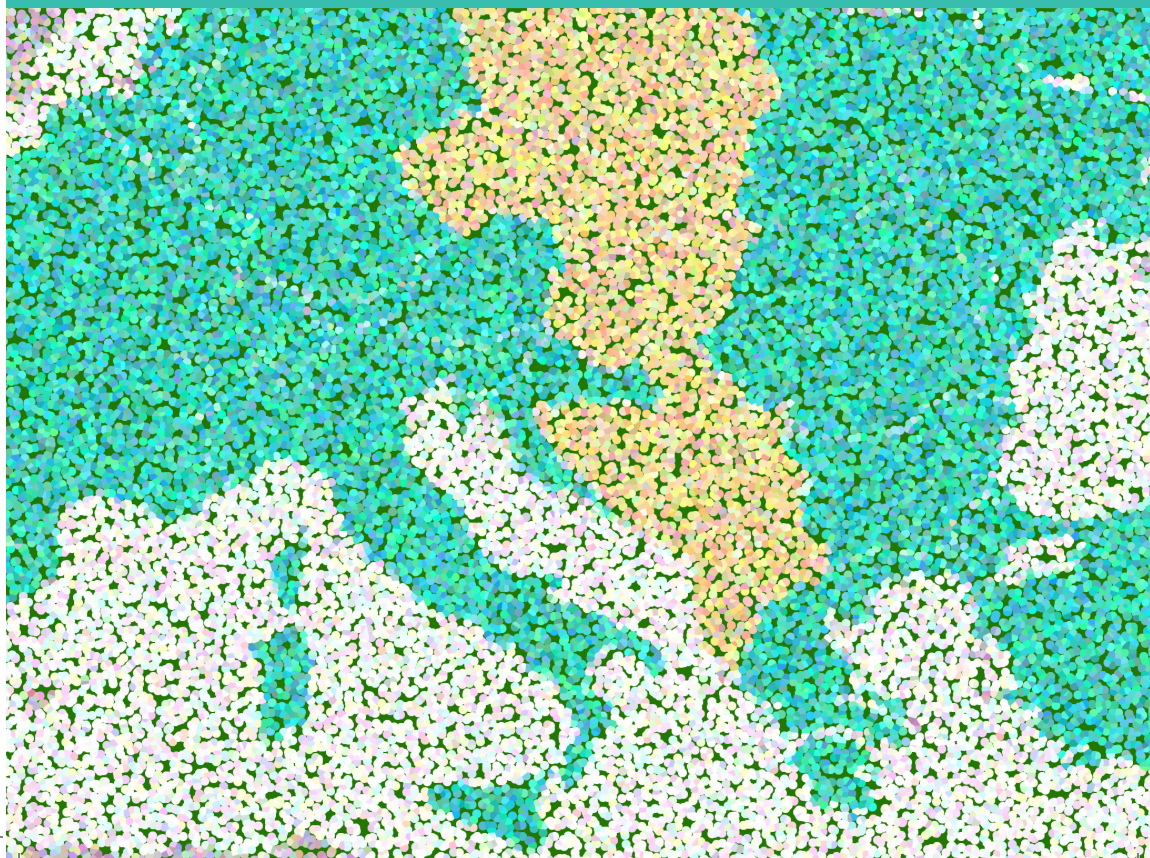


# The Visegrad 4 and the Balkans

working together  
for resource efficient  
development



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CEE Bankwatch Network's mission is to prevent environmentally and socially harmful impacts of international development finance, and to promote alternative solutions and public participation.

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# Introduction

In its 2014 progress reports for countries of the Western Balkans, the European Commission writes: “An empowered civil society is a crucial component of any democratic system and should be recognised and treated as such by the government.” With this in mind, CEE Bankwatch Network – together with partners from Albania, Bosnia and Herzegovina, Czech Republic, Hungary, Macedonia, Serbia and Slovakia – organised a series of partnerships for the active participation of CSOs in these countries to shape EU funding for resource efficient projects and programmes. The project, “V4 and the Balkans – working together for resource efficient development” lasted 18 months throughout 2013 and 2014.

In the last four years, Bankwatch has invested significant efforts in building the capacity of CSOs in the Western Balkans on various topics, particularly pre-accession funding. Financing from the Instrument for Pre-Accession (IPA) is intended to help countries introduce necessary political, economic and institutional reforms to bring them in line with EU standards as part of the enlargement process. The reforms necessary for EU membership intend to improve the lives of citizens in beneficiary countries. Key aims of this assistance include support for political reforms, in particular institution building, strengthening the rule of law, human rights, protection of minorities and the development of civil society. As Bankwatch has experience in shaping EU funds in new Member States and developed expertise in the enlargement and accession processes, this knowledge naturally transferred to Bankwatch members and partners in Western Balkan countries.

