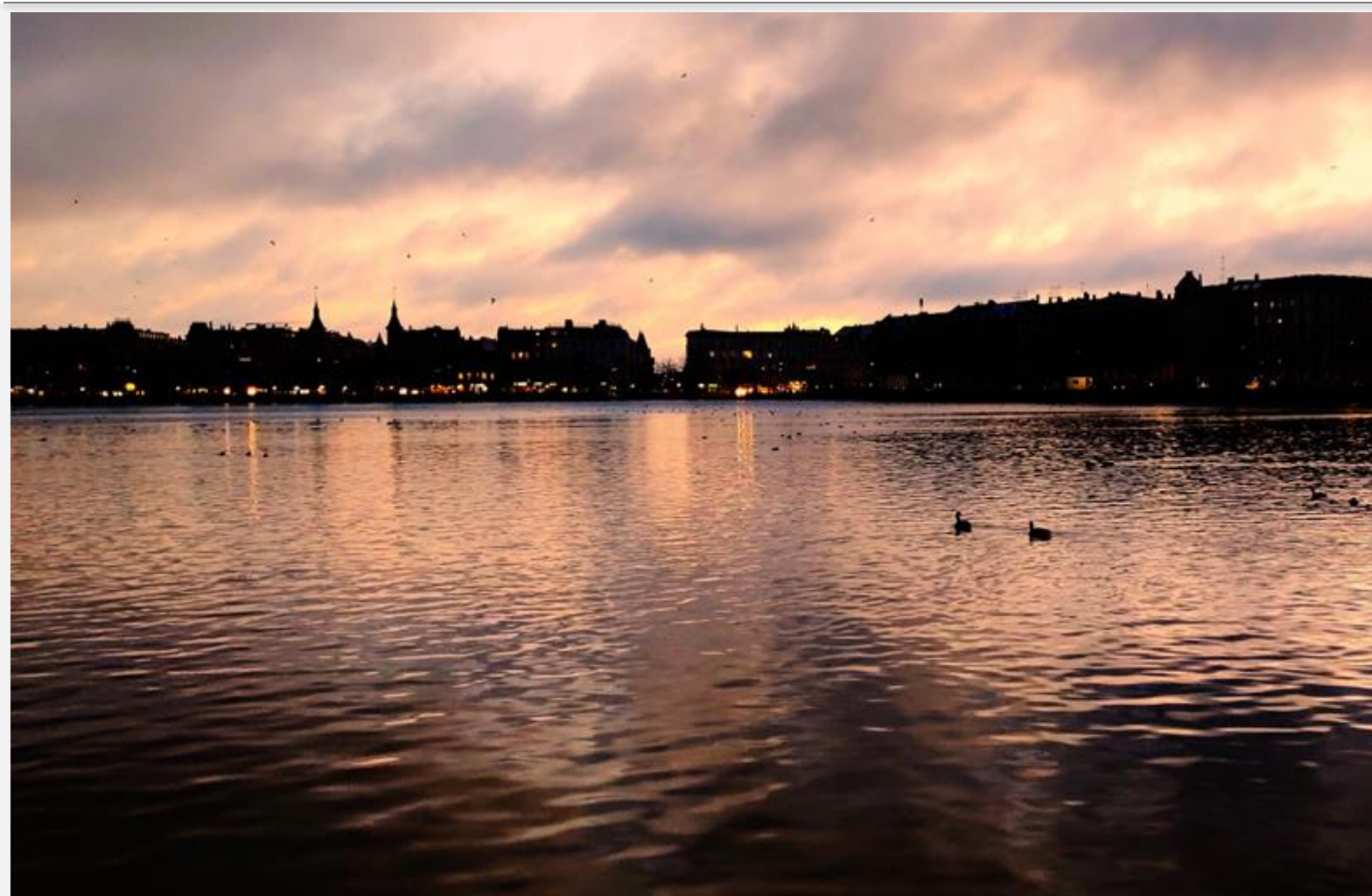


## Circular Economy policy innovation and good practice in Kosovo, Switzerland and Türkiye



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## Introduction

The European Commission requested the EEA to produce EU-27 country profiles that offer an updated view of the following elements:

- 1 circular economy policies being implemented at a national level with a particular focus on elements that go beyond EU mandatory elements; and
- 2 best practice with a focus on policy innovation.

