

## List of Acronyms

BC	Beneficiary Country
CARDS	Community Assistance for Reconstruction, Development and Stabilisation Programme
CFCU	Department for Contracting and Financing of EU Funded Programmes
CSO	Civil Society Organization
DSIP	Directive Specific Implementation Plan
EAS	Environmental Approximation Strategy
EC	European Commission
EISP	Environmental Infrastructure Support Programme
ELVs	End of Life Vehicles
ENVAP	Environment Association Process
EU	European Union
IHWMP	Integrated Hazardous Waste Management Plan
IPA	Instrument for Pre-Accession Assistance
LWM	Law on Waste Management
LSG	Local Self Government
MEDEP	Ministry for Energy, Development and Environmental Protection
MESTD	Ministry of Education, Science and Technological Development
MS	Member State
MNRMSP	Ministry of Natural Resources, Mining and Spatial Planning
NPI	National Programme for Integration with the European Union
NPAA	National Program for Adoption of the Acquis Communautaire
NPEP	National Programme for Environmental Protection
NWMP	National Waste Management Plan
OECD	Organisation for Economic Co-operation and Development
PL	Project Leader
PCT	Polychlorinated terphenyls
POPs	Persistent organic pollutants
PSC	Project Steering Committee
PUC	Public Utility Company
RTA	Resident Twinning Adviser
RSV(PCB)	Polychlorinated biphenyls
C&DW	Construction and Demolition Waste
SEIO	Serbian European Integration Office
SEPA	Serbian Environment Protection Agency
SIDA	Swedish International Development Cooperation Agency
SPO	Senior Programme Officer
STE	Short-term Expert
SWSP	Specific Waste Streams Plans
TF	Twinning Fiche
TNA	Training Needs Analysis
TAIEX	Technical Assistance and Information Exchange Instrument
WEEE	Waste electrical and electronic equipment
WG	Working group
WMS	Waste Management Strategy
WPP	Waste Prevention Programme

## STANDARD TWINNING PROJECT FICHE

### 1. Basic Information

**1.1a Publication reference:** EuropeAid/ 138-472/ID/ACT/RS.

**1.1b Programme:** National program for Serbia under the IPA – Transition Assistance and Institution Building Component for the year 2013.

**1.2 Twinning Number:** SR 13 IPA EN 04 16.

**1.3 Title:** Support to Waste Management Policy.

**1.4 Sector:** Environment and Climate change.

**1.5 Beneficiary country:** The Republic of Serbia.

### 2. Objectives

#### 2.1 Overall Objective:

The overall objective is to assist the Serbian administration to effectively manage EU integration and pre-accession assistance in order to speed up preparations for EU membership.

#### 2.2 Project purpose:

Development and improvement of waste management system, by completing the strategic and legislative framework of required sector specific planning documents in line with EU *Acquis*.

#### 2.3 Contribution to National Development Plan / Cooperation agreement / Association Agreement / Action Plan

The Council Decision of February 2008 on the **European Partnership** (EP) contains among other things in Short-Term Priorities, European Standards, and Environment the following notions:

- Accelerate approximation of legislation and standards to the EU *acquis*;
- Implement the adopted legislation, notably on environmental impact assessment;
- Strengthen the administrative capacity of bodies in charge of planning, permits, inspection and monitoring, and also project management, strengthen capacity at local level and ensure coordination between central and local levels.

The implementation plan of the EP contains the following points (7.3.1-3 & 7.3.5) from the Environment section' short-term priorities:

- Continue approximating legislation to EU legislation and standards (air pollution, waste management and nature protection);
- Strengthen administrative capacity notably of institutions and bodies in charge of planning, permitting, inspecting and monitoring, as well as project management;
- Implement adopted legislation, notably on environmental assessments and industrial pollution.

The medium-term priorities are similar to those above.

In the **National Sustainable Development Strategy-NSDS** (adopted in 2008) the sector objectives for waste management include:

- Harmonization of legislation regarding waste management with relevant EU directives;
- Establishing an organized system of recycling and incentives for utilization of waste;
- Education and raising public awareness to resolve waste management problems.

**National Programme for Environmental Protection 2010-2019 (NPEP**, Official Gazette of the Republic of Serbia, No. 12/10), is a cross-cutting national strategy, covering the whole environmental sector, including waste management. Objectives in this field are:

- To harmonize national legislation in the area of waste management with the EU legislation;
- To establish a national capacity for hazardous waste treatment;
- To improve management system for special waste streams (waste tires, waste oils, old vehicles, spent batteries).

**The Waste Management Strategy for the period 2010-2019** was adopted in 2010 (Official Gazette of the Republic of Serbia, no. 29/10), which complements the NPEP and defines policy objectives up to 2019. According to the WMS “The responsibility of the Government and the National Assembly is to establish a legal framework for sustainable waste management, economic instruments for waste management implementation and public awareness raising, initiation of dialogue between the interested parties, in order to establish waste management partnerships”.

The Strategy requires the Government to prepare and adopt national waste management plans, which should address issues associated with different specific waste streams (batteries and accumulators, waste oils, waste tires, electric and electronic waste, end of life vehicles waste etc.).

**The National Environmental Approximation Strategy 2011-2019 (EAS)** was adopted in October 2011. According to the EAS, the core approach to approximation in the waste sector comprises the continued implementation of the National Waste Management Strategy.

**The Progress Report for Serbia 2015** states: “On **waste management**, work started on the regional waste management centre for the Subotica district, which will serve approximately 280.000 people. Non *aquis* compliant landfills need to be closed more quickly. A regulation on the plan for reducing packaging waste 2015-2019 was adopted in December. Additional efforts are needed to meet relevant target for glass and metal containing packaging waste. More national investment and improvements to address systematic weaknesses in the implementation of environmental projects will be needed if management of all special waste streams is to comply with EU requirements. Full alignment with the Waste Framework Directive remains to be achieved and enforcement of waste legislation needs to improve.”

This twinning project will contribute to achievement of objectives defined under these entire national and sector strategies as it will assure strengthening capacities of institutions and other stakeholders for implementing the waste-related legislation. It will focus on finalizing the strategic and legislative framework by preparing the missing sector specific planning documents that will address priority needs and enhancing institutional capacities of Ministry in charge for environmental protection.

### **3. Description**

#### **3.1 Background and justification:**

##### **3.1.1 Legal and institutional framework**

According to the Law on Ministries (Official Gazette of RS, No 44/14 and 14/15), Ministry for Agriculture and Environmental Protection, among other responsibilities, is in charge for waste management in the Republic of Serbia. Department for Waste Management under Ministry in charge for Environment is responsible for the harmonization of Serbian legislation concerning waste management with the relevant EU directives and for the adequate implementation of legislation.

The Serbian Law on Waste Management (Official Gazette of RS, No 36/09, 88/10) is harmonized with relevant EU directives shown in Annex II, and is mainly transposing Directive 2006/12/EC on waste. As in the meantime, this Directive is repealed with Waste Framework Directive (2008/98/EC), Republic of Serbia should undertake the necessary measures so that the new Waste Framework Directive would be fully and correctly transposed together with its definitions in the national legislation (Article 3 of the Directive). Also, it is essential to develop a National Waste Management Plan in line with an integral requirement of the Waste Framework Directive (Chapter V, Plans and programmes article 28 and 30) as well as Specific Waste Streams Plans (SWSPs), in accordance to a methodological guidance note, issued by European Commission Environment DG in 2012.

Full transposition of EU's legislation requires amendment of the existing Law on Waste Management and as well as development of secondary legislation. The introduction of new legislation will be accompanied by monitoring and enforcement measures in order to ensure efficient implementation. The new Law on Waste Management is expected to be adopted at the end of 2018. The main changes in the Law will be aligned with the Directives for specific waste streams (WEEE, waste oils, batteries and accumulators, asbestos and etc.).

Legal basis for development of strategic documents is set in the Law on Waste Management. According to the amendments of the Law on Waste Management (Official Gazette of RS, No 14/16), Republic of Serbia has obligation to adopt Waste Management Strategy (WMS) with National Waste Management Plan as a part of the Strategy and to adopt Waste Prevention Programme (WPP). The Law on Waste Management (Official Gazette of RS, No 36/09, 88/10 and 14/16) stipulates preparation of 8 Specific Waste Streams Plans (SWSPs) and one Integrated Plan for Hazardous Waste Management which will be part of National Waste Management Plan.

The purpose of the Waste Management Strategy is to provide prerequisites for rational and sustainable waste management in the Republic of Serbia. Waste Management Strategy presents the fundamental document for long-term definition and direction of waste management. The new Waste Management Strategy will be developed to cover period from 2019 – 2024.

The WMS shall contain the analysis and assessment of the present status and establish national goals in area of waste management.

Furthermore it should determine measures for the promotion of waste management – preparing for re-use, recycling, recovery, disposal and other waste treatment operations in the territory of the Republic of Serbia. Waste Management Strategy will define basis of the economic and financial mechanisms which are necessary for establishing the system for national and international investments. In this regard, the economic instruments for municipal

solid waste should be based on WMS and it should improve existing system for solid waste management in the Republic of Serbia. Also, the WMS will consider needs for institutional strengthening, legislation development, regulations implementation at all levels, education and development of public awareness.

Waste Management Strategy shall establish basic orientation of waste management in the forthcoming period in accordance with the EU policy in this area and strategic determination of the Republic of Serbia. It shall guide the activities of legislation harmonization in the process of the EU legislation approximation, identify responsibilities for waste and importance and role of ownership oriented capital, set waste management goals for short-term and long-term period, establish measures and activities for achievement of the set goals.

Waste Management Strategy should include National Waste Management Plan as its integral part according to the LWM Art. 11.<sup>1</sup> which contains specifically elements mentioned in Annex II.

Specific Waste Streams Plans (SWSPs) should become an integral part of the National Waste Management Plan and support management of different waste streams. The creation of a system for special waste streams management (waste tires, used batteries and accumulators, waste oils, waste vehicles, waste from electric and electronic devices) is necessary along with the introduction of a stimulating instruments that will encourage re-use and recycling of waste material and stimulate development of needed infrastructure.

Specific Waste Streams Plans have a key role in achieving sustainable waste management and their main purpose is to give an outline of waste streams and treatment options. More specifically they aim to provide a planning framework covering:

- Waste policy and strategy;
- Specification of general characteristics of waste;
- Assessment of needed waste management capacity;
- Control of technological measures; and
- Future investment needs.

Through previous twinning projects several SWSPs have been developed but requires further analyses and identification of gaps in particular for missing SWSPs.<sup>2</sup>

According to the Law on Waste Management, Government should also adopt the WPP. This twinning project will develop WPP and prepare it for adoption by the Government. WPP should be done in view of preventing negative impacts that economic growth may have on the environment and it will define waste prevention goals and measures, and the assessment of prevention measures or other suitable measures that may have an effect on general waste related requirements, on product design, production and distribution phases and product consumption and use phases.

At this moment, the only widespread economic instrument for waste management in Serbia is charging users for rendered services. Services that are charged are collection and disposal of municipal waste. Charges are mainly calculated per square meter of residential or business area. In practice, there are other criteria as well: per type of the

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<sup>1</sup> The fields that should be covered by the NWMP, and consequently in the LWM, are listed in the Annex II of this twinning fiche.