Began in Macedonia in 2011, the initiative developed as a way for environmental CSOs to learn about IPA and the new programming process for EU funds in their countries. That same year the first multilingual IPA toolkit was published by Bankwatch and partners from Albania, Macedonia and Serbia and was distributed to CSOs across the region in order

to build understanding about IPA. During 2012 and 2013 with the help of Bankwatch CSOs from the region organised for the IPA programming process and created alliances for better dialogue with the institutions.

The “V4 and the Balkans – working together for resource efficient development” project focuses on the involvement of the CSOs in the development of national policies that can enable the implementation of resource efficient practices. Through a series of internships, the project helped share skills during joint meetings with the partners and by producing informational materials and policy papers, including the present compilation.

The internships were organised for three partners from the Western Balkans: EDEN Centre in Albania had its internship with Friends of the Earth CEPA in Slovakia; CEKOR in Serbia had its internship with Friends of the Earth MTVSZ in Hungary; and Center for the environment had its internship with Friends of the Earth Hnuti Duha in the Czech Republic. Topics covered during the internships included the involvement of CSOs in structured dialogue with the Slovak government, the climate law initiative in Hungary and waste management practices in the Czech Republic. The three case studies presented here offer insights about the experiences of CEE countries and analyse the potential for implementation of such good practices in Western Balkan countries. Additionally, a study on the implementation of the partnership principle was prepared by the partner in Macedonia, as a result of its long-term engagement in decision-making processes in the country.

This compilation is intended to serve CSOs in IPA beneficiary countries and provide information about some good practices that can be implemented in the region. It is our hope that it is found useful and worthy of distribution across the region.

# The partnership principle in the EU



## INTRODUCTION

The partnership principle in Cohesion Policy<sup>1</sup> is meant to provide for the comprehensive and early involvement of all stakeholders into the planning, implementation, monitoring and evaluation of EU funds' investments. Such engagement can foster various benefits and added value such as enhancing a collective commitment and ownership over EU policies and investments, increasing knowledge and expertise on project design, selection and implementation, as well as ensuring greater transparency in decision-making processes to prevent fraud and the misuse of taxpayers' money.

The European Commission's proposal for a new Cohesion Policy legislation stipulates in Article 5 of the Common Provisions Regulations the introduction of a so-called "European Code of Conduct on Partnership". The code of conduct should give guidance to Member States in promoting best practice in the field of partnership regarding: partners' involvement and dialogue with decision-makers; their selection process; access to information, to time lines and planning documents; reporting on consultation and partners' role and added-value during programming, and; flexibility on specific procedures, combined with the responsibilities to ensure a transparent and participatory process (including the reporting of actions taken in that regard). Thus it aims to address one of the main weaknesses of the current application of the partnership principle: different levels of engagement in different Member States often lead to low-standard partnerships.

During negotiations on the legislative framework, Member States were successful in preventing any binding requirements or enforceable minimum standards that they would need to adhere to as far as partnership is concerned. At the insistence of the Member States, the whole partnership principle, when compared to the Commission's initial proposal, was hollowed out and is now the subject of "full flexibility", allowing as much "good conduct" as deemed appropriate from the point of view of the ministries involved.

Member States committed during "the preparatory phase of the programming documents [to] take into account as far as possible the principles of the draft Regulation", i.e. including the main elements of the partnership principle. In February 2013, CEE Bankwatch Network and partners communicated a cautiously optimistic view on the application of the partnership principle. Timelines and the process of involving stakeholders appeared to be set, however the real proof about the quality partnership was still to be seen.

By March 2014, with the draft Partnership Agreements submitted to the European Commission and the main structures and priorities of the Operational Programmes set in most countries, it became clear that in certain central and eastern European countries the meaningful implementation of the partnership principle remains a distant prospect.

## **WHAT IS THE GOAL?**

Increased civic engagement and the participation of stakeholders will help to improve the quality, relevance and effectiveness of government policies and ensure that socio-environmental concerns are addressed alongside economic ones. An inclusive approach is likely to create more confidence in official policies and decisions and in the institutions that develop and deliver them.

Only public participation, transparency and access to information can guarantee the proper application of different environmental safeguard procedures such as EIA and SEA, and are essential for facilitating the accountability of political processes and decisions.

