

# Early warning assessment related to the 2025 targets for municipal waste and packaging waste



**Cyprus** 

June 2022

# Contents

Acknowledgements.....	1
1 Introduction.....	2
1.1 Background and purpose.....	2
1.2 Approach.....	2
1.3 Member State profile – context parameters.....	3
2 Success and risk factors likely to influence future performance.....	10
2.1 Target for preparing for reuse and recycling of municipal waste.....	10
2.1.1 Current situation and past trends.....	10
2.1.2 Legal instruments.....	12
2.1.3 Economic instruments.....	14
2.1.4 Separate collection system.....	16
2.1.5 Extended producer responsibility (EPR) and similar schemes.....	21
2.1.6 Treatment capacity for bio-waste.....	22
2.2 Target for the recycling of packaging waste.....	24
2.2.1 Current situation and past trends.....	24
2.2.2 Legal instruments.....	29
2.2.3 Economic instruments.....	30
2.2.4 Separate collection system.....	32
2.2.5 Extended producer responsibility (EPR) and similar schemes.....	35
2.3 Target on landfill of municipal waste.....	38
2.3.1 Current situation and past trends.....	38
3 Conclusion.....	40
3.1 Prospects for meeting the recycling target for municipal solid waste.....	40
3.2 Prospects for meeting the recycling targets for packaging waste.....	41
3.3 Prospects of meeting the landfill of municipal waste target.....	43
List of abbreviations.....	44
References.....	45
Annex 1 Implementation of previous early warning recommendations.....	48
Annex 2 Detailed scoring of success and risk factors.....	54

# Acknowledgements

This assessment was prepared by the ETC/WMGE and the successive ETC/CE under guidance of the European Environment Agency and with inputs from a consortium led by Rambøll Group under contract with the European Commission. It builds to a large extent on the answers provided by the Department of Environment of Cyprus in May 2021 to a questionnaire developed by the EEA and ETC/WMGE. The EEA and ETC/CE would like to thank the Cypriot authorities for the information provided and for the kind review drafts of this assessment in 2021 and April 2022.

# 1 Introduction

## 1.1 Background and purpose

The Waste Framework Directive 2008/98/EC (as amended by Directive (EU) 2018/851) includes a target to recycle and prepare for reuse, by 2025, 55 % of municipal waste generated. The Packaging and Packaging Waste Directive (94/62/EC as amended by Directive (EU) 2018/852) includes targets for the recycling of packaging waste, both in total and by material, to be achieved by 2025. The Landfill Directive (1999/31/EC as amended by Directive (EU) 2018/850) requires to limit the landfilling of municipal waste to 10 % of the generated municipal waste by 2035. The Directives also foresee that the European Commission, in cooperation with the European Environment Agency, publishes early warning reports on the Member States' progress towards the attainment of the targets, including a list of Member States at risk of not attaining the targets within the respective deadlines, three years ahead of the target dates. This assessment is a contribution from the EEA to the early warning reports according to Article 11b Waste Framework Directive and Art. 6b Packaging and Packaging Waste directive.

This document is an early warning assessment for Cyprus. The document is based on the analysis of a number of factors affecting recycling performance (success and risk factors). The assessment aims at concluding whether Cyprus is at risk of missing the targets for municipal waste and packaging waste set in EU legislation for 2025. In addition, it provides a preliminary assessment of the prospects for meeting the 2035 target for landfilling of municipal waste.

The assessment takes into account information that was available before 10 May 2022.

## 1.2 Approach

The assessment follows a methodology developed by the EEA and ETC/WMGE and consulted with the Eionet in 2020 (ETC/WMGE, 2021), which was adjusted in 2021 taking into account experiences with applying the methodology in 2021 (ETC/CE & ETC/WMGE, 2022). This methodology uses a set of quantitative and qualitative success and risk factors that have been identified to affect the recycling performance. The assessment is to a large extent based on the information provided by the Member State in the reply to an EEA-ETC/WMGE questionnaire as well as on available data and information from Eurostat and other relevant sources. In addition, a consortium under contract with the European Commission (led by Rambøll Group) has conducted a critical review of the draft assessment in Q4/2021 and provided further information.

More specifically, chapter 2.1 assesses the likelihood for Cyprus to achieve the target to prepare for reuse and recycle at least 55 % of municipal solid waste (MSW) for 2025. Chapter 2.2 assesses the likelihood for Cyprus to achieve the overall packaging waste and specific packaging materials' recycling targets for 2025. Chapter 2.3 examines the prospects for Cyprus to landfill less than 10 % of the generated municipal solid waste by 2035. The official early warning assessment for the landfilling target is only due in 2032 and accordingly the assessment contained in Chapter 2.3 is only preliminary.

### 1.3 Member State profile – context parameters

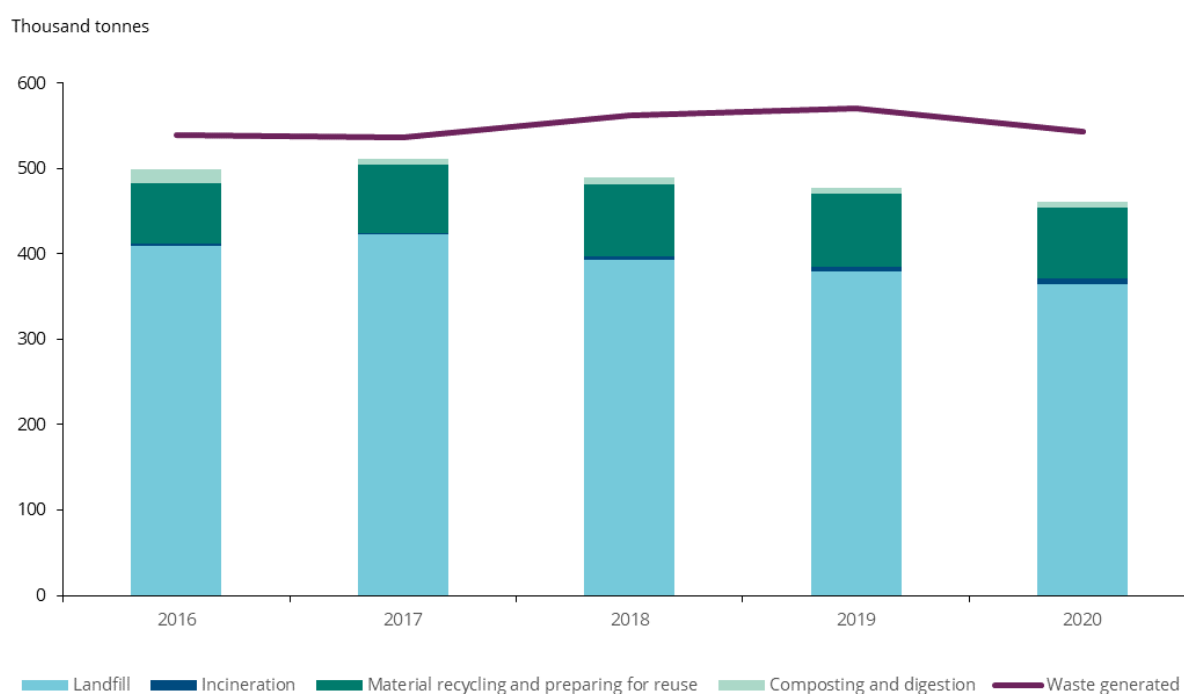
#### *Municipal waste generation and treatment*

Cyprus generates 542 thousand tonnes of municipal waste annually, and the waste generation has increased slightly over the past five years (Figure 1.1). This corresponds to 609 kg/cap in 2020, which is well above the (estimated) EU average of 505 kg/cap. For Cyprus, the waste generation and treatment figures for 2020 are flagged as provisional.

Currently, more waste is generated than (finally) treated in Cyprus every year, and the difference between treated and generated amounts has been increasing. This difference is caused by temporary storage, and possibly losses during MBT (mechanical biological treatment) processes (Statistical Service of Cyprus, 2021). The country strongly relies on landfilling; despite a decrease in the share of generated waste that was landfilled with 9 percentage points since 2016, it was still 67 % in 2020. At the same time, the overall recycling rate has increased slightly from 16.1% to 16.4%. The share of material recycling increased from 13.2 % to 15.3 %, whereas composting/digestion decreased from 3 % to 1.1 %. Energy recovery accounted for only 1.5 % in 2020.

According to Cyprus' reporting to Eurostat, the municipal waste generation data refer to the amounts of waste generated, and they are collected from waste treatment facilities and administration. The entire population is covered by municipal waste collection. In 2019, it was estimated that around two thirds of the waste generated was originating from households, and the rest from non-household sources. (Statistical Service of Cyprus, 2021).

**Figure 1.1 Municipal waste generation and treatment in Cyprus between 2016 and 2020, in thousand tonnes**



**Note:** Data are flagged by Eurostat as provisional for 2020

**Source:** Eurostat (2022a)

Cyprus has no waste incineration plants nor capacity for waste incineration. Basically, the residual municipal waste is treated at MBT plants, and outputs are landfilled or exported for recycling, due to the lack of recycling facilities in Cyprus. The exported amounts are included in the reported recycling data.

Waste collected separately through the collective producer responsibility systems (packaging waste, WEEE, batteries, non-packaging paper) and at the Green Points collection network is exported for further treatment and primarily for recycling.

The two MBT units located in Koshi and Pentakomo extract some recyclable paper and cardboard, metal, glass, and plastic fractions from MSW, and send them either to other Member States, or to pre-treatment units in Cyprus, which then export the pre-treated fractions to other Member States, or outside the EU for further treatment. In 2018, the Koshi plant extracted 3 177 tonnes of paper and cardboard and 3 228 tonnes of plastics that were sent to other Member States, and 927 tonnes of paper and cardboard, 1 632 tonnes of metals, 697 tonnes of glass, and 236 tonnes of plastics that were first pre-treated in Cyprus and then exported outside the EU for further treatment. Correspondingly, the Pentakomo plant extracted 10 216 tonnes of paper and cardboard, 1 587 tonnes of ferrous metals, 847 tonnes of aluminium, 1 096 tonnes of glass, and 6 925 tonnes of plastics in 2019 that were exported for further treatment. (Department of Environment, 2021c)

The treatment rejects are landfilled (EC, 2019b). Bio-waste is also sorted out of mixed waste in the MBT plant for composting; the estimated amount in 2019 was 17 920 tonnes. The compost is largely used for backfilling at the landfill site due to its low quality; the amount used for backfilling is now calculated as landfilled according to the new reporting requirements.

Cyprus has no strategic plans to increase the extraction of recyclables from residual municipal waste, as it is expected that the amount of residual waste will decrease in the future after the implementation of separate collection systems for municipal waste. (Department of Environment, 2021c). In 2019, Cyprus closed its last two illegal landfills in operation and is currently commencing with the tender for their rehabilitation (EC, 2019b).

In 2015, Cyprus adopted a Municipal Waste Management Plan (MWMP) for 2015-2021 prepared by the Department of Environment, and a Municipal Waste Management Strategy summarizing the MWMP. In addition, Cyprus has adopted a National Waste Prevention Programme for the same period. In the MWMP, the following quantitative targets were set:

- 40 % of the MSW should be separately collected by 2021, and 50 % by 2027;
- 50 % of dry recyclables in MSW should be prepared for reuse by 2020;
- 15 % of the bio-waste should be separately collected by 2021;
- The amount of biodegradable waste landfilled shall not exceed 95 thousand tonnes after processing (compared to 560 thousand tonnes landfilled in 2011 of which only 12 % was processed); and
- Meeting the targets of the EU's Packaging and Packaging Waste Directive, and WEEE and batteries and accumulators directives in the household sector. (Department of Environment, 2021b).

An active involvement of local authorities, policies to enhance separate waste collection, reduction of waste volumes, increased recycling, full utilization of waste treatment infrastructure, extension of the Green Point Network, and introduction of two new MBT plants were seen as key measures to obtain the targets and fulfil the obligations from the Directives (Department of Environment, 2021b). According to EC (2019), also economic instruments such as a landfill tax, enlargement of the EPR (extended producer responsibility) system and pay-as-you-throw (PAYT) schemes were introduced in the MWMP. The new MWMP beyond 2021 has been prepared and its approval by the Council of Ministers is expected in May 2022 (Republic of Cyprus, 2021).

According to the Department of Environment (2021c), a review of the institutional framework is underway and through the 2021 amendment of the Waste Laws (152(I)/2021), significant changes have been introduced on the management of municipal waste:

- Full competence has been given to local authorities to elaborate local action plans for the prevention and appropriate management of municipal waste and to implement systems for the separate collection of municipal waste and pay-as-you-throw schemes;
- Local authorities have been given the power to appoint inspectors for the implementation of the above responsibilities and in particular the obligation of producers and/or holders of municipal waste to properly separate municipal waste at source and implement the PAYT for mixed municipal waste;
- Local authorities can now impose penalties in the event of infringements and collect the proceeds from the fines as an additional revenue towards the management of the separate collection systems.

Practical implementation arrangements will be set out in the regulations which have been submitted to the House of Commons for adoption, which is expected in the first half of 2022. The regulations define the obligations of local authorities for the management of municipal waste. Specifically, they include provisions for the preparation of local waste management plans and waste prevention programmes as well as the establishment of mandatory separate collection systems for municipal waste (organic waste, paper, glass, plastic and metals, including packaging, wood and synthetic packaging and bulky waste) and PAYT schemes. This will lead to a more decentralized system of waste management in Cyprus and to the establishment of a compulsory system of separate collection of municipal waste, supported by PAYT schemes as a financial incentive. Implementation will begin in 2022 for the following fractions: organic waste, paper, glass, plastic and metals, including packaging, wood and synthetic packaging, textiles and bulky waste (Department of Environment, 2021c).

According to EC (2019), the most important reasons for the low performance of Cyprus have been caused by the insufficient infrastructure and systems for separate collection and for preventing landfilling of bio-waste, as well as inadequate coordination between central government and local authorities, and missing law enforcement at local level (EC, 2019b). To tackle the latter issue, Cyprus plans to establish a new coordinating organisation between the central and local government. This plan was introduced in the Recovery and Resilience Plan 2021-2026 submitted in May 2021 to describe the reforms and public investments planned under the EU Recovery and Resilience Facility (RRF) support programme. Extension and improvement of the Green Points collection network and the establishment of a Collection Points and Recycling Corners network in rural areas is one of the investments presented in the Recovery and Resilience Plan. In addition, promoting integrated bio-waste separation at source and small/medium-sized central aerobic treatment systems and home composting in sparsely populated areas, establishment of Green kiosk<sup>1</sup> recycling system for dry recyclables to improve waste management in sparsely populated areas, and establishment of Reuse and Repair Centres in focal locations and a network of collection shops in the largest cities were presented under investment in *Waste Management towards a circular economy* (Republic of Cyprus, 2021).

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<sup>1</sup> The Green Kiosks will be small bring centres, manned and operating certain hours of the day, where citizens will be able to bring their recycles. The Green Points are different in that they are bigger sites, that accept several waste streams and service a number of neighbouring municipalities or communities. The Green Kiosks will be much smaller in size and their purpose will be to service remote rural communities not covered by the collective systems for the separate collection of their recyclable household waste.

The *Waste Management towards circular economy* project is a part of the wider strategy consisting of the following planned investments for waste management (Republic of Cyprus, 2021):

**Bio-waste recycling and diversion from landfills:**

- Separate bio-waste collection from households, investment through PAYT Project (Part of EUR 25 M from the Structural Funds);
- Development of infrastructure for the treatment of organic waste (EUR 15 million from the Structural Funds);
- Prevention, separate collection and recovery of organic municipal waste in the mountainous areas (Part of EUR 1.5 million from the Structural Funds);
- Composting units and home composting units for semi-rural and rural areas (EUR 7 million from the Recovery and Resilience Facility (RRF)).

**Enhanced recycling of dry recyclables:**

- Enhanced recycling through separate collection, investment through PAYT Project (Part of EUR 25 million from the Structural Funds);
- Establishment of 50 Green kiosks for dry recyclables (EUR 3.3 million from the RRF);
- Expansion of the Green Points Network (EUR 10 million from the RRF).

**Improving Reuse:**

- Establishment of two Reuse and Repair Centres in focal locations and a network of collection shops in the largest cities (EUR 4 million from the RRF).