While implementing the EU Circular Economy Action Plan (CEAP 2020), Member States are encouraged to advance circularity at a national level by adopting policies and initiatives that go beyond EU regulations, while preserving the Single Market.

Country profiles are based on information reported by the Eionet network and, in particular, the Eionet Group on Circular Economy and Resource Use as a response to the survey questions and guidelines (Annex 1), in the second quarter of 2022. The information was reviewed and edited by the European Topic Centre on Circular economy and resource use (ETC CE).

This report provides an overview of the main findings from Kosovo, Switzerland and Türkiye. They joined the survey on a voluntary basis as a EEA member or cooperating country.

## Key messages

The three countries are at different stages of implementing the circular economy.

**Kosovo**, which is still building up its waste management infrastructure, included in its waste policy the fourth strategic objective of “*promoting the values and practice of a circular economy*” to create awareness among many stakeholders. Regarding data and indicators, Kosovo is just starting to develop them. Kosovo considers the institutional and financial challenges as the highest barriers currently.

**Switzerland** has a strong history in policies based on scientific research for resource use leading to using (aspirational) footprint targets. A parliamentary initiative has started, which may lead, to a dedicated circular economy policy in 2024 after, possibly, a referendum. Switzerland provided several links to relevant scientific studies and also provided interesting recommendations for next steps for all circular economy stakeholders.

- The circular economy is an **instrument** to reduce environmental impacts and **not a goal in itself**. There should be a focus on those circular economy political instruments and measures that effectively and efficiently reduce such environmental impacts as greenhouse gas emissions.
- Use clear **targets** at different levels – recycling rates or content, **consumption footprints**, etc. – for policymaking and measuring progress.
- Work towards **internalisation of external costs** – a long-term goal.
- **Consider shifting the tax burden from labour to resources** to incentivise labour-intensive circular economy activities, such as repairing. This is currently a low political priority and not an issue in the political discussion at the moment, but nonetheless a long-term goal.

**Türkiye** is currently investing in knowledge for a circular economy policy through the Technical Assistance for Assessment of Türkiye's Potential on the Transition to a Circular Economy (DEEP) project but has already integrated **circular economy** elements in consumption and production policies. It perceives the market for recycled resources and the consumer behaviour as the main barriers. Türkiye has extended its known strong focus on sectoral approaches by adding circular economy aspects to 11 guides on waste prevention and reduction, which were prepared within the scope of the **Zero Waste project**. These guides have been prepared **for many different stakeholders**, from citizens to municipalities, from industrial to tourism facilities, and from restaurants to hotels. These guides also aim to inform stakeholders about the

basic principles of the circular economy, such as extending product lifecycles and choosing recyclable products.

# 1 Existing public policy framework

## 1.1 Dedicated strategies, roadmaps or action plans for circular economy

**Kosovo** included “*promoting the values and practice of a circular economy*” as a fourth strategic objective in its **Integrated Waste Management Strategy (2021–2030) and Action Plan (2021–2023)** on 28 May 2021. The Strategy <sup>(1)</sup> defines three specific (sub-) objectives for the fourth strategic objective: **raising awareness** of the importance and benefits of waste management and recycling; stimulating **innovation** in waste prevention; and establishing reuse and recycling systems based on the **extended producer responsibility (EPR) concept**. The three-year Action Plan was approved containing activities such as **communicating** the Strategy to interested parties and the public; the design of an **overall behavioural change programme** with key intervention areas and target groups; and promoting the values and practice of a circular economy.

**Switzerland** currently does not have a dedicated national or regional circular economy vision, strategy, action plan or roadmap. The **Ordinance on the Avoidance and the Disposal of Waste** <sup>(2)</sup>, which is based on the Environmental Protection Law (*Umweltschutzgesetz* (USG)), could, however, be considered a **political framework**. In 2020, a **Parliamentary Initiative 20.433** <sup>(3)</sup> to strengthen the Swiss circular economy has been initiated and is currently being discussed by parliament. This would be implemented as a change to the Environmental Protection Act. Circular economy measures can be proposed under Article 35i, in accordance with the EU Ecodesign Directive. The political decision and possibly a referendum, are **expected in 2024**.

