Waste prevention country profile

Portugal

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European Environment Agency

Country profile: Portugal

General information

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Name of the country/ region	Portugal
Geographical coverage of the waste prevention programme (national/ regional)	National
Type of programme (stand alone or integrated into waste management plan or into the circular economy strategy)	Integrated in the Strategic Plan for Municipal Waste (PERSU 2030), the Strategic Plan for Non-Municipal Waste (PERNU 2030), as well as the National Waste Management Plan (PNGR 2030)
Title of programme and link to programme	PERSU 2030 - 0000700139.pdf (diariodarepublica.pt) PERNU 2030 - 0000900227.pdf (diariodarepublica.pt) PNGR 2030 - 0014000276.pdf (diariodarepublica.pt)
Duration of programme	2023-2030
Language	Portuguese
Contact person in the country/region	Cristina Carrola, cristina.carrola@apambiente.pt Portuguese Environment Agency (Agência Portuguesa do Ambiente — APA) http://www.apambiente.pt/
Development process of the programme/ revision	The National Waste Management Plan (PNGR 2030) interacts with the Strategic Plan for Municipal Waste (PERSU 2030) and the Strategic Plan for Non-Municipal Waste (PERNU 2030). These plans replace PNGR 2020 and PERSU 2020 and the adjustments made through PERSU 2020+
Foreseen budget for implementation of the programme	No specific budget for the implementation is included

WASTE GENERATION

The following figures illustrate the progress towards waste prevention and decoupling of waste generation from economic growth in Portugal.

Municipal Solid Waste (MSW)

Municipal waste generation in Portugal shows a moderate increase since 2013 (Figure 1). In 2022, Portugal generated 510 kg/cap of municipal waste, just below the (estimated) EU27 average of 513 kg/cap. In 2020 and 2021, Portugal reported higher amounts of municipal waste treated than generated. This situation is due to quantities that are stored one year and treated the next, and it may also be due to methodological issues which are currently analysed in more detail by the Portuguese Environment Agency with the national statistics institute (INE) in order to ensure convergence of methodological information (APA, 2024).

Figure 1 Municipal waste generation in Portugal (kg per capita), 2004-2022
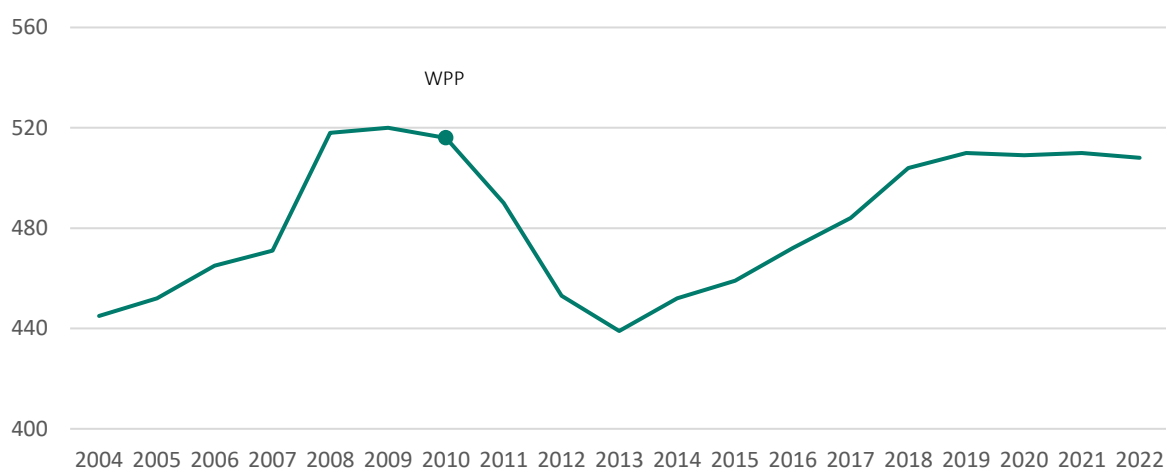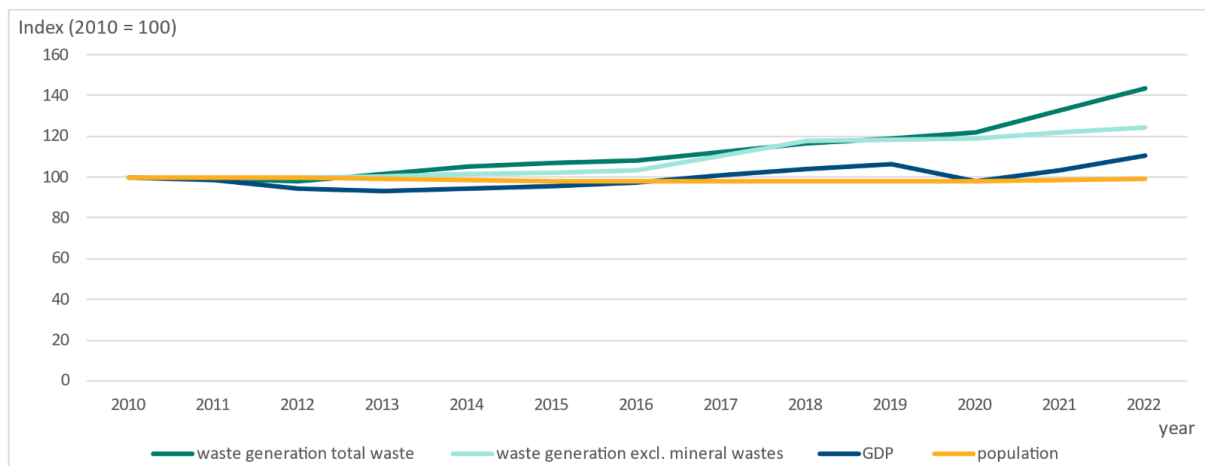

