

Waste prevention country profile

Spain

April 2023



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European Environment Agency



Country profile: Spain

General information

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| Name of the country/ region | Spain |
| Coverage of the waste prevention programme (national/ regional) | National |
| Type of programme (stand alone or integrated into waste management plan) | Stand-alone |
| Title of programme and link to programme | Programa estatal para la prevención de residuos 2014-2020 (State Programme for Waste Prevention 2014-2020) https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/planes-y-estrategias/Programa%20de%20prevencion%20aprobado%20actualizado%20ANFABRA%2011%2002%202014_tcm30-192127.pdf |
| Duration of programme | 2014-2020 |
| Language | Spanish |
| Contact person in the country/region | Margarita Ruiz, mrsaiz@miteco.es or contact buzon-sgr@miteco.es Deputy Directorate on Circular Economy, Ministry for Ecological Transition and Demographic Challenge. |
| Development process of the programme/ revision | This WPP is being revised, however the new version was not yet available at the time of updating this profile. |
| Foreseen budget for implementation of the project | It is stated that the actions performed by public bodies will be subject to the available budget, and some activities may be financed by the EU through the LIFE+ programme (p. 39). |

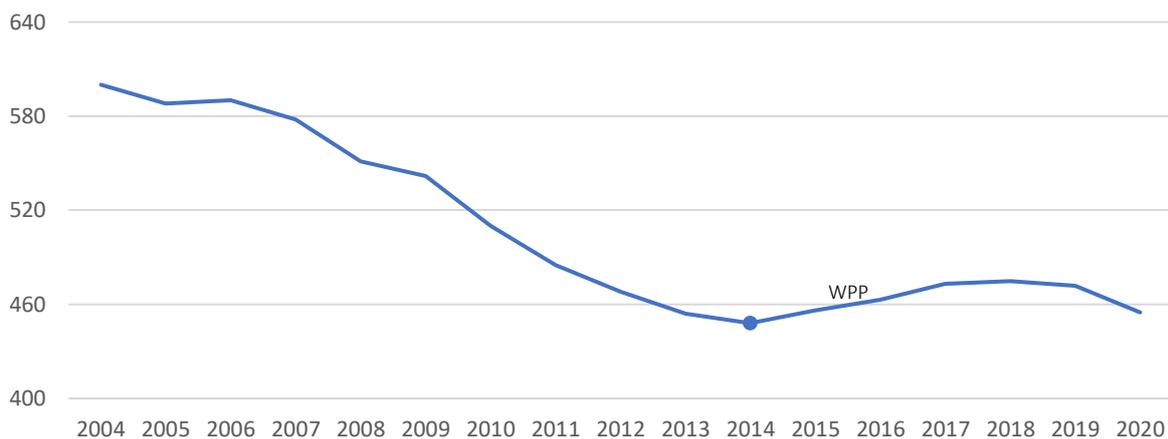
WASTE GENERATION

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

MSW

- The generation of municipal waste per capita (see Figure 1) decreased steadily, from 600 kg in 2004 to 464 kg in 2020.
- The lowest level of municipal waste generation was reached in 2014 (448 kg per capita), with the implementation of the first WPP. The municipal waste generation slightly increased the years after. This increase might be influenced by many factors (population, household expenditure, economic cycles) and partially explain the negative trend in waste generation from 2014.
- The steep decreasing trend between 2009 and 2013 is most likely influenced by the global financial crisis that developed shortly before this period.
- Overall, the Spain municipal waste generation of 464 kg per capita is ~~slightly~~ below the European average of 517 kg¹ per capita in 2020.