**Türkiye**: an EU project on the circular economy, the DEEP project, was officially initiated in February 2022. A **National Circular Economy Action Plan and Roadmap will be prepared** and published with the participation of the main public institutions. It is planned that this will be **published in the fourth quarter of 2023**.

## 1.2 Circular economy elements in other policies

All three countries are including elements of the circular economy in other policies. Sustainable consumption and production, and energy-related product policies were reported by two of them, presumably to be in line with EU regulations important for entering the EU market.

**Table 1.1 Some selected examples of circular economy elements integrated in other policies**

Country	Circular economy element	Weblink
Kosovo	EPR mechanisms applied to products/waste streams to enhance reuse and recycling	<a href="#">Sustainable consumption and production (in Albanian)</a>
Switzerland	Availability of spare parts for certain products	<a href="#">Energy efficiency regulation</a> allows regulation of some, though not all, circular economy aspects in accordance with the EU Ecodesign Directive (in French, German and Italian)
Türkiye	Inclusion of the circular economy in the food, fishing and agriculture; housing and	Mediterranean Sustainable Consumption and Production Regional Action Plan

<sup>1</sup> <https://gzk.rks-gov.net/ActDetail.aspx?ActID=42930> (in Albanian)

<sup>2</sup> [SR 814.600 - Ordinance of 4 December 2015 on the Avoidance and the Disposal of Waste \(Waste Ordinance, ADWO\) \(admin.ch\)](#) (in English, French, German and Italian)

<sup>3</sup> <https://www.parlament.ch/de/ratsbetrieb/suche-curia-vista/geschaefft?AffairId=20200433> (in French, German, Italian and Romansh)

Country	Circular economy element	Weblink
	construction; consumer products manufacturing; and tourism value chains	In preparation: Action Plan for the housing and construction sector, to be published in 2022; National Sustainable Consumption and Production Action Plan, to be published in the third quarter of 2024
Türkiye	Environmentally-friendly design for energy related products	<a href="#">Regulation on the Environmentally-responsible Design of Energy-related Products</a> (in Turkish)

## 2 Monitoring and targets

This chapter provides the findings based on the responses from the countries to the questions about circular economy assessments, monitoring frameworks, indicators and targets.

### 2.1 Assessment of circular economy performance

**Kosovo:** the Environmental Agency is yet to evaluate the circular economy due to the lack of indicators.

**Switzerland:** the Federal Government report on resource conservation <sup>(4)</sup>, which takes stock of resource use and progress towards a green economy, states, “*despite efficiency gains, Switzerland is currently far from achieving the sustainable use of resources. As a result of the rising global consumption of resources, climate stability and ecosystems are at the limits of their resilience worldwide. Switzerland is contributing to this through its high consumption of resources per capita. Additional measures are essential so that future-proof, resource-conserving consumption and production models can be strengthened*”.

**Türkiye:** A circular economy **monitoring framework and related indicators will be studied** under the DEEP Project.

### 2.2 Circular economy monitoring frameworks and their indicators beyond the ones from Eurostat

**Kosovo:** has formed an **inter-ministerial commission to monitor, implement, review and finalise** the Kosovo Integrated Waste Management Strategy (2021–2030). It is also in the process of establishing a Coordination Committee for the Waste Management and Circular Economy Sector.

**Switzerland:** indicators related to resource use are:

- environmental footprint indicators: materials, raw material consumption (RMC); biodiversity, water, greenhouse gases and the ecological footprint as well as the total environmental footprint <sup>(5)</sup>;
- ecology in the construction sector: this indicator depicts the certified energy reference area and hence the demand for buildings certified by the Minergie ECO standard <sup>(6)</sup>;
- waste and recycling: indicators on municipal solid waste and recycling rates.
- 

In the future, the circular material use rate (CMUR) calculated by the Swiss Federal Statistical office will be integrated as well <sup>(7)</sup>. The environmental footprints are also shown as efficiency indicators. The focus lies on per person and national footprints in absolute numbers because an increase of efficiency alone is not sufficient information, since it can result from gross domestic product (GDP) growth alone. Instead, the Federal Office for the Environment (FOEN) <sup>(8)</sup> provides a **comparison with available limits derived from planetary boundaries** to communicate the need for action.