<sup>2</sup> For more information please refer to section 3.1.2.

residential building from which waste is taken out and, as far as business sector is concern, per area of actually used space, the location, as well as the character of business activities performed and the quantity of waste. Charges for households are collected monthly, whether through a consolidated system of collection of charges for utility services (most often with the collection of charges for water consumption), whether separately. In cities, the consolidated system of collection is commonly used, while the separate collection prevails in smaller places.

Within the current system, a deviation from the “polluter pays” principle is apparent. The Republic of Serbia lacks a number of significant economic instruments for waste management. In order to improve the current situation in waste management, the existent system should be reorganised and new economic instruments should be introduced.

It should be noted that, set up of economic instruments which will be developed through this project shall support implementation of the WMS and NWMP.

In order to develop WMS, NWMP and integrated SWSPs, WPP and economic instruments for MSW the 4 Working groups of representatives of institutions involved and other relevant stakeholders should be established. It is expected that Working groups, which will be formed by the Ministry in order to finish drafts of mentioned documents, will have meetings and consultations each month, firstly internally within the government, and then with the wider stakeholders during both the assessment phase and presentation of first draft. In addition, the intention is to organise at least 8 workshops, once in three months, during implementation of the project. The participants of the workshops will be members of the Working groups and other relevant stakeholders. Topic of these workshops will be defined by the twinning Project Leader with project team and the Beneficiary, according to defined obligations of the Working groups.

Moreover, the twinning partner will support Beneficiary in organisation of public consultation meetings with relevant stakeholders which are obligatory according to the Aarhus convention signed by Republic of Serbia. Preparation of public consultations should include presentations of draft documents, publicity and responding to relevant stakeholder’s questions as well as improvements of proposed documents in line with comments.

In addition, to transfer knowledge and experience to BC members on MS procedures and systems regarding waste management, implementation of SWSPs, the introduction of economic instruments in the sector and improvement of knowledge on financial aspects of waste management system in MS, and other relevant topics three 5 days study visits will be organized by the twinning partner to relevant MS. Participants in study tours will be representatives from institutions mentioned in section 4. Institutional framework.<sup>3</sup>

*Circular Economy Package.* While developing waste management policy documents and policy implementation instruments mentioned above, particular attention shall be paid to the requirements of the Circular Economy Package, which includes revised legislative proposals on waste to stimulate Europe's transition towards a circular economy. The Circular Economy Package consists of an EU Action Plan for the Circular Economy that establishes a concrete programme of action, with measures covering the whole cycle: from production and consumption to waste management and the market for secondary raw materials. The annex to the action plan sets out the timeline when the actions shall be completed.

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<sup>3</sup> The representatives of relevant institutions should be identified during the preparation of Twinning contract and specified in the Work plan.

Attention shall be paid to the developments of the revised legislative proposals on waste, which set new targets for reduction of waste and establish a long-term path for waste management and recycling. Key elements of the revised waste proposal to pay attention when developing targets for the revised Strategy include:

- A common EU target for recycling 65% of municipal waste by 2030;
- A common EU target for recycling 75% of packaging waste by 2030;
- A binding landfill target to reduce landfill to maximum of 10% of municipal waste by 2030;
- A ban on landfilling of separately collected waste;
- Promotion of economic instruments to discourage landfilling ;
- Simplified and improved definitions and harmonised calculation methods for recycling rates throughout the EU;
- Concrete measures to promote re-use and stimulate industrial symbiosis - turning one industry's by-product into another industry's raw material;
- Economic incentives for producers to put greener products on the market and support recovery and recycling schemes (eg for packaging, batteries, electric and electronic equipment, vehicles).

Legislative proposals on waste which are part of the Circular Economy Package include:

- Proposed Directive on Waste;
- Annex to proposed Directive on Waste;
- Proposed Directive on Packaging Waste;
- Annex to proposed Directive on Packaging Waste;
- Proposed Directive on Landfill;
- Proposed Directive on electrical and electronic waste, on end-of-life vehicles, and batteries and accumulators and waste batteries and accumulators.

### **3.1.2. Links with previous EU assistance on gaps in Serbian legislation to be addressed by this project**

Four SWSPs for hazardous waste streams have been prepared: WEEE, waste batteries and accumulators, asbestos and waste oils. These SWSPs would be upgraded to reflect new model of managing and financing the management of waste streams.

Preparation of SWSPs for End of life vehicles, POPs waste, construction and demolition waste, as well as the Integrated Hazardous Waste Management Plan is ongoing. SWSP for PCB is planned to be prepared.

All Specific Waste Streams Plans and Integrated Hazardous Waste Management Plan will have to be integrated into the National Waste Management Plan. Development of SWSPs should be discussed during the workshops organized through this twinning project. According to the national regulations, they will have to be approved by the Government of RS in the frame of the National Waste Management Plan.

### **3.1.3. Implementation of National Waste Management Strategy and management of waste streams: state of play**

According to National Programme for Environmental Protection (NPEP) total annual damage caused by inadequate waste management in the Republic Serbia (including fugitive air emissions and leachate from landfills, emissions from backyard burning of waste, damage caused by inadequate disposal of hazardous waste, fly ash and loss of resources) has been estimated to range from EUR 98 to 276 million (0.4% to 1.1% of GDP).

Long-term strategy of Republic of Serbia in the area of environment protection is the improvement of population's living quality by providing desirable conditions of environment and conservation of nature based on sustainable environment management. One of the key steps includes strengthening of the existing and development of new measures for establishment of integrated waste management system.

Implementation of integrated waste management systems is at the very core of the **National Waste Management Strategy for the period 2009-2014**. Implementation of the NWMS has been quite successful on legal framework establishment in particular enacting the Law on Waste Management and Law on Packaging and Packaging Waste, although adoption of bylaws is yet to come. Results have also been achieved in institutional strengthening and development, association of municipalities into regions for waste management and signing of inter-municipal agreements. Efforts have also been made in the area of public awareness raising, attitude on waste is slowly changing and understanding that waste is a resource is more and more present. Less evident achievements in development of waste management financing system and application of economic instruments.

Progress has been made in management of investment process and development of the regional waste management infrastructure. According the NWMS Republic of Serbia will establish regional centres for waste management. These regions will implement the principles of integrated waste management system for a longer period of time.

In Republic of Serbia there are constructed and in function 8 regional sanitary landfills – in Kikinda, Lapovo, Jagodina, Leskovac, Užice, Pirot, Sremska Mitrovica and Pančevo, and 2 sanitary landfills – in Vranje and Gornji Milanovac which are not regional type. These are regions with landfill, but without household waste reception / recycling yards (bulky waste, WEEE, hazardous waste), there isn't system of primary selection of waste and 100% collection coverage and system for managing specific waste streams.

There are ongoing activities on expansion of the sanitary landfill in Vranje so it will become a regional landfill.

Construction of the landfill and 3 transfer stations in Subotica region is ongoing. This project will cover primary separation and 100% collection and transport coverage.

Two more regional centres are formed last year (intermunicipal agreement): Kraljevo with municipalities Vrnjačka Banja, Trstenik, Raška and Paraćin) and Zaječar with municipalities Negotin, Bor, Majdanpek, Kladovo, Knjaževac and Boljevac). Kragujevac region is also formed and documentation is under preparation. For Novi Sad region documentation is under preparation which will define all infrastructure components.

Despite evident recent improvements, waste sector information requires further improvements. According to the document which was developed through EISP project to supplement Waste Management Strategy current situation in Serbian local self-government units is still characterized by unreliable and incomplete data on the quantity of municipal waste generation. Based on the results of measurements conducted in 2008 in the referent municipalities, 2.374,374 t of waste is generated. Modeling results for 2014 show that the municipal waste amount has been increased for 0.5% per year in comparison to 2008. In terms of waste generation in 2014, this would mean that Serbia currently generate 2,448,566 t of MSW, i.e annually 340.7 kg/capita (0.93 kg/capita/day).<sup>4</sup>

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<sup>4</sup> Environmental reports 2014, Serbian Environmental Protection Agency, [www.sepa.gov.rs/download/Izvestaj2014.pdf](http://www.sepa.gov.rs/download/Izvestaj2014.pdf)



Collection of municipal waste in the Republic of Serbia is done mainly by public utility companies whose founders are competent units in local self-governments. Centers for separate collection of waste exist in Belgrade, Čačak, Sremska Mitrovica and sporadically in other local self-government units in the Republic of Serbia, where municipal waste is collected in separate containers intended for collection of different types of waste (metal, glass, paper, PET, cans and so on). For now, there is a facility for waste separation of recyclable waste in Novi Sad, Užice, Jagodina and Leskovac, but there are no facilities for incineration of municipal waste in Serbia. Waste landfilling is the only way of organized handling of waste, but pre-treatment before disposal is not conducted.

According to current WMS for the period 2010-2019 and Environmental Reports from Serbian Environmental Protection Agency, the proportion of packaging waste in municipal waste is about 14.8% and the annual amount of packaging waste generated in Serbia is estimated at around 362,000 t.<sup>5</sup> Based on research and experience data obtained by measuring and analyzing the composition of the waste on the ground, shares of packaging materials within the main categories of waste are as follows: plastic (60%), paper and cardboard (50%), glass (70%), metal (70%) and other waste (5%).

Together with the municipal waste nearly 100% of the biodegradable waste is landfilled. There are no mechanisms for implementation of biodegradable municipal waste reduction plan by establishing recycling, composting, biogas production, although the targets are set out by the Landfill Regulation (Official Gazette of RS, No 92/2010)., they should be redefined in the National Waste Management Strategy. Municipal waste collections within the competences of local authorities, but systems for separate collection of bio-waste are not developed and all amounts end up in the landfill. According to waste management hierarchy, landfilling is the least preferable option and should be limited to the necessary minimum. Where waste needs to be landfilled, it must be sent to landfills which comply with the requirements of Directive 99/31/EC on the landfill of waste.

Facilities for biodegradable waste treatment (facility for composting, anaerobic digestion, mechanical-biological treatment of incineration of waste with energy utilization) are still missing.

In the Republic of Serbia, around 1.4 million pieces of new tires are placed in the market annually, out of which about 18,000 waste tires are generated annually. One part of this amount comes from domestic production, and the other part is imported. It is estimated that the existing quantities of waste tires in Serbia are around 50,000 t, taking into consideration only stocks bigger than 500 t. Organized legal collection and final disposal for energy recovery (co-incineration) is performed by cement plants, which have the permit for using the maximum of 15,000 t.<sup>6</sup> There is also organized collecting and export of rubber dust which is generated in the process of treatment waste tires, preparing it for re-use. Installed capacities for recycling of waste tires of different dimensions are currently amounting to 18,000 t p.a.<sup>7</sup>

When it comes to medical waste, it has been estimated that all medical institutions in Serbia generate about 48,000 t of this type of waste annually, out of which about 5,000 t is considered infectious. Inappropriate medical waste management is a significant problem.