Figure 1: Municipal waste generation in Spain (kg per capita), 2004-2020



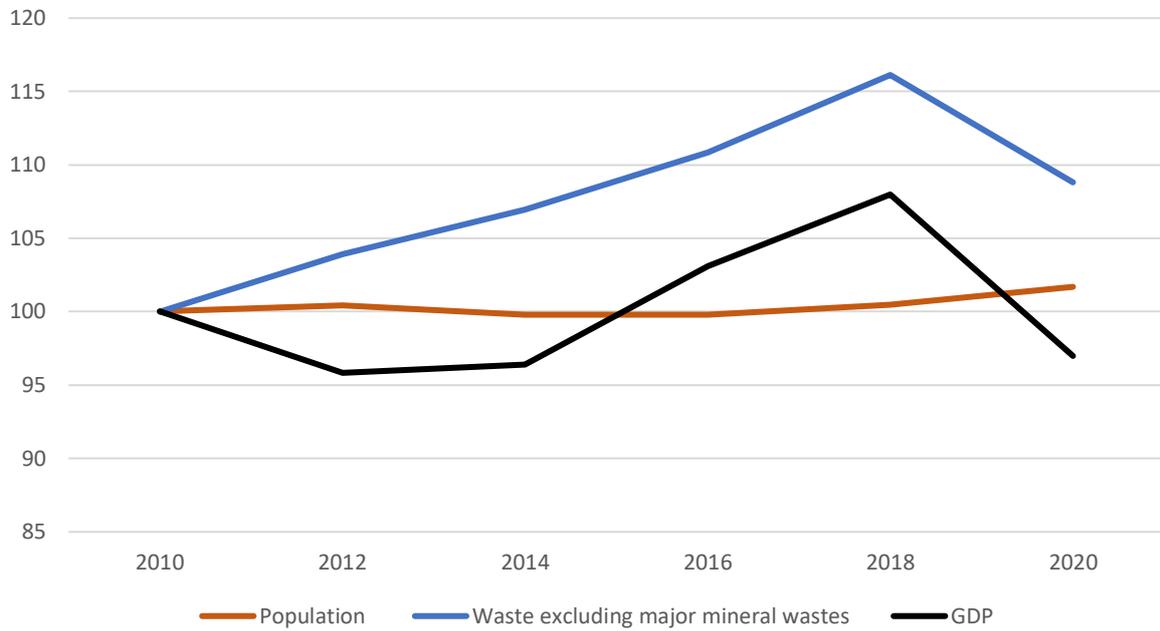
Source: Eurostat [ENV_WASMUN]

Total waste

- Total waste (excluding major mineral wastes) generation in Spain followed a continuous increasing trend between 2010 and 2018 before dipping down in 2020 (see Figure 2).
- A somewhat different trend can be observed for Spain's economic growth in terms of GDP, which decreased between 2010 and 2013 and steeply increased the years after, before decreasing also quite significantly back to 2012 levels in 2020.
- It does not seem that Spain is on track to decouple total waste (excluding major mineral wastes) generation from economic growth. Neither can a link be observed between population growth and total waste (excluding major mineral wastes) generation.

¹ Based on data collected from Eurostat in September 2022.

Figure 2: Growth rate of waste (excluding major mineral wastes), GDP (main GDP aggregates, chain linked), and population, 2010-2020, (2010=100).



Source: Eurostat [ENV_WASGEN, NAMA_10_PC, DEMO_GIND]

WASTE PREVENTION PROGRAMME

Objectives and priorities

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| 1. Waste prevention objectives of the Programme - quantitative objectives (waste reduction) - qualitative objectives (reduction of hazardous substances/ environmental impacts) | The main objective of the programme is to reduce annual waste generation (in tonnes) by 10% by 2020 compared to 2010. The programme has four strategic aims: reduce the quantity of waste; reuse products and extend their life; reduce the content of harmful substances in materials and products; and reduce the environmental impacts of waste, as well as its impact on human health (p. 26). |
| 2. Sectors covered | <ul style="list-style-type: none">• Agriculture;• mining, raw material processing;• construction and infrastructure;• manufacturing;• sale, retail, transport;• households;• private service activities/hospitality;• chemical industry• public services. |
| 3. Priority waste types | <ul style="list-style-type: none">• Food/organic;• construction and demolition waste;• hazardous waste;• household/municipal waste;• paper;• packaging;• tyres;• vehicles;• furniture, textile, toys and book waste;• waste electrical and electronic equipment /batteries;• manufacturing waste;• bulky waste;• other. |
| 4. Target groups | <ul style="list-style-type: none">• producers, the distribution sector, the services sector;• consumers and end users;• public administration (p. 26) |