**Türkiye:**

Uses a set of indicators:

- amount of raw materials extracted, imported and exported;
- amount and value of products manufactured, imported and exported;

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<sup>4</sup> <https://www.bafu.admin.ch/bafu/en/home/topics/economy-consumption/info-specialists/federal-government-measures-for-resource-conservation.html> (website in English, report in German and French)

<sup>5</sup> Aggregated impacts related to Swiss consumption at home and abroad with ecopoints based on the “*ecological scarcity method*”, also known as UBP Method (see [report](#) in French, German and Italian)

<sup>6</sup> <https://www.minergie.ch/de/standards/neubau/eco/> (in English, French, German and Italian)

<sup>7</sup> <https://www.bfs.admin.ch/bfs/en/home/statistics/catalogues-databases/graphs.assetdetail.17884673.html> (in English, French, German and Italian)

<sup>8</sup> <https://www.bafu.admin.ch/bafu/en/home/topics/economy-consumption/info-specialists/resource-consumption.html> (in English, French, German and Italian)



- Amount of waste generated, imported and exported;
- employment and registered companies.

Sources for further information: [Turkish Statistical Institute \(TURKSTAT\) <sup>\(9\)</sup>](#) and the [National Inventory Report <sup>\(10\)</sup>](#)

### 2.3 Specific circular economy targets

#### Kosovo:

- raising awareness of the importance and benefits of waste management and recycling (**impact of awareness-raising campaigns assessed and published by 2023, 2026, and 2030**),

#### Switzerland:

- ***“the materials footprint is reduced substantially and in harmony with the 1.5 °C target set in the Paris Climate Agreement”<sup>(11)</sup>***. This goal is, however, not legally binding and has, so far, not been specified;
- recycling targets in the ordinance on beverage packaging, **at least 75 % of polyethylene terephthalate (PET), aluminium and glass beverage packaging has to be recycled.**

#### Türkiye:

- coverage of 100 % of the urban population with **wastewater treatment plants** by 2023;
- Increase wastewater recovery from 4.2 % in 2022 to 5 % in 2023 and to 15 % in 2030.

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<sup>9</sup> [tuik.gov.tr](http://tuik.gov.tr) (in Turkish)

<sup>10</sup> <https://unfccc.int/documents/461926>

<sup>11</sup> <https://www.are.admin.ch/are/en/home/sustainable-development/strategy/sds.html> (p. 16) (in English, French, German and Italian)

## 3 Examples of innovative approaches and good practice

### 3.1 Public policies

Kosovo is only starting to introduce the circular economy concept to society so has no examples yet. For the other two countries examples containing practical tools for other stakeholders are shown, as well as an innovative example from Türkiye in getting media attention.

#### Switzerland

With the revision of the Federal **Public Procurement Act**, sustainability has become a strategic focus for public procurement. To support the development of a new procurement culture, a knowledge platform (<sup>12</sup>) has been set up. The platform contains dedicated information for procurers. One section is particularly for small procuring entities. It is a **toolbox** (<sup>13</sup>) for sustainable public procurement with guidance for the most common product groups – paper, lightning, vehicles, print products, natural stones, furniture, etc. For each of them, **specific circular procurement criteria** are included.

#### Switzerland

**Regulation** on the return, take-back and disposal of electrical and electronic equipment (VREG): The revision of the ordinance from 2021 helps to **strengthen the recycling of old equipment** and thus close the resource cycle. Rare technology metals such as neodymium or tantalum are now to be recovered if the necessary processes exist. The scope of the ordinance is to be extended to all electrical and electronic equipment. This includes, in particular, medical devices, monitoring and control instruments, dispensing machines and photovoltaic modules, which will in future fall under VREG (<sup>14</sup>).