## **WHAT NEEDS TO BE DONE?**

National Cohesion Policy managing authorities should actively – and not only upon request – provide the public access to all information necessary to allow for informed participation in decision-making processes.

Authorities should disclose information on programming procedures and document drafts as well as detailed information on projects that are already available at the national level in a timely fashion. This should be accompanied by an assessment and publication of the costs and impacts of the programmes, subsidies and projects that affect citizens. The information

should be timely and easily accessible at all relevant levels (European, national and regional) and should include the following documents: preparatory documentation within programming and implementation, the programmes, project selection criteria and processes, the composition of selection committees, project proposals, EIAs, selected projects, beneficiaries, auditing, monitoring and evaluation criteria and reports. Processes leading to decisions, and the implementation and enforcement of them, should be clear and accessible to everyone.

## **PARTNERSHIP IN IMPLEMENTATION**

- Capacity building should be provided for stakeholders (including NGOs and civil servants) to participate in partnership processes (to understand each other's motivations, internal processes and the like).
- Assistance, consultation and trainings should be provided to potential project applicants for Cohesion Policy funding.
- The EU and Member States should ensure that financial support is allocated for NGO participation.
- In the case of some measures (eg. social and community development), cooperation with NGOs shall be a mandatory prerequisite for applicants.
- Administrative and financial barriers in access to funding from the EU Funds for NGOs should be reduced;
- Member State authorities and the Commission should publish information about the implementation of projects in their scope of competence in a coherent way on the internet.
- NGO experts should be involved in project evaluation and selection teams.
- Partners' direct costs (eg. travel) related to their participation in planning, monitoring, project evaluation or other partnership-based bodies should be reimbursed.

## **PARTNERSHIP IN MONITORING**

- The scope of competence of monitoring committees should be enhanced (in terms of adopting any change to the relevant programming and implementation documents and also dealing with the "horizontal" performance of programmes).
- A monitoring committee supervising all Operational Programmes at the national level should be set up.
- Partners should be evenly represented in monitoring committees and be selected via transparent processes respected by the authorities.
- Monitoring committees should operate in a transparent manner, including the regular publication of meeting documents.
- NGOs should be represented in all monitoring committees and their representatives would have voting rights.
- NGOs should be able to elect their own representatives and the authorities should not be able to influence these elections.
- There should be no requirements or restrictions for NGO representatives different than those for any other member of the monitoring committee.



# Plenipotentiary office in Slovakia



## THE STRUCTURE

The plenipotentiary office, established by the government to facilitate relations between civil society organizations (CSOs) and the state, works on support mechanisms for the development of civil society in Slovakia, including a legal framework and financial support mechanisms such as tax allocations, public funding schemes, access to structural funds and so on. The office is an advisory body to the Slovak government. Officially all employees are state employees but coming from the third sector. The size of the office varies depending on the plan for CSO development and the tasks identified. Initially the office started with two employees and now employs eight people.

The work of the plenipotentiary is defined by the main tasks elaborated within a CSO working group. The plenipotentiary is appointed and dismissed by the government on the recommendation of the Prime Minister and is accountable to the government. The plenipotentiary manages, directs and controls the operation of the office.

One of its first tasks was to map the environment and challenges facing civil society and to establish a basis for communication between the state and CSO. Further tasks included involving CSO representatives into decision-making processes.

The Plenipotentiary is financed through the state budget, and its budget is submitted as part of the government office budget heading.

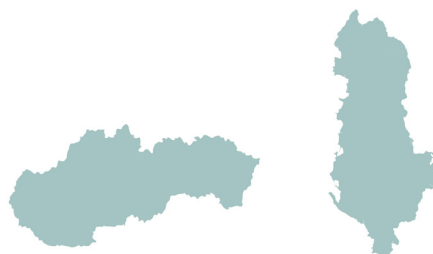
The plenipotentiary is considered as a person participating in inter-ministerial consultations. Where any material related to active citizens' participation in public institutions or NGOs that are responsive to active citizens and/or funding in these areas, and/or allocation of funds from foreign funds and European Union funds in the Slovak Republic, is submitted by a state administrative authority for inter-ministerial consultations, the Plenipotentiary is a person to whom such material has to be submitted for consultation purposes in accordance with the Legislative Rules of Slovak Government.

The plenipotentiary participates in relevant government sessions and submits proposals for discussions to different bodies in a sort of advisory role to the government. It works together with managing authorities of relevant Operational Programmes for the programming periods 2007 – 2013 and 2014 – 2020.