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<sup>5</sup> Environmental reports 2014, Serbian Environmental Protection Agency, [www.sepa.gov.rs/download/Izvestaj2014.pdf](http://www.sepa.gov.rs/download/Izvestaj2014.pdf)

<sup>6</sup> Environmental reports 2014, Serbian Environmental Protection Agency, [www.sepa.gov.rs/download/Izvestaj2014.pdf](http://www.sepa.gov.rs/download/Izvestaj2014.pdf)

<sup>7</sup> According to current WMS and Environmental Reports from Serbian Environmental Protection Agency for 2014. available at [www.sepa.gov.rs](http://www.sepa.gov.rs)

Data on generated infective medical waste pose that in 2011, about 65% of the total produced infective medical waste from health care institutions in the Republic of Serbia has been treated, what is an significant increase of about 30% compared to 2009 according to the NWMS). However, the system management of chemical waste from the health sector has not been established yet. Separation of infectious medical waste from other one has started in public and private healthcare institutions and veterinary organizations. Used needles and syringes, cotton pads, incontinence diapers, bandage materials and other categories of infectious waste are treated in 82 healthcare centers in the Republic of Serbia where 111 autoclaves and 78 crushers have been installed for sterilization of medical waste, as well as 12 autoclaves in veterinary sector. The issue is that the Republic of Serbia does not have any modern facilities for incineration of medical waste, since separation of infectious medical waste from other one has started in public and private healthcare institutions and veterinary organizations. As there are no facilities for final disposal of pharmaceutical waste in an environmentally friendly way in Serbia, the clearly defined system of financing the collection, transport and export for destruction abroad is not established. Pharmaceutical institutions which accept pharmaceutical waste from citizens, currently only temporary storage this waste till export in EU countries for further treatment.

Only about 46% of households in the Republic of Serbia are connected to sewage system. According to data found in Statistical yearbook, 363.1 million m<sup>3</sup> of municipal wastewaters are annually generated in Serbia. Out of total quantity of municipal wastewaters, only 5.3% is treated in appropriate manner. Sludge that is generated after the treatment of wastewaters is disposed at landfills, which is currently a quantity of 4,000 tons annually and this does not represent significant load. However, construction of facilities for municipal wastewater treatment will result in generation of big quantities of sludge which should be disposed in appropriate manner.

It has been estimated that about 1 million tons of construction and demolition waste are generated in the Republic of Serbia annually. This type of waste ends up at landfills for municipal waste and is also used as inert material to cover waste at the landfill. Recycling of construction waste exists in small quantities, although about 80% of construction waste can be re-used (WMS).<sup>8</sup>

In relation to the existing infrastructure for specific waste streams, currently there are no organized waste recycling capacities in place. In Serbia, the most treated types of non-hazardous waste are: paper, cardboard, plastic, ferrous metals, non-ferrous metals, waste tires, waste cooking oil, wood and textiles, and from hazardous waste: waste oil, waste from electrical and electronic equipment and waste accumulators as special waste streams (over 15% of different types of waste). Ministry in charge for Environmental protection has so far issued more than 1,000 permits to operators and the total tires,number of licenses issued, including provincial and local government bodies, is over 2,000. These commercial entities are involved in collection and trade in industrial secondary materials. The majority of the commercial entities are registered for recycling of metal waste. In addition, 4 commercial entities deal exclusively with used lead accumulators. There are several facilities for recycling of specific waste streams such as waste waste oils, plastic and PET. In addition, there are commercial entities (authorized operators with permits for waste management) involved in the treatment of the following waste streams: 29 commercial entities registered for treatment of waste plastic; 16 for waste paper and cardboard; 14 for waste tires; 6 for waste textile; 2 for

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<sup>8</sup> Environmental reports 2014, Serbian Environmental Protection Agency, [www.sepa.gov.rs/download/Izvestaj2014.pdf](http://www.sepa.gov.rs/download/Izvestaj2014.pdf)

glass chips; and 8 commercial entities for recycling of toner cartridges. One commercial entity is registered for use of waste tires as alternative fuel. Also, according to the needs, some commercial entities are themselves starting to organize collection of secondary materials.

### **3.2 Linked activities** (*other international and national initiatives*)

An IPA 2007 project which provided Technical Assistance for Development of an Environmental Approximation Strategy (EAS) (December 2009-April 2012) has designed the implementation of the EAS in key sectors. One of the outputs was Environmental approximation strategy and Final draft strategy for the approximation of sector for waste management.

An IPA 2008 project, Assistance to the Serbian Environment Protection Agency (December 2011-October 2012), as a national focal point institution for cooperation with European Environment Agency in strengthening the EIONET and thus its capacity to improve timeliness and reliability of Environmental reporting. It focused on six key thematic areas-amongst them waste monitoring.

An IPA 2008 project for the Treatment of Health Care Waste (2010 – 2013). This project's objective was to improve medical waste management in 35 healthcare facilities in Serbia. It will complete the system for collection, storage, treatment and disposal of infectious healthcare waste begun by an earlier CARDS project.

An IPA 2008 Twinning Project "Strengthening institutional capacities for hazardous waste management", (October 2010 - March 2013), was implemented in cooperation with the Environment Agency Austria. Project has offered assistance to the Republic of Serbia in preparation of national plans for specific hazardous waste streams, and several bylaws. Consequently, National Specific Waste Streams Plans for hazardous waste streams: WEEE, waste batteries and accumulators, asbestos and waste oils has been prepared.

Furthermore, Methodology for identification of potentially contaminated sites is prepared, but still not applied through national legislation. Through this project institutional capacities for managing hazardous waste are improved and Communication Strategy in the field of hazardous waste is developed. Also, waste catalogue with conclusions and recommendations as regards requirements for Serbia to align with the Acquis and best practice in member states in the field of hazardous waste management was produced.

IPA 2009 "Technical assistance for Hazardous Waste Treatment Facility" (November 2010-February 2015). It is a revival of the failed part of the earlier referred to CARDS 2003 project aiming to prepare a feasibility study for the construction of a hazardous waste treatment facility, along with the ancillary technical surveys and support the necessary permit applications. Unfortunately this project was terminated because the site for the facility was not provided.

Within the project "Environmental Infrastructure Support Programme" (EISP), financed by SIDA, draft Implementation plan for the Landfill Directive 1999/31/EC (Directive Specific Implementation Plan-DSIP on landfill) was developed which is necessary for the negotiation process, with a focus on how to prioritize future investments for landfills, possible incinerators and other forms of waste treatment and recycling. Through this project the draft version of the DSIP for the landfill was developed in 2015. Additional document which supplements Waste Management Strategy has been prepared.

Upgrading version of the draft of Implementation plan for the Directive 99/31/EC (DSIP) will be continued within the project "Environmental Infrastructure Supporting Project II" (EISP II-SIDA support) and will be finalized at the end of 2017.

Within IPA 2013 “Improvement of hazardous waste management in the Republic of Serbia – IHWMS” (May 2015 to May 2017) development and improvement of hazardous waste management system, by completing legislation and strategic planning is envisaged.

The aim of the project is to support the revision of the existing SWSPs and preparation of the rest of SWSP, in accordance to Chapters 1.3 and 1.4 in a Methodological guidance note, issued by European Commission Environment DG in 2012. In that regard, SWSPs for End of life vehicles, POPs waste, construction and demolition waste, as well as the Integrated Hazardous Waste Management Plan will be developed. Besides, SWMPs already prepared under previous twinning (IPA 2008 Twinning Project “Strengthening Institutional Capacity in Hazardous Waste Management”) would be upgraded to reflect new model of managing and financing the management of waste streams.

Additionally, Guideline for hazardous waste management will be adopted and operational.

Within the IPA 2013 “Further Implementation of Environmental Approximation Strategy” (which will start in September 2016 until September 2018) Directive Specific Implementation Plans for waste related directive will be developed, among them for Directive on waste electrical and electronic equipment (WEEE), Directive for packaging waste and Directive for batteries and accumulators. DSIP for packaging waste will be the background for preparation of relevant SWSP.

Within the GEF project “Environmentally sound management and final disposal of PCBs”, which has starter in 2015 and is still on going, SWSP for PCB is planned to be prepared during 2017. The corresponding bylaw already exists.

South East Europe Waste Assessment (SEEWA) project initiated by the European Parliament aims at preparation of Waste Assessments for each of the enlargement countries (except for Turkey) and a roadmap to achieve compliance with waste legislation and its full implementation. The draft roadmap for Serbia has been prepared and discussed during a workshop held in Belgrade on 18 October 2016.

### **3.3 Results:**

Following results will be achieved by this project:

**Result 1: Waste Management Strategy (WMS) developed and endorsed by the Ministry in charge for environmental protection and ready for governmental adoption**

Indicators for Result 1:

- Working group for development of WMS established;
- Monthly meetings of Working group conducted;
- Structure and approach for the new WMS developed (based on requirements of the Law on Waste Management, Waste Framework Directive, guidance documents produced by the EC, good practices and other), clear delineation between all documents (in particular, between the NWMS and NWMP);
- Analysis of current WMS and existing SWSPs (WEEE, waste batteries and accumulators, asbestos, waste oils, End of life vehicles, POPs waste and Construction and demolition waste) prepared and submitted to Beneficiary for endorsement;
- Work Plan for development of WMS prepared;
- Five days study visit on organization, procedures and facilities of waste management system in MS for at least 10 BC representatives performed;
- Draft of the Waste Management Strategy in English and Serbian language prepared for public consultations;

- At least 3 workshops for members of WMS Working group and stakeholders: firstly to present approach for the new WMS, secondly to present Working plan for development of WMS and third to present draft of WMS – performed;
- At least 3 public consultation meetings on the WMS with relevant stakeholders performed and, if approved, changes into the draft WMS integrated;

**Result 2: National Waste Management Plan developed**

Indicators for Result 2:

- Structure and approach for the new NWMP developed;
- Gap analysis for existing SWSP-s prepared and submitted to Beneficiary for endorsement;
- According to gap analysis, revision of the existing SWSPs conducted and submitted to the Beneficiary for endorsement;
- Working group for development of NWMP established;
- Consultations with relevant stakeholders, including the representatives from other governmental institutions, business sector, NGOs, etc., performed ;
- Five days study visit on the specific waste streams management systems in MS for at least 10 BC representatives performed;
- National Waste Management Plan in English and Serbian language prepared and endorsed by Beneficiary;
- At least 2 one-day workshops for the members for development of NWMP (representatives of Serbian Chamber of Commerce, local self-governments, Ministry of Finance and Customs Administration, Ministry of Health, Ministry for Building, transport and Infrastructure, NGOs, operators for recycling specific waste streams, Agency for Environmental Protection and others) performed: to present revised existing SWSPs firstly, and then the draft of NWMP.

**Result 3: Draft Waste Prevention Program developed**

Indicators for Result 3:

- Structure and approach for the WPP developed;
- Working group for WPP established;
- Work plan for the development of the Serbian WPP prepared;
- Assessment and analysis of at least 3 WPP from other parts of Europe (of at least three countries) prepared;
- At least 2 case studies of WPP from other parts of Europe, which are demonstrating the taken approach, available results and the applicability of the examples, prepared, and delivered to Beneficiary;
- Two workshops for members of Working group for WPP for drafted and developed WPP- performed ;
- Draft of WPP in English and Serbian language prepared and endorsed by the Beneficiary.

**Result 4: Set of Economic Instruments for implementation plan of Municipal Solid Waste (MSW) developed**

Indicators for Result 4:

- Working group for development of economic instruments in Waste Management Sector established;

- Analysis of existing economic instruments (taxes, fees, charges and similar) related to Serbia's MSW sector (minimum of last 5 years) prepared;
- Relevant case studies from EU MS and/or Candidate Countries prepared and delivered;
- One-day workshop for WG members to present case studies performed;
- Work plan for the development of economic instruments in Waste Management Sector prepared;
- Five days study visit for at least 10 BC representatives in MS performed ;
- Analysis of expenditure of collected revenues and environmental outputs, outcomes and impact achieved through that kind of investment in Serbia prepared;
- Consultations amongst key stakeholders for the development of the economic instruments performed;
- Draft set of economic instruments with a draft implementation plan in line with the WMS and NWMP developed;
- Three one-day workshops for WG members and other stakeholders in various stages of instruments development organized.