#### Türkiye

##### Guides for waste prevention and reduction

Apart from preparing legislation on alternative raw materials, using waste as a resource, 11 guides on waste prevention and reduction were prepared within the scope of the **Zero Waste project**. These guides have been prepared **for many different stakeholders**, from citizens to municipalities, from industrial facilities to tourism facilities, and from restaurants to hotels. These guides also aim to inform stakeholders about the basic principles of the circular economy, such as extending product lifecycles and choosing recyclable products. Social media are also heavily used to inform all stakeholders, especially consumers.

#### Türkiye

The Save Your Food Campaign has broken two **Guinness World Records**: 1) most pledges received for an environmental sustainability campaign (<sup>15</sup>) – 789 522 pledges; and 2) most pledges received for a campaign (<sup>16</sup>) – 880 749 pledges.

<sup>12</sup> [www.pap.swiss](http://www.pap.swiss) (in French, German and Italian)

<sup>13</sup> [www.pap.swiss/toolbox](http://www.pap.swiss/toolbox) (in French, German and Italian)

<sup>14</sup> [Luft und Recycling: Bundesrat genehmigt Verordnungen im Umweltbereich \(admin.ch\)](https://www.admin.ch/gov/de/section/03/insert/1374) (in English, French, German and Italian)

<sup>15</sup> <https://www.guinnessworldrecords.com/world-records/533865-most-pledges-received-for-an-environmental-sustainability-campaign#:~:text=The%20most%20pledges%20received%20for,food%20wastage%20on%20the%20environment>

<sup>16</sup> <https://www.guinnessworldrecords.com/world-records/most-pledges-received-for-a-campaign>

### 3.2 Private policy initiatives

#### Kosovo

##### **SEREC– successfully implementing the circular economy in Kosovo ( <sup>17</sup> )**

Engaging in various activities based on the concepts of a circular economy, the project aims to support the development of social entrepreneurship in Peja/Peć, and to support the growth in the employment of marginalised groups, mainly women and youth. One of the main activities is the collection and reprocessing of materials and clothing.

#### Switzerland

##### **Recycling zinc from fly ash**

**Thirty regional sites** for the thermal treatment of domestic waste streams have been established in Switzerland as well as a [new company](#) (website in French and German), which aims to recycle zinc contained in the fly ash produced during the combustion of waste. The fly ash will be brought to the **factory, financed** with an investment of CHF 65 million, where it be treated efficiently. Zinc will thus be produced in Switzerland at a rate of 7–9 tonnes per day, so that the country will become 40–60 % **self-sufficient for this metal by 2026**.

#### Türkiye

Within the scope of the protocol signed by the Ministry with Gebze Technical University in 2021, the **Cleaner Production** in the Textile Industry project was established. Within the scope of the project, dyes will be removed from wastewater originating from textile dyeing enterprises, and the salt water then reused for further fabric dyeing and washing.

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<sup>17</sup>

<http://support4partnership.org/en/news/serec-successfully-implementing-the-practices-of-circular-economy-in-kosovo>

## 4 Barriers, challenges and future developments

### 4.1 Challenges and barriers to implementation of the circular economy

#### Kosovo:

The main barriers and challenges to the implementation of a circular economy are:

- financial sustainability;
- infrastructure;
- transition to the circular economy.

#### Switzerland:

##### *Political reasons:*

- in the past, there was no majority for a political breakthrough in the field of the green/circular economy.

##### *Economic reasons:*

- comparatively **low prices for unsustainable products and primary resources** – externalities are not internalised; there is no incentive/businesses underestimate the potential for cost cutting;
- slow diffusion of resource-efficient technologies;
- **low acceptance of secondary raw materials** by markets;
- transparency partly missing in supply chains;
- correlation of economic wealth and the throwaway society.

##### *Political and socio-economic reasons:*

- **a missing sense of urgency** in the economy and among citizens.

Further information on obstacles for the circular economy:

- report <sup>(18)</sup> of the Federal Council of 11 March 2022 in fulfilment of Postulate 18.3509 (Noser) "**Dismantling the barriers** to resource efficiency and the circular economy" of 13 June 2018;
- **status report of the Swiss Circular Economy** <sup>(19)</sup> at the company level;
- according to Stucki and Wörter (2021) <sup>(20)</sup> entry into and expansion of the circular economy are primarily hampered by **three factors: suitability** of products and services for the circular economy, high **investment costs** and **technical implementation** difficulties.