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## MAIN DUTIES AND RESPONSIBILITIES OF THE PLENIPOTENTIARY

The Plenipotentiary is responsible for:

1. Ensuring and coordinating the long-term CSO development plan in Slovakia for 2012-2022, which seeks to empower citizens and support any actions taken by citizens to enhance their participation and influence on state policy-making;
2. Ensuring and coordinating the development of a mid-term strategy to enhance citizen participation and development of the non-governmental, not-for-profit sector for 2012-2016;
3. Ensuring and coordinating the effectiveness of conditions for the development of civil society in Slovakia, with attention to:
  - a. Active participation of citizens and NGOs in the monitoring of EU funds and the next programming period to ensure that civil society organizations are among the main beneficiaries of this assistance;
  - b. Support for NGOs through individual ministries; and
  - c. The regulation of existing mechanisms for direct financial support and indirect financial support from public funds for NGOs to ensure that NGOs receive and use the funds effectively and transparently as soon as possible
4. The plenipotentiary also has responsibilities in the process of designing and implementing plans to:
  - a. Monitor, analyze and evaluate the quality of communication at the partnership level, possibilities of direct participation, public discussions and public consideration of solutions;
  - b. Coordinate the process of enhancing the effectiveness of conditions for the development of communication at a partnership level, public discussions taking into consideration:
    - i. Amendments to legal regulations to ensure that these stimulate public participation in legal regulations;
    - ii. Reviews of the current public communication with the aim to adopt measures to ensure open communication and public participation in decision making process;
  - c. Take part in the legislative process arising from the mid-term strategy for enhancing citizen participation and developing the non-governmental, nonprofit sector;
  - d. In conjunction with NGOs, monitor, analyze and evaluate any problems associated with the optimal setting of environment and conditions for the development and sound operation of civil society;
  - e. Promote the development of effective communication between the public sector and CSOs; and
  - f. Ensure and carry out other activities as conferred by the government.



## THE ROLE OF CSOS IN BRATISLAVA TO ADVANCE THE PROCESS

The process began as an initiative of former Prime Minister Iveta Radičová (who was well-connected to civil society and academia) together with key, politically-active NGO personalities that had a strong opinion-making function to a certain degree among the general public. The process was formally begun through the government council for NGOs.

The office began operations in 2010 and in 2011, it revived the tradition of CSO conferences. The 2011 conference focused both on establishing a

clear understanding and relationship between CSOs and the newly-established office and on defining key priorities for its activities, tasks and goals. This led to the creation of a plan for CSO development that became the main programme of the plenipotentiary. The programme closed in 2013, and a new programme has yet to be prepared due to change in the government that resulted in the resignation of the current plenipotentiary. Alternative modes of operation for the plenipotentiary's office is under consideration.

## ROLE OF THE GOVERNMENT COUNCIL FOR NGOS

This council represents the only formal forum where state representatives and CSOs meet. Under the plenipotentiary the working setup of this council was redefined to allow independent functioning without a representative from the state in attendance, which has increased

its ability to act. It is a two-chamber model, and the CSO chamber has the right to set tasks and demand action of the state when its representatives are able to come to agreement and place a common demand. The State then has the obligation to act.

## PARALLELS WITH THE ALBANIAN EXPERIENCE

There are in total 1858 CSOs registered in Albania, of which an estimated 450 are currently active, including 70 in the field of environmental. The working environment for this sector is difficult and not enabling, as it receives equal treatment as the business sector in terms of fiscal conditions.

In the last three decades however, the CSO sector has increased its involvement and visibility on public issues. Its pressure in fighting corruption, tackling sensitive social issues, lobbying for gender equality, promoting and protecting the rights of marginalized groups and fighting for environmental protection is a positive step towards improving public opinion and encouraging civic engagement. In spite of CSO achievements, there is still a lack of standardised procedures and mechanisms

to enable timely and effective participation in decision- and policy-making that is in line with international standards and best practices.

The relationships between the state and CSOs are more sporadic and informal, and as a result are on the whole ineffective. The state does not fully recognise the importance of CSOs and the development of the sector, its role as an integral partner in good governance, the advancement of democracy and sustainable economic and social development of the country. Collaboration and partnership between CSOs and the Albanian government should be considered a priority issue and not just a requirement from the EU that needs to be filled as part of the accession process.

The lack of a national strategy for the

development of CSOs in Albania, as well as lack of coordination among CSOs, the state and the donor community has led to a fragile, disparate sector with a weak public image.