### **3.4 Activities**

The below activities are the minimum indicative requirements to achieve the above results. The MS twinning partner candidates will take this into account when developing their implementation methodology, based on their own and other relevant MS best practice in order to sustainably achieve the above results. In their proposals, candidates are encouraged to propose additional or modify given indicative activities.

#### **Activities related to result 1:**

- 1.1 To establish Working group for development of WMS;
- 1.2 To organise monthly meetings of Working group conducted to consult, firstly internally within the government, and secondly with the wider stakeholders during both the assessment phase and presentation of first draft of the WMS;
- 1.3 To develop a recommended structure and approach for the new WMS, including NWM Plan, based on Serbian and EU legal requirements, EU accession negotiation requirements, sectoral needs, lessons learned and factors affecting the practical application within the country;
- 1.4 To prepare Analysis of current WMS and existing SWSPs (WEEE, waste batteries and accumulators, asbestos, waste oils, End of life vehicles, POPs waste and Construction and demolition waste) and submit it to Beneficiary for endorsement;
- 1.5 To prepare the Work plan for the development of the new WMS;
- 1.6 To organize five days study visit for at least 10 BC representatives, in order to gain knowledge on organization, procedures and facilities of waste management system in MS;
- 1.7 To prepare a draft of the WMS for public consultation, according to the Law on Waste Management (Official Gazette RS, No 36/09, 88/10 and 14/16);
- 1.8 To organize at least 3 one-day workshops for members of WMS Working group and stakeholders: firstly to present approach for the new WMS, secondly to present Working plan for development of WMS and lastly to present final draft of WMS;
- 1.9 To support the Beneficiary with the public consultation planning, presentation, responding and, if approved, integrating changes into the draft WMS.

#### **Activities related to result 2:**

- 2.1 To develop structure and approach for the new NWMP;
- 2.2 To conduct a gap analysis of existing SWSP-s and submit it to the Beneficiary for endorsement;
- 2.3 To conduct the revision and improvement of existing SWSP-s in accordance with gap analysis provided;
- 2.4 To establish Work group for development of NWMP;
- 2.5 To organize the consultations with relevant stakeholders including the representatives from other governmental institutions, business sector, NGOs, etc.;
- 2.6 To organize five days study visit for at least 10 BC representatives, in order to gain knowledge on specific waste streams management systems in MS;
- 2.7 To prepare a draft NWMP, as part of the WMS and in line with Serbian and EU legislation, and submit it to the Beneficiary for endorsement;
- 2.8 To organize at least 2 workshops for the members for development of NWMP: to present revised existing SWSPs firstly, and then the draft of NWMP.

### **Activities related to result 3:**

- 3.1 To develop structure and approach for the WPP;
- 3.2 To establish Working group for WPP;
- 3.3 To prepare Work plan for the development of the Serbian WPP;
- 3.4 To prepare Assessment and analysis of at least 3 WPPs from other parts of Europe (of at least three countries);
- 3.5 To prepare at least 2 case studies of WPPs from other parts of Europe, which are demonstrating the taken approach, available results and the applicability of the examples and present to Beneficiary;
- 3.6 To organize two workshops for members of Working group for WPP for drafted and developed WPP;
- 3.7 To prepare the draft WPP in English and Serbian, and submit it to the Beneficiary for endorsement.

### **Activities related to result 4:**

- 4.1 To establish the Working group for development of economic instruments in Waste Management Sector;
- 4.2 To prepare analysis of existing economic instruments (taxes, fees, charges and similar) related to Serbia's MSW sector (minimum of last 5 years)
- 4.3 To prepare and deliver the relevant case studies from EU MS and/or Candidate Countries;
- 4.4 To organize one-day workshop for WG members to present case studies;
- 4.5 To prepare Work plan for the development of economic instruments in Waste Management Sector;
- 4.6 To organize five days study visit for at least 10 BC representatives, in order to introduce economic instruments in waste management sector and improve knowledge on financial aspects of waste management system in MS;
- 4.7 To prepare the Analysis of expenditure of collected revenues and environmental outputs, outcomes and impact achieved through this kind of investment in Serbia;
- 4.8 To deliver provision of case studies from other EU MS or Candidate countries related to economic instruments;
- 4.9 To organize consultations amongst key stakeholders for the development of the economic instruments. This activity may be included as part of the NWMS consultations, but should also target relevant additional stakeholders if necessary;
- 4.10 To develop a draft set of economic instruments with a draft implementation plan;

4.11 To organize three one-day workshops for WG members and other stakeholders in various stages of instruments development. Final drafts of the documents, such as WMS, NWMP, WPP and set of economic instruments, which will be developed by twinning project will have to be translated into Serbian language.

The Twinning Work Plan will provide further details and give final shape to activities, results and roles proposed by this twinning fiche.

At least two major visibility events with not less than 50 participants will be organized in the course of the implementation of the project: Kick-off meeting at the start of the implementation and the Final meeting at the end of the implementation of the project activities. The MS will propose additional visibility actions as stand alone events or associated with trainings, workshops and similar

### **3.5 Means/ Input from the MS Partner Administration:**

The Project Leader (PL) and the Resident Twinning Adviser (RTA) shall provide support to the responsible Serbian authorities in strengthening their capacities as well as in implementation of this project. During the implementation of this project RTA will be positioned in Ministry in charge for environmental protection.

#### **3.5.1 Profile and tasks of the Project Leader**

The MS Project Leader will manage the project team of selected member state(s) supervise and and co-ordinate the implementation of activities.

##### PL tasks:

- Overall management and coordination of the project with MS institutions, Ministry of Agriculture and Environmental Protection, key institutions, other partners and stakeholders;
- Project reporting;
- Ensuring backstopping and financial management of the project in the MS;
- Ensuring timely, effective and efficient implementation of the project and achievement of results, through proposed activities;
- Coordination of deployment of short-term experts;
- Coordination with RTA, from the Member State side, the Project Steering Committee meetings, which will be held in Serbia every three months;
- Participation at the Steering Committee meetings (every three months);
- Assuring compatibility with EU requirements.

##### The PL profile:

##### Requirements:

- University level education or equivalent professional experience of 10 years in public administration;
- High-ranking official/senior civil servant;
- At least 3 years of professional experience in public administration in the field of waste management;
- Experience in managing at least 2 projects in waste sector;
- Fluency in English language;



- Computer literacy;
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5.

*Assets:*

- Proven experience in the implementation of at least 1 EU Twinning Project;
- Experience in the implementation of waste EU legislation.

### **3.5.2 Profile and tasks of the RTA**

The Resident Twinning Advisor (RTA) works on a daily basis with the BC staff to implement project, support and coordinate activities in the beneficiary country.

The RTA should have adequate experience and knowledge in the field of waste management which will enable him/her to organize interdisciplinary team for successful implementation of the project. She/he should be an employee of the governmental competent authority for waste management (Ministry or Agency) in an EU Member State.

He will liaise with the BC Project Leader and will report to the MS Project Leader. The RTA will also be responsible for ensuring that experts' input and distribution of their working days will be used in the most efficient and effective way and in line with the agreed work plan to enable timely completion of project results.

RTA tasks:

- Responsible for monitoring project implementation and proposing corrective management actions if required;
- Support and coordination of all project activities in BC in line with the agreed work programme to enable timely completion of project results and delivery of the outputs;
- Advise on related EU policies and best practices, legislation and regulation;
- Establish and maintain cooperation with all beneficiaries involved in the implementation of the project and other related projects (ensuring the avoidance of overlapping), in close co-ordination with the Project Leader;
- Nomination, mobilization and supervision of the short-term experts, together with the Project Leader;
- Facilitation of the contacts with peer institutions in EU member states in order to stimulate a proper exchange of information and data;
- Organization of visibility events (kick-off and final event);
- Responsible for organization of the Project Steering Committee meetings and reporting on the project progress in cooperation with Project Leader;
- Identifying and reporting to the Contracting authority, at early stage, all difficulties that may jeopardize the implementation of the project and the achievement of its results;

RTA profile:

*Requirements:*

- University level education or equivalent professional experience of 10 years in public administration;
- At least 3 years of professional experience in the field of waste management (drafting and implementing strategies, policies or regulations in the waste management field);
- Fluency in English language;

- Computer literacy;
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5;

*Assets:*

- Experience in at least 2 project in the waste management field (in planning and strategic activities, relating to national strategies and plans),
- Experience in the implementation of waste EU legislation, and strategic project and documents;
- Experience in organizing and conducting trainings.

### **3.5.3 Profile and tasks of the short-term experts**

The twinning partner will decide on the profile, number and involvement of the short term experts during the drafting of the project work plan. STEs should be identified by the Project Leader/RTA and have to be agreed with the beneficiary institutions in the course of designing and delivery of the expected project outputs. Selection procedures shall be transparent and based on pre-defined criteria, including detail professional qualifications, and work experience. Each expert will have individual Terms of Reference, including the expert profile requirements and outputs to be produced which will be endorsed by the beneficiary institutions. Following the endorsement by the beneficiary institutions, the terms of reference and selected experts are subject to final approval.

Main areas of expertise required by the team of short-term experts should cover the following fields (the list of fields is non-exhaustive):

- Waste Management
- Environment
- Law
- Media and Communication
- Economics
- Other according to the needs

Tasks of the short- term experts:

STEs will provide specialized know-how for the individual tasks in this project. Therefore, the experts should have a relevant professional experience in administration and minimum qualifications required, as well as specific skills needed for individual task. As a general approach, the STEs will take the responsibility for the implementation of the Project and the achievement of the results, each for his/her individual mission tasks, as defined by individual CV. They will also prepare the required reports and the output described.

Detailed profiles and tasks of short - term experts and including the duration of their assignments will be provided in the Twinning Work Plan. The indicative requirements are the following:

Profile of the short- term experts:

*Requirements:*

- University degree in the fields relevant to this project;

- At least 3 years of professional working experience in the field for which the expert is mobilized;
- Proven contractual relation to public administration or mandated body, as defined under twinning manual 5.4.5;
- Working knowledge of English language;
- Computer literacy: Knowledge of Microsoft Office.

#### **4. Institutional Framework**

Ministry of Agriculture and Environmental Protection is the main authority for monitoring, implementation and enforcement of environmental laws in Serbia in the area of waste management. Ministry deals mainly with issuance of waste management approvals and permits for the use or release of waste.

Main role of Ministry Agriculture and Environmental Protection in waste management is to govern the execution of state administration of waste management; issue permits for collecting, transport, storage, treatment and disposal of waste as well as waste import, waste export and transit of waste through the Republic of Serbia; setting technical standards; licensing and labelling; monitoring and enforcement and policy co-ordination.