Source: Eurostat [ENV_WASMUN].
Note: As of reference year 2020, new reporting rules apply for calculating recycled municipal waste pursuant to the targets laid down in Article 11.2(c-e) of Directive 2008/98/EC. Portugal has applied the new calculation rules from reference year 2021 onwards

<u>Total waste</u>

The total amount of waste generated in Portugal has increased over the last 12 years (Figure 2). This trend is mainly driven by the significant increase in the large waste categories: mixed waste and recyclable waste. Excluding major mineral wastes does not strongly affect the overall trend. However, a notable increase in 2022 was caused by the doubling of mineral and solidified waste, mainly due to a strong increase in soils and dredging spoils. Overall, Portugal's GDP increased with a small drop in 2020, most likely due to the Covid-19 outbreak. In general, it seems there is no decoupling of waste generation from economic growth.

Figure 2 Generation of waste (total and excluding major mineral wastes), population and economic development, 2010-2022

Source: Eurostat [ENV_WASGEN, NAMA_10_PC, DEMO_GIND]
Note: Waste generation data for odd years are interpolated.

WASTE PREVENTION PROGRAMME

Objectives and priorities

1.	Waste prevention objectives of the Programme - quantitative objectives (waste reduction) - qualitative objectives (reduction of hazardous substances/ environmental impacts)	*PNGR 2030* has several objectives: • Prevent waste generation in terms of quantity and hazardous substances • Promote resource efficiency, contributing to a circular economy • Reduce negative environmental impacts through integrated and sustainable waste management *PERNU 2030* has several objectives: • Prevent waste generation in terms of quantity and hazardous substances • Reduce environmental impacts from waste management • Raise awareness, provide training and promote dissemination about waste prevention and management at academic and organizational level • Increase investment capacity and expenditure on R&D+I directed to waste prevention and management. *PERSU 2030* has several objectives and regarding waste prevention these are: • Reduction of municipal waste generation and hazardous substances • Promote selective collection and appropriate treatment • Ensure the recovery of waste derived from municipal waste treatment processes • Strengthen economic and financial instruments • Ensure economic sustainability and capacity building in the sector • Communicate and monitor the plan
2.	Sectors covered	• Industry, healthcare, agriculture, and construction, • Food waste: all stages of the value chain
3.	Priority waste types	• food/organic waste; • hazardous waste; • paper; • packaging; • waste electrical and electronic equipment /batteries; • bulky waste
4.	Target groups	• Supply side: designers, manufacturers, distributors, retailers and service providers. • Demand side: citizens and different communities