An enabling legal and regulatory framework is crucial for the sustainable development of an active CSO sector in Albania. Such a framework would include the following elements: the creation of easy, transparent and low cost registration procedures; protection from state interference, the independent functioning of CSOs, the necessary legal and practical basis to engage in fundraising activities for legitimate income; increased access to information and decision-making; setting and executing clear taxation of procurement rules and procedures that recognise the differences between the non-profit and private sector; the creation of state mechanisms to support viable and effective CSOs.

Albania is a long ways from such an enabling legal environment and practical framework for CSOs that is in line with EU and international standards. The new Albanian government has expressed openness to the idea of a revision of the charter for civil society in the parliament and the establishment of a national council of CSOs as the forum to institutionalise the relationship between the government and CSOs. At the same time, the government has signed the Open Government Partnership, while the process has not received much involvement from CSOs.

In order to facilitate and advance these actions, in December 2013 Albanian CSOs organised a workshop out of which a public statement addressed the government in order to approach dialogue and initiate a process of cooperation.

## CONCLUSIONS

Given the form of organisation and official representation of CSOs in decision-making in Slovakia compared to the situation in Albania, we offer the following:

- It is the right political moment and atmosphere to organise CSOs in Albania, with specific attention for the environmental sector which has not been involved in the most recent developments, in order to initiate dialogue with the government as per the example from Slovakia.
- A leader organization is needed to coordinate the process of activating CSOs. EDEN center is willing to take lead in this case and will try to organise a roundtable among environmental CSOs and as well different meetings with other CSOs in different sectors in order to present the Slovak model and the role of Slovak CSOs in it.
- The working group of CSOs interested in being active in the process is suggested to work together in order to prepare a presentation of the model to the government.
- A group of interested CSOs should be active in monitoring decision-making at the parliamentary level where the Albanian Civil Society Charter will be discussed soon.
- The CSO sector in Albania should be consolidated to operate with improved standards, coordinate its presence in the public and strengthen pressure for inclusive and transparent decision-making, especially in the field of the environment.
- CSOs should take a more active role in the programming process, (IPA II) and the government and EU delegation in Albania should make more of an effort to ensure a transparent and participatory process. This cooperation can form the basis of an open dialogue between the above actors, one that has a culture of working together and supporting one another. This should be considered a first step towards plenipotentiary in Albania.



# Climate protection and energy efficiency



Climate protection and sustainable societies are linked to one another, as our climate determines the ecological conditions for the existence of biodiversity and of society. In

addition, sustainable societies are needed to ensure that human beings do not cause environmental changes are difficult to adapt to.

## IN HUNGARY

In 2009 lawyers from Austria, the Czech Republic, Estonia, Hungary and Slovenia monitored legislative developments related to climate change. Several laws in Member States are in place in order to ensure that countries meet Kyoto Protocol emission mitigation targets (2012). Even so, the Austrian and Slovenian report states that the measures in place will not be sufficient to fulfil the international commitments that they have accepted. Estonia, the Czech Republic and Hungary will have no serious problems in meeting the targets, but all three reports point out that this is due to changes in industry and the economy in the early 1990s.

In June 2009, the Hungarian Parliament adopted Resolution No. 60 of 2009 for the Preparation of a Framework Act on Climate Protection (which is more of a political commitment than a law at this stage). According to the Resolution, the draft of the Framework Act (the Climate Bill) was submitted to parliament in February 2010, but due to last minute amendments pushed by the fossil fuel industry, its debate ran out of time. The Parliament Resolution declares that the future Act has to determine the tasks concerning research and development in connection with the climate change topic.

The need for a comprehensive set of regulatory instruments was raised in the National Strategy of Sustainable Development as well as in

the National Climate Strategy of Hungary. Nevertheless, genuine reform has been repeatedly postponed. At the same time, it has become clear that the market alone will not solve the challenges of climate change.<sup>2</sup>

Hungary has substantially reduced its greenhouse gas emissions during its economic transition. In 2009 a second wave of significant reductions took place as a result of the economic downturn. Currently the country receives about 10 per cent of its energy from renewables, while NGOs ask for 19 per cent by 2020 and 29 per cent for 2030. Official targets are set around 14 per cent for 2020.

Energy efficiency measures in the country are lacking: in around 80 per cent of all energy poor households, 90 per cent are poorly insulated. In addition to lacking the necessary capital people rarely invest in energy efficiency because electricity prices are artificially reduced by the. In 2007, 40 per cent of total energy use in Hungary was connected to households, 21,3 per cent to the communal sector, and 27,5 per cent to traffic and transport. More than half of the energy use in households is for heating and a further third is for vehicle use. At the same time, households are responsible for around one third of emissions.