The Department for Waste Management carries out activities related to: preparation of expert basis for the drafting of laws and other regulations in the area of waste management; development and implementation of strategic documents for integrated waste management and their linking with other strategic documents; the development of operational plans for specific flow waste; monitoring and participation in the working bodies related to the Basel Convention on the Control of Transboundary movements of Hazardous Wastes and their Disposal (Basel Convention) and the Stockholm Convention on Persistent organic Pollutants (Stockholm Convention) in the section related to waste management and the UN Programme for the environment; participation in international cooperation and cooperation with the authorities of the European Commission within the purview of the Department, the development of a sustainable system for continuous assistance to companies and other entities for the implementation of regulations in the field of waste management; preparation of permits for the collection, transport, storage, treatment and disposal activities; development of waste registry and keeping a register of licenses issued; authorizing of the organization for waste testing; implementation of the Basel Convention; management of industrial waste; management of waste and specific waste streams; transboundary movement of waste; licensing permit for import, export and transit of waste; exchange of information on the transboundary movement of waste, monitoring the implementation of plans and programs of waste management; perform other duties within the scope of the Department.

The Department for Waste Management consists of Division for crossborder waste streams, Division for developing of the system for waste management and Division for issuance of permits for waste management and has thirteen employees.<sup>9</sup>

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<sup>9</sup> Detailed organizational structures of current MAEP are provided in Annex V. The attached organogram reflects changes based on new Law on ministries (Official Gazette of the RS, no. 44/2014, 15/2015, 54/2015, 96/2015) as the systematization of the new institution is prepared.

The main Beneficiary of this twinning contract is the MAEP.

Close cooperation, communication and co-ordination will be required with following institutions:

#### Key Stakeholders

- Relevant sectors within Ministry of Agriculture and Environmental Protection;
- Local self-government;
- Ministry of Justice;
- Ministry of Internal Trade and Telecommunications;
- Ministry of Public Administration and Local Self-government;
- Ministry of Interior;
- Ministry of Education, Science and Technological Development;
- Ministry of Health;
- Ministry of Construction, Transport and Infrastructure;
- Ministry of Finance;
- Assembly and Government of the Autonomous Province of Vojvodina (Province secretariat for Urban Planning, Construction and Environmental Protection);
- National Assembly (Committee on Environmental Protection).

#### Interested partners

- The Chamber of Commerce of Serbia (Committee on Environmental Protection and Sustainable Development);
- Standing Conference of Towns and Municipalities;
- Representative of National Universities (University of Belgrade, e.g. Faculties of Technology and Engineering Sciences – UNIDO, University of Novi Sad, e.g. Faculty of Technical Sciences - EnE Centre, University of Nis, e.g. Faculty of occupational safety and Faculty of Electronic Engineering);
- Laboratories for waste characterizations;
- European Integration Office;
- Regional Agencies.

Department for project management within the Ministry in charge for environment as IPA unit will be a body within the Operating Structure which have tasks mainly related to technical implementation and monitoring of Twinning, while the Department for Contracting and Financing of EU Funded Programmes within the Ministry of Finance (CFCU) will be the Contracting authority and will be responsible for all procedural aspects of the tendering process, contracting matters and financial management including payment of project activities.

**Project Steering Committee (PSC)** will be established for the direct control and supervision of the project implementation. The PSC will be responsible for the overall quality of project implementation, provide strategic direction and ensure that the project outputs and goals are met in time, approve work plans and reports, offer guidance and advise on project activities.

PSC will be composed of following members: MS Project Leader, BC Project Leader, RTA, RTA BC counterpart, SPO, representatives of the Ministry of Finance, Department for Contracting and Financing of EU Funded Programs (CFCU), representatives of the ministry

in charge for environmental protection/ IPA Unit, representatives of the Serbian European Integration Office (SEIO) and the representatives of other key institutions involved in the project. Representatives of the EUD will be invited as observer(s). If deemed necessary, representatives of other institutions with relevant expertise or key experts who can enhance the quality of the project should be invited to join the Steering Committee Meetings as observers.

- The role, responsibility and main tasks of the PSC will be as follows: to assess progress in achievement of objectives and results planned in the project;
- to ensure exchange of information on implementation of contracts;
- to ensure synchronization of activities within contracts;
- to ensure cooperation of relevant stakeholders;
- to discuss any critical points, risks or bottlenecks in contract implementation;
- to propose and discuss remedies in case of problems;
- to review and make recommendations on reports, submitted by the contractor;
- to closely coordinate with other EU contracts related to this field and with other relevant donors' contracts to promote synergies and integration.

Project will ensure the secretariat function of the PSC, including organization of meetings, preparing and circulating the agenda, as well as writing and distributing PSC minutes to all members. The PSC meetings should be announced at least two weeks before the actual date and all relevant papers (agenda, minutes of the last meeting, progress report and other documents to be discussed at the PSC meeting) should be circulated one week before the meetings to the PSC members. The PSC will meet on quarterly basis and ad hoc when required. It will be chaired by the BC Project Leader and in accordance with the previously circulated agenda to the PSC members.

## 5. Budget

The total budget for this Twinning is EUR 1,500,000.

Title: “Support to Waste Management Policy”	IPA Community Contribution	National Co-financing	<b>TOTAL</b>
Twinning Contract (EUR)	1.425.000	75.000	<b>1.500.000</b>

The beneficiary will provide the MS twinning partner with adequate office space for RTA and experts, meeting rooms and equipment necessary for relevant everyday activities and training foreseen in twinning fiche.

Interpretation and translation costs for trainings/training materials, documentation/reports /legal acts and other project activities are estimated up to 6 % of the budget which will be calculated in the twinning working plan budget.

## **6. Implementation Arrangements**

### **6.1 Implementing Agency responsible for tendering, contracting and accounting including contact person and full contact details.**

Ministry of Finance  
Department for Contracting and Financing of EU Funded Programmes (CFCU)  
3-5 Sremska Str.,  
11000 Belgrade, Serbia

Ms. Jelena Stojović, Programme Authorising Officer (PAO)/Head of CFCU  
Phone: +381 11 20 21 389  
E-mail: [jelena.stojovic@mfin.gov.rs](mailto:jelena.stojovic@mfin.gov.rs)

Mr. Darko Vasić, National Contact Point  
Phone: +381 11 2021 412  
E-mail : [twinning@mfin.gov.rs](mailto:twinning@mfin.gov.rs)

### **6.2 Main Counterpart in the BC**

#### Senior Programme Officer (SPO) - substitute

Mr Vladica Božić, Head of Department for project management in the environment area  
Ministry of Agriculture and Environmental Protection  
1 Omladinskih Brigada Str.,  
11070 New Belgrade  
Republic of Serbia

#### BC Project Leader:

The BC Project Leader will manage a project team at the Serbian side and will assure that the decision makers at the national level will be informed properly on the implementation of the project. He/she will ensure close co-operation and overall steering and coordination of the project. He/she will be also responsible for drafting reports and other documents, related to project management at the Serbian side and will chair PSC meetings.

Mr. Aleksandar Vesić, Assistant minister  
Ministry of Agriculture and Environmental Protection  
1 Omladinskih Brigada Str.,  
11070 New Belgrade  
Republic of Serbia

#### RTA counterpart:

Ms. Dragana Ljumović,  
Department for waste management  
Ministry of Agriculture and Environmental Protection  
1 Omladinskih Brigada Str.,  
11070 New Belgrade

### **6.3 Contracts**

The project will be implemented through one twinning contract.

## **7. Implementation Schedule (indicative)**

- 7.1 Launching of the call for proposals: October 2016
- 7.2 Start of project activities: July 2017
- 7.3 Project completion: July 2019
- 7.4 Duration of the execution period: 24 months + 3 months

## **8. Sustainability**

The Ministry in charge for environmental protection and the other Serbian authorities in general are perfectly aware of the need to modernize and make sustainable the national waste management system. The issue is actually “above” politics and the Ministry in charge for environment has been demonstrating continuous support in that direction for many years, despite political changes. A key element of success and sustainability will be the capacity of the different administrations, ministries, private sector and civil society to interact together to introduce a waste management system. In the context of the twinning project, adequate institutional building and training would enable sustainability and use of new methods after the end of foreseen project activities.

The project is designed so that it improves the institutional capacity of the Department for waste management of the Ministry in charge for environmental protection, as well as local self-governments. The results of the project will contribute to fulfilling EU environmental standards in Serbia, which will make a contribution to achieving the broader objectives of sustainable development and improve in the medium and longer term the quality of life for citizens. By strengthening administrative capacity at national and local level regarding waste management the expectation is that the relevant legal framework can be implemented in future in a sustainable manner.

Project implementation will increase knowledge and capacities of a broad range of stakeholders on waste management that will be important and contribute to the better quality of life for citizens.

## **9. Crosscutting issues**

### **Equal Opportunity**

Based on the fundamental principles of promoting equality and combating discrimination, participation in the project will be guaranteed on the basis of equal access regardless of sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation. All contractors shall be requested to provide monitoring data recording the participation of men and women in terms of expert inputs (in days) and of trainees benefiting under the project (in days) as an integral component of all project progress reports. Equal participation of man and woman during the implementation of the project will be assured.

**Environment**

The project will not have any negative effects on the environment. The project will implement a part of the European environmental policy and contribute environmental protection. For this project it is not obligatory to perform an environmental impact assessment.

**Minorities**

Considering this project will deal with environmental issues targeting a general improvement of waste management, its outcomes will be beneficial to all citizens' especially national minority and underprivileged social groups, having in mind that these groups sometimes live in areas where solving environmental problems is one of the top priorities.

<b>10.            Conditionality and sequencing</b>
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The successful implementation of the Twinning project requires the full commitment and participation of the senior decision-makers in the Ministry in charge for environmental protection.

This Twinning project will be based or will have strong impact from number of other completed and ongoing activities (mentioned under 3.2). Therefore it is very important from the beginning of the project to identify all relevant activities which will contribute to the development of the National Waste Management Strategy and the Plan, realistically assess when various documents (in particular, SWSPs, DSIPs) will be made available for this project, develop inputs schedule and plan implementation of this Twinning Project accordingly. Duplication of activities shall be avoided and results of other related activities fully utilized. In addition, the contractor is expected to work in parallel on development of WMS and WMP taking into consideration that WMS should contain WMP, and therefore be finalized before WMS.

From another side, the results of this project shall be achieved not depending on possible delays or failure to provide inputs by activities outside of this project. Such potential situations which would be threatening achievement of results of this project shall be consider during the Project Steering Committee meetings together with the proposed situations management approach.