**Separate Collection from households:**

- Introduction of PAYT scheme, with setting up an infrastructure for separate collection (EUR 25 million from the Structural Funds);
- Separate collection from coastal touristic establishments (Limassol and Paphos) (EUR 6.4 million from the Structural Funds); (Department of Environment, 2021c)
- Prevention, separate collection and recovery of municipal waste in the mountainous areas (Part of EUR 1.5 million from the Structural Funds)

**Infrastructure**

- Infrastructure for the treatment of the separately collected municipal waste, with a priority on the treatment of organic waste (EUR 15 million)

**Legal Framework**

The waste legislation in Cyprus is based on the Waste Law, the Packaging and Packaging Waste Law and the Regulations and Decrees based on them. These two laws adapt the EU's waste policy and legislation to national level (Department of Environment, 2021b). The general legislative framework concerning waste and packaging is listed below:

- The Waste Law of 2011 (N. 185 (I) / 2011, amendments 2016, 2021)
- The Packaging and Packaging Waste Law of 2002 (N32 (I) / 2002, amendments 2003, 2005, 2006, 2012, 2017, 2019, 2021)
- Electronic Waste Register (KDP 312/2020)
- Waste Regulations (Batteries or Accumulators) (Act 125 / 2009, amendments: Act 79 / 2012, Act 56 / 2016, Act 201 / 2021)



- The Waste Regulations (Waste Electrical and Electronic Equipment) (Act 73 / 2015, amendments: Act 337 / 2017, Act 200 / 2021)
- The Packaging and Packaging Waste (Reduction of Consumption of Thin Plastic Carrying Bag) (Act 375 / 2017); and
- The Waste (Non-Packaging Paper Waste Management) (Act 430 / 2017). (Department of Environment, 2021a)
- Waste Regulations (Sanitary Landfill Sites) (Act 562 / 2003, amendments: Act 618 / 2007, Act 147 / 2014, Act 41 / 2020, Act 202 / 2021)

A comprehensive list of legal and other provisions can be found on the website of the Department of Environment<sup>2</sup> (in Greek language).

### *Waste management plan(s)*

The revised waste management plan and waste prevention programme are expected to be adopted in spring 2022 and IMPEL has submitted the final documents which were under public consultation until March 2022 (EC, 2022). A preliminary summary is given below.

The Municipal Waste Management Plan builds upon the achievements of the MWMP 2015-2021 and identifies further measures, actions and procedures for sustainable waste management and transitioning Cyprus towards a zero-waste circular economy. It focuses on moving away from mixed waste disposal, towards the higher levels of waste hierarchy sustainable waste management, including separate collection, reuse and recycling, while still ensuring adequate capacity for the treatment and disposal of residual waste.

It is based on the assumption that given recent developments, separate collection will be implemented throughout Cyprus in line with the requirements laid out in the coming regulation.

The Municipal Waste Management Plan 2021-2027 is underpinned by the following strategic principles:

- Compliance with the obligations arising from the European Directives on waste management regarding municipal waste, including the obligation to establish separate collection measures, recycling targets, the diversion of biodegradable waste from landfill, the closure and rehabilitation of uncontrolled landfills, and the Directives on packaging waste, electrical and electronic equipment, and batteries and accumulators from household;
- Full utilisation of existing waste management infrastructure including Integrated Waste Management Facilities (IWMF) and the Green Points network;
- Delivery of the waste hierarchy.

### *Implementation of previous early warning recommendations*

Cyprus had been considered of being at risk of missing the 2020 target of 50 % preparation for reuse/recycling for municipal waste by the European Commission (EC, 2018b) and it received a set of policy recommendations (EC, 2018a). Annex 1 lists the recommendations and a self-assessment of Cyprus on the status of taking them into account.

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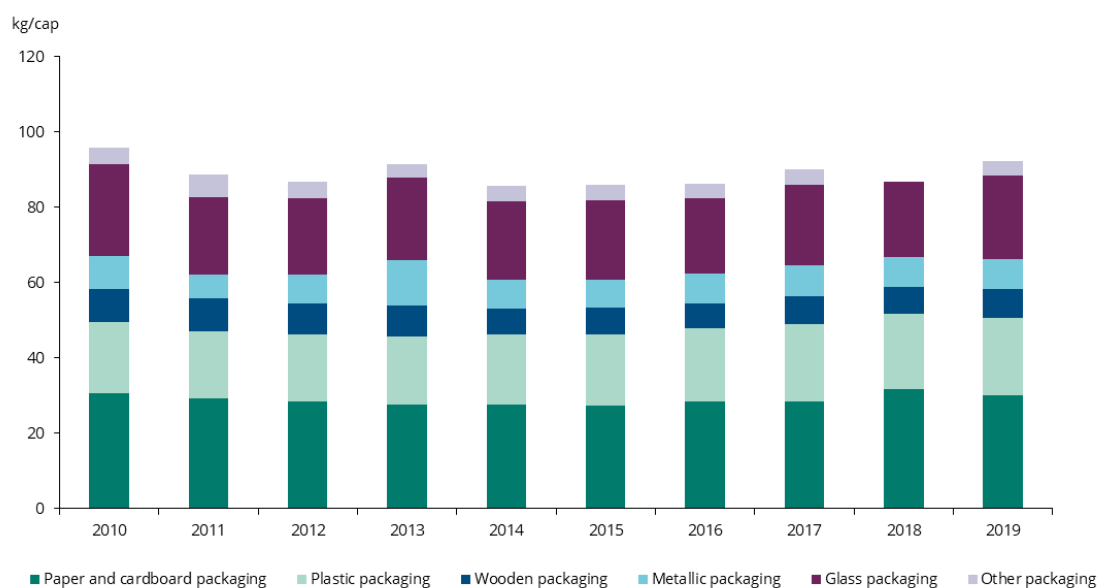
<sup>2</sup> [http://www.moa.gov.cy/moa/environment/environmentnew.nsf/index\\_gr/index\\_gr?OpenDocument](http://www.moa.gov.cy/moa/environment/environmentnew.nsf/index_gr/index_gr?OpenDocument)

### Packaging waste generation and treatment

Data on packaging put on the market is obtained from several sources. Data from the EPR scheme is complemented with declarations by the industry. In addition, estimates are used to improve data coverage (Eurostat, 2020b). In Cyprus, 81 000 tonnes (92 kg/cap) of packaging waste were generated in 2019 (Figure 1.2), which is well below the (estimated) EU average of 177 kg/cap. The figures for 2012, 2018 and 2019 are estimated, except for total packaging waste generation in 2018 and 2019. Packaging waste generation per capita has decreased by 4 % since 2010, fluctuating slightly between the different years. During the past five years, the waste generation in different packaging waste categories has remained rather stable. The decrease in the category of other packaging, from 4 kg/cap in 2014 to zero in 2018, is caused by the change in data reporting practices.

Between 2010 and 2019, the recycling rate for packaging waste has increased from 50 % to 66.8 %. Of the total amount of packaging waste recycled (54 000 tonnes) in 2019, only around 12 % was recycled in Cyprus, whereas the remaining 88 % was exported to other Member States or outside the EU for recycling. In 2019, in addition to recycling, 1 787 tonnes of wooden packaging (pallets) were reported as repaired.

Figure 1.2 Packaging waste generation in Cyprus between 2010 and 2019, in kg per capita



**Note:** The figures for 2012, 2018 and 2019 are flagged by Eurostat as estimated, except for total waste generation in 2018 and 2019. Break in time series for other packaging in 2018 and 2019.

**Source:** Eurostat (2022b)

### Capture rates for recyclables

The capture rate is a good performance indicator of the effectiveness of the separate collection system. The capture rate is calculated by dividing the separately collected weight of a certain material for recycling by the weight of the material in total municipal waste (being the product of the residual waste composition and the total amount of residual waste collected). For Cyprus, Table 1.1 shows the calculated capture rates for different waste fractions.

Table 1.1 Capture rates for different waste fractions in Cyprus

	Residual waste composition (%) <sup>(b)</sup>	Residual waste composition (tonnes) <sup>(a)</sup>	Separately collected amounts (tonnes) <sup>(b)</sup>	Materials in total MSW (tonnes)	Capture rates (%)
Reference year	2013	2019	2018		
Mixed municipal waste, total		384 000			
Paper and cardboard	24 %	92 160	50 320	142 480	35 %
Metals	3 %	11 520	8 060	19 580	41 %
Glass	3 %	11 520	13 790	25 310	54 %
Plastic	15 %	57 600	9 440	67 040	14 %
Bio-waste	42 %	161 280	15 210	176 490	9 %
Textiles	7 %	26 880	2 620	29 500	9 %
Wood	2 %	7 680	240	7 920	3 %

**(<sup>a</sup>) Note:** Share of material in residual waste multiplied with the amount of residual waste in 2019 as reported in the EEA-ETC/WMGE questionnaire by the Department of Environment (2021)

**(<sup>b</sup>) Source:** As reported in the EEA-ETC/WMGE questionnaire by the Department of Environment (2021)

This indicates that there is room for improvement to capture higher shares of nearly all waste fractions.

## 2 Success and risk factors likely to influence future performance

### 2.1 Target for preparing for reuse and recycling of municipal waste

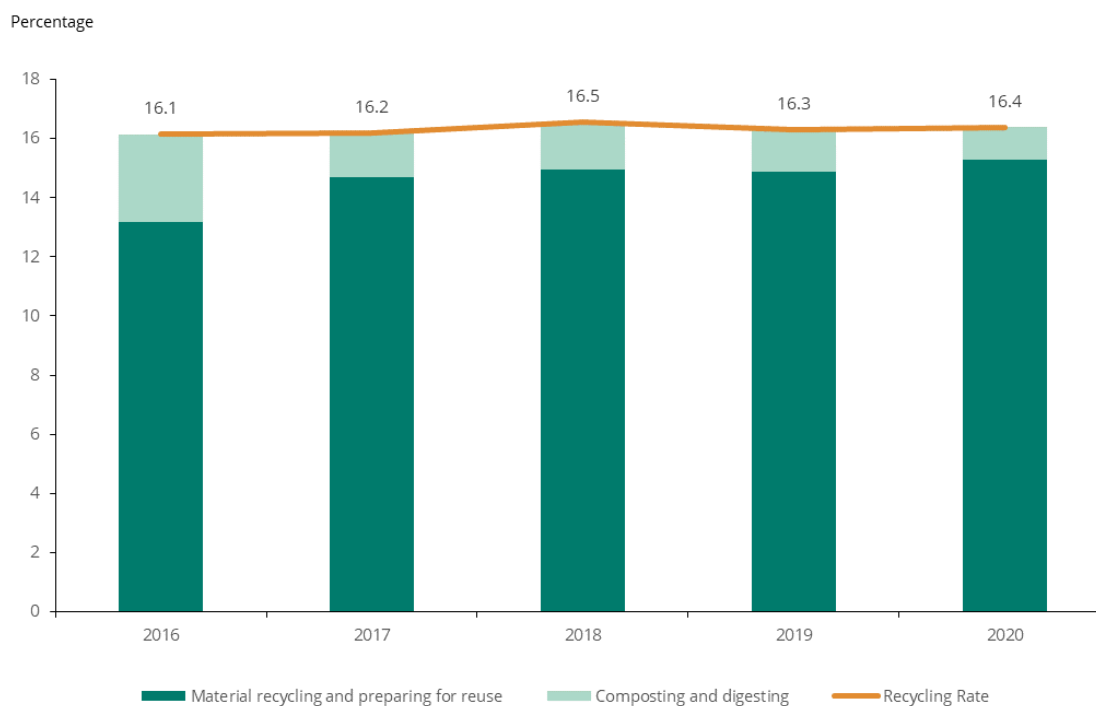
This chapter aims at assessing the prospects of Cyprus to achieve the **55 % preparing for reuse and recycling target** for municipal waste in 2025. For a detailed description of the methodology followed, the development of success/risk factors and their impact on recycling, please consult the methodology report (ETC/CE & ETC/WMGE, 2022).

#### 2.1.1 Current situation and past trends

##### *SRF MSWR-1.1: Distance to target*

The overall recycling rate of Cyprus remained stable between 2016 and 2020 (Figure 2.1). In this analysis the recycling rate is calculated by dividing the summed amounts of recycling of materials and of composting and digestion by the total generated amounts. The data source used is the Eurostat data set *Municipal waste by waste management operations [env\_wasmun]* (following the OECD/Eurostat Joint Questionnaire); Data reported by Member States according to Article 10.2(a) of the Waste Framework Directive are not used for this assessment as the reporting methods differ by Member State, resulting in a lack of comparability between Member States. The data source used here is assumed to be the best available proxy, given that data in accordance with the rules on the calculation of the attainment of the targets defined in Article 11a are not yet available.

Figure 2.1 Recycling rate in Cyprus between 2016 and 2020, in percentage



**Note :** Data for 2020 are flagged by Eurostat as provisional

**Source:** Eurostat (2022a)

The actual distance to the target for the most recent data point is a key factor determining the likelihood of meeting/not meeting the target. The closer the Member State is to the target already, the more likely that the target will be met. For Cyprus, the recycling rate, in 2020, is 16.4 % which is clearly below the target for 2025. The distance to the target of 55 % is 38.6 percentage points. Meeting the target will require an average increase of 7.7 percentage points annually in the period between 2020 and 2025, requiring a stepping up in pace compared to the average 0.2 percentage point annual decrease in the previous five-year period (2016-2020).

However, the data used for this analysis are based on a different methodology than the calculation rules for the target. The actual impact of the application of the new calculation rules to the recycling rate has not been quantified yet in Cyprus. The Department of Environment (2021c) estimates that their implementation leads to lower recycling rates in the short term. However, they state that the forthcoming changes, especially the introduction of the mandatory separate collection at municipal level and the establishment of a deposit-refund system, will actually lead to increased recycling rates. In addition, the improved data collection system as well as the implementation of detailed requirements, will make data quality and validity better (Department of Environment, 2021c). A few Member States have provided quantified estimates indicating how the application of the new reporting rules would influence the recycling rate (compared to the data reported to Eurostat under the Joint Eurostat/OECD questionnaire), resulting in reductions between 3.8 and 13 percentage points, and on average 5.5-6.7 percentage points. While the effect depends on how Cyprus currently reports the data, an effect of a reduction with 5 percentage points is therefore assumed for this assessment, bringing the recycling rate down to 11.4 % in 2020. This assumption does not result in a change of the assessment for this SRF.

### Summary result

Distance to target > 15 percentage points	Based on currently available data, Cyprus's 2020 recycling rate lies at 16.4 %, 38.6 percentage points below the 2025 target. Considering however the impact of the new calculation rules, we assume a reduction with 5 percentage points for this assessment, resulting in an estimated recycling rate of 11.4 %, 43.6 percentage points below the target.
Robustness of the underlying information	Cyprus has not assessed the influence of the new calculation rules on the recycling rate. However, a recycling rate which would be 5 percentage points below the currently reported one, would not change the assessment for this SRF. The data for 2020 are marked as provisional by Eurostat.

### *SRF MSWR-1.2: Past trend in municipal solid waste recycling rate*

The recycling rate over the last five years shows a small increase of 0.2 percentage points, indicating that the efforts made over the last years to increase recycling in Cyprus have not been effective enough (Figure 2.1). The share of material recycling increased by 2.1 percentage points from 13.2 % to 15.3 %, whereas the share of composting and digestion decreased by 1.9 percentage points from 3.0 % to 1.1 %.

### Summary result

RR < 45 % and increase in last 5 years < 10 percentage points	The recycling rate was stable with an increased by 0.2 percentage points over the last five years. For Cyprus the application of the new calculation rules would result in an estimated recycling rate of 11.4%
Robustness of the underlying information	There is no break in the time series data, however, the data for 2020 are marked as provisional by Eurostat. The currently available data do not yet reflect the calculation rules applicable to the target.

### 2.1.2 Legal instruments

#### *SRF MSWR-2.1: Timely transposition of the revised Waste Framework Directive into national law*

Timely transposition of the Waste Framework Directive as amended by Directive 2018/851 into national law within the foreseen period is key for a waste management system in line with EU requirements.

Cyprus has transposed the amended Waste Framework Directive fully into national law since May 2021. All the amended Directives were transposed into national law in May 2021 following their adoption and publication:

- The Waste (amending) Law, N. 104(I)/2021
- The Packaging and Waste Packaging (amending) Law, N. 105(I)/2021
- The Waste (Batteries and Accumulators) (amending) Regulations, Act 201/2021
- The Waste (Electrical and Electronic Equipment) (amending) Regulations, Act 200/2021
- The Waste (Sanitary Landfill Sites) Regulations, Act 202/2021

#### Summary result

Transposition with a delay of less than 12 months	The WFD has been transposed into national legislation since May 2021.
Robustness of the underlying information	Credible information was provided by the Department of the Environment as response to the questionnaire by the EEA and ETC/WMGE, and from the European Commission (status as of 12 November 2021).