Targets, indicators and monitoring

1.	Indicators used to monitor progress	The *PNGR 2030* presents following indicators to monitor its objectives: - Waste generation - Hazardous waste generation/Gross domestic product/Domestic consumption of materials (k€/t) - Waste generation/Gross domestics product (t/k€) - Recovery (non-energy)/Waste generation (%) - Waste sent for disposal - Mt CO2eq. emissions from waste sector The *PERNU 2030* presents following indicators to monitor its objectives: - Non-municipal waste generation (t) - Non- municipal hazardous waste generation (t) - Gross domestic product/Domestic consumption of materials (k€/t) - Non- municipal waste generation/Gross Domestic Product (t/k€) - Recovery (non-energy) of non- municipal waste/ Non-municipal waste generation (%) - Recovery (including energy) of non- municipal waste/ Non- municipal waste generation (%) - Non- municipal waste sent to disposal (t) - Expenditure on R&D with environmental objectives/Total expenditure on R&D (%) The *PERSU 2030* presents following indicators to monitor its objectives (note that several target rather waste management than prevention) - Fraction collected selectively by type of waste (%) - Recyclable fraction (material and bio-waste) in unsorted waste (%) - Biowaste fraction recycled at origin (t/year) - Installed treatment capacity in relation to the required capacity, per material (%) - Energy produced (kwh) - Disposal of waste in landfill (%) - Waste prevention (%) - Waste incorporated into new products (%) - CO2 emissions (tCO2)
2.	Quantitative targets	The *PNGR 2030* has the following targets for waste prevention: - Waste generation: Reference year (2018): index 100, Target 2030: index 85,6 - Hazardous waste generation/Waste generation: Reference year: 7,0%, Target 2030: 4,4% - Gross domestic product/Domestic consumption of materials (k€/t): Reference year: 1,18, Target 2030: 1,68 - Waste generation/Gross domestics product (t/k€): Reference year: 0,080, Target 2030: 0,059 - Recovery (non-energy)/Waste generation (%): Reference year: 65,0, Target 2030: 80,5

-   Waste sent for disposal
    Reference year: 100, Target 2030: 41,5
-   Mt CO2eq. emissions from waste sector
    Reference year: 6,50, Target 2030: 4,55

The *PERNU 2030* has the following targets for waste prevention:
-   Non-municipal waste generation (t):
    Reference year: 11 427 435, Target 2030: 9 320 010
-   Non- municipal hazardous waste generation (t):
    Reference year: 1 066 055, Target 2030: 599 261
-   Gross domestic product/Domestic consumption of materials (k€/t):
    Reference year: 1,181, Target 2030: 1,666
-   Non- municipal waste generation/Gross Domestic Product (t/k€):
    Reference year: 0,056, Target 2030: 0,040
-   Recovery (non-energy) of non- municipal waste/ Non- municipal waste generation (%):
    Reference year: 82,7, Target 2030: 90,2
-   Recovery (including energy) of non- municipal waste/ Non- municipal waste generation (%):
    Reference year: 84,7, Target 2030: 91,3
-   Non- municipal waste sent to disposal (t):
    Reference year: 1 751 501, Target 2030: 811 087
-   Expenditure on R&D with environmental objectives/Total expenditure on R&D (%)
    Reference year: 6,4, Target 2030: 17,1

3.	Monitoring mechanism of the programme	The creation of an online dashboard within PERNU 2030 and PERSU 2030 is planned. The dashboard will help as a platform for monitoring results of the established indicators and enable tracking the implementation of the measures. The PERNU 2030 platform will be composed of a Committee Strategic, a Committee Operational and by entities that ensure regional and sectoral implementation of the proposed measures.
4.	Evaluation of the programme	An evaluation of the PNGR 2030 is planned for 2026 and 2028 assessing the indicators established for each strategic objective. The evaluation results in a public report by the APA, I.P A final evaluation report will be published at the end of the PNGR 2030 and will serve as a basis for the new strategy.
5.	Evaluation of policy effectiveness in the programme (policy measures evaluated, waste streams addressed, brief methodology description and, availability of an evaluation report with a link)	No information about the evaluation of policy effectiveness within PGNR 2030, PERSU 2030 and PERNU 2030.