#### Türkiye:

- availability of technologies and infrastructure, cultural obstacles, law and regulatory obstacles, and availability of competencies are the main barriers.

#### Ranking of barriers:

Kosovo and Switzerland are pretty much in line with the previous survey. Turkey clearly differs by reporting that market barriers and consumer behaviour are the toughest challenges for implementing the circular economy.


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<sup>18</sup> <https://www.admin.ch/gov/de/start/dokumentation/medienmitteilungen.msg-id-87538.html#:~:text=Mit%20dem%20Postulat%2018.3509%20von,die%20Entwicklung%20der%20Kreislaufwirtschaft%20behindern> (in French, German and Italian)

<sup>19</sup> [https://www.bfh.ch/dam/jcr:c94f7cfb-250d-4c23-8cd1-45069da075d4/W\\_Brosch\\_Studie\\_Kreislaufwirtschaft\\_211126\\_W\\_def.pdf](https://www.bfh.ch/dam/jcr:c94f7cfb-250d-4c23-8cd1-45069da075d4/W_Brosch_Studie_Kreislaufwirtschaft_211126_W_def.pdf) (in German)

<sup>20</sup> <https://www.arv.ch/data/docs/de/5970/Kreislaufwirtschaft-2021-11-repr%C3%A4sentative-Studie-zur-Umsetzung-der-Kreislaufwirtschaft.pdf?v=1.0> (in German)


**Kosovo:**

High barrier	<b>Institutional challenge to develop policy for a complex cross-sectoral issue</b>
	Market barriers for recycled resources
	Companies' ability to grasp opportunities
	Consumer behaviour and awareness
Low barrier	Good indicators and targets

**Switzerland:**

High barrier	<b>Institutional challenge to develop policy for a complex cross-sectoral issue</b>
	Companies' ability to grasp opportunities
	Market barriers for recycled resources
	Consumer behaviour and awareness
Low barrier	Good indicators and targets

**Türkiye:**

High barrier	Market barriers for recycled resources
	Consumer behaviour and awareness
	Companies' ability to grasp opportunities
Low barrier	Institutional challenge to develop policy for a complex sectoral issue
	Good indicators and targets

## 4.2 How to overcome obstacles and suggested action

**Kosovo:**

Addressing barriers through:

- funding for promotion of the concept and beneficiaries
- create infrastructure to implement circular economy requirements;
- raising interest among businesses to develop new products according to circular economy concepts;
- creating incentives for citizens to participate in the creation of the circular economy;
- governmental incentives that would stimulate and support a circular economy .

So, in general: collaboration and **partnerships between government, business and civil society** to move the circular economy from an idea to action at scale.

**Switzerland:**

- The circular economy is an **instrument** to reduce environmental impacts and **not a goal in itself**. There should be a focus on those circular economy political instruments and measures that effectively and efficiently reduce such environmental impacts as greenhouse gas emissions. For example, both a **tax on landfilled construction materials as well as limit values for embodied greenhouse gas emissions from buildings** could incentivise some aspects of the circularity of buildings. Limit values, however, have a much higher effect on greenhouse gas reductions – see economic analysis <sup>(21)</sup> of circular economy instruments in the construction sector based on the

<sup>21</sup> [https://www.bafu.admin.ch/dam/bafu/de/dokumente/wirtschaft-konsum/externe-studien-berichte/vobu-kreislaufwirtschaftsmassnahmen-im-bauwesen.pdf.download.pdf/VOBU\\_Kreislaufwirtschaft\\_Bauwesen.pdf](https://www.bafu.admin.ch/dam/bafu/de/dokumente/wirtschaft-konsum/externe-studien-berichte/vobu-kreislaufwirtschaftsmassnahmen-im-bauwesen.pdf.download.pdf/VOBU_Kreislaufwirtschaft_Bauwesen.pdf) (in German)

Parliamentary Initiative 20.433, Article 45 paragraph 3 <sup>(22)</sup> of the proposed change to the Energy Act or the existing regulation in France <sup>(23)</sup> or Denmark <sup>(24)</sup>.