#### *SRF MSWR-2.2: Responsibilities for meeting the targets, and support and enforcement mechanisms, e.g. tools, fines etc.*

Clearly defined responsibilities, enforcement and support mechanisms for meeting the targets across different entities and governance levels are important for achieving high recycling rates. The clearer the responsibilities for meeting the target and the accountability for failing the targets are, the higher the chance that the targets will be met.

In Cyprus, the following authorities and stakeholders have certain responsibilities which influence the recycling rate of MSW (Department of Environment 2021c):

- The Department of Environment of the Ministry of Agriculture, Rural Development and Environment acts as the competent waste management authority. It is responsible for the development and implementation of national waste management policy through the Waste Management Strategy and Waste Prevention Programme, implementation of waste legislation, and regulations concerning the establishment of EPR schemes, issuing of the operation permits of the EPR systems and waste management facilities, and oversees the compliance of the permits.
- The Water Development Department of the Ministry of Agriculture, Rural Development and Environment acts as a competent technical department supervising the construction and operation of the Green Points, MBT units, and the rehabilitation programme of illegal landfills that have been closed.
- Five District Boards for the Exploitation of Municipal Waste Disposal and Recovery Sites are responsible for the operation of the public waste management sites within their districts, covering also the MBT units and the Green Points network. The Council of Ministers appoints representatives from community councils and municipalities to the District Boards.
- The responsibilities of local authorities (municipalities) include municipal waste collection and transport to the MBTs for treatment. In practice, the waste collection is usually organized by contracting the private waste collection operators, but also municipal waste

companies can collect wastes themselves. The changes in regulations that will be adopted during 2021<sup>3</sup>, will set the responsibility to local authorities to establish mandatory separate collection systems for municipal waste and introduce pay-as-you-throw schemes, thereby contributing to meeting the municipal waste separate collection targets as well as the target on reduction of landfilling of residual waste.

- The EPR Collective Systems shall meet the producer's obligations under the EPR legislation. The targets to be fulfilled considering the separate collection, reuse and recycling, coverage of the system, minimum service standards, and financial requirements of producers are defined in their permits. Currently, collective systems exist for packaging, WEEE, batteries and accumulators, and non-packaging paper (Department of Environment, 2021c).

According to EC (2019), an inadequate coordination between the central government and local authorities and missing law enforcement at local level have been one of the reasons for the low performance of Cyprus (EC, 2019b). To tackle this issue, Cyprus plans to establish a new coordinating body between the central government and the local governments as described in Section 1.3. (Municipal waste generation and treatment). This new organisation would provide both technical and financial support to the municipalities so that they could improve their current waste management practices and shift them towards higher levels in the waste hierarchy, i.e. waste prevention and separate collection (Department of Environment, 2021c).

The Department of Environment is responsible for the implementation of measures to meet the targets of the EU waste directives. Also, the EU procedures for non-compliance are applied if needed. According to the Law on Waste, fines up to EUR 20 000, or if convicted by the Court up to EUR 500 000, can be imposed on producers for non-compliance of their EPR obligations; collective systems of WEEE, batteries and accumulators, and non-packaging paper, and licenced waste collection operators and treatment plants for not meeting their regulatory obligations or permit conditions; and industrial or commercial operators for non-compliance of their requirement to organise waste collection, transport and treatment directly. According to the Law on Packaging and Waste Packaging, fines up to EUR 3 400, or if convicted by the Court up to EUR 85 500, can be imposed on packaging producers for not meeting their EPR obligations and to the Green Dot Cyprus for non-compliance of the legislative provisions or permit conditions. The same level of fines will also be used in the planned deposit-return systems. The recent amendment of the Waste Law has introduced fines up to EUR 200 for natural persons and EUR 4 000 for legal persons, or EUR 15 000 if convicted by Court, that will be imposed for disposal of mixed waste in bags other than the pre-paid PAYT bags, including in recycling bags, the improper separation of waste and illegal dumping. The fines will be imposed by inspectors from the local authorities. (Department of Environment, 2021c).

The Department of Environment (2021c) reports that support mechanisms, currently in place to improve the efficiency and performance of the responsible entities, include training and techno-economic support. The Department of Environment has provided training and education programmes for public servants, municipal authorities, stakeholders, and inhabitants considering appropriate waste management; especially focusing on waste prevention, source separation, separate collection, and municipal waste management. In addition, the Department of Environment promotes many techno-economic support programmes to municipalities under the EU Structural Funds and the Recovery and Resilience Facility (RRF) for the implementation of the upcoming requirements to implement local waste management and prevention programmes, mandatory separate collection and PAYT schemes. The following programmes are especially important:

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<sup>3</sup> Regulations will be adopted (expected by the end of 2021) under the Waste Law

- Decreasing MSW generation in coastal hotels and related tourism infrastructure in the Larnaca-Ammochostos and Lemesos-Pafos areas;
- Techno-economic support to establish a MSW separate collection system and the implementation of the PAYT scheme;
- Municipal waste prevention, separate collection, and recovery in the mountainous areas of the country;
- Promoting integrated bio-waste separation at source and small/medium-sized central aerobic treatment systems and home composting in sparsely populated areas;
- Establishment of the Green kiosk recycling system for dry recyclables to improve waste management in sparsely populated areas;
- Establishment of two reuse and repair centres in focal locations and a network of collection shops in the largest cities;
- Support for the establishment of sufficient infrastructure for the treatment of the separately collected bio-waste and for recycling;
- Extension of the Green Points collection network, and
- Establishment of a coordinating body between local and central government for the management of waste. (Department of Environment, 2021c)

In addition, techno-economic support is provided by the Water Development Department for establishing and operating the Green Point network, operating the MBT plants, and rehabilitation of illegal landfills that have been closed. (Department of Environment, 2021c)

See also Section 1.3 (Municipal waste generation and treatment) for more information on planned investments.

### Summary result

Unclear responsibilities but clearly defined enforcement mechanisms and a good set of support tools for meeting the recycling targets	The responsibilities are defined, but currently the coordination between central government and local authorities is lacking. Cyprus has plans to establish a new coordinating body to tackle this problem, but so far this is only in the planning phase. Support and enforcement mechanisms are in place.
Robustness of the underlying information	Credible information received from the Cypriot authorities in response to the questionnaire by the EEA and ETC/WMGE.

### 2.1.3 Economic instruments

#### *SRF MSW-3.1: Taxes and/or ban for landfilling residual- or biodegradable waste*

Bans and taxes on landfilling of residual municipal waste can help to discourage strong reliance on residual waste treatment and thus support recycling.

Currently, Cyprus has no landfill tax in place. According to the new Recovery and Resilience Plan, a landfill tax will be introduced and planned to be enforced by 2024 as part of the upcoming tax reform. Prior to that, alternative treatment methods for municipalities to divert waste generated away from landfill are put into operation within the next three years. According to the recently amended landfill regulations, it is now banned to landfill waste that has been separately collected to prepare for reuse and recycling. The waste from the subsequent treatment of separately collected waste (rejects), for which landfilling is the best environmental option, is exempted from the ban. By



2030, it will be prohibited to landfill any waste suitable for recycling or recovery, excluding waste for which landfilling is the best environmental option (Department of Environment, 2021c).

### Summary result

No landfill taxes	Cyprus has no landfill tax in place, but a tax is planned to be applied from 2024. Cyprus introduced a ban to landfill separately collected waste in May 2021. However, this SRF considers bans for landfilling residual or biodegradable waste, not separately collected fractions, and therefore the score of this SRF is 'red'.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF MSWR-3.2: Taxes on municipal waste incineration*

Taxes on incineration of mixed municipal waste can help to discourage strong reliance on waste incineration and thus support recycling.

Cyprus does not have waste incineration plants.

### Summary result

N/A (for countries without capacities for incineration)	Cyprus does not have incineration capacity.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF MSWR-3.3: Pay-as-you-throw (PAYT) system in place*

PAYT systems are designed to incentivize citizens to make a bigger effort in separating their waste at source. However, a PAYT system should be designed with the appropriate level of source separation encouragement to ensure that citizens do not misplace waste in recycling bins in order to avoid residual waste charges. Overall, PAYT usually has a positive effect on source separation and thus recycling rates through direct involvement of citizens.

So far, only one municipality has implemented a PAYT scheme in Cyprus.

A mandatory PAYT scheme that acts as a financial incentive will be introduced in the upcoming regulations. The aim is to implement PAYT nationwide in all municipalities, so that it will cover the majority of the population. Only very few remote communities are expected to not be covered by the system (Department of Environment, 2021c).

The system will be based on the use of prepaid bags for the residual waste. The Department of Environment (2021c) expects that the collection frequency of residual waste will decrease, mostly due to the separate collection of bio-waste.

To this end, the Department of Environment has begun the implementation of the programme for the *Separate Collection System for Municipal Waste Source and Implementation of a Pay-As-You-Throw Scheme by local authorities*, under the Structural Funds. The purpose of the project is to support local authorities in implementing the obligations that will arise from the planned legislative reforms for the establishment of systems for the sorting at source and separate collection, of municipal waste, particularly organic waste, as well as for the establishment of pay-as-you-throw

schemes within their administrative boundaries, including the creation of the appropriate infrastructure, implementation, monitoring, training and awareness raising. The programme will include:

- Design of separate collection systems for the following waste streams: paper/cardboard, glass, plastic, metal, organic/bio-waste (food, kitchen, garden and similar waste);
- Establishment of separate collection at source and collection in other municipal waste streams, aiming at further preparation for reuse and recycling (e.g. clothing, furniture, bulky, plastics, hazardous household, etc.);
- Upgrading of infrastructure and separate collection equipment where necessary;
- Pricing policy through the application a PAYT system with a prepaid bag;
- Awareness actions; and
- Dissemination of environmental information concerning the separate collection, treatment, reuse and disposal of municipal waste of various waste streams.

In June 2021, the Department of Environment announced the call to local authorities for expression of interest regarding the establishment of a separate collection system for recyclable and organic/bio-waste collection and implementation of a PAYT system. The call expired on 31 January 2022 and the Department of Environment is currently evaluating proposals. The next stage concerns the preparation of the relevant feasibility studies by the local authorities that submitted proposals, which are expected to be completed and submitted for approval to the Department of Environment in 2022. Implementation will begin in 2023.

#### Summary result

No PAYT scheme implemented but firm plans for rolling out	Currently, Cyprus has no PAYT scheme in use, but the system is planned to be implemented in 2023.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

#### 2.1.4 Separate collection system

##### *SRF MSWR-4.1: Convenience and coverage of separate collection systems for the different household waste fractions*

Separate collection systems are a key enabler for high recycling rates and for collecting recyclables at adequate quality. Generally, the more convenient and accessible these systems are for their users, the better results they deliver. The assessment methodology categorises different types of collection systems (door-to-door, bring points with a density of > 5 per km<sup>2</sup>, bring points with a density of < 5 per km<sup>2</sup>, civic amenity site) for assessing the degree of convenience, and differentiates between cities (densely populated), towns and suburbs (intermediate densely populated) and rural (thinly populated areas). It then calculates which share of the population is served by which type of system. The assessment is done on a material basis and takes into account the different materials according to their average share in municipal waste. This is described in more detail in the methodology (ETC/CE & ETC/WMGE, 2022).

Green Dot Cyprus covers about 693 000 inhabitants and by June 2022 it will expand its coverage to reach a total of 730 000 inhabitants. About 187 000 inhabitants are not serviced by Green Dot Cyprus, which in June will decrease to 158 000 inhabitants. These people mainly live in remote areas. For a number of these communities, the local authorities undertake to collect the recyclables for treatment. The establishment of Green Kiosks and Green Corners in remote and rural areas, will assist communities not covered by the collective system. Also, the regulations to be adopted foresee that assistance will be provided to those communities that cannot be covered by the Green Dot

system. This was envisaged in the programme for the support of local authorities in the implementation of separate collection and PAYT schemes, which will cover additional costs incurred by communities not serviced by the collective system.

The packaging waste collection system by Green Dot Cyprus covers the collection of PMD (Plastic packaging, metal packaging, drinks cartons), paper and cardboard and glass in 28 municipalities and 62 communities. Both packaging and non-packaging paper are collected by Green Dot Cyprus but reported separately to the competent authority. Green Dot Cyprus is the most important operator collecting waste separately. It mostly uses its own collection infrastructure, but it can also work in collaboration with municipalities. PMD, packaging paper and non-packaging paper are separately collected door-to-door from 94 % of the total population covered by the Green Dot system (630 000 inhabitants), whereas the remaining 6 % (40 000) are serviced via bring points only, covering mainly schools, industrial areas or stores. Glass packaging waste is collected at bring points instead of door-to-door. Currently, the amount of bring points is 3 900 for PMD and 900 for paper and cardboard. In addition, there are 1 700 bring points for glass packaging waste. Pesticide packaging is collected at 103 collection bins located at the sales points. Some thinly populated areas are covered by door-to-door collection, but there are also smaller rural communities, in which waste is either collected via bring points or there is no separate collection at all. (Department of Environment, 2021c)

The Collective Compliance System for waste electrical and electronic equipment (WEEE), WEEE Cyprus, collects various types of WEEE at 250 collection bins and lamps at 300 collection bins located at the retail sales points of electric and electronic equipment (EEE) as well as the Green Points Network. In addition, the Collective Compliance System for dry cell batteries and accumulators, AFIS, has a network of more than 5 000 collection bins for batteries weighing less than 2 kg. The network of Green Points consists of 23 civic amenity sites and four mobile units. The Green Points are also allowed to accept paper and PMD packaging waste, although in practice these are mostly collected door-to-door. In Green Points, also other waste fractions can be separately collected, or they can be collected via other collection points organised by the respective collective systems. The collection of textiles is organised via central collection points, and they are either donated for reuse or exported for recycling. (Department of Environment, 2021c)

In addition to the above-mentioned, there is also a large group of other waste collectors and transporters operating in Cyprus, which are licensed and operate according to their permit conditions (Department of Environment, 2021c).

The separate collection of recyclables originating from companies is not yet mandatory in Cyprus. Industrial and big commercial operators organize their waste management directly and cover the costs resulting from the collection, transport and waste treatment (Department of Environment, 2021c). Table 2.1 gives an overview of the collection system in Cyprus.

**Table 2.1 Characterisation of the collection system in Cyprus**

	Cities (densely populated areas)					Towns and suburbs (intermediate density areas)					Rural areas * (thinly populated areas)			
	Door-to-door - separate	Door-to-door - co-mingled	Bring point (>5 per km <sup>2</sup> )	Bring point (<5 per km <sup>2</sup> )	Civic amenity site	Door-to-door - separate	Door-to-door - co-mingled	Bring point (>5 per km <sup>2</sup> )	Bring point (<5 per km <sup>2</sup> )	Civic amenity site	Door-to-door - separate	Door-to-door - co-mingled	Bring point	Civic amenity site
Residual waste														
Paper and Cardboard	x		x		x	x		x		X	x		x	x
Ferrous metals		x (PMD)	x		x		x (PMD)	x		X		x (PMD)	x (PMD)	x
Aluminium		x (PMD)	x		x		x (PMD)	x		X		x (PMD)	x (PMD)	x
Glass			x		x			x		X			x	x
Plastic		x (PMD)	x		x		x (PMD)	x		X		x (PMD)	x (PMD)	x
Bio-waste*														
food														
garden			x					x					x	
Textiles			x		x			x	x				x	
Wood			x		x			x	x				x	
WEEE			x		x			x	x				x	
Composite packaging**	x	x (PMD)	x		x	x	x (PMD)	x	x	X	x	x (PMD)	x (PMD)	x

**Note:** xx: dominant system; x: other significant systems. Grey cells indicate high convenience collection systems.

**Source:** Department of Environment (2021)

For Cyprus, according to the most recent data, the percentage of households living in cities is 53 %, in towns and suburbs 21 % and in rural areas 26 % (Eurostat, 2021a).

For paper and cardboard (packaging and non-packaging), plastics packaging, metals packaging and composite packaging (drink cartons), the provided data on the coverage of the Green Dot collection system indicate that door-to-door separate collection or high convenience bring point collection is prevailing, although to a lesser extent they are also collected at civic amenity sites. Wood waste, textiles and WEEE are collected at high convenience bring points or civic amenity sites in cities, high or low convenience bring points at towns and suburbs, and bring points at rural areas. Following Table 2.1, there seems to be no significant deviation in the presence of collection systems between the different types of urbanized areas for these waste types, and the Department of Environment (2021c) did not mark any dominant collection systems, therefore it is assumed here that all collection systems are used evenly.