**ANNEXES TO PROJECT FICHE**

**ANNEX I:** Logical framework matrix in standard format

**ANNEX II:** List of relevant Laws and Regulations



**ANNEX III:** Reference to relevant Government Strategic plans and studies

**ANNEX IV:** Reference to main EU legal acts in waste management

**ANNEX V:** MAEP – organogram

**ANNEX I:** Logical framework matrix in standard format

LOGFRAME PLANNING MATRIX FOR Twinning Fiche			
<b>Waste Management Strategy</b>		Contracting period expires 2 years after the signature of the Financing Agreement	
		Total budget: € 1,500,000	IPA budget: € 1,425,000 <b>National Co-financing: € 75.000</b>
<b>Overall objective</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	
The overall objective is to assist the Serbian administration to effectively manage EU integration and pre-accession assistance in order to speed up preparations for EU membership.	<ul style="list-style-type: none"> <li>Overall assessment of progress made in conducting accession negotiations</li> </ul>	<p>Reports on implementation of the national Programme for Integration (NPAA)</p> <p>EU Progress report</p> <p>Chapter 27 Negotiations Reports</p>	
<b>Project purpose</b>	<b>Objectively verifiable indicators</b>	<b>Sources of Verification</b>	<b>Assumptions</b>
Development and improvement of waste management system, by completing the strategic and legislative framework of required sector specific planning documents in line with EU <i>Acquis</i> .	<ul style="list-style-type: none"> <li>New National Waste Management Strategy developed</li> <li>National Waste Management Plan developed;</li> <li>National Waste Prevention Programme developed;</li> <li>Economic instruments integrated into overall Investment and</li> </ul>	<p>National Gazette</p> <p>Internal Reports from Ministry in charge for environmental protection</p>	Support and understanding by policy makers to proceed necessary steps for achieving project goals

	Financing Plan.		
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Results	Objectively verifiable indicators	Sources of Verification	Assumptions
<p><b>Result 1:</b> Waste Management Strategy (WMS) developed and endorsed by the Ministry in charge for environmental protection and ready for governmental adoption</p>	<ul style="list-style-type: none"> <li>- Working group for development of WMS established;</li> <li>- Monthly meetings of Working group conducted;</li> <li>- Structure and approach for the new WMS developed (based on requirements of the Law on Waste Management, Waste Framework Directive, guidance documents produced by the EC, good practices and other), clear delineation between all documents (in particular, between the NWMS and NWMP) ;</li> <li>- Analysis of current WMS and existing SWSPs (WEEE, waste batteries and accumulators, asbestos, waste oils, End of life vehicles, POPs waste and Construction and demolition waste) prepared and submitted to Beneficiary for endorsement;</li> <li>- Work Plan for development of WMS prepared;</li> <li>- Five days study visit on organization, procedures and facilities of waste management system in MS for at least 10 BC representatives performed;</li> <li>- Draft of the Waste Management Strategy in</li> </ul>	<p>Internal Reports from Ministry in charge for environmental protection</p> <p>Project reports</p>	<p>Coordination of efforts and readiness for cooperation of all stakeholders</p>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
	<p>English and Serbian language prepared for public consultations;</p> <ul style="list-style-type: none"> <li>- At least 3 workshops for members of WMS Working group and stakeholders: firstly to present approach for the new WMS, secondly to present Working plan for development of WMS and third to present draft of WMS – performed;</li> <li>- At least 3 public consultation meetings on the WMS with relevant stakeholders performed and, if approved, changes into the draft WMS integrated;</li> </ul>		
<p><b>Result 2:</b> National Waste Management Plan developed</p>	<ul style="list-style-type: none"> <li>- Structure and approach for the new NWMP developed;</li> <li>- Gap analysis for existing SWSP-s prepared and submitted to Beneficiary for endorsement;</li> <li>- According to gap analysis, revision of the existing SWSPs conducted and submitted to the Beneficiary for endorsement;</li> <li>- Working group for development of NWMP established;</li> <li>- Consultations with relevant stakeholders, including the representatives from other governmental institutions, business sector, NGOs, etc., performed ;</li> <li>- Five days study visit on the specific waste</li> </ul>	<p>Project reports Internal Reports from Ministry in charge for environmental protection</p>	<p>Coordination of efforts and readiness for cooperation of all stakeholders High level of motivation for cooperation within institutions integrated in the system</p>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
	<p>streams management systems in MS for at least 10 BC representatives performed;</p> <ul style="list-style-type: none"> <li>- National Waste Management Plan in English and Serbian language prepared and endorsed by Beneficiary;</li> <li>- At least 2 one-day workshops for the members for development of NWMP (representatives of Serbian Chamber of Commerce, local self-governments, Ministry of Finance and Customs Administration, Ministry of Health, Ministry for Building, transport and Infrastructure, NGOs, operators for recycling specific waste streams, Agency for Environmental Protection and others) performed: to present revised existing SWSPs firstly, and then the draft of NWMP,.</li> </ul>		
<p><b>Result 3:</b> Draft Waste Prevention Program developed</p>	<ul style="list-style-type: none"> <li>- Structure and approach for the WPP developed;</li> <li>- Working group for WPP established;</li> <li>- Work plan for the development of the Serbian WPP prepared;</li> <li>- Assessment and analysis of at least 3 WPP from other parts of Europe (of at least three countries) prepared;</li> <li>- At least 2 case studies of WPP from other parts of Europe, which are demonstrating the taken approach, available results and the</li> </ul>	<p>Project reports</p> <p>Report from working group meetings</p> <p>Internal Reports from Ministry in charge for environmental protection</p>	<p>Coordination of efforts and readiness for cooperation of all stakeholders</p> <p>High level of motivation for cooperation within institutions integrated in the system</p>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
	<p>applicability of the examples, prepared, and delivered to Beneficiary;</p> <ul style="list-style-type: none"> <li>- Two workshops for members of Working group for WPP for drafted and developed WPP- performed ;</li> <li>- Draft of WPP in English and Serbian language prepared and endorsed by the Beneficiary.</li> </ul>		
<p><b>Result 4:</b> Set of Economic Instruments for implementation plan of Municipal Solid Waste (MSW) developed</p>	<ul style="list-style-type: none"> <li>- Working group for development of economic instruments in Waste Management Sector established;</li> <li>- Analysis of existing economic instruments (taxes, fees, charges and similar) related to Serbia's MSW sector (minimum of last 5 years) prepared;</li> <li>- Relevant case studies from EU MS and/or Candidate Countries prepared and delivered;</li> <li>- One-day workshop for WG members to present case studies performed ;</li> <li>- Work plan for the development of economic instruments in Waste Management Sector prepared;</li> <li>- Five days study visit for at least 10 BC representatives in MS performed ;</li> </ul>	<p>Project reports</p>	<p>The institutions responsible for environment are able to not only increase financial burden on waste producers but can also invest into improved infrastructure, administration and enforcement systems. Investments must be at least as large as revenues collected.</p>

Results	Objectively verifiable indicators	Sources of Verification	Assumptions
	<ul style="list-style-type: none"> <li>- Analysis of expenditure of collected revenues and environmental outputs, outcomes and impact achieved through that kind of investment in Serbia prepared;</li> <li>- Consultations amongst key stakeholders for the development of the economic instruments performed.</li> <li>- Draft set of economic instruments with a draft implementation plan in line with the WMS and NWMP developed;</li> <li>- Three one-day workshops for WG members and other stakeholders in various stages of instruments development organized.</li> </ul>		

Activities	Means & Costs	Assumptions
<p><b>Activities related to the Result 1:</b></p> <p>1.1 To develop structure and approach for the new NWMP;</p> <p>1.2 To establish Working group for development of WMS;</p> <p>1.3 To organise monthly meetings of Working group conducted to consult, firstly internally within the government, and secondly with the wider stakeholders during both the assessment phase and presentation of first draft of the WMS;</p> <p>1.4 To develop a recommended structure and approach for the new WMS,</p>		

Activities	Means & Costs	Assumptions
<p>including NWM Plan, based on Serbian and EU legal requirements, EU accession negotiation requirements, sectoral needs, lessons learned and factors affecting the practical application within the country;</p> <p>1.5 To prepare Analysis of current WMS and existing SWSPs (WEEE, waste batteries and accumulators, asbestos, waste oils, End of life vehicles, POPs waste and Construction and demolition waste) and submit it to Beneficiary for endorsement;</p> <p>1.6 To prepare the Work plan for the development of the new WMS;</p> <p>1.7 To organize five days study visit for at least 10 BC representatives, in order to gain knowledge on organization, procedures and facilities of waste management system in MS;</p> <p>1.8 To prepare a draft of the WMS for public consultation, according to the Law on Waste Management (Official Gazette RS, No 36/09, 88/10 and 14/16);</p> <p>1.9 To organize at least 3 one-day workshops for members of WMS Working group and stakeholders: firstly to present approach for the new WMS, secondly to present Working plan for development of WMS and lastly to present final draft of WMS;</p> <p>1.10 To support the Beneficiary with the public consultation planning, presentation, responding and, if approved, integrating changes into the draft WMS.</p>		
<p><b>Activities related to result 2:</b></p> <p>2.1. To develop structure and approach for the new NWMP;</p> <p>2.2. To conduct a gap analysis of existing SWSP-s and submit it to the</p>		



Activities	Means & Costs	Assumptions
<p>Beneficiary for endorsement;</p> <p>2.3. To conduct the revision and improvement of existing SWSP-s in accordance with gap analysis provided;</p> <p>2.4. To establish Work group for development of NWMP;</p> <p>2.5. To organize the consultations with relevant stakeholders including the representatives from other governmental institutions, business sector, NGOs, etc.;</p> <p>2.6. To organize five days study visit for at least 10 BC representatives, in order to gain knowledge on specific waste streams management systems in MS;</p> <p>2.7. To prepare a draft NWMP, as part of the WMS and in line with Serbian and EU legislation, and submit it to the Beneficiary for endorsement;</p> <p>2.8. To organize at least 2 workshops for the members for development of NWMP: to present revised existing SWSPs firstly, and then the draft of NWMP.</p>		
<p><b>Activities related to the Result 3:</b></p> <p>3.1 To develop structure and approach for the WPP;</p> <p>3.2 To establish Working group for WPP;</p> <p>3.3 To prepare Work plan for the development of the Serbian WPP;</p> <p>3.4 To prepare Assessment and analysis of at least 3 WPPs from other parts of Europe (of at least three countries);</p> <p>3.5 To prepare at least 2 case studies of WPPs from other parts of Europe, which</p>		

Activities	Means & Costs	Assumptions
<p>are demonstrating the taken approach, available results and the applicability of the examples and present to Beneficiary;</p> <p>3.6 To organize two workshops for members of Working group for WPP for drafted and developed WPP;</p> <p>3.7 To prepare the draft WPP in English and Serbian, and submit it to the Beneficiary for endorsement.</p>		
<p><b>Activities related to Result 4:</b></p> <p>4.1 To establish the Working group for development of economic instruments in Waste Management Sector;</p> <p>4.2 To prepare the Analysis of the existing economic instruments (taxes, fees, charges and similar) related to Serbia's MSW sector (minimum of last 5 years);</p> <p>4.3 To prepare and deliver the relevant case studies from EU MS and/or Candidate Countries;</p> <p>4.4 To organize one workshop for members from already formed Working groups to present case studies;</p> <p>4.5 To prepare Work plan for the development of economic instruments in Waste Management Sector;</p> <p>4.6 To organize five days study visit for at least 10 BC representatives, in order to introduce economic instruments in waste management sector and improve knowledge on financial aspects of waste management system in MS;</p> <p>4.7 To prepare the Analysis of expenditure of collected revenues and environmental outputs, outcomes and impact achieved through this kind of investment in Serbia;</p> <p>4.8 To deliver provision of case studies from other EU MS or Candidate</p>		

Activities	Means & Costs	Assumptions
<p>countries related to economic instruments;</p> <p>4.9 To organize consultations amongst key stakeholders for the development of the economic instruments. This activity may be included as part of the NWMS consultations, but should also target relevant additional stakeholders if necessary;</p> <p>4.10 To develop a draft set of economic instruments with a draft implementation plan in Waste Management Sector;</p> <p>4.11 4.11.To organize three one-day workshops for WG members and other stakeholders in various stages of instruments development.</p>		

## Annex II - List of relevant Laws and Regulations

The Law on Waste Management (The Official Gazette of RS 36/09, 88/10), which is harmonized with relevant EU directive, provide basis for waste management in Republic of Serbia and defines types and classification of waste, waste management plans, waste management authorities, responsibilities and obligations in waste management, waste management organizations, specific waste streams management, condition and process for issuing permits, transboundary movements of waste, waste reporting and database, financing of waste management, monitoring and other issues in line with waste management.