Targets, indicators and monitoring

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|--------------------------------|--|
| 1. Indicators proposed | <p>Following indicators are proposed (p. 38):</p> <ul style="list-style-type: none"> • annual amount of waste generated in tonnes; • annual amount of waste generated in tonnes in particular economic sectors (activity, p. 10); • annual amount of waste generated in tonnes in comparison with gross domestic product (GDP); • annual amount of municipal waste generated in tonnes; • annual amount of hazardous waste generated in tonnes in comparison with industrial GDP (gross value added (GVA)); • annual amount of C&D waste generated in tonnes in comparison with GDP (GVA); • annual amount of packaging waste generated in tonnes; • annual amount of WEEE generated in tonnes; • annual number of end-of-life vehicles; • annual number of end-of-life tyres; • annual amount of waste from batteries and accumulators; • number and economic value of R&D and innovation projects implemented annually in relation to waste prevention and sustainable consumption; • number of waste prevention awareness campaigns run annually; • number of voluntary agreements accomplished annually (in relevant sectors); • number of operative reuse centres and number of associated new jobs; • number of companies accredited under the European Eco-Management and Audit Scheme and other environmental management systems annually. |
| 2. Quantitative targets | <p>The main objective of the programme is to reduce annual waste generation (in tonnes) by 10% by 2020 compared to 2010. (pp. 26 and 38).</p> |
| 3. Monitoring of programme | <ul style="list-style-type: none"> • To monitor the indicators, information available from the National Statistics Institute, the Ministry of the Economy and Competitiveness, the Ministry of Industry, Commerce and Energy, the Ministry of Agriculture, Food and the Environment (Nowadays, Ministry to Ecological Transition and Demographic Challenge), the autonomous communities and the local government will be used (p. 38) • The programme's results will be monitored every 2 years, with 2014 as the reference year. Monitoring will be based on the development of the indicators. |
| 4. Evaluation of the programme | <p>The results of the evaluation will be made available in the annual report published by Ministry of Agriculture, Food and the Environment, starting in 2014 (Nowadays, Ministry to Ecological Transition and Demographic Challenge), (p. 38).</p> |

Prevention measures

Implemented prevention measures according to Article 9

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

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| <p>Promote and support sustainable consumption models</p> | <ul style="list-style-type: none"> • Develop education and/or awareness campaigns to promote sustainable consumption of food in households, schools and hotels, also encouraging ‘cooking without waste’ (p. 29); • Include conditions in public procurement documentation to promote the reduction of packaging consumption and the use of reusable or refillable packaging (p. 31) |
| <p>Encourage the design, manufacturing and use of products that are resource-efficient, durable (including in terms of life span and absence of planned obsolescence), reparable, re-usable and upgradable.</p> | <ul style="list-style-type: none"> • Review the regulations related to electrical and electronic equipment (EEE) to foster its ecodesign and reuse, envisaging the possibility of establishing differentiated tariff criteria to finance WEEE management (p. 32). • Encourage ecodesign of packaging and the development and use of new, more easily recyclable materials (p. 30). • Promote ecodesign for vehicles, to facilitate dismantling and recycling at the end-of-life stage (p. 32). |
| <p>Target products containing critical raw materials to prevent that those materials become waste.</p> | |
| <p>Encourage the re-use of products and the setting up of systems promoting repair and re-use activities, including in particular for electrical and electronic equipment, textiles and furniture, as well as packaging and construction materials and products.</p> | <ul style="list-style-type: none"> • Promote the establishment of EEE repair shops (p. 33). • Promote the establishment of repair and second-hand shops for furniture, toys, books and textiles (p. 33). • promote information aimed at facilitating the repair and reuse of EEE components and to provide information to citizens about the products’ characteristics related to their management as waste (p. 32); • increase the reuse of EEE components in the professional field (p. 32). |
| <p>Encourage, as appropriate and without prejudice to intellectual property rights , the availability of spare parts, instruction manuals, technical information, or other instruments, equipment or software enabling the repair and re-use of products without compromising their quality and safety.</p> | <ul style="list-style-type: none"> • Promote the provision of information to assist managers in dismounting vehicles and facilitating the reuse of their components (p. 32). |

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| <p>Reduce waste generation in processes related to industrial production, extraction of minerals, manufacturing, construction and demolition, taking into account best available techniques.</p> | <ul style="list-style-type: none"> Review the decree that regulates the generation and management of construction and demolition (C&D) waste to strengthen prevention in construction, demolition and rehabilitation projects; the possibility of establishing economic incentives could also be assessed (p. 29). Develop selective demolition techniques (p. 29) and tools to assess the environmental performance of construction materials and their potential for reuse (p. 29). |
| <p>Reduce the generation of food waste in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households as a contribution to the United Nations Sustainable Development Goal to reduce by 50 % per capita global food waste at the retail and consumer levels and to reduce food losses along production and supply chains by 2030.</p> | <ul style="list-style-type: none"> Put into practice the strategy ‘more food, less waste’ and local programmes to reduce food waste, while promoting proximity markets (shopping locally) (p. 29). Promote research and development (R&D) projects aimed at reducing food waste in the food supply chain (p. 29). Support businesses to prevent waste and to modify their production processes, logistics and sales in order to reduce food waste (p. 29). |
| <p>Encourage food donation and other redistribution for human consumption, prioritising human use over animal feed and the reprocessing into non-food products.</p> | <ul style="list-style-type: none"> Create voluntary agreements with associations and social organisations, to make use of excess food items generated during the production and distribution phases of the supply chain (p. 29) |
| <p>Promote the reduction of the content of hazardous substances in materials and products, without prejudice to harmonised legal requirements concerning those materials and products laid down at Union level, and ensure that any supplier of an article as defined in point 33 of Article 3 of Regulation (EC) No. 1907/2006 of the European Parliament and of the Council provides the information pursuant to article 33(1) of that regulation to the European Chemicals Agency as from 5 January 2021.</p> | <ul style="list-style-type: none"> Review the regulations related to electrical and electronic equipment (EEE) to strengthen prevention aspects linked to the restriction of harmful substances in EEE (p. 32). Substitute harmful substances in production processes (p. 31). |
| <p>Reduce the generation of waste, in particular waste that is not suitable for preparing for re-use or recycling.</p> | |
| <p>Identify products that are the main sources of littering, notably in natural and marine environments, and take appropriate measures to prevent and reduce litter from such products, where Member States decide to implement this obligation through market restrictions, they shall ensure that such restrictions are proportionate and non-discriminatory.</p> | <ul style="list-style-type: none"> Review the packaging regulations to strengthen the prevention of over-packaging, the use of reusable packaging and the marketing of easily recyclable packaging (p. 30). |