All residual waste is collected door-to-door. Food waste is not collected separately in Cyprus, and garden waste is only collected at bring points. This leads to a low convenience level regarding bio-waste collection, as food waste is the dominant fraction within bio-waste. This is also reflected in the low capture rate of bio-waste as indicated in Table 1.1 (Section 1.3).

## Summary result

Paper and cardboard	A high share of the population is covered by high convenience collection services	An estimated 80 % of the population is covered by high service level collection services (door-to-door or bring points) for paper and cardboard packaging waste and non-packaging paper.
Metals	A high share of the population is covered by high convenience collection services	An estimated 80 % of the population is covered by high service level collection services (door-to-door or bring points) for metal packaging waste. There is no separate collection of non-packaging metal waste.
Plastics	A high share of the population is covered by high convenience collection services	An estimated 80 % of the population is covered by high service level collection services (door-to-door or bring points) for plastic packaging waste. There is no separate collection of non-packaging plastic waste.
Glass	A high share of the population is covered by high convenience collection services	An estimated 80 % of the population is covered by high service level collection services for glass, through high-density bring points.
Bio-waste	A low share of the population is covered by high convenience collection services	Food waste is not collected separately, and garden waste is only collected at bring points. This leads to low convenience level regarding bio-waste collection, as food waste is the prevailing fraction of bio-waste.
Wood	A medium share of the population is covered by high convenience collection services	High convenience and low convenience collection points are seen as equally important systems in cities, towns and suburbs. In rural areas, only high service level bring points are used.
Textiles	A medium share of the population is covered by high convenience collection services	High convenience and low convenience collection points are seen as equally important systems in cities, towns and suburbs. In rural areas, only high service level bring points are used.
WEEE	Medium convenience collection services dominate	High convenience and low convenience collection points are seen as equally important systems in cities, towns and suburbs. In rural areas however, only high service level bring points are used.
Robustness of the underlying information		The Cypriot authorities did not mark any dominant collection systems but provided quantitative information about the population coverage of the 'Green Dot' system for packaging waste.

### *SRF MSWR-4.2: Firm plans to improve the convenience and coverage of separate collection for the different household waste fractions*

The 2021 amendment of the Waste Laws (152(I)/2021), assigned local authorities the responsibility to introduce mandatory separate collection systems for recyclable and organic waste. According to the upcoming Regulations that will set out the practical obligations of municipalities considering the municipal waste management which are expected to be adopted in 2022 and implemented from 2023 onwards. Municipalities and communities, including those not covered by Green Dot shall establish mandatory separate collection systems for the following fractions (also for non-packaging) of municipal waste: organic waste, paper, glass, plastic and metals, including packaging, wood and synthetic packaging, WEEE, batteries, textiles and bulky waste. These regulations will also cover similar non-household wastes originating from restaurants, hotels and businesses. Fines for non-compliance with the regulations are planned for both household and non-household sources. (Department of Environment, 2021c)

Separate collection plans by municipalities need to be conducted in co-operation with the current collection systems organised/financed by producer responsibility organisations, and without having an effect on the EPR obligations laid down in legislation. In addition, the extension the Green Points network is planned, which also accept these waste fractions. (Department of Environment, 2021c)

Furthermore, a deposit-return system (DRS) for beverage packaging has been planned and is expected to be in operation within the next two to three years. An establishment of 50 Green kiosks for dry recyclables to improve waste collection in sparsely populated areas, the establishment of two Reuse and Repair Centres in focal locations and a network of collection shops in the largest cities are also planned. (Department of Environment, 2021c)

The current lack of treatment capacities for bio-waste (see Section 2.1.6) might hamper the planned rolling-out of separate bio-waste collection in 2022 and could thus lead to delays compared to the planned introduction of bio-waste collection.

The regulations are currently (April 2022) before the House of Representatives for adoption and the Department of Environment has begun implementation of the support programme for the establishment of separate collection and PAYT systems by the local authorities. The municipalities have submitted their call of interest which will be evaluated by the end of May and will proceed with the feasibility studies. Implementation and the provision of the necessary equipment will commence by the end of 2022 and throughout 2023. The same applies for all waste streams listed in the table, with the exception of biowaste. For biowaste, separate collection will be included in the feasibility studies, but implementation will begin once the infrastructure for the treatment of organic waste is in place.

So, there is a support project in place and municipalities have already applied for this support. Therefore, it seems that Cyprus has firm plans to improve the separate collection system.

### Summary result

Paper and cardboard	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.
Metals	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources. For packaging waste, separate collection will continue to be covered by Green Dot Cyprus in cooperation with the local authorities.
Plastics	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources. For packaging waste, separate collection will continue to be covered by Green Dot Cyprus in cooperation with the local authorities.

Glass	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources. For packaging waste, separate collection will continue to be covered by Green Dot Cyprus in cooperation with the local authorities.
Bio-waste	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover organic waste from household and non-household sources.
Wood	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources. For packaging waste, separate collection will continue to be covered by Green Dot Cyprus in cooperation with the local authorities.
Textiles	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover both household and non-household sources.
WEEE	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover both household and non-household sources. For packaging waste, separate collection will continue to be covered by the collective system of WEEE Cyprus in cooperation with the local authorities.
Robustness of the underlying information		Information provided by Cyprus' Department of Environment through the EEA-ETC/WMGE questionnaire. However, details about the implementation of the plans are not available.

### 2.1.5 Extended producer responsibility (EPR) and similar schemes

#### *SRF MSWR-5.1: Fee modulation in EPR schemes for packaging*

Within EPR schemes, fee modulation (or eco-modulation) is a system with different fees for different types of packaging material and designs. While basic fee modulation, i.e. different fees for the main material groups, are common, advanced fee modulation can create stronger incentives for packaging producers to design for recycling and thus create favourable conditions for higher recycling rates. The level of advancement of the fee modulation is assessed against four criteria that have been selected as benchmarks for a well-designed eco-modulated fee system:

- recyclability, for example differentiating between PET and PS, between different colours of PET, or between 100% cardboard boxes and laminated beverage cartons;
- sortability and disruptors, for example a malus for labels/caps/sleeves made of other materials, which are not fitted for the recycling technologies of the main packaging;
- recycled content; and
- if there is a transparent compliance check by the PRO that producers report correctly.

In Cyprus, packaging producers can fulfil their EPR obligations either by joining the collective compliance system, or by establishing an individual packaging recovery system (Green Dot Cyprus,

2021). Green Dot Cyprus is a non-profit organisation established in 2006 to coordinate the collective compliance schemes (EEA, 2016). The EPR scheme covers both household and non-household sources for all packaging material categories. It collects and manages PMD, wood, paper and glass fractions. The renewal of its permit increased its responsibilities, and it now has to meet the targets of the PPWD and e.g. cover all the costs resulting from the separate collection of waste packaging in its coverage area. In addition, according to its permit conditions it has prepared action plans aiming to enhance the separate collection of certain packaging fractions, especially glass and aluminium, and to extend separate collection in those areas that are not yet covered. The permit will again be revised based on the new requirements for EPR set by the WFD, and this revision will lead to stricter requirements considering geographical and product coverage, financial contributions and targets to be met (Department of Environment, 2021c).

Inspections are carried out by the Department of Environment to prevent free riding of the EPR obligations. Notifications have been given to several producer groups during the past two years. In addition, Green Dot Cyprus informs the Department of Environment of producers not fulfilling their requirements. According to the Law on Packaging and Waste Packaging the fines up to EUR 3 400 or up to EUR 85 500 if convicted by the Court, can be imposed on producers for non-compliance of EPR obligations. The Department of Environment works on a collaboration with the Customs Department to identify means to inspect imports to be able to recognize free riders. According to its permit, the Green Dot Cyprus has to cooperate with the Competent Authority for the registration of free riders and also take measures to increase supervision for registration and diminish free riding in collaboration. (Department of Environment, 2021c)

There is no advanced fee modulation in place in Cyprus yet. However, new requirements for the fee modulation will be introduced according to the provisions of the WFD. Currently, there is fee modulation between different material types and household vs. non-household packaging, however, the differentiation is not based on the above-listed aspects (Department of Environment, 2021c). The permit of Green Dot Cyprus will be amended to introduce fee modulation based on the above criteria, in cooperation with the collective system. (Department of Environment of Cyprus, 2022)

### Summary result

No advanced fee modulation	There is no fee modulation based on the four assessment criteria presented above.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### 2.1.6 Treatment capacity for bio-waste

#### SRF MSWR-6.1: Capacity for the treatment of bio-waste

Bio-waste is the largest single waste fraction in municipal waste, and adequate treatment capacity needs to be made available.

The Department of Environment (2021c) reports that in Cyprus, 42 % of the residual household waste is bio-waste. According to Eurostat (2021) the total MSW generation in 2019 was 566 thousand tonnes, of which 481 thousand tonnes was residual waste. This implies that the amount of bio-waste ending up as residual waste is approximately 202 thousand tonnes. In addition, according to the Department of Environment (2021c), in 2018, 15.2 thousand tonnes of bio-waste were separately collected (referring to the amount of garden waste sorted for composting).



The country's current bio-waste treatment capacity amounted to approximately 100 thousand tonnes, concerning mostly green waste, while the anaerobic treatment plants able to receive food waste are currently treating animal waste and running close to their full capacity. Home composting is not included in the estimated capacity. The two facilities permitted to treat food waste receive primarily agricultural waste, which restricts the treatment of municipal waste, and the current capacity for the treatment of bio-waste remains unclear (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022).

The planned increase in separate collection also requires an extension of bio-waste treatment capacity. At the moment, the Department of Environment is assessing different possibilities to build additional infrastructure, especially in the areas of Pafos and Nicosia, which currently have no treatment capacity, and to improve existing infrastructure, including both the private treatment plants as well as the MBT plants. In addition, integrated bio-waste separation at source and small/medium-sized central aerobic treatment systems and home composting in sparsely populated areas is promoted under the RRF (Department of Environment, 2021c).

### Summary result

No capacity information available	The nominal capacity is not known. The Cypriot authorities are planning to increase the capacity for the treatment of bio-waste in the future, but there are no firm plans, i.e. plans that have clear responsible entities, defined targets, and timeline available, yet.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF MSWR-6.2: Legally binding national standards and Quality Management System for compost/digestate*

To create a market for compost and digestate, compost should be of a good quality for use as a soil improver or fertilizer. Legally binding standards provide guarantees regarding the quality of the compost/digestate produced. A quality management system aims at addressing different elements of a production process to ensure a stable and high-quality output (product) which helps toward reaching a defined quality for the product.

Cyprus is in the process of introducing a national standard for the compost quality and quality management for the production of compost from bio-waste. The Institute of Agricultural Research of Cyprus has prepared regulations which are under public consultation. (Department of Environment of Cyprus, 2022)

### Summary result

No national standards or quality management system	There are no national standards or quality management system in use in Cyprus. Regulations to introduce a national standard are under public consultation.
Robustness of the underlying information	Based on information provided by Cyprus to the EEA in 2019 as contribution to the EEA's work on bio-waste.

## 2.2 Target for the recycling of packaging waste

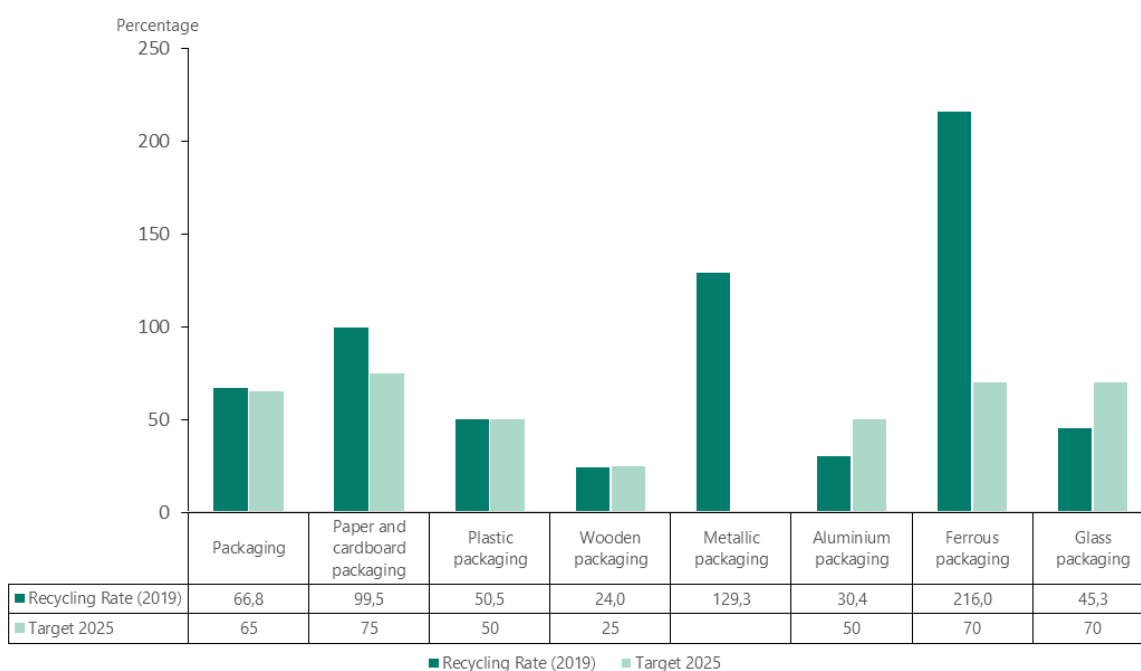
This chapter aims at assessing the prospects of Cyprus to achieve the **65 % recycling target for packaging waste** in 2025 as well as the **material specific packaging waste recycling targets** (50 % of plastic; 25 % of wood; 70 % of ferrous metals; 50 % of aluminium; 70 % of glass; 75 % of paper and cardboard). In order to conclude on this likelihood, the analysis takes stock of the status of several factors that are proven to influence the levels of recycling in a country. For a detailed description of the methodology followed, the development of success/risk factors and their impact on recycling, please consult the methodology report (ETC/CE & ETC/WMGE, 2022).

### 2.2.1 Current situation and past trends

#### SRF P-1.1 Distance to target

The actual distance to the target for the most recent data point is a key factor determining the likelihood of meeting or not meeting the target. This analysis is based on data reported by Cyprus to Eurostat in accordance with Commission Decision 2005/270/EC as last amended by the Commission Implementing Decision 2019/665 (EC, 2019a), published in the dataset *Recycling rates of packaging waste for monitoring compliance with policy targets, by type of packaging [env\_waspacr]*. The latest available data refer to 2019. The performance of Cyprus for 2019 is illustrated in Figure 2.2.

Figure 2.2 Packaging recycling rates for Cyprus in 2019, in percentage



**Note:** Data for 2019 are flagged by Eurostat as estimates, except for total packaging and wooden packaging

**Source:** Eurostat (2022c), EU (2018)

Cyprus has reported a recycling rate of 216 % for ferrous metals, which leads to an overall recycling rate of 129.3 % to all metallic packaging. The recycling rate for aluminium is reported at 30.4 %. In addition, the rate for paper and cardboard packaging recycling is high and approaching 100 %, being 99.5 % in 2019. The recycling rate for plastic packaging exceeds the target by 0.5 percentage points. For wood packaging waste the recycling rate is 1 percentage point below the 2025 target. Whereas

the recycling rate for glass packaging (45.3 %) stands at significantly lower levels than the other packaging materials.

Data on packaging put on the market is obtained from several sources. Data from the EPR scheme is complemented with declarations by the industry. In addition, estimates are used to improve data coverage (Eurostat, 2020b). Estimates are used e.g. for the small producers that are registered in the Ministry's database but are not members of Green Dot System (representing around 2 % of the market), and to cover unreported quantities derived, for example, from private imports, online sales, new companies, and unidentified free riders. In the latter case, an additional percentage varying from 4 % to 11 % is added for each material category. No waste analysis has been performed to determine actual quantities, but it is planned to conduct such analysis during 2021-2022. Verification of the data on packaging waste generated is not yet made, but a time series check for plastic packaging waste is planned to be done in the coming years. (Eurostat, 2020a)

For metals, temporary storage may be one of the reasons behind the very high recycling rates for steel packaging. The recycling plants have significant stocks of steel, as they are waiting for higher market prices in order to sell the material for a better price. Due to this, waste recycling exceeds the waste generation. In addition, there is a possible underreporting issue identified especially concerning the amount of steel placed on the market, as companies do not consider their products as packaging and do not register themselves in the Green Dot scheme, or are registered but underreport their figures. Other potential issues affecting the data accuracy in all packaging waste categories may be caused, among others, by the inaccurate estimates used to cover underreporting from, for example, private imports and online sales, and errors in reporting. (Eurostat, 2020a)

Due to the described uncertainties in the data, the recycling rates for all packaging materials except of wood are flagged as estimates in Eurostat's database (Eurostat, 2021c), and the uncertainty of the outcomes of this assessment is therefore high. There is a large discrepancy between the rather low recycling rate for municipal waste (which includes packaging waste from households and similar sources) and the rather high reported recycling rates for packaging waste.