The need for a comprehensive set of regulatory instruments was raised during the preparation

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of the National Strategy for Sustainable Development as well as in the National Climate Strategy. Nevertheless, true reform has continued to be postponed. Either measures have not been discussed and developed or ambition has broken down, in that Hungary would be unable to introduce such a system on the global scene.

In 2006, the Strategy on Climate Change was developed with the assistance of MTVSZ. While climate legislation was introduced with an ambitious goal, implementation was poor. With the arrival of a new government a new strategy was prepared, but MTVSZ was unable to participate in the preparation itself. MTVSZ believes that the new strategy is weaker than previous ones, mainly due to the construction or expansion of nuclear power plants.

## IN SERBIA

Since 2001, Serbia has been a Party to the Convention and to the Kyoto Protocol since 2008 as a developing country (non-Annex I Party). During the process of drafting the Initial National Communication it was noticed that climate change problem became an object of broader interest only in the past few years.

Harmonisation of national legislation with the EU acquis in the field of climate change requires transposing the EU's Climate and Energy Package. One of these Directives is the EU Emission Trading System Directive (EU ETS). The efficient preparation and implementation of this Directive will require the establishment and strengthening of legislative and institutional capacities as well as the industry, in order to meet requirements for monitoring and reporting.<sup>3</sup>

The importance of defining Nationally Appropriate Mitigation Actions is reflected

in the country's willingness to set emission limits and develop the economy in line with its own capabilities and sustainable development principles. Therefore opportunities for financing at the international level are increasing, and the implementation of specific actions are important for the country.

Implementing international and regional agreements requires cooperation, the adoption of strategic documents, the construction of modern legislation, policy continuity in relation to these areas, the application of laws and regulations that apply to relevant institutions, human resources and partnership of relevant stakeholders. It is also crucial that funds are made available for all these activities. If the government is not able to confront climate change, it may lead to poor international relations and a difficult position towards European integration.

## INSTITUTIONAL SETTING

Serbia does not have a sustainable institutional framework. An office responsible for climate change is underway and financed by international projects, but not through the state budget. Therefore this ministry is understaffed.

Collecting and processing data on emissions from air pollutants is the responsibility of the Agency for Environmental Protection. The Agency for Environmental Protection established an automatic air quality monitoring system between 2006 and 2010 with this assistance of the EU.

In 2012, difficulties maintaining and repairing equipment in the national network of automatic stations measuring air quality resulted from the country's generally poor fiscal position. The consequences are manifested in

a smaller number of available datasets and the regulations defined by the annual volume. Such an approach is unsustainable.

In 2013 Serbia began preparations on its second UNFCCC report on climate change, with NGOs only formally involved. The process is sponsored by the Serbian government and UNDP. The Agency for Environmental Protection is main focal point for collecting data, and the report is expected in September 2014.

In 2015, Serbia will begin preparation on a strategy for climate change mitigation and adaptation, including also an action plan for IPA funding related to climate change. NGOs are involved in this preparatory work. Implementation of the plan is expected only from 2016 onwards.

## THE SERBIAN EXPERIENCE RELATED TO EMISSIONS AND CLIMATE CHANGE

Since ratification of the Kyoto Protocol, a dedicated and systematic data collection of GHG emission has not been done, making the development of an inventory demanding and complicated. The process of preparing the GHG inventory is significant because it includes many national institutions and local experts and requires consistent, relatively reliable data to further develop and improve.<sup>4</sup>

The electricity in Serbia emits about 35 million tonnes of CO<sub>2</sub> annually. The most significant point sources of particulate matter in Serbia are power plants, plants for the production and processing of metals and the mineral industry. The total amount of emitted particulate matter in 2012 amounted to 24.52 Gigatonnes. The total available energy reserves are coal (99 per cent), mostly of a low calorific value lignite. Oil and gas make up the remaining.

## FUTURE CLIMATE SCENARIOS FOR SERBIA

The expected long-term effects of climate changes are:

- increases in the intensity and extent of forest fires; shifts in the boundaries of forest types relative to latitude and altitude; different natural distributions of forest types;
- effects on water resources indicate a decrease of water flow on the national level;

- a high level of vulnerability of agricultural production to extreme weather conditions and systemically modified weather conditions;
- on biodiversity and natural ecosystems, including phenology, morphology, physiology and changes in species behaviour; loss of existing habitats, changes in the number and distribution of species; and
- increased numbers of heat strokes and mortalities during periods with extremely high daily air temperatures.

## HOW SERBIA SHOULD APPROACH ISSUES OF CLIMATE CHANGE

A holistic approach starts from an energy quota scheme and then attempts to answer the economic, social and environmental challenges. Choosing energy access as the focal point is not a co-incident; most of our problems are rooted in energy use.