The Law on Packaging and Packaging Waste (The Official Gazette of RS 36/09), which is harmonized with relevant EU directive provide, basis for packaging and packaging waste in Republic of Serbia and defines environmental conditions which packaging have to fulfil. The law also establishes integrated management with packaging and packaging waste, producing, collecting, transporting, storage, treatment, recycling and final disposal. In this law it is incorporated “polluter pay” principle.

Reference list of relevant laws and regulations
Law on Waste Management – (The Official Gazette of RS 36/09, 88/10)
Law on Packaging and Packaging Waste ( The Official Gazette of RS 36/09)
Law on Communal Activities (The Official Gazette of RS 16/97, 42/98)
Law on Enterprises (The Official Gazette of RS, 36/11, 99/11)
Law on Public Enterprises (The Official Gazette of RS, 119/12)
Law on Strategic Impact Assessment (The Official Gazette of RS 135/04)
Law on Environmental Impact Assessment (The Official Gazette of RS 135/04)
Law on Transport of Dangerous Goods (The Official Gazette of RS 88/10)
Rulebook on the methods of storage, packaging and labeling of hazardous waste (The Official Gazette of RS 92/10)
Rulebook on conditions and manner of collection, transport, storage and treatment of waste which is used as a raw material or for energy (The Official Gazette of RS, 98/10)
Decree on waste disposal to landfill (The Official Gazette of RS, 92/10)
Regulation on_lists_of_wastes_for_transboundary_movement,_contents_and_layout_of_documents (The Official Gazette of RS, 60/2009)
Regulation on designating the types of hazardous waste that may be imported as

secondary raw materials (The Official Gazette of RS, 60/2009)
Regulation on products that become special waste streams (The Official Gazette of RS, 54/2010)
Regulation on the list of non-hazardous waste for which the permits are not issued, with the information accompanying transboundary movement (The Official Gazette of RS, 102/2010)
Regulation on types of waste which undergo thermal treatment, terms and criteria for the choice of location (The Official Gazette of RS, 102/2010)
Rulebook on manner and procedure of waste tires management (The Official Gazette of RS, 104/2009 and 81/2010)
Rulebook on terms, manner and procedure of waste oils management (The Official Gazette of RS, 71/2010)
Regulation on procedure of asbestos-containing waste (The Official Gazette of RS, 75/2010)
Rulebook on medical waste management (The Official Gazette of RS, 78/2010)
Rulebook on manners and procedures of used batteries and accumulators management (The Official Gazette of RS, 86/2010)
Rulebook on the content of documentation submitted in support of the application for the permit for import, export and transit of waste (The Official Gazette of RS, 60/2009)
Rulebook on manner and procedure for management of waste mercury-containing fluorescent tubes (The Official Gazette of RS, 97/2010)
Rulebook on manner and procedure for management end-of-life vehicles (The Official Gazette of RS, 98/2010)
Rulebook on the list of electrical and electronic products, measuring restricting (The Official Gazette of RS, 99/2010)
Rulebook on the content, manner of keeping and the appearance of the register issued permits for waste management (The Official Gazette of RS, 95/2010)
Ministerial Order on Handling Devices and Waste Containing PCBs

There are three ministries responsible for enforcement of the Law on Transport of Dangerous Goods: Ministry of Construction, Transport and Infrastructure, Ministry of Interior and Ministry of Agriculture and Environmental Protection.

The Law on Waste Management (May 2009; Official Gazette no 36 /09, 88/10 14/16 ),transposes the following directives:

- Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste
- Council Directive 96/59/EC of 16 September 1996 on the disposal of polychlorinated biphenyls and polychlorinated terphenyls (PCB/PCT)
- Directive 2002/96/EC of the European Parliament and of the Council of 27 January 2003 on waste electrical and electronic equipment (WEEE)
- Directive 2003/108/EC of the European Parliament and of the Council of 8 December 2003 amending Directive 2002/96/EC on waste electrical and electronic equipment (WEEE)
- Council Directive 75/439/EEC of 16 June 1975 on the disposal of waste oils
- Council Directive 87/101/EEC of 22 December 1986 amending Directive 75/439/EEC on the disposal of waste oils
- Directive 2000/53/EC of the European Parliament and of the Council of 18 September 2000 on end-of life vehicles
- Council Directive 89/369/EEC of 8 June 1989 on the prevention of air pollution from new municipal waste incineration plants
- Council Directive 89/429/EEC of 21 June 1989 on the reduction of air pollution from existing municipal waste-incineration plants
- Directive 2000/76/EC of the European Parliament and of the Council of 4 December 2000 on the incineration of waste
- Council Directive 83/29/EEC of 24 January 1983 amending Directive 78/176/EEC on waste from the titanium dioxide industry
- Council Directive 92/112/EEC of 15 December 1992 on procedures for harmonizing the programs for the reduction and eventual elimination of pollution caused by waste from the titanium dioxide industry
- Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste
- Council Directive 91/689/EEC of 12 December 1991 on hazardous waste
- Council Directive 94/31/EC of 27 June 1994 amending Directive 91/689/EEC on hazardous waste

- Council Directive 94/67/EC of 16 December 1994 on the incineration of hazardous waste
- Directive 2006/66/EC of the European Parliament and of the Council of 6 September 2006 on batteries and accumulators and waste batteries and accumulators and repealing Directive 91/157/EEC
- Council Directive of 19 March 1987 on the prevention and reduction of environmental pollution by asbestos (87/217/EEC)
- Commission Directive 91/659/EEC of 3 December 1991 adapting to technical progress Annex I to Council Directive 76/769/EEC on the approximation of the laws, regulations and administrative provisions of the Member States relating to restrictions on the marketing and use of certain dangerous substances and preparations (asbestos)

The new Law on packaging and packaging waste adopted in May 2009 (Official Gazette no 36 /09) is harmonized with following EU legislations:

- European Parliament and Council Directive 94/62/EC of 20 December 1994 on packaging and packaging waste
- Directive 2004/12/EC of the European Parliament and of the Council of 11 February 2004 amending Directive 94/62/EC on packaging and packaging waste
- Directive 2005/20/EC of the European Parliament and of the Council of 9 March 2005 amending Directive 94/62/EC on packaging and packaging waste

### **Annex III - Reference to relevant Government Strategic plans and studies**

**The Stabilisation and Association Agreement (SAA)** progress report of November 2008 contains the following remarks on the Environment sector (see Annex VI):

“...Administrative capacity has improved following the creation of a separate Ministry for Environment Protection. The number of employees at the ministry has increased, in particular in the departments dealing with European integration and horizontal legislation. Local environment development plans have been prepared in a number of municipalities.”

“...However, institutional capacity and technical and human resources at the local level are still insufficient, as is coordination with the central level. Judicial enforcement of environment legislation still needs to be strengthened.”

This project aims to address important areas of these shortcomings.

**A National Sustainable Development Strategy** was adopted in 2008, following a wide consultation process. It is structured around three pillars: knowledge-based sustainability, socio-economic conditions and environment and natural resources. It identifies priority actions and includes a preliminary estimate of financial needs and priorities.

In the National Sustainable Development Strategy-NSDS the sector objective for waste management includes:

- Harmonization of legislation regarding waste management with relevant EU directives;
- Establishing an organized system of recycling and incentives for utilization of waste;
- Education and raising public awareness to resolve waste management problems.

According to the **National Programme for Adoption of the Acquis Communautaire (2013-2016)**, the new Law on Waste Management is planned, which will redefine competences regarding questions of special waste flows. The second phase of development of the Information System of the National Register of pollution sources is also planned to implement, which should include the implementation of the newly adopted legislation where there is a reporting obligation on waste. Together with this, strengthening institutional capacities through the staff recruitment and training for the tasks that involve work on further development, improvement and maintenance of the National Register of pollution sources is also planned. Strengthening administrative capacities is planned by the new IPA 2013 Twinning project “Strengthening institutional capacities for hazardous waste management”, through the TAIEX assistance program, the project ENVAP, and by the Twinning project IPA 2010 “Strengthening Inspection for Environmental Protection and relevant stakeholders in RS” through the development of the Inspection Plan based on the risk assessment for 2014 (for hazardous waste management), organizing workshops with trainers selected for the specific area, organizing joint control in the field, updating guidelines for waste, organizing joint training on the Serbian-Croatian border (together with Croatian Twinning project for the cross-border movement of waste). Also, it is planned to develop the National Plan for RSV management through the project “Proper management and final disposal of RSV”. By the end of 2015 adoption of the following regulations is planned, by which further harmonization with EU legislation in this area shall be carried out:

- Adoption of the **Law on Waste Management** which shall partly transfer the provisions of the Directives 2008/98/EC and 96/59/EC and become the basis for their implementation (prepared by the Ministry of Energy, Development and Environmental Protection-MEDEP),
- Adoption of the **Law on Mineral exploration and mining**, by which the Directive 2006/21/EC shall be partly transposed. This Law shall, among other things, regulate the management of mining waste, treatment procedures and reclamation of abandoned mining facilities, and supervision of the implementation of this law (prepared by the Ministry of Natural Resources, Mining and Spatial Planning-MNRMSP).

Also, by the end of 2015, implementation of the following priority activities has been planned:

- Further development of plans for specific waste streams management.



- Adoption of the Regulation on establishment of a plan to reduce packaging waste for the period from 2014 to 2018, which shall provide the further implementation of the regulations adopted in the field of packaging and packaging waste.
- Development of the Implementation plan for the Directive 99/31/EC is continued within the project „*Environmental Infrastructure Supporting Project*”.
- Adoption of amendment on Regulation on the criteria for the calculation of charges for packaging or packaged product, and exemption from paying fees, bond payments, the amount of compensation, as well as on the method of calculation and payment of the fee, for the purpose of further implementation of the regulations adopted in the field of packaging and packaging waste in order to reach the level of recycling and re-use, prescribed in Directive 94/62/EC, by 2020.

**The National Waste Management Strategy** was first time adopted by the Serbian Government in 2003. This Strategy is being revised in 2009 and the new **Waste Management Strategy 2010-2019** was adopted in 2010 (Official Gazette of the Republic of Serbia, no. 29/10), which complements the NPEP and defines policy objectives up to 2019. It is the basic document that provides conditions for rational and sustainable waste management at national level, and establishes fundamental principles. The strategy foresees the full harmonization of relevant legislation with the *acquis communautaire* and encourages waste minimisation, and recycling; it also prohibits the import of hazardous waste. According to the WMS “The responsibility of the Government and the National Assembly is to establish a legal framework for sustainable waste management, economic instruments for waste management implementation and public awareness raising, initiation of dialogue between the interested parties, in order to establish waste management partnerships”.

Together with the construction of one national waste treatment facility and associated disposal site, the Strategy stipulates the construction of 26 waste management regions in the Republic of Serbia totally, while 12 regional waste management centers which would include regional sanitary landfills should be established in short-term period (2010-2014). It also proposes to refurbish existing unsanitary landfills, which represent the greatest risk to the environment, and environmental “hot spots” of historical hazardous waste pollution, and to establish a hazardous waste management system. The Strategy requires the Government to prepare and adopt national waste management plans, which should address issues associated with different specific waste streams (batteries and accumulators, waste oils, waste tires, electric and electronic waste, end of life vehicles waste etc.), as well as implementing the requirements of the Stockholm<sup>10</sup> Convention. The foundation for establishing these systems is the legal framework, which should be prepared in the meantime.