For 2019, Cyprus applied the new calculation rules according to the Commission Implementing Decision 2019/665. The calculation points referred to in Article 6c(1)(a) are corrected for non-target materials thus excluding rejected material of the recycling facilities. This applies however only to waste treated within Cyprus, being glass and wood packaging waste (glass: input to glass furnace, wood: input to composting). Exported waste to other EU member states or outside the EU was not corrected for recycling losses. The output of the sorting plant reflects the calculation point in this case. For metals, paper and cardboard and plastic packaging waste, the vast majority is exported (Eurostat 2020a).

As a matter of sensitivity analysis, to assess what the impact of these new calculation rules could be (change in calculation point), recycling losses found in literature (EXPRA, 2014) are applied to the packaging recycling rates as reported for reference year 2019:

- Paper and cardboard packaging: decrease by 10 %, from 99.5 % to 89.6 %
- Plastic packaging: decrease by 21 %<sup>4</sup>, from 50.5 % to 39.9 %

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<sup>4</sup> This is the weighted recycling loss taking into account the 29 % recycling loss for packaging waste from household sources (66 %) and the 5 % recycling loss for packaging waste from commercial sources (33 %).

- Metal packaging: decrease by 14 %. Assuming that the effect is the same for ferrous and aluminium packaging, this leads to a decrease from 216.0 % to 185.8 % for ferrous metals, and from 30.4 % to 26.1 % for aluminium.
- Total packaging<sup>5</sup>: Calculated based on the amounts of each packaging material generated and recycled in 2019, the recycling rate would drop from 66.8 % to 59.8%.

The assessment in the summary table below takes these estimated reduced recycling rates into account.

### Summary

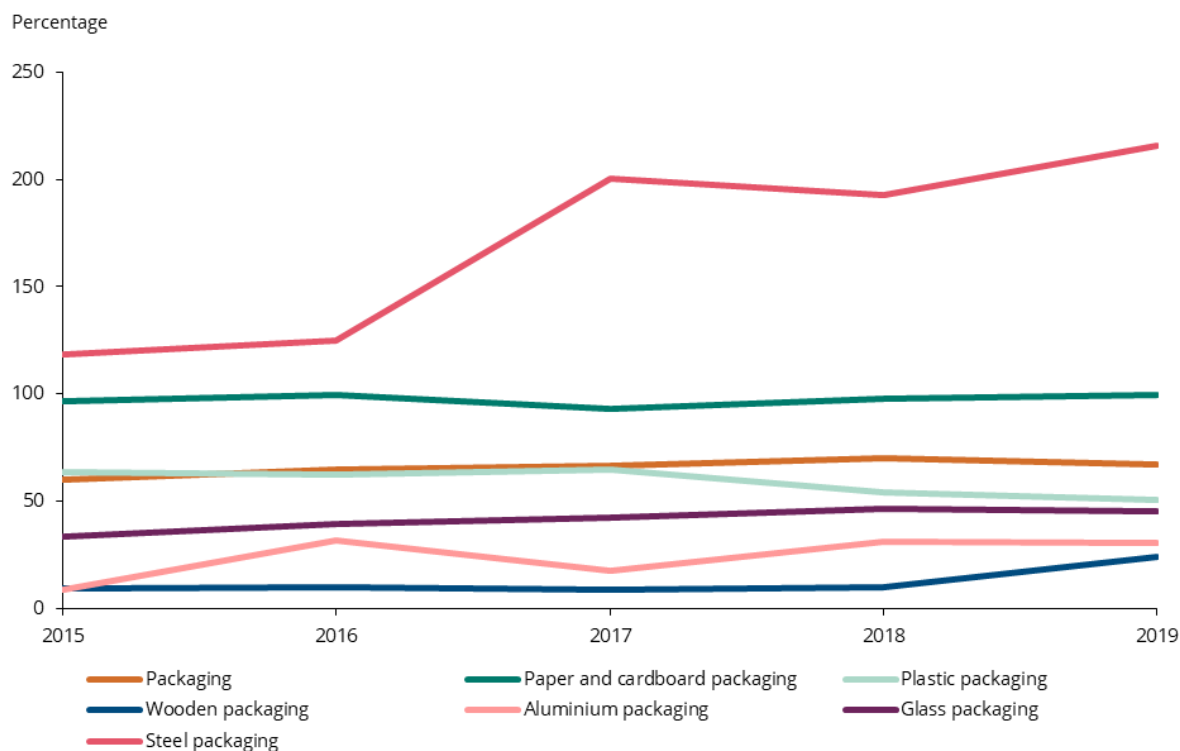
Total packaging	5 - 15 percentage points below target	Cyprus reports a recycling rate of 66.8 %. However if the new calculation rules are applied (taking into account losses in the recycling plants), the estimated recycling rate would drop to 59.8 %, 5.2 percentage points below the 2025 target.
Paper and cardboard packaging	Target exceeded	Cyprus reports a recycling rate of 99.5 %. If the new calculation rules are applied (taking into account losses in the recycling plants), the estimated recycling rate would drop to 89.6 %, 14.6 percentage points above the 2025 target.
Ferrous metals packaging	Target exceeded	Cyprus reports a recycling rate of 216.0 %. However if the new calculation rules are applied (taking into account losses in the recycling plants), the estimated recycling rate would drop to 185.8 %.
Aluminium packaging	> 15 percentage points below target	Cyprus reports a recycling rate of 30.4 %. However, if the new calculation rules are applied (taking into account losses in the recycling plants), the estimated recycling rate would drop to 26.1 %, 23.9 percentage points below the 2025 target .
Glass packaging	> 15 percentage points below target	Cyprus reports a recycling rate of 45.3 % applying the new calculation rules, 24.7 below the 2025 target.
Plastics packaging	5 - 15 percentage points below target	Cyprus reports a recycling rate of 50.5 %. However, if the new calculation rules are applied (taking into account losses in the recycling plants), the estimated recycling rate would drop to 39.9 %, 10.1 percentage points below the 2025 target
Wooden packaging	< 5 percentage points below target	Cyprus reports a recycling rate of 24 % applying the new calculation rules, 1 percentage point below the 2025 target.
Robustness of the underlying information		<p>The assessment is limited by the fact that the recycling rates for 2019 reported by Cyprus to Eurostat do not yet reflect the new calculation rules except for the fractions treated within Cyprus. The impact of the new calculation rules on the other fractions has therefore been estimated based on relevant information in literature.</p> <p>All reported recycling rates for 2019 (except of total packaging) are flagged as estimates in the Eurostat database. The recycling rate for ferrous metals is overestimated. In addition, there might be other inconsistencies in the packaging data, which result in incorrect recycling rates. No estimates are available to assess the effect of an inclusion of these aspects on the recycling rates.</p> <p>There is a large discrepancy between the rather low recycling rate for municipal waste (which includes packaging waste from households and similar sources) and the rather high reported recycling rates for packaging waste.</p>

<sup>5</sup> For other packaging, a loss of 10 % is assumed for the calculation.

### SRF P-1.2: Past trend in Packaging Waste Recycling

The development of the historical trend in the recycling rate indicates previous efforts towards packaging waste recycling. In this analysis the recycling rate reported in the Eurostat dataset *Recycling rates of packaging waste for monitoring compliance with policy targets, by types of packaging [env\_waspacr]* (latest data year: 2019) is used. The recycling trends for packaging waste by material in Cyprus are illustrated in Figure 2.3.

**Figure 2.3** Trend in packaging waste recycling rates in Cyprus between 2015 and 2019, in percentage



**Note:** Data for 2019 are flagged by Eurostat as estimates, except for total packaging and wooden packaging

**Source:** Eurostat (2022c)

The overall packaging recycling rate has slightly increased in Cyprus over the past five years. In addition, the increase in the glass packaging category is steady, even though greater amounts of glass were put on the market in 2019 in comparison to 2018. The recycling rate of wooden packaging has significantly increased between 2018 and 2019, as the amount of repair of wooden pallets has increased. The decrease in the plastic packaging recycling rate between 2017 and 2019 is caused by the cease of operation of one recycling plant (Eurostat, 2020a), between 2015 and 2017 the recycling rate remained steady. The slight decrease in the paper and cardboard recycling rate was caused by the lower market prices in 2017 and decreased usage of paper as packaging material (Eurostat, 2020a). The recycling rates of metallic packaging have been fluctuating during the five-year period considered. The reasons behind the extremely high recycling rate of ferrous metals were discussed in the Distance to target (SRF P-1.1) section.

## Summary result

Total packaging	RR > 55% and increase in last 5 years < 10 percentage points	The recycling rate increased by 7 percentage points over the past five years, and is estimated at 59.8 % if the new calculation rules would be applied (taking into account losses in the recycling plants).
Paper and cardboard packaging	RR > 75%	The recycling rate has increased by 2.9 percentage points over the past five years, and is estimated at 89.6 % if the new calculation rules would be applied (taking into account losses in the recycling plants). The recycling rate already exceeds the target.
Ferrous metals packaging	RR > 70 %	The recycling rate has increased by 97.6 percentage points over the past five years, and is estimated at 185.8 % if the new calculation rules would be applied (taking into account losses in the recycling plants). The recycling rate already exceeds the target.
Aluminium packaging	RR < 40% and increase in last 5 years > 10 percentage points	The recycling rate has increased by 21.5 percentage points over the past five years, and is estimated at 26.1 % if the new calculation rules would be applied (taking into account losses in the recycling plants).
Glass packaging	RR < 60% and increase in last 5 years > 10 percentage points	The recycling rate has increased by 12.1 percentage points over the past five years, and is estimated at 45.3 % already applying the new calculation rules.
Plastics packaging	RR < 40% and increase in last 5 years < 10 percentage points	The recycling rate decreased by 13.2 percentage points over the past five years, and is estimated at 39.9 % if the new calculation rules would be applied (taking into account losses in the recycling plants).
Wooden packaging	RR > 20% and increase in last 5 years > 5 percentage points	The recycling rate has increased by 14.8 percentage points over the past five years and is estimated at 24 % already applying the calculation rules.
Robustness of the underlying information		<p>The assessment is limited by the fact that the recycling rates for 2019 reported by Cyprus to Eurostat do not yet reflect the new calculation rules except for the fractions treated within Cyprus. The impact of the new calculation rules on the other fractions has therefore been estimated based on relevant information in literature.</p> <p>The trends over time seem to be robust as there are no breaks in time series indicated. However, there is an underreporting issue concerning the generated packaging waste amounts and the recycling rate for ferrous metals is overestimated, which result in overestimated recycling rates. No estimates are available to assess the effect of an inclusion of these aspects on the recycling rates. Reliability of the ferrous metals and paper and cardboard packaging data need further investigation.</p> <p>All reported recycling rates for 2019 (except of total packaging and wooden packaging) are flagged as estimates.</p>

## 2.2.2 Legal instruments

### *SRF P-2.1: Timely transposition of the revised Packaging and Packaging Waste Directive into national law*

Timely transposition of the Packaging and Packaging Waste Directive as amended by Directive 2018/852 into national law within the foreseen period is key for a waste management system in line with EU requirements.

Cyprus fully transposed the amended PPWD into national law, on the 28 May 2021, with a delay of almost 11 months after the deadline of 5 July 2020.

#### Summary result

Transposition with a delay of less than 12 months	The amended PPWD has been transposed into national legislation in May 2021.
Robustness of the underlying information	The result of this SRF is based on timely transposition only.. Credible information was received from the European Commission (status as of 12 November 2021).

### *SRF P-2.2: Responsibilities for meeting the targets, and enforcement mechanisms, e.g. fines etc.*

In Cyprus, the recycling policy for packaging waste is the responsibility of the following authorities and stakeholders: (Department of Environment 2021c)

- The Department of Environment of the Ministry of Agriculture, Rural Development and Environment acts as the competent waste management authority. It is responsible for the development and implementation of national waste management policy through the Waste Management Strategy and Waste Prevention Programme, implementing waste legislation and regulations concerning the establishment of EPR schemes, issues the permits for operation of the EPR systems and waste management facilities, and oversees the compliance of the permits;
- Green Dot Cyprus coordinates the collective compliance schemes for packaging. The targets to be met considering the separate collection and packaging waste recycling are defined in its permit. The renewal of its permit increased its responsibilities, and it now has to meet the targets of the PPWD. In addition, according to its permit conditions it has prepared action plans aiming to enhance the separate collection of certain packaging fractions, especially glass and aluminium, and to extend separate collection in those areas that are not yet covered by it. The permit will be again revised based on the new requirements for EPR set by the WFD, and this revision will lead to stricter requirements considering geographical and product coverage, financial contributions as well as targets to be met.

In addition, regulations concerning the establishment of mandatory Deposit Return Systems are under preparation and the adoption of the regulations is expected by 2023. The responsibility is to be shared mainly by the producers or importers of beverages. Retailers will have to cover the costs for the DRS machines, where these need to be installed (mainly in large supermarkets). The retailers will also have to cover a small registration cost as they will need to be registered under the DRS collective system. (Department of Environment, 2021c).

The enforce mechanisms in place are further described in Section 2.1.2. Considering the support programmes listed in Section Section 2.1.2., especially the establishment of separate collection and PAYT systems by local authorities, the reduction of waste generation in coastal hotels and related tourism infrastructure in Larnaca-Ammochostos and Lemesos-Pafos areas; municipal waste prevention, separate collection, and recovery in the mountainous areas of the country; and

establishment of Green kiosk recycling system for dry recyclables to improve waste management in sparsely populated areas are considered important with regards to packaging by the Department of Environment (2021c).

Other support mechanisms described by the Department of Environment (2021c) are:

- Packaging waste is to be accepted at the Green Points to increase recycling rates;
- Financial support to cover the cost difference for the packaging waste separate collection incurred by communities that cannot be covered by the collection system of the Green Dot Cyprus (e.g. rural mountainous areas);
- According to regulations, financial support may be provided to communities in areas that cannot be serviced by the collective system (e.g. rural mountainous areas), to cover the extra costs resulting from the separate collection of waste streams under the EPR scheme;
- Training and education programs for public servants, municipal authorities, stakeholders, and inhabitants considering appropriate waste management includes the packaging waste separate collection in an appropriate manner;
- The planned DRS system is expected to act as an economic incentive to enhanced recycling. (Department of Environment, 2021c)

### Summary result

Clearly defined responsibilities, enforcement and good set of support mechanisms for meeting the recycling targets	The responsibilities are defined, and support and enforcement mechanisms are in place.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### 2.2.3 Economic instruments

#### SRF P-3.1: Taxes and/or ban for landfilling residual- or biodegradable waste

Bans and taxes on landfilling of residual waste can help to discourage landfilling and thus support recycling, also of packaging waste.

As described in Section 2.1.3 in more detail, currently Cyprus has no landfill tax in place. According to the recently amended landfill regulations, it is now banned to landfill waste that has been separately collected for preparing for reuse and recycling. (Department of Environment, 2021c)

### Summary result

No landfill taxes	Cyprus has no landfill tax in place, but a tax is planned to be applied from 2024. Cyprus introduced a ban to landfill separately collected waste in May 2021. However, this SRF considers bans for landfilling residual or biodegradable waste, not separately collected fractions, and therefore the score of this SRF is 'red'.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.



### *SRF P-3.2: Taxes on municipal waste incineration*

Taxes on incineration of residual waste can help to discourage strong reliance on residual waste treatment and thus support recycling. As described in Section 2.1.3, Cyprus does not have waste incineration plants.

#### **Summary result**

N/A (for countries without capacities for incineration)	Cyprus does not have a capacity for incineration.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF P-3.3: Packaging taxes*

Packaging taxes can support the aim to reduce packaging waste generation and/or to influence the choice of packaging materials and encourage recyclability and eco-design.