Prevention measures

Implemented prevention measures according to Article 9	

The waste prevention programme includes the following measures that are proposed to avoid waste generation (Chapter 1.5):

Table 1: Specific waste prevention measures structured according to Art 9 WFD

Promote and support sustainable consumption models	PNGR 2030: - Evaluate the best management options for fractions with valorisation potential, including energy recovery, and their contribution to the circular economy. - Increase the interaction among entities involved in waste management and waste prevention , particularly supervision and regulation entities, licensors, and inspection/fiscal entities, acting in an integrated manner towards environmental protection. PERNU 2030: - Clarify the concept of prevention and create mechanisms for its effective application, evaluation and monitoring - Increase the involvement of stakeholders from different sectors in prevention objectives through training, recognition, and sharing of best practices - Adapt and enhance the use of economic and financial instruments in waste prevention-focused projects, ensuring their efficiency, effectiveness, and scalability PERSU 2030: - Training of the public administration
Encourage the design, manufacturing and use of products that are resource-efficient, durable (including in terms of life span and absence of planned obsolence), reparable, re-usable and upgradable.	PNGR 2030: - Promote sustainable product design and production as well as reduce the placing of single-use products/packaging on the market and reduce their consumption. - Enhancing the understanding of the current situation in order to take specific prioritized actions while promoting reuse across various materials/products. - Promote innovative solutions which contribute to the reuse of materials from the industry, enabling more efficient management of biological resources PERSU 2030: - Generating knowledge on waste prevention - Providing more sustainable products
Target products containing critical raw materials to prevent that those materials become waste.	PERSU 2030: - Generating knowledge on waste prevention

Encourage the re-use of products and the setting up of systems promoting repair and re-use activities, including in particular for electrical and electronic equipment, textiles and furniture, as well as packaging and construction materials and products.	PNGR 2030: - Promote sustainability criteria that prevent waste production and encourage reuse within public and private procurement - Propose legal regulation and economic-financial instruments that encourage waste recycling and the use of recycled products and materials PERNU 2030: - Promote the waste hierarchy PERSU 2030: - Generating knowledge on waste prevention - Providing more sustainable products - Citizen empowerment
Encourage, as appropriate and without prejudice to intellectual property rights, the availability of spare parts, instruction manuals, technical information, or other instruments, equipment or software enabling the repair and re-use of products without compromising their quality and safety.	
Reduce waste generation in processes related to industrial production, extraction of minerals, manufacturing, construction and demolition, taking into account best available techniques.	PERSU 2030: - Training of companies
Reduce the generation of food waste in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households as a contribution to the United Nations Sustainable Development Goal to reduce by 50 % per capita global food waste at the retail and consumer levels and to reduce food losses along production and supply chains by 2030.	PNGR 2030: - Promote the reduction of food waste, throughout the entire value chain PERSU 2030: - Training of the public administration - Training of companies
Encourage food donation and other redistribution for human consumption, prioritising human use over animal feed and the reprocessing into non-food products.	

Promote the reduction of the content of hazardous substances in materials and products, without prejudice to harmonised legal requirements concerning those materials and products laid down at Union level, and ensure that any supplier of an article as defined in point 33 of Article 3 of Regulation (EC) No. 1907/2006 of the European Parliament and of the Council provides the information pursuant to article 33(1) of that regulation to the European Chemicals Agency as from 5 January 2021.	•
Reduce the generation of waste, in particular waste that is not suitable for preparing for re-use or recycling.	PERNU 2030: - Promote the waste hierarchy
Identify products that are the main sources of littering, notably in natural and marine environments, and take appropriate measures to prevent and reduce litter from such products, where Member States decide to implement this obligation through market restrictions, they shall ensure that such restrictions are proportionate and non-discriminatory.	
Aim to halt the generation of marine litter as a contribution towards the United Nations Sustainable Development Goal to prevent and significantly reduce marine pollution of all kinds.	•
Develop and support information campaigns to raise awareness about waste prevention and littering.	PNGR 2030: - Raising awareness about waste prevention among all stakeholders in the value chain - Promote environmental education among different stakeholders, inducing behavioural change and contributing to Portugal's commitments - Improve communication on waste and urban cleanliness, effectively providing data to citizens and businesses, promoting knowledge and transparency PERSU 2030: - Citizen empowerment

FOOD WASTE PREVENTION

Food waste generation
Meeting the SDGs on food waste, and taking into account the environmental, social and economic benefits of this prevention Portugal presents with in PNGR 2030, PERSU 2030 and PERNU 2030 the objective to "Prevent the generation of waste in terms of quantity and hazardous substances".