Serbia needs to strengthen technical, political and legal regimes, as a country it lags behind in preparing important documents and strategies related to climate change mitigation and adaptation.

The Ministry of Energy, Development and Environmental Protection of Republic of Serbia has a Department for climate change. In order to fulfill its obligations, the Climate Change Division was responsible for the development of the Initial National Communication of the Republic of Serbia to the United Nations Framework Convention on Climate Change, submitted to the UNFCCC Secretariat in November 2010.

## CONCLUSIONS

Serbia as an EU candidate country is obliged to adopt legislation in line with that of the EU, particularly in the fields of energy and energy efficiency, transport and the environment. However, there is also a need for building the capacity of all stakeholders to achieve alignment with the EU legislation. For these reasons we recommend the following:

- Strengthening cooperation among sectors and adopting the impacts of climate change as priorities is one of the key preconditions for the efficient and complete implementation of systematic observation.
- Supporting NGOs will be beneficial for adaptation of local communities to climate change.
- Awareness-raising in the media about the need to adapt to climate change challenges is need. Capacity building in the area of technical and economic analysis of options for mitigating climate changes and projections of possible scenarios for each sector, and the evaluation of the needs for relevant technical, technological and financial is needed.
- Increases in energy efficiency measures and across the whole chain of energy use, further capacity building especially for the preparation of national documents and action plans for implementation are also needed.



# Waste of resources - inadequate treatment of waste in Bosnia and Herzegovina



As the planet slowly exhausts its stock of certain natural resources, all countries, including developing ones, must address this issue and develop a plan for the efficient use of resources. Estimates suggest that the population in 2050 will exceed 9 billion people, while two billion people in developing countries will triple their spending, and the private sector will triple exploitation of resources such as minerals, wood mass, metals and fossil fuels, among other things. In order to reverse this trend, planning and implementing measures for efficient use of the remaining resources is necessary. Particularly in developing countries like Bosnia and Herzegovina, the current trend of consumption is growing, as a result of poor development policies, the promotion of consumerism and mass production, lower quality products and the lack of plans and regulations to limit the waste of resources.

The efficient and sustainable use of resources minimises effects on the environment. The aim of the efficient use of resources is that with less resources we are able to create more, or to create more value with less investment and fewer negative consequences for the environment. Sustainable resource management is the only solution that will allow future generations to reach its economic and social potential with limited natural resources while protecting the environment.

So how to connect a lack of resources with efficient management and waste? One of the most important resources is a waste, because it is a secondary source of raw materials and serves as a replacement of primary resources. The EU spends 16 tonnes of natural resources per capita, while every European produces about 6 tonnes of waste annually. These data show that each year a large amount of resources



## PREVENTION

If you can't prevent, than....

## PREPARE FOR REUSE

If you can't prepare for reuse, than.....

## RECYCLE

If you can't recycle , than ....

## RECOVER OTHER VALUE (E.G. ENERGY)

If you can't recover value, than ....

## DISPOSAL

Landfill if no alternative available

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**Hnutí DUHA**  
Friends of the Earth, Czech Republic

&



Centar za  
životnu sredinu



is spent and that there is great potential for reuse of used resources through adequate waste management. The prevention of waste, as the first step in the so-called waste hierarchy, has a direct impact on reducing the need for natural resources, primarily by improving consumer habits. The second and third steps, the reuse of products and recycling are an important tool for reducing the need for natural resources and providing for the creation and utilization of raw materials.

Adequate waste management has the potential to develop economies and society, while also making a significant contribution to reducing the impact of climate change and other negative consequences on the environment. Advocating the principle of resources efficiency through waste management contributes to the reduction of production costs, which helps industry to be more sustainable and efficient in its operations.

The institutions responsible for waste management in Bosnia and Herzegovina still do not recognize the huge potential that is missed because an effective system for selective waste collection and recycling is missing. Although a legal basis exists to define how waste should be treated (Waste Management Law of the Republic of Srpska and Waste Management Law of the Federation of Bosnia and Herzegovina), the laws are not implemented, leaving the public in these countries to lose an enormous amount of resources. Inadequate waste treatment buries existing landfills and reduces their lifecycle. Treating waste in this way also requires new landfills, which because of their high investment costs usually do not meet all necessary ecological requirements. In 2002 Bosnia and Herzegovina took a loan from

the World Bank to provide partial funding for the construction and renovation of existing landfills<sup>5</sup>.

