.

Mr. Ortis started his final considerations noting that the transparency in PAM debates is difficult to find in other *fora*, due to the complex structure and procedures of other institutions. He mentioned the importance of promoting the PAM Panel in an international context made of many players that, often, do not communicate to each other.

The co-chair of the Panel then referred to the issues treated during the conference. He stressed that the topic needs to be analyzed and tackled at the regional level, in a scenario that imposes on us the use of resources in the best possible way.

Mr. Ortis added that these procedures would allow to turn waste into a resource, with benefits on the standard of living, employment and the quality of the environment. After mentioning the differences between the North and South on this issue, he listed several considerations to be used as a starting point for the follow up of the meeting:

1. **Waste management deserves more attention**, and PAM does not feel much interest from other regional institutions on the topic;
2. The **importance of considering waste as a resource**, in several ways:
 - a) how waste is produced and focusing on reducing this quantity;
 - b) re-use of the material;
 - c) recycle the goods after their re-use;
 - d) conversion of the material;
3. **Education is the key**, not only in terms of public administration, but also – and especially – in terms of teaching youth and all citizens about the importance of individuals in the waste management cycle. Parliaments should use their leverage in order to persuade governments to invest more on education;
4. **The Italian model of the *consortia*** – which was launched as mandatory and subsequently maintained its membership on a voluntary basis – is a success story. The PAM Panel could act as a coordinator of all the *consortia* when they will be launched in the Mediterranean countries, on the model of PAM's support for the creation of Med-TSO and MEDREG;
5. **Different approaches should be used in waste management**, notably
 - a) Identify the best practises in order to have an appropriate strategy;
 - b) Focus on the waste cycle and – in detail – on each phase of the cycle, on a mid- and long-term view;
 - c) The necessity to develop plans for the whole region, without segmenting it or/and leaving some countries out of the picture, in order to make the plurality and the inclusivity the added value of these plans;
6. **The Caserta meeting is to be considered as the first step**. It is now needed and expected that all participants – parliaments, operators, the public administration – give their contribution in the process.

Hon. Jalel Bouzid thanked Mr. Ortis for his contribution and declared the meeting over, inviting all participants to the Steering Committee Meeting to be held the day after.