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| <p>Aim to halt the generation of marine litter as a contribution towards the United Nations Sustainable Development Goal to prevent and significantly reduce marine pollution of all kinds.</p> | |
| <p>Develop and support information campaigns to raise awareness about waste prevention and littering.</p> | <p>Develop education and/or awareness campaigns to:</p> <ul style="list-style-type: none"> • incorporate prevention and particularly reuse into minor construction projects (p. 30); • emphasise the role that consumers and final users have in packaging waste reduction and reuse (p. 30); • promote the use of products equivalent to single-use/disposable items that can be reused or have a longer life (p. 31); • improve the delivery of used EEE to reuse centres and increase consumption (p. 33); • encourage the delivery of furniture, toys, books and textiles to reuse centres and their resale (p. 33). |
| <p>Additional implemented prevention measures, not covered by Article 9</p> | <ul style="list-style-type: none"> • Promote the marketing of products in reusable and refillable packaging (p. 30). • Promote the development of instruments (such as guarantees, certificates, etc.) to certify the quality of EEE in second-hand markets (p. 33). |

FOOD WASTE PREVENTION

Food waste generation

According to 2020 year's data, three out of four Spanish households threw away food and drink, with an average of 31 kilos / litters per person, which conducts to 1,363 million kilos of food in 2020².

Measures to prevent food waste

The Spanish waste management mainly lies in the responsibility of the Autonomous Communities. Some have put into place or are currently preparing stricter regulations on food wastage.³ Recent changes in prevention strategies have been introduced in 2020 by the Autonomous Community Catalonia, which has passed a law that covers the issue of food waste prevention throughout the value chain with more concrete measures.^{4 5}

Additionally, on one hand, Circular Economy Spanish Strategy⁶ establishes as a goal for 2030, reducing food waste throughout the entire food chain: 50% reduction per person in retail and households and 20% in production chains and supplies from 2020, thus lead to attain a series of its strategy objectives.

On the other, a national law is currently being discussed in the Spanish Parliament, as regulatory framework for food loss and waste reduction actions. In the legislative development process, public

² <https://www.mapa.gob.es/es/alimentacion/temas/desperdicio/desperdicio-alimentario-hogares/default.aspx>

³ https://ideasen.llorenteycuenca.com/wp-content/uploads/sites/6/2018/03/180321_Food-wastage_ENG.pdf

⁴ <https://askwonder.com/research/sustainability-food-waste-european-markets-e8a0enluj>

⁵ https://ec.europa.eu/food/system/files/2020-08/fw_lib_fwp-strat_law-3-2020.pdf

⁶ https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/200714eeec_resumenejecutivo_en_tcm30-510578.pdf

consultation took place, and the Proposal of Law has been approved by the Government to be processed by the Parliament.⁷

Information and awareness campaigns:

Measures focus on information and awareness campaigns on food loss and waste prevention. For example, campaigns try to recover and extension the value of food by explaining the difference between best-before and expiration dates. The focus is on giving the food products a longer useful life and incentives for using it beyond the best-before date.

The Spanish government has developed education programmes in schools to reduce food waste and foster awareness about the causes and impacts of food waste.⁸

Guidelines:

In 2019, the Catalan Food Safety Agency developed a “Guide to good hygiene practices for food waste reduction in restaurants and retail trade”⁹.

In 2020, the ELIKA-Basque Foundation for Agro-food Safety of the Basque Country developed “Guidelines on food donation of surplus food”.¹⁰

Initiatives:

The legislator approved tax incentives on food donations and promises regulatory benefits for companies that save food.

The voluntary agreement "Stop wasting food" promoted by a Spanish NGO