In 2010 the amount of waste per capita in Bosnia and Herzegovina was reported at 332 kilos per capita, which is similar to other countries in the region and below the EU average.<sup>6</sup> At the same time, the amount of waste per capita in Bosnia and Herzegovina is rising and expected to continue as tourism and the economy, along with changing consumer habits, develop. Plan for reducing waste and recycling do not exist, nor is there any indication that these will be created in a near future.

The following section presents the method of waste management in the Czech Republic and compares it to the waste management system in Bosnia and Herzegovina. The reason for comparing these two systems is that not long ago the Czech Republic faced similar problems but managed to progress rapidly. While waste management in the Czech Republic is not ideal, Czech authorities provide an examples of good practice for institutions in Bosnia and Herzegovina. Since the 1990s, the Czech Republic has made significant progress in selected waste collection and recycling. Today the percentage of recycled waste is about 25 percent (including the composting of organic waste). The recycling ratio varies from one community to another and is usually higher in smaller communities. Although EU statistics show that in the last couple of years the annual amount of waste per capita in the Czech Republic has increased (from 273 kg per capita in 2001 to 317 kg per capita in 2010), the recycling ratio also increased from 1 per cent to 16 per cent during the same period.<sup>7</sup>

It is important to note certain types of waste in Bosnia and Herzegovina are recycled (paper and metal), but no official figures are kept, and the percentage is very small. Private companies recycle this waste, on the basis of agreements with individuals and companies.

Activities contributing to the large increase in recycling in the Czech Republic include compensation for citizens using waste treatment and the introduction of a 'take back' system within the EU packaging waste directive. While many cities still operate by the old system, which included a fixed monthly fee for each household, a certain number of mostly smaller towns pay according to the amount of waste created in a household. The most common such systems are 'bags system,' 'bag systems with EAN code' and a pay as you throw system.

The bag system collects household waste in special bags or containers for each type of waste. Depending on what kind of waste is collected, households have separate bags or containers for paper, plastic, metal, glass, cartons and so on.

The bag system with the EAN code operates on the same principle, except that each household has its own EAN code. By reading an EAN code at the time of collection, it is possible to measure the amount of waste that is generated in a particular household and then calculate the fee it must pay. An EAN code also enables the comparison of waste production between households. Under these systems, over 50 per cent of waste is recycled in Olomouc, Semily and Svitavy. The amount of non-recycled waste per capita in these cities has been reduced to about 180 kg, while the national average in 2011 was 292.3 kg. Such systems are especially popular in smaller communities.

The PAYT system treats municipal waste that cannot be separated and recycled (mixed waste), requiring each household to pay according to the amount it creates. By implementing a PAYT

system in the towns of Hustopeče nad Bečvou and Rozsochy, the amount of mixed waste was significantly to less than 100 kg per capita. Currently less than 15 per cent of cities in the Czech Republic use a PAYT system, but the this percentage is increasing.<sup>8</sup>

Such systems can be applied not only in smaller communities. Prague has more than 3000 containers for selective waste collection, 14 collecting yards and 280 stores that collect electronic waste.<sup>9</sup> In recent years, more and more households and apartment blocks started recycling organic waste through composting. Communal companies or local authorities provide compost bins for household or buildings and in some cases construct composting yards for local communities. Since bio waste is one third of total household waste, composting will significantly contribute to reducing the overall amount of waste. The Czech Republic does not boast great results in this area, with just 2 to 20 per cent of bio-waste composted. The implementation of composting systems has potential and is a challenge in the future for the Czech Republic.

The largest and most important result of the implementation of waste collection systems is reflected not only in the fact that people for the most part separate waste, but also that these systems encourage the reduction of waste creation. Respecting the waste hierarchy is the most important goal.

Municipal waste collection services in Bosnia and Herzegovina do not encourage people to produce less waste. As the public in Bosnia and Herzegovina does not understand the wealth hidden in waste, the country needs a system to encourage people to think about the need to preserve natural resources by reducing the generation of waste.

Whether private or public companies will manage separate collection and the recycling of waste is less important. What Bosnia and Herzegovina needs is to establish a serious

planning approach to waste management and to immediately start its implementation. Examples of good practice are everywhere.

## ENDNOTES

1. Text developed based on the publication "Funding Europe's future- How Cohesion Policy 2014-2020 can deliver for Europe's people and environment", CEE Bankwatch Network and FoE Europe, October 2011 and report "The devil is in the implementation", CEE Bankwatch Network, FoE Europe and SF Team for sustainable development, March 2014, both available at [www.bankwatch.org](http://www.bankwatch.org)
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