According to the information available, Cyprus does not have taxes on packaging. However, lightweight plastic carrier bags are charged at the sales points (EUR 0.05 + VAT) until their ban as of February 2023. The introduction of a plastic packaging tax will be investigated by the Ministry of Finance. (Department of Environment, 2021c)

#### **Summary result**

Taxes for plastic carrier bags only	Cyprus applies taxes for plastic carrier bags only, excluding other packaging forms and materials. Thus, this tax will not have an impact on reducing total packaging waste generation, influencing the choice of packaging materials, or encouraging recyclability and eco-design..
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF P-3.4: Pay-as-you-throw (PAYT) system in place*

As a large share of packaging waste is generated in households, incentivising households to separate packaging waste at source, e.g. by applying PAYT systems, is relevant for meeting the recycling targets for packaging waste.

As described in Section 2.1.3 in more detail, Cyprus has no PAYT system in use yet.

#### **Summary result**

No PAYT scheme implemented but firm plans for rolling out	Cyprus has currently no PAYT scheme in use, but the system is planned to be implemented in 2023.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### *SRF P-3.5: Deposit-return systems*

Deposit Return Systems (DRS) generate high capture rates for packaging covered by the system and thus contribute to increased recycling rates.

Currently, Cyprus has no DRS systems in use, but regulations concerning the establishment of mandatory nation-wide DRS have been prepared. The public consultation of the prepared

regulations were opened until June 2021, and the adoption of the regulations is expected by 2023. The planned system will cover all beverage packaging, except milk products packaging, juice packaging and certain alcoholic products, such as wine. The producers or importers of packaged drinks will be responsible to cover the costs of the system (Department of Environment, 2021c).

### Summary result

Aluminium drink cans	No DRS for drink cans	No DRS in Cyprus yet.
Glass drink bottles	No DRS for drink bottles	No DRS in Cyprus yet.
Plastic drink bottles	No DRS for drink bottles	No DRS in Cyprus yet.
Plastic crates	No DRS for plastic crates	No DRS in Cyprus.
Wooden packaging	No DRS for wooden packaging	No DRS in Cyprus.
Robustness of the underlying information		Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

### 2.2.4 Separate collection system

#### *SRF P-4.1: Convenience and coverage of separate collection for different packaging waste fractions*

As a large part of packaging waste comes from households, separate collection systems for households and similar sources are a key condition for achieving high recycling rates of packaging waste and for collecting recyclables at adequate quality. Generally, the more convenient and accessible these systems are for their users, the better results they can deliver. The material specific assessment considers packaging waste from both household and non-household sources. For assessing the convenience and coverage of separate collection systems for households, the same methodology is used here as described in section 2.1.4.

The packaging waste collection system by Green Dot Cyprus covers the collection of PMD, paper and glass in the area of 25 municipalities and 29 communities. PMD, packaging paper and non-packaging paper are separately collected door-to-door from 94 % of the total population covered by the Green Dot system (630 000), whereas the remaining 6 % (40 000 inhabitants) are serviced via bring points only, covering mainly schools, industrial areas or stores. Glass packaging waste is collected at bring points instead of door-to-door (Department of Environment, 2021).

The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus. Industrial and big commercial facilities shall organize their waste management directly and cover the costs resulting from the collection, transport and waste treatment (Department of Environment, 2021c).

The Department of Environment (2021c) did not mark any dominant collection systems, but provided quantitative information about the population coverage of the 'Green Dot' system for packaging waste. Taking this into account, door-to-door separate collection or high convenience bring point collection seems to be prevailing for paper and cardboard packaging waste, although they are also collected at civic amenity sites. The situation is similar also with metals and plastics. Glass packaging waste is collected at high convenience bring points or civic amenity sites. Wood

waste is collected at high convenience bring points or civic amenity sites in cities, high or low convenience bring points at towns and suburbs, and bring points at rural areas.

### Summary result

Paper and cardboard packaging	<b>1. Packaging waste from households</b> A high share of the population is covered by high convenience collection services	Around 80 % of the population is covered by high service level collection services
	<b>2. Packaging waste from non-household sources</b> Separation at source is not mandatory for non-household paper and cardboard packaging waste	The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus.
Ferrous metals packaging	<b>1. Packaging waste from households</b> A high share of the population is covered by high convenience collection services	Around 80 % of the population is covered by high service level collection services
	<b>2. Packaging waste from non-household sources</b> Separation at source is not mandatory for non-household ferrous metals packaging waste	The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus.
Aluminium packaging	<b>1. Packaging waste from households</b> A high share of the population is covered by high convenience collection services	Around 80% of the population is covered by high service level collection services
Plastics packaging	<b>1. Packaging waste from households</b> A high share of the population is covered by high convenience collection services	Around 80 % of the population is covered by high service level collection services
	<b>2. Packaging waste from non-household sources</b> Separation at source is not mandatory for non-household plastic packaging waste	The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus.
Glass packaging	<b>1. Packaging waste from households</b> A high share of the population is covered by high convenience collection services	Around 80 % of the population is covered by high service level collection points.
	<b>2. Packaging waste from non-household sources</b> Separation at source is not mandatory for non-household glass packaging waste	The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus.
Wooden packaging	<b>Packaging waste from non-household sources</b> Separation at source is not mandatory for non-household wooden packaging waste	The separate collection of recyclables originating from business and companies is not yet mandatory in Cyprus.
Robustness of the underlying information		The Cypriot authorities did not mark any dominant collection systems but provided quantitative information about the population coverage of the 'Green Dot' system for packaging waste.

**Note:** The main source for aluminium packaging waste is drink cans from households, therefore the assessment does not consider aluminium non-household waste.

*SRF P-4.2: Firm plans to improve the convenience and coverage of separate collection for the different packaging waste fractions*

Concrete plans are needed to improve the convenience and coverage of separate collection. The assessment is done on a material basis, and summing up the scores of the different materials according to their average share in packaging waste<sup>6</sup>. Again, the material specific assessment considers packaging waste from both household and non-household sources.

The 2021 amendment of the Waste Laws (152(I)/2021), assigned local authorities the responsibility to introduce mandatory separate collection systems for recyclable and organic waste. Regulations setting out the practical arrangements and obligations of municipalities considering the municipal waste management are expected to be adopted in 2022 and implemented from 2023 onwards. According to the upcoming regulations, municipalities shall establish mandatory separate collection systems for several fractions of municipal waste, including packaging waste. These regulations will also cover similar non-household wastes originating from restaurants, hotels and businesses. Fines for non-compliance with the regulations are planned to both household and non-household sources. Separate collection plans by municipalities need to be implemented in co-operation with the current collection systems, and without having an effect to the EPR obligations laid down in legislation. In addition, the extension the Green Points network is planned. (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022)

So, the expansion of coverage of separate collection to non-households relies on the regulations that still have to be adopted. Therefore, this is assessed as a non-firm plan.

Furthermore, a DRS for beverage packaging has been planned and it is expected to be in operation within the next two to three years. An establishment of 50 Green kiosks for dry recyclables to improve waste management in sparsely populated areas, and establishment of two reuse and repair centres in focal locations and a network of collection shops in the largest cities are also planned. (Department of Environment, 2021c)

**Summary result**

Paper and cardboard packaging	<b>1. Packaging waste from households</b> Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources. For waste from households, municipalities have submitted their call of interest. For waste from non-households, the regulations still must be adopted.
	<b>2. Packaging waste from non-household sources</b> No firm plans to introduce mandatory separation at source for non-household paper and cardboard packaging waste	

<sup>6</sup> Based on data from Eurostat on the share of packaging materials in total packaging generated in 2018.

Ferrous metals packaging	<b>1. Packaging waste from households</b> Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.  For waste from households, municipalities have submitted their call of interest.  For waste from non-households, the regulations still must be adopted.
	<b>2. Packaging waste from non-household sources</b> No firm plans to introduce mandatory separation at source for non-household ferrous metals packaging waste	
Aluminium packaging	<b>1. Packaging waste from households</b> Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.  For waste from households, municipalities have submitted their call of interest.  For waste from non-households, the regulations still must be adopted.
Plastics packaging	<b>1. Packaging waste from households</b> Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.  For waste from households, municipalities have submitted their call of interest.  For waste from non-households, the regulations still must be adopted.
	<b>2. Packaging waste from non-household sources</b> No firm plans to introduce mandatory separation at source for non-household glass packaging waste	
Glass packaging	<b>1. Packaging waste from households</b> Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.  For waste from households, municipalities have submitted their call of interest.  For waste from non-households, the regulations still must be adopted.
	<b>2. Packaging waste from non-household sources</b> No firm plans to introduce mandatory separation at source for non-household plastic packaging waste	
Wooden packaging	<b>Packaging waste from non-household sources</b> No firm plans to introduce mandatory separation at source for non-household wooden packaging waste	Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources.  For waste from non-households, the regulations still must be adopted.
Robustness of the underlying information		Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

## 2.2.5 Extended producer responsibility (EPR) and similar schemes

### SRF P-5.1: Coverage of EPR schemes

As described in section 2.1.5, in Cyprus, packaging producers can fulfil their EPR obligations either by joining the collective compliance system, or by establishing an individual packaging recovery system

(Green Dot Cyprus, 2021). The EPR scheme covers both household and non-household sources for all packaging material categories. Green Dot collects and manages PMD, paper and glass fractions. (Department of Environment, 2021c)

Producers participating in the system pay for the total quantities of packaging placed on the market, whether household or non-household (commercial packaging). The system covers door-to-door collection from households and from commercial establishments insofar as they are located in residential areas covered by the system and their quantities are similar to household waste quantities. Larger commercial establishments are obliged to deliver their packaging waste to licensed waste treatment facilities through registered waste collectors.

The Green Dot system covers all the packaging waste for products placed on the market. For commercial and industrial packaging waste arising during an industrial/business activity from products that have not been placed on the market, the establishments are obliged to deliver it to licenced treatment facilities as it is not covered by the system.

#### Summary result

All main packaging fractions <sup>(a)</sup> are covered by EPR schemes, covering household and non-household packaging	Cyprus has EPR schemes in place covering household, industrial and commercial packaging for all packaging fractions
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

<sup>(a)</sup> **Note:** Paper and cardboard, Ferrous metals, Aluminium, Glass, Plastic

#### *SRF P-5.2: Fee modulation in EPR schemes for packaging*

As explained in Section 2.1.5, fee modulation (or eco-modulation) is a system with different fees for different types of packaging material and designs. The assessment is the same as described in Section 2.1.5.

Some degree of fee modulation applies today as the Green Dot system charges lower fees for packaging waste from PET and HDPE compared to other plastic or composite packaging materials, such as tetrapack, PVC, PE etc., with the price rising further for materials such as plastic films. This will be extended in accordance with the minimum EPR requirements of the Waste Directive. (Department of Environment of Cyprus, 2022)

#### Summary result

No advanced fee modulation	There is no fee modulation based on the four assessment criteria presented above.
Robustness of the underlying information	Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

#### *SRF P-5.3 Material specific EPR assessment*

The material specific assessment is based on a combination of the coverage of the material-specific EPR schemes and the use of fee modulation for the specific packaging material. The assessment takes the different situations for different types of materials into account: Plastics packaging is the packaging material that is the most difficult to recycle out of the packaging materials targeted by the Packaging and Packaging Waste Directive. Fee modulation therefore plays a larger role for plastic packaging than for the other materials and is therefore rated differently from paper/cardboard, ferrous metals, aluminium and glass. The methodology foresees a green score for plastics packaging only if all four fee modulation assessment criteria mentioned above are met. On the other hand, wooden packaging is mainly generated by commercial and industrial sources and fee modulation is

less relevant, therefore the methodology only relies on EPR schemes for wooden packaging from commercial and industrial sources.

### Summary result

SRF P-5.3.1 EPR scheme for paper and cardboard packaging waste	EPR scheme covering household and non-household packaging	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for paper and cardboard packaging waste, but no fee modulation is applied.
SRF P-5.3.2 EPR scheme for ferrous metals packaging waste	EPR scheme covering household and non-household packaging	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for ferrous metals packaging waste, but no fee modulation is applied.
SRF P-5.3.3 EPR scheme for aluminium packaging waste	EPR scheme covering household and non-household packaging	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for aluminium packaging waste, but no fee modulation is applied.
SRF P-5.3.4 EPR scheme for glass packaging waste	EPR scheme covering household and non-household packaging	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for glass packaging waste, but no fee modulation is applied.
SRF P-5.3.5 EPR scheme for plastic packaging waste	EPR scheme but without fee modulation	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for plastic packaging waste, but no fee modulation is applied.
SRF P-5.3.6 EPR scheme for wooden packaging waste	EPR scheme covering all non-household packaging	Cyprus has an EPR scheme in place covering household, industrial and commercial packaging for wood packaging waste.
Robustness of the underlying information		Credible information received from the Cypriot authorities through the EEA-ETC/WMGE questionnaire.

## 2.3 Target on landfill of municipal waste

### 2.3.1 Current situation and past trends

#### SRF LF-1.1: Distance to target

The Landfill directive (1999/31/EC), as amended by Directive (EU) 2018/850, sets a target to reduce, by 2035, the amount of municipal waste landfilled to 10 % or less of the total amount of municipal waste generated (by weight).

Data to show the current rate of landfilling in line with the reporting rules will only be reported by mid-2022. Therefore, this analysis calculates the landfilling rate based on the current Eurostat dataset *Municipal waste by waste management operations [env\_wasmun]*; by dividing the amount of landfilled waste by the total amount of waste generated. The overall landfilling rate of Cyprus was 67 % in 2020 (calculated based on Eurostat (2022a)).

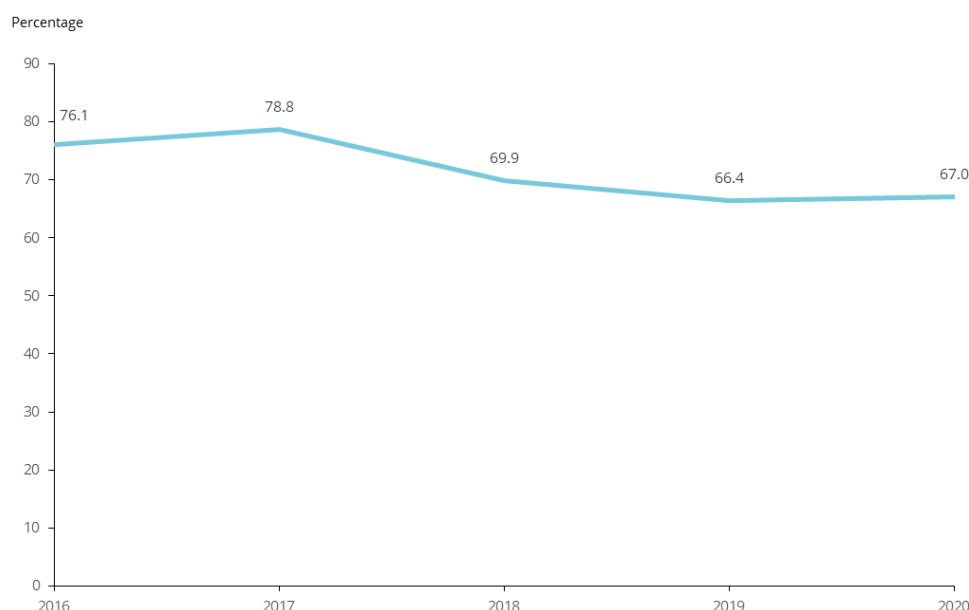
#### Summary result

Distance to target > 20 percentage points	Cyprus landfilled 67 % of the generated municipal waste in 2020, 57 percentage points from reaching the 2035 target.
Robustness of the underlying information	The data for 2020 are marked as provisional in Eurostat. The reported landfill rate might increase once the new calculation rules laid down in the Commission Implementing Decision (EU) 2019/1885 will be applied. Based on the available information, it is currently not possible to quantify the impact of the new calculation rules on the landfill rate.

#### SRF LF-1.2: Past trend in municipal solid waste landfill rate

Over the past five years, the overall landfilling rate of Cyprus has decreased by 9 percentage points, from 76 % to 67 % (Figure 2.4). Despite the progress, the distance to target is still very big; 57 percentage points. To meet the target Cyprus has to speed up the pace of reducing landfilling.

Figure 2.4 - Landfilling in Cyprus between 2015 and 2019, in percentage



**Note:** Provisional data for 2020

**Source:** Eurostat (2022a)



### Summary result

Landfill rate in 2020 > 25 % and decrease in last 5 years < 15 percentage points	The distance to target is very high, and the decrease over the last five years has been 9 percentage points.
Robustness of the underlying information	There are no breaks in the time series data, however, the data for 2020 was marked as provisional in Eurostat's database. However, the reported landfill rate might increase once the new calculation rules laid down in the Commission Implementing Decision (EU) 2019/1885 will be applied. Based on the available information, it is currently not possible to quantify the impact of the new calculation rules on the landfill rate.