**National Programme for Environmental Protection 2010-2019-NPEP** (Official Gazette of the Republic of Serbia, No. 12/10), is a cross-cutting national strategy, covering the whole environmental sector, including waste management. According to NPEP, the major gaps exist in municipal waste treatment and disposal, and the most acute waste management problem in Serbia

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<sup>10</sup> Persistent Organic Pollutants Convention was signed by Serbia on 2<sup>nd</sup> May 2005, but it has yet to be ratified.

is the lack of separate collection and processing of hazardous waste. This means that hazardous and municipal waste is often co-collected and disposed of in unsuitable landfills. There are no facilities for thermal or physical/chemical treatment or disposal of hazardous waste though some enterprises have rudimentary facilities for the treatment, collection, recovery and incineration of hazardous waste. Such facilities are usually used for processing “internal” volumes of waste, such as acids and bases, and for the recovery of waste solvents, lubricants and emulsions.

**The National Environmental Approximation Strategy 2011-2019 (EAS)** was adopted in October 2011. In view of the candidate status of the Republic of Serbia for the EU Membership from March 2012, and forthcoming process of opening the negotiations, the EAS Strategy is one of the most important documents in terms of European integrations in the field of environment. It will be the basis for accession negotiations in connection with the **Chapter 27** (Environment), which is considered as one of the most difficult and complex in negotiations. According to the EAS Strategy, overcoming this challenge requires sustained progress in three particular areas: transposition of the EU’s environmental legislation into national legislation; putting in place the administrative capacity to implement, monitor and enforce that legislation; and establishing the infrastructure required to be able to comply with the legislation (*acquis*). According to the EAS, the core approach to approximation in the waste sector comprises the continued implementation of the National Waste Management Strategy. Full transposition of EU’s legislation will require amendment of the existing Law on Waste Management, therefore a review of the Law and its associated secondary legislation will be undertaken and amendments necessary to achieve full harmonization introduced. The introduction of new legislation will be accompanied by monitoring and enforcement measures to ensure acceptable levels of implementation. Among them, the system of reporting the quantities of special waste will be modified.

National Waste Management Plan as its integral part according to the LWM Art. 11.<sup>11</sup> which contains specifically:

- 1) expected types, quantities, and origin of waste that will be produced in the territory of the Republic of Serbia, imported, or exported to other country, including the assessment of specific waste stream creation, and based on the quantity of products placed on the market of the Republic of Serbia;
- 2) existing waste collection systems and the network of large plants for waste recovery and disposal, including any treatment of waste oils, hazardous waste, and specific waste streams;
- 3) the assessment of need for new collection system, closing the existing waste management plants, additional infrastructure of waste management plants in accordance with self sufficiency and closeness principles, and, if necessary, investing in the construction of such infrastructure;
- 4) implementation plan for reducing the quantities of biodegradable waste that is being landfilled, measures for achieving the goals in reducing the disposal of this type of waste, particularly for recycling, composting, biogas production and material/energy recovery.
- 5) criteria for designating the location and required capacity of new plants for waste recovery and/or disposal;

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<sup>11</sup> The field that should be covered by the LWM covered by the NWMP are listed in the Annex II of this twinning fiche..

- 6) waste management organising, including the division of responsibility between public and private sectors, with regard to waste management;
- 7) sources and levels of funding for the implementation of all waste management measures;
- 8) assessing the beneficial effects and sustainability of implementing the economic and other instruments in waste management, with unimpaired functioning of the internal market;
- 9) measures and guidelines for the National Plan implementation;
- 10) the manner and timelines for the National Plan implementation.

Under point 9. mentioned measures and guidelines include:

- 1) general measures for waste management;
- 2) measures for hazardous waste management;
- 3) measures for specific waste streams management;
- 4) general guidelines (policies) for waste management, intended waste management technologies and methods, including waste with specific management concerns;
- 5) guidelines for waste recovery and disposal, taking into account national goals in reducing the packaging waste and reducing the waste the production of which is unavoidable, particularly reducing the biodegradable waste that is being landfilled;
- 6) guidelines for ensuring most favourable technical measures, production measures, and other measures for achieving the waste management goals;
- 7) parameters of technical and economic feasibility of hazardous waste management;
- 8) financing and measures for establishing the waste management system;
- 9) measures for implementing the public awareness raising campaigns and providing information intended for broader public or a specific consumer interest group;
- 10) data about historically contaminated waste disposal sites and measures for their rehabilitation;
- 11) other measures with relevance to waste management.

#### Overview of National Waste Management Plans

NWM Plan	Source	Status	
Medical waste	EU Project by CARDS programme ” Technical Assistant for Treatment of Healthcare Waste in Republic of Serbia”	Draft of the national plan is under revision.	

Asbestos waste	IPA 2008	The plan is prepared through IPA 2008 Twinning Project “Strengthening institutional capacities for hazardous waste management”  Through IPA 2013 “Improvement of hazardous waste management in the Republic of Serbia – IHWMS” it will be revised.	
Waste Oil	IPA 2008	The plan is prepared through IPA 2008 twinning project, and through the IPA 2013 Twinning project it will be revised.	
WEEE	IPA 2008	The plan is prepared through IPA 2008 twinning project, and through the IPA 2013 Twinning project it will be revised.	
Batteries and accumulators	IPA 2008	The plan is prepared through IPA 2008 twinning project, and through the IPA 2013 Twinning project it will be revised.	
Municipal waste/Biodegradable waste	Developed within the current project support infrastructure projects (MISP) Project, funded by the Swedish	Plan for biodegradable waste management is developed in a partial revision of existing Waste Management	

	International Development Agency and implemented by the Department of Project Management	Strategy	
Construction waste (including construction waste containing hazardous substances)	IPA 2013	It should be developed through the IPA 2013 Twinning project in 2017.	
End of life vehicles waste	IPA 2013	It should be developed through the IPA 2013 Twinning project in 2017.	
PoPs	IPA 2013	It should be developed through the IPA 2013 Twinning project in 2017.	
Integrated Hazardous Waste Management Plan	IPA 2013	It should be developed through the IPA 2013 Twinning project in 2017.	
Waste tires	IPA 2014	It is planned to be finished by the end of 2018.	The recommendation if this should be developed within this twinning project.
Packaging waste	IPA 2014	The plan for packaging and packaging waste can be developed through future project. However, considering that operators developed	The recommendation if this should be developed within this twinning project.

		these plans for the purpose of obtaining the permits, the development of such plan is still under consideration. (when all plans are combined, Plan of Packaging Waste Management will be result)	
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**ANNEX IV: Reference to main EU legal acts in waste management**

2008/98/EC Waste Framework	Directive 2008/98/EC of the European Parliament and of the Council of 19 November 2008 on waste Commission Regulation (EU) No 1357/2014 and Commission Directive (EU) 2015/1127
2006/66/EC Batteries	Directive 2006/66/EC of the European Parliament and of the Council of 6 September 2006 on batteries and accumulators and waste batteries and accumulators, as amended by Directive 2008/12/EC, Directive 2008/103/EC and Directive 2013/56/EU, and Commission Decisions 2008/763/EC, 2009/603/EC, 2009/851/EC
94/62/EC Packaging	European Parliament and Council Directive 94/62/EC of 20 December 1994 on packaging and packaging waste as amended by Regulations (EC) No 1882/2003 and (EC) No 219/2009 and Directives 2004/12/EC, 2005/20/EC, 2013/2/EU and (EU) 2015/720
96/59/EC PCB/PCT	Council Directive 96/59/EC of 16 September 1996 on the disposal of polychlorinated biphenyls and polychlorinated terphenyls (PCB/PCT) as amended by Regulation (EC) No 596/2009
EC/850/2004 POPs	Regulation (EC) No 850/2004 of the European Parliament and of the Council of 29 April 2004 on persistent organic pollutants and amending Directive 79/117/EEC, as amended by Council Regulations (EC) No 1195/2006, (EC) No 172/2007, Commission Regulations (EC) No 323/2007, (EC) No 304/2009, (EC) No 756/2010, (EC) No 757/2010, (EC) No 519/2012, (EU) 1342/2014, (EU) 2015/2030 and Regulation (EC) No

	219/2009
2000/53/EC ELVs	Directive 2000/53/EC of the European Parliament and of the Council of 18 September 2000 on end-of life vehicles as amended by Decisions 2002/525/EC, 2005/63/EC, 2005/437/EC, 2005/438/EC, 2005/673/EC, 2008/689/EC, 2010/115/EC and Directives 2008/33/EC, 2008/112/EC, 2011/37/EU and 2013/28/EU
2011/65/EU RoHS (recast)	Directive of the European Parliament and of the Council of 8 June 2011 on the restriction of the use of certain hazardous substances in electrical and electronic equipment, as amended by Commission Delegated Directives 2012/50/EU, 2012/51/EU, 2014/1/EU to 2014/16/EU and 2014/69/EU to 2014/76/EU, (EU) 2015/573, (EU) 215/574, (EU) 2015/863
2012/19/EU WEEE	Directive 2012/19/EU of the European Parliament and of the Council of 4 July 2012 on waste electrical and electronic equipment (WEEE)
1999/31/EC Landfill	Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste as amended by Regulations (EC) No 1882/2003 and (EC) No 1137/2008 and Directive 2011/97/EU  Council Decision of 19 December 2002 establishing criteria and procedures for the acceptance of waste at landfills pursuant to Article 16 of and Annex II to the Directive 1999/31/EC
EC/1013/2006 Shipments Waste of	Regulation (EC) No 1013/2006 of the European Parliament and of the Council of 14 June 2006 on shipments of waste as amended by Commission Regulations (EC) No 1379/2007, (EC) No 669/2008, (EC) No 219/2009, (EC) No 308/2009, (EU) No 413/2010, (EU) No 664/2011, (EU) No 135/2012, (EU) No 255/2013, and Regulations (EC) No 219/2009, (EU) No 1234/2014, (EU) 2015/2002  Commission Regulation (EC) No. 1418/2007 of 29 November 2007 concerning the export and recovery of certain waste listed in Annex III or IIIA to Regulation (EC) No. 1013/2006 to certain countries to which the OECD Decision on the control of transboundary movements of waste does not apply, as amended by Regulations (EC) No 740/2008, (EC) No 967/2008 and (EU) No 837/2010
2006/21/EC Mining Waste	Directive 2006/21/EC of the European Parliament and of the Council of 15 March 2006 on the management of waste from extractive industries and amending Directive 2004/35/EC and Regulation (EC) 596/2009, as amended by Commission Decision 2009/335/EC, 2009/337/EC, 2009/358/EC, 2009/359/EC and 2009/360/EC

1257/2013 Ship Recycling	Regulation (EU) No 1257/2013 of the European Parliament and of the Council of 20 November 2013 on ship recycling and amending Regulation (EC) No 1013/2006 and Directive 2009/16/EC
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**ANNEX V: Ministry of Agriculture and Environmental Protection – organogram**

**MINISTRY OF AGRICULTURE AND ENVIRONMENTAL PROTECTION**

# MINISTRY OF AGRICULTURE AND ENVIRONMENTAL PROTECTION