Measures to prevent food waste

Under objective 1 of PGNR 2030 Portugal presents measure 4: Promote the fight against food waste, throughout all involved stages. This measure includes a platform to identify food waste by type of food and the development of a measurement and information reporting system for food waste in the entire chain. It also supports actions such as informational and awareness raising campaigns and the definition of good practise.
PERSU 2030 presents actions such as the support program "Ugly fruits and vegetables" and the promotion of donation agreements for uneaten food from bars and canteens to social institutions. It also focuses of updating guides on good practice that support restaurants, the catering as well as distribution sector in combating food waste. Citizens are informed by annual information campaigns and publications.
PERNU 2030 supports Portugal's combat on food waste through actions under measure 9:
- Implementation of a waste information monitoring and reporting system and
- Encouraging the pursuit of strategic objectives within the scope of combating food waste

REUSE OF PRODUCTS

Data

According to 2021 data reported to the EEA according to Commission Implementing Decision (EU) 2021/19 (EEA, 2024), Portugal reused:

- 915 tonnes of textiles,
- 6378 tonnes of electrical and electronic devices,
- 8474 tonnes of furniture.

It should be noted that these data have been reported for the first time. As the reporting process matures, it is expected that this data will strengthen but for now caution is advised in drawing insights from the dataset. More information about the interpretation and limitations of the data set are available (EEA, 2024)

Measures to support reuse

Under objective 2 in the PGNR 2030 (Promote an efficient and sufficient use of resources, contributing to a circular economy) Portugal presents several measures:
- Support the pursuit of the objectives outlined in the Action Plan for the Economy Circular.
- Promote innovative solutions, particularly those aligning with the recommendation in the Action Plan for the Sustainable Bioeconomy — Horizon 2025, which contribute to the reuse of materials resulting from bio-based sectors, allowing for efficient management and more efficient use of biological resources.
- Simplify the procedure and expand the scope of secondary raw materials covered by waste declassification mechanisms, encouraging their reintroduction in the economy and guaranteeing the precautionary principle.

- Propose legal and economic-financial regulations that encourage the recycling of waste and the use of recycled products and materials as a substitute to virgin raw materials.

PERNU 2030 promotes:
- Mechanisms to influence purchases in the public sector bases sustainability criteria that prevent the production of waste and encourage reuse and support the formulation of business polices in the same direction.
- The reuse of products and the creation of systems that promote repair and reuse activities.

PERSU 2030 addresses reuse through objective 1(Reduction of municipal waste generation and hazardous substances) highlighting that waste prevention includes the design for zero waste and the reuse of products. Actions include:
- The definition of a methodology for measuring the reuse of products covered by RU prevention policies
- Establishing eco-modeling criteria for ERE, WEEE and RPA flows.
- Survey and dissemination of platforms and/or locations aimed for repairing and/or reusing products.
- Promotion and support for the establishment of donation, exchange and repair networks as well as for rental and leasing of products such as furniture, textile
- Establishment of areas in eco-centers to receive products for reuse
- Annual prevention campaigns focusing on reuse and repair of goods.

Links to circular economy

Waste prevention is an integral part of the comprehensive transformation towards a circular economy. It reduces the input of natural resources into the economy as well as the necessary efforts to collect and recycle waste.

Approaches for improving circularity are often highly interlinked with successful waste prevention. The following table shows which circular strategies are explicitly integrated into the Portugal's waste prevention programme.

Topic	Addressed in the programme	Comments
Eco-design	X	
Repair, refurbishment and remanufacture	X	
Recycling	X	
Economic incentives and finance	X	
Circular business models	X	
Eco-innovation	X	
Governance, skills and knowledge	X	