### *SRF LF-1.3: Diversion of biodegradable municipal waste from landfill*

According to Art. 5(2c) of the EU Landfill Directive, Member States had to ensure that by 2016, biodegradable municipal waste going to landfills is reduced to 35 % of the total amount (by weight) of biodegradable municipal waste produced in 1995 or the latest year before 1995 for which standardised Eurostat data is available. However, Cyprus benefits from a 4-year derogation period and thus has to meet the target by 2020.

Cyprus generated around 271 thousand tonnes of biodegradable municipal waste in the reference year 1995. The data for the amount of biodegradable municipal waste landfilled in comparison to the base year 1995 show a slightly decreasing trend:

- 101 % in 2017
- 90 % in 2018
- 86 % in 2019 (EC, 2021)

It is clear from the trend since 2017, that Cyprus is very unlikely to meet the target by 2020.

### Summary result

Target for reducing the amount of biodegradable municipal waste (BMW) landfilled to 35 % of BMW generated in 1995 has not been achieved yet and available data indicate that it is unlikely to be achieved	Cyprus has reported 90 % biodegradable waste landfilled for 2018, and 86 % for 2019 related to the amount generated in 1995, and has not achieved the target yet. It is also very unlikely that Cyprus is able to meet the target by 2020.
Robustness of the underlying information	Based on officially reported data which is well in line with otherwise reported statistical data on landfilling of municipal waste.

### 3 Conclusion

This risk assessment indicates whether Cyprus is at risk of not meeting the targets. The ‘total risk’ categorization is the result of the sum of the individual scores of each SRF as described in the previous chapter, where the assessment of each SRF results in a score of **2 points (green)**, **1 point (amber)** or **0 points (red)**, depending on the assessment of the SRF. As some SRFs are considered to have a higher impact on meeting the target, the score of the SRF is multiplied by the defined weight of the SRF. As some SRFs might not be applicable to Cyprus, only the SRFs relevant to Cyprus are taken into account to define the maximum score. Cyprus is considered to be ‘not at risk’ if its score is more than 50 % of this maximum score, and ‘at risk’ if its score is less than 50 % of this maximum score.

#### 3.1 Prospects for meeting the recycling target for municipal solid waste

<p><b>22 %</b> of maximum score</p>	<p>Based on the provided information and the analysis done, it is concluded that Cyprus is <b>at risk for not meeting the MSW recycling target in 2025</b>.</p>
<p>Current situation and past trends:</p>	<p>The recycling rate for 2020 is 16.4 %, which is 38.6 percentage points below the 2025 target of 55 %. The recycling rate has increased slightly from 16.1 % (2016) to 16.4 % (2020). If the new calculation rules were applied, the recycling rate might be around 11 %.</p>
<p>Legal instruments:</p>	<p>The amended WFD has been transposed into national law since May 2021.</p> <p>The responsibilities are defined, but currently the coordination between central government and local authorities is lacking. Cyprus has plans to establish a new coordinating body to tackle this problem, but so far this is only in the planning phase. Support and enforcement mechanisms are in place.</p>
<p>Economic instruments:</p>	<p>Cyprus has no landfill tax nor bans for landfilling residual or biodegradable waste in place. There is no PAYT system in place. Both a landfill tax and a PAYT system are planned to be implemented.</p>
<p>Separate collection systems:</p>	<p>A high share of the population is covered by high convenience collection services for paper and cardboard and for packaging waste of metals, plastics and glass through the ‘Green Dot’ system. A medium share of the population is covered by high convenience collection services for wood, textiles and WEEE. Food waste is not collected separately yet, and garden waste is collected via bring points only.</p> <p>Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and</p>

	non-household sources, including organic waste, paper, glass, plastic, metals, wooden and composite packaging, textiles, WEEE, household batteries and bulky waste. The separate collection systems will be established to complement the collective systems, for streams not covered by EPR obligations and in remote and rural areas currently not serviced by the systems.
Extended producer responsibility:	EPR schemes are in place for all packaging materials from households and non-households. There is currently no advanced fee modulation applied to incentivise design for recycling.
Bio-waste treatment capacity and quality management:	The available treatment capacity is not dedicated to municipal bio-waste treatment only. The Cypriot authorities are planning to increase the capacity for the treatment of bio-waste in the near future, but there are no firm plans, i.e. plans that have clear responsible entities, defined targets, and timeline available, yet. There are no national standards or quality management system for compost quality.

### 3.2 Prospects for meeting the recycling targets for packaging waste

<b>46 %</b> of maximum score	Based on the provided information and the analysis done, it is concluded that Cyprus is <b>at risk for not meeting the 65 % recycling target for packaging waste in 2025</b>	
67 % of maximum score	Paper and cardboard	Not at Risk
67 % of maximum score	Ferrous metals packaging	Not at Risk
38 % of maximum score	Aluminium packaging	At Risk
28 % of maximum score	Glass packaging	At Risk
35 % of maximum score	Plastics packaging	At Risk
56 % of maximum score	Wooden packaging	Not at Risk
Current situation and past trends:	<p>The total packaging recycling rate (revised estimate to account for the impact of the new calculation rules) is 59.8 %, 5.2 percentage points below the 2025 target. Waste streams more than 15 percentage points below target are aluminium and glass.</p> <p>The total packaging recycling rate has increased by 7 percentage points over the past five years. The recycling rate of plastics has decreased over the past five years, while others have shown an increase.</p>	

<p>Legal instruments:</p>	<p>The amended Packaging and Packaging Waste Directive has been transposed into national law in May 2021, so with a delay of less than 12 months.</p> <p>Responsibilities are clearly defined. Support and enforcement mechanisms are in place.</p>
<p>Economic instruments:</p>	<p>Cyprus has no landfill tax nor bans for landfilling residual or biodegradable waste in place.</p> <p>Cyprus does not have packaging taxes in place.</p> <p>There is no PAYT system in place.</p> <p>Cyprus has no DRS systems in use.</p> <p>Introduction of a landfill tax, PAYT system and DRS for beverage packaging are planned.</p>
<p>Separate collection systems:</p>	<p>A high share of the population is covered by high convenience collection services for paper and cardboard, metals, glass, and plastic packaging wastes.</p> <p>Separate collection of non-household packaging waste is not mandatory for non-household sources.</p> <p>Mandatory separate collection organised by municipalities is expected to be implemented from 2023 onwards. The system will cover packaging and non-packaging wastes from household and non-household sources, including organic waste, paper, glass, plastic, metals, wooden and composite packaging. The separate collection systems will be established to complement the collective systems in remote and rural areas currently not serviced by the systems.</p> <p>For waste from households, municipalities have submitted their call of interest.</p> <p>For waste from non-households, the regulations still must be adopted.</p>
<p>Extended producer responsibility:</p>	<p>All main packaging fractions are covered by EPR schemes, covering household and non-household packaging, but no advanced fee modulation is implemented. Commercial and industrial packaging waste is collected by registered waste collectors and transported for treatment to licensed waste management facilities.</p>

### 3.3 Prospects of meeting the landfill of municipal waste target

<p style="text-align: center;"><b>0 %</b> of maximum score</p>	<p>Based on the provided information and the analysis done, it is concluded that Cyprus is <b>at risk for not meeting the 2035 target to reduce the amount of municipal waste landfilled to 10 % or less of the total amount of municipal waste generated.</b></p>
<p>Current situation and past trends:</p>	<p>The landfilling rate for municipal waste was 67 % in 2020, indicating a distance to the 2035 target of 57 percentage points.</p> <p>Over the past five years, the overall landfilling rate of Cyprus has decreased by 9 percentage points.</p> <p>Mandatory separate collection of municipal waste will be introduced in 2023.</p>
<p>Diversion of biodegradable municipal waste from landfill</p>	<p>Cyprus has reported 90 % biodegradable waste landfilled for 2018, and 86 % for 2019, and has not achieved the target yet. It is also very unlikely that it is able to meet the target by 2020.</p> <p>Mandatory separate collection of organic waste will be introduced.</p>

## List of abbreviations

<b>Abbreviation</b>	<b>Name</b>
CPI	Consumer price index
DRS	Deposit Return System
EC	European Commission
EEA	European Environment Agency
EEE	Electrical and electronic equipment
EPR	Extended producer responsibility
ETC/CE	European Topic Centre on Circular Economy and resource use
ETC/WMGE	European Topic Centre on Waste and Materials in a Green Economy
MBT	Mechanical biological treatment
MS	Member state
MSW	Municipal solid waste
MWMP	Municipal Waste Management Plan
PAYT	Pay-as-you-throw
PMD	Plastic packaging, Metal packaging, Drinks cartons
PPWD	Packaging and Packaging Waste Directive
PRO	Producer Responsibility Organisation
RR	Recycling rate
RRF	Recovery and Resilience Facility
SRF	Success and risk factor
VAT	Value-added tax
WEEE	Waste Electric and Electronic Equipment
WFD	Waste Framework Directive

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# Annex 1 Implementation of previous early warning recommendations

In 2018, the European Commission assessed that Cyprus would be at risk of not meeting the Waste Framework Directive's target to prepare for reuse and recycle at least 50 % of municipal waste, and provided a set of policy recommendations to improve the situation (EC, 2018a). This annex lists the recommendations and a self-assessment of the Cypriot authorities on the status of taking them into account.

## Making the packaging waste recycling system more effective

1) *To ensure that recycling performance reporting by the producers putting goods on the market is accurate and internally consistent:*

- a. introduce audits on those companies providing data regarding the amount of packaging placed on the market (and introduce more systematic audits for those where there are fundamental questions regarding accuracy of the reported figures).*
- b. conduct statistically representative compositional analysis of municipal waste in order to produce an estimate of packaging waste generation to compare with the amount reported as placed on the market.*
- c. seek to reconcile / minimise remaining differences between the two sources.*

According to the renewed permit of Green Dot Cyprus, an adequate self-monitoring of the system shall be enforced, supported, if necessary, by independent audits made on a regular basis to assess the financial management, the data quality control, as well as the registration of packaging producers in the EPR system. A single independent auditing company should perform sporadic data verification of packaging put on the market reported by the producers. The data control should cover at least 5 % of the producers annually, and the International Standards on Auditing or the International Standards on Audit Evaluation procedures should be followed. Audits should be conducted for each packaging category using audited financial data. (Department of Environment, 2021c)

The reports on the quantities of packaging put on the market by producers are certified biennial by an approved independent auditor if requested by Green Dot Cyprus. In addition, Green Dot Cyprus is authorized to perform inspections to ensure correctness of the reported data. (Department of Environment, 2021c)

The Cypriot authorities consider this recommendation implemented (Department of Environment, 2021c).

2) *For Government to cascade the WFD targets down to municipalities. Compliance with the targets should be incentivised by non-compliance charges.*

A review of the institutional framework is underway and through the 2021 amendment of the Waste Laws (152(I)/2021) full competence has been given to local authorities to elaborate local action plans for the prevention and appropriate management of municipal waste and to implement systems for the separate collection of municipal waste and pay-as-you-throw schemes. New regulations under this law towards meeting the targets laid down in the Waste Framework Directive

will be adopted in 2022. The upcoming regulatory changes will set the obligation on local authorities to establish mandatory separate collection (PAYT) and ensure appropriate municipal waste management and define the practical arrangement for their implementation. The Cypriot authorities consider this recommendation partly implemented. (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022)

*3) For government to establish a minimum quality of collection service to be implemented by municipalities. This could include minimum specifications for the type and volume of containers, the type of service (door-to-door versus communal) or the frequency of collection.*

Preliminary studies will be conducted to analyze the implementation of separate collection and PAYT schemes by acknowledging local conditions, as required by the programme for the techno-economic support of local authorities under the EU's Structural Funds. In June 2021, the Department of Environment announced the call to local authorities for expression of interest regarding the establishment of a separate collection system for recyclable and organic/bio-waste collection and implementation of a PAYT system. The call expired on 31/1/22 and the Department of Environment is currently evaluating proposals. The next stage concerns the preparation of the relevant studies by the local authorities that submitted proposals, which are expected to be completed and submitted for approval to the Department of Environment in 2022. Implementation will begin in 2023.

The Cypriot authorities consider this recommendation partly implemented. (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022)

*4) To make Green Dot Cyprus responsible for funding, in full, the packaging element of the collection and sorting services operated by municipalities.*

The renewed permit of Green Dot Cyprus obliges it to cover all the costs resulting from the separate collection of waste packaging in its coverage area. Currently, most municipalities and larger rural communities are covered by the collection system. In addition, according to the obligations of its renewed permit, there is an action plan under implementation to enlarge the collection system in urban areas that are not covered by door-to-door collection and by using collection bins in rural areas. The Cypriot authorities consider this recommendation implemented. (Department of Environment, 2021c)

*5) Investigate the key design features for implementing a deposit refund scheme (DRS) in Cyprus.*

Regulations concerning the establishment of mandatory DRS are under preparation. The public consultation of the prepared regulations and bilateral consultations with the stakeholders will be concluded by May 2022, and the adoption of the regulations is expected by 2023. The Cypriot authorities consider this recommendation not implemented. (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022)

*6) Implement the DRS scheme in the context of the changes in producer responsibility described above.*

The planned scheme will be mandatory, and producers or importers of packaged drinks will be responsible to cover the costs of the system. A permit from the Department of Environment is needed for operating the system. In addition, the system needs to fulfil the new minimum

requirements set for EPR schemes. The Cypriot authorities consider this recommendation not implemented. (Department of Environment, 2021c)

### Financial incentives

*7) To introduce a landfill tax: at the time this is announced, all stakeholders should be aware of the rate at which the tax will be applied at least five years into the future. At that stage, the tax should be sufficiently high to stimulate recycling (at least €50 per tonne)*

In the new Recovery and Resilience Facility (RRF) plan a landfill tax is introduced and planned to be enforced by 2024 in Cyprus as a part of the upcoming tax reform. Prior that, alternative treatment methods for local authorities to divert waste generated away from landfilling are put into operation within the next three years. The Cypriot authorities consider this recommendation not implemented. (Department of Environment, 2021c)

*8) For PAYT to be successful in the municipalities where it is piloted or applied, the following will be needed:*

*a. Source segregation is in place, including for biowaste, as stipulated in the National Waste Management Strategy: particular attention should be given to the frequency of food waste collections. Door-to-door collection for food waste will most likely need to be undertaken more frequently than 'weekly' (because of the climate)*

*b. The pilots should be well integrated with the system of green points, and the PAYT system applied in a consistent manner to avoid the situation where residents avoid charges by taking residual waste to these points*

According to the upcoming regulations, all local authorities shall establish the separate collection of e.g. organic waste, recyclables, textiles, and bulky waste, along with the implementation of PAYT systems. The Cypriot authorities consider this recommendation partly implemented. (Department of Environment, 2021c)

*9) Remove or increase the maximum fee level in line with the consumer price index (CPI).*

The revision of the maximum fee will be made accordingly through amendments of the Laws on Municipalities and Communities, acknowledging the new regulative provisions considering PAYT schemes. The Cypriot authorities consider this recommendation not implemented. (Department of Environment, 2021c)

### Separate collection of biowaste

*10) The government should establish minimum separate collection standards to be implemented by municipalities – related to biowastes – but harmonised with the wider service standards (noted above).*

*11) Provide support to municipalities in understanding the pros and cons of different approaches to biowaste collection and treatment (e.g. whether food and garden waste should be collected jointly or separately), and to help them design collection systems that are efficient and capture high quality material.*

A study to identify the quality standards for bio-waste separate collection has been made. The programme for the techno-economic support of local authorities under the EU Structural Funds sets

an obligation to conduct preliminary assessments considering the implementation of separate collection and PAYT systems by acknowledging the local conditions. The studies will be concluded by the end of 2022. The Cypriot authorities consider these recommendations partly implemented. (Department of Environment, 2021c)

*12) Expand organic waste collections to cover public spaces.*

The mandatory separate collection will cover public spaces, restaurants, and hotels. Relevant provisions are laid down in the regulations. The Cypriot authorities consider this recommendation partly implemented. (Department of Environment, 2021c)

*13) To carry out trial to ensure a clear understanding of the likely yields of different systems.*

Programmes for separate collection of municipal waste have been conducted in Larnaca, Paralimni and Ayia Napa tourist areas. Especially the collection systems, frequencies and waste transports of organic waste have been in focus. Prior to the nation-wide introduction of separate collection to each municipality, studies will be performed as part of the programme for the techno-economic support of local authorities under the EU Structural Funds. In these studies, the be assessed acknowledging local conditions to be able to achieve maximal collection efficiency. The Cypriot authorities consider this recommendation partly implemented. (Department of Environment, 2021c)

### **EU Funding**

*14) To ensure EU Funds are put to the best use to support the above recycling activities, especially in respect of recycling of dry materials in line with the recycling calculation method selected by Cyprus.*

The Department of Environment promotes many supportive actions to local authorities under the EU Structural Funds for the implementation of the upcoming mandatory separate collection and PAYT schemes. The following programmes are especially important:

- Decreasing MSW generation in coastal hotels and related tourism infrastructure in Larnaca-Amochostos and Lemesos-Pafos areas.
- Techno-economic support to establish MSW separate collection system and the implementation of the PAYT.
- Municipal waste prevention, separate collection, and recovery in the mountainous areas of the country.
- Promoting integrated bio-waste separation at source and small/medium-sized central aerobic treatment systems and home composting in sparsely populated areas.
- Establishment of Green kiosk recycling system for dry recyclables to improve waste management in sparsely populated areas.
- Establishment of Reuse and Repair Centres and collection shops networks.
- Utilisation of separately collected fractions to support treatment infrastructure for bio-waste and recycling; and
- Extension of the Green Points collection network. (Department of Environment, 2021c).