- Use **financial support** for information and consulting services as well as education and training (also proposed by the parliamentary initiative 20.433).
- **Consumer information**, product declaration – general article, without specific implementation proposed by Parliamentary Initiative 20.433).
- Use clear **targets** on different levels – recycling rates or content, consumption footprints, etc. – for policy making and measuring progress.
- Consider eco-modulation of anticipated fees <sup>(25)</sup>. Be aware, however, of limitations – fee modulation often only leads to a marginal price effect and thereby change of ecodesign.
- Work towards **internalisation of external costs** – a long-term goal.
- Use lifecycle analyses and offer public access to them and information, for example, information on construction materials <sup>(26)</sup>.
- **Consider shifting the tax burden from labour to resources** to incentivise labour intensive circular economy activities, such as repairing – a low political priority and not an issue in the political discussion at the moment, thus, a long-term goal.
- Besides anticipated fees and EPR schemes, consider **obligations for material recovery**. In Switzerland, there is an obligation to recover phosphorus from 2026 onwards. To be further analysed: material recovery from insulation material could make the recycling and phase out of harmful substances profitable (economies of scale) <sup>(27)</sup>.

#### Türkiye:

Adopting standards on traceability and transparency, as well as EU and international standards for data collection and exchange, are essential. This will include the establishment of financial and other incentives, such as sustainable procurement, green procurement, technological innovation and EPR schemes that are already in place in Türkiye.

### 4.3 The way forward

#### 4.3.1 What is going to happen in the near future?

#### Switzerland:

In 2020, **Parliamentary Initiative 20.433** <sup>(28)</sup>, aimed at strengthening the Swiss circular economy, has been initiated and is currently being discussed in parliament. The present preliminary draft creates new legal foundations. In addition, new provisions are intended to contribute to reducing environmental pollution, **increasing the performance and security of supply** of the Swiss economy and achieving a lasting improvement in resource efficiency <sup>(29)</sup>. The political decision and possibly a referendum are **expected for 2024**.

<sup>22</sup> <https://www.parlament.ch/centers/documents/de/vernehmlassung-20-433-urek-n-vorentwurf-d.pdf> (in German)

<sup>23</sup> <https://www.ecologie.gouv.fr/re2020-nouvelle-etape-vers-future-reglementation-environnementale-des-batiments-neufs-plus> (in French)

<sup>24</sup> [https://im.dk/Media/637602217765946554/National\\_Strategy\\_for\\_Sustainable\\_Construktion.pdf](https://im.dk/Media/637602217765946554/National_Strategy_for_Sustainable_Construktion.pdf)

<sup>25</sup> <https://op.europa.eu/en/publication-detail/-/publication/08a892b7-9330-11ea-aac4-01aa75ed71a1/language-en> or [https://www.legifrance.gouv.fr/codes/article\\_lc/LEGIARTI000043974919](https://www.legifrance.gouv.fr/codes/article_lc/LEGIARTI000043974919) (in French)

<sup>26</sup> [https://www.kbob.admin.ch/kbob/de/home/themen-leistungen/nachhaltiges-bauen/oekobilanzdaten\\_baubereich.html](https://www.kbob.admin.ch/kbob/de/home/themen-leistungen/nachhaltiges-bauen/oekobilanzdaten_baubereich.html) (in French, German, French and Italian)

<sup>27</sup> See for example, <https://www.ivv.fraunhofer.de/en/recycling-environment/recycling-of-contaminated-plastics/polystyreneloop.html> or <https://www.sciencedirect.com/science/article/pii/S0921344919305373>

<sup>28</sup> <https://www.parlament.ch/de/ratsbetrieb/suche-curia-vista/geschaefft?AffairId=20200433> (in English, French, German, Romansh and Italian)

<sup>29</sup> <https://www.parlament.ch/de/organe/kommissionen/sachbereichskommissionen/kommissionen-urek/vernehmlassung-urek-20-433> (in French, German and Italian)

**Türkiye:**

## National Circular Action Plan

The Green Deal Action Plan, which is coordinated by Ministry of Trade, has circular economy targets. Details will be in National Circular Economy Action Plan that will be published by the end of 2023.

**Annex 1    Survey questions and guidelines**



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