The Cypriot authorities consider this recommendation implemented (Department of Environment, 2021c).

15) To consider the profiling of spend in the Operational Programme to ensure it reflects these priorities

Following budgets are foreseen for investments to improve Cypriot waste management:

<b>Recovery and Resilience Fund</b>	<b>Duration</b>	<b>Budget (€)</b>
Installation of 50 autonomous mechanical composters in remote and semi-remote areas	2022-2025	7,000,000
Creation of 2 reuse and repair centers and a network of stores	2022-2025	4,000,000
Installation of 50 green kiosks in remote and semi-remote areas	2022-2025	3,300,000
<b>Structural Funds</b>	<b>Duration</b>	<b>Budget (€)</b>
Programme for the techno-economic support of local authorities for the establishment of a separate collection system for municipal solid waste and the implementation of the Pay-As-You-Throw Scheme	2027	25,000,000
The Municipal Solid Waste Reduction Program for Coastal Hotel and Related Tourism Infrastructure in Limassol and Paphos	31/12/2023	6,400,000
Programme for the prevention, separate collection and recovery of municipal waste for the mountainous areas of Cyprus	2027	1,500,000
Creation of a coordinating body between central government and local government for waste management	2025	900,000

Municipal waste management is one of the key areas of the Operational Programme. Significant issues to be tackled during this funding period consist of the following investments:

- **Bio-waste recycling and diversion from landfills:**
  - Separate bio-waste collection from households, investment through PAYT Project (Part of EUR 25 M from the Structural Funds)
  - Development of infrastructure for the treatment of organic waste (EUR 15 M€ from the Structural Funds)
  - Prevention, separate collection and recovery of organic municipal waste in the mountainous areas (Part of EUR 1.5 M from the Structural Funds)
  - Composting units and home composting units for semi-rural and rural areas (EUR 7 M from the Recovery and Resilience Facility (RRF))
- **Enhanced recycling of dry recyclables:**
  - Enhanced recycling through separate collection, investment through PAYT Project (Part of EUR 25 M from the Structural Funds)
  - Establishment of 50 Green kiosks for dry recyclables (EUR 3.3 M from the RRF)
  - Expansion of the Green Points Network (EUR 10 M from the RRF)
- **Improving Reuse:**
  - Establishment of two Reuse and Repair Centres in focal locations and a network of collection shops in the largest cities (EUR 4 M from the RRF)
- **Separate Collection from households:**
  - Introduction of PAYT scheme, with setting up an infrastructure for separate collection (EUR 25 M from the Structural Funds)
  - Separate collection from coastal touristic establishments (Limassol and Paphos) (EUR 6.4 M from the Structural Funds). (Department of Environment, 2021c)
  - Prevention, separate collection and recovery of municipal waste in the mountainous areas (Part of EUR €1.5 M from the Structural Funds)

- Infrastructure Infrastructure for the treatment of the separately collected municipal waste, with a priority on the treatment of organic waste (EUR 15 M)

The Cypriot authorities consider this recommendation implemented (Department of Environment, 2021c) (Department of Environment of Cyprus, 2022).

### **Training and awareness raising programmes**

*16) To develop a national iconography so residents have clear and consistent signage add a short explanation that it is to be used in the communication campaigns, leaflets, green points.*

As part of the programme for the techno-economic support of local authorities under the EU Structural Funds, a communication campaign for setting up the system for separate collection for MSW as well as the introduction of the PAYT scheme will be organised by using a similar signage. The Cypriot authorities consider this recommendation implemented. (Department of Environment, 2021c)

## **Annex 2 Detailed scoring of success and risk factors**



# Assessment sheet - Recycling target for municipal waste

MS Cyprus  
Date

Jun-22

SRF		Assessment result	Weight	Score
<b>Current situation and past trends</b>				
MSWR-1.1	Distance to target	Distance to target > 15 percentage points or no data reported	5	0
MSWR-1.2	Past trends in municipal solid waste recycling rate	RR < 45% and increase in last 5 years < 10 percentage points	1	0
<b>Legal instruments</b>				
MSWR-2.1	Timely transposition of the revised WFD into national law	Transposition with a delay of less than 12 months	1	1
MSWR-2.2	Clearly defined responsibilities for meeting the targets and support and enforcement mechanisms	Clearly defined responsibilities and good set of support tools but weak/no enforcement mechanisms for meeting the recycling targets OR Unclear responsibilities but clearly defined enforcement mechanisms and a good set of support tools for meeting the recycling targets OR Clearly defined responsibilities and enforcement mechanisms but no/weak support tools for meeting the recycling targets	1	1
<b>Economic instruments</b>				
MSWR-3.1	Taxes and/or ban for landfilling residual or biodegradable waste	No landfill taxes or low tax (< 30 EUR/t*)	1	0
MSWR-3.2	Taxes on municipal waste incineration	N/A (for countries without capacities for incineration)	1	0
MSWR-3.3	Pay-as-you-throw (PAYT) system	PAYT scheme implemented in some regions/ municipalities (50-80% of population covered) OR No or less than 50% of the population covered by PAYT but firm plans for rolling out	1	1

Separate collection systems				
MSWR-4.1	Convenience and coverage of separate collection systems for the different household waste fractions			
	Paper and cardboard	A high share of the population is covered by high convenience collection services	0.46	0.92
	Metals	A high share of the population is covered by high convenience collection services	0.08	0.16
	Plastics	A high share of the population is covered by high convenience collection services	0.28	0.56
	Glass	A high share of the population is covered by high convenience collection services	0.18	0.36
	Bio-waste	A low share of the population is covered by high convenience collection services	0.84	0
	Wood	A medium share of the population is covered by high convenience collection services	0.06	0.06
	Textiles	A medium share of the population is covered by high convenience collection services	0.06	0.06
	WEEE	Medium convenience collection services dominate	0.04	0.04
MSWR-4.2	Firm plans to improve the convenience and coverage of separate collection systems for the different household waste fractions			
	Paper and cardboard	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.23	0.46
	Metals	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.04	0.08
	Plastics	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.14	0.28
	Glass	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.09	0.18
	Bio-waste	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.42	0.84
	Wood	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.03	0.06
	Textiles	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.03	0.06
	WEEE	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.02	0.04

Extended producer responsibility (EPR) and similar schemes				
MSWR-5.1	Fee modulation in EPR schemes for packaging	No advanced fee modulation OR fee modulation meets less than two assessment criteria	1	0
Bio-waste treatment capacity and quality management				
MSWR-6.1	Capacity for the treatment of bio-waste	Bio-waste treatment capacity below 80% of generated municipal bio-waste and no plans to extend capacity, or no capacity information available	1	0
MSWR-6.2	Legally binding national standards and Quality Management System for compost/digistate	No national standards or quality management system, or still under development	1	0
<b>Total score</b>				<b>7.16</b>
Maximum score				32.00

22%

# Assessment sheet - Recycling target for packaging waste

MS Cyprus  
Date

Jun-22

SRF		Assessment result	Weight	Score
<b>Current situation and past trends</b>				
P-1.1	Distance to target - Overall packaging	5 - 15 percentage points below target	5	5
	Distance to target - Paper and cardboard packaging	< 5 percentage points below target, or target exceeded	5	10
	Distance to target - Ferrous metals packaging	< 5 percentage points below target, or target exceeded	5	10
	Distance to target - Aluminium packaging	> 15 percentage points below target, or no data reported	5	0
	Distance to target - Glass packaging	> 15 percentage points below target, or no data reported	5	0
	Distance to target - Plastics packaging	5 - 15 percentage points below target	5	5
	Distance to target - Wooden packaging	< 5 percentage points below target, or target exceeded	5	10
P-1.2	Past trends in packaging waste recycling rate	RR > 60% and increase in last 5 years < 5 percentage points, or RR > 55%, and increase in last 5 years < 10 percentage points, or RR < 55% and increase in last 5 years > 10 percentage points	1	1
	Past trends in paper and cardboard packaging recycling	RR > 70% and increase in last 5 years > 5 percentage points, or RR > 65% and increase in last 5 years > 10 %, or RR > 75%	1	2
	Past trends in ferrous metals packaging recycling	RR > 65% and increase in last 5 years > 5 percentage points, or RR > 60% and increase in last 5 years > 10 %, or RR > 70%	1	2
	Past trends in aluminium packaging recycling	RR > 45% and increase in last 5 years < 5 percentage points, or RR > 40%, and increase in last 5 years < 10 percentage points, or RR < 40% and increase in last 5 years > 10 percentage points	1	1
	Past trends in glass packaging recycling	RR > 65% and increase in last 5 years < 5 percentage points, or RR > 60%, and increase in last 5 years < 10 percentage points, or RR < 60% and increase in last 5 years > 10 percentage points	1	1

	Past trends in plastic packaging recycling	RR < 40% and increase in last 5 years < 10 percentage points	1	0
	Past trends in wooden packaging recycling	RR > 20% and increase in last 5 years > 5 percentage points, or RR > 15% and increase in last 5 years > 10 %, or RR > 25%	1	2
<b>Legal instruments</b>				
P-2.1	Timely transposition of the revised Packaging and Packaging Waste Directive into national law	Transposition with a delay of less than 12months	1	1
P-2.2	Clearly defined responsibilities for meeting the targets and support and enforcement mechanisms	Clearly defined responsibilities, enforcement and good set of support mechanisms for meeting the recycling targets	1	2
<b>Economic instruments</b>				
P-3.1	Taxes and/or ban for landfilling residual or biodegradable waste	No landfill taxes or low tax (< 30 EUR/t*)	1	0
P-3.2	Taxes on municipal waste incineration	N/A (for countries without capacities for incineration)	1	0
P-3.3	Packaging taxes	No packaging taxes	1	0
P-3.4	Pay-as-you-throw (PAYT) system	PAYT scheme implemented in some regions/ municipalities (50-80% of population covered) OR No or less than 50% of the population covered by PAYT but firm plans for rolling out	1	1
P-3.5	Deposit-return systems for aluminium drink cans	No or voluntary DRS for some drink cans	1	0
	Deposit-return systems for glass drink bottles	No or voluntary DRS for some drink bottles	1	0
	Deposit-return systems plastic drink bottles	No or voluntary DRS for some drink bottles	1	0
	Deposit-return systems for plastic crates	No or voluntary DRS for some plastic crates	1	0
	Deposit-return systems for wooden packaging	No or voluntary DRS for some wooden packaging	1	0

Separate collection systems				
P-4.1	Convenience and coverage of separate collection systems for the different packaging waste fractions			
	Paper and cardboard packaging (household)	A high share of the population is covered by high convenience collection services	1	2
	Paper and cardboard packaging (non-household)	Separation at source is not mandatory for non-household paper and cardboard packaging waste	1	0
	Ferrous metals packaging (household)	A high share of the population is covered by high convenience collection services	1	2
	Ferrous metals packaging (non-household)	Separation at source is not mandatory for non-household ferrous metals packaging waste	1	0
	Aluminium packaging	A high share of the population is covered by high convenience collection services	2	4
	Glass packaging (household)	A high share of population is covered by high convenience collection services	1	2
	Glass packaging (non-household)	Separation at source is not mandatory for non-household glass packaging waste	1	0
	Plastics packaging (household)	A high share of the population is covered by high convenience collection services	1	2
	Plastics packaging (non-household)	Separation at source is not mandatory for non-household plastic packaging waste	1	0
	Wooden packaging	Separation at source is not mandatory for non-household wooden packaging waste	2	0
P-4.2	Firm plans to improve the convenience and coverage of separate collection systems for the different packaging waste fractions			
	Paper and cardboard (household)	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.5	1
	Paper and cardboard (non-household)	No firm plans to introduce mandatory separation at source for non-household paper and cardboard packaging waste	0.5	0
	Ferrous metals packaging (household)	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.5	1
	Ferrous metals packaging (non-household)	No firm plans to introduce mandatory separation at source for non-household ferrous metals packaging waste	0.5	0
	Aluminium packaging	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	1	2
	Glass packaging (household)	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.5	1
	Glass packaging (non-household)	No firm plans to introduce mandatory separation at source for non-household glass packaging waste	0.5	0

	Plastics packaging (household)	Firm plans to improve the separate collection system, with clear responsible entities and defined targets and timeline	0.5	1
	Plastics packaging (non-household)	No firm plans to introduce mandatory separation at source for non-household plastic packaging waste	0.5	0
	Wooden packaging	No firm plans to introduce mandatory separation at source for non-household wooden packaging waste	1	0
<b>Extended producer responsibility (EPR) and similar schemes</b>				
P-5.1	Coverage of EPR schemes	All main packaging fractions* are covered by EPR schemes, covering household and non-household packaging	1	2
P-5.2	Fee modulation in EPR schemes for packaging	No fee modulation OR fee modulation meets less than two assessment criteria	1	0
P-5.3	Material specific EPR assessment - Paper and cardboard packaging waste	EPR scheme covering household and non-household packaging	1	1
	Material specific EPR assessment - Ferrous metals packaging waste	EPR scheme covering household and non-household packaging	1	1
	Material specific EPR assessment - Aluminium packaging waste	EPR scheme covering household and non-household packaging	1	1
	Material specific EPR assessment - Glass packaging waste	EPR scheme covering household and non-household packaging	1	1
	Material specific EPR assessment - Plastics packaging waste	No EPR scheme or EPR scheme covering only household, industrial OR commercial packaging OR EPR scheme but without fee modulation	1	0
	Material specific EPR assessment - Wooden packaging waste	EPR scheme covering all non-household packaging	1	2
<b>Total packaging recycling target</b>				<b>14.57</b>
				Maximum score 32.00
				46%

**Paper and cardboard recycling target**

<b>Total score</b>	<b>20.00</b>
Maximum score	30.00
67%	

**Ferrous metals packaging recycling target**

<b>Total score</b>	<b>20.00</b>
Maximum score	30.00
67%	

**Aluminium packaging recycling target**

<b>Total score</b>	<b>12.00</b>
Maximum score	32.00
38%	

**Glass packaging recycling target**

<b>Total score</b>	<b>9.00</b>
Maximum score	32.00
28%	

**Plastics packaging recycling target**

<b>Total score</b>	<b>12.00</b>
Maximum score	34.00
35%	

**Wooden packaging recycling target**

<b>Total score</b>	<b>18.00</b>
Maximum score	32.00
56%	



# Assessment sheet - Target for landfilling of municipal waste

MS Cyprus

Date

Jun-22

SRF		Assessment result	Weight	Score
<b>Current situation and past trends</b>				
LF-1.1	Distance to target	Distance to target > 20 percentage points, or no data reported	5	0
LF-1.2	Past trends in municipal solid waste landfill rat	Landfill rate in 2020 > 25% and decrease in last 5 years < 15 percentage points	1	0
LF-1.3	Diversion of biodegradable municipal waste from landfill	Target for reducing the amount of biodegradable municipal waste (BMW) landfilled to 35% of BMW generated in 1995 has not been achieved in 2016 or in the year specified in the derogation where applicable, or data not reported. Or in case of derogation: Target for reducing the amount of biodegradable municipal waste (BMW) landfilled to 35% of BMW generated in 1995 has not been achieved yet and available data indicate that it is unlikely to be achieved	1	0
<b>Total score</b>			<b>0.00</b>	
Maximum score			14.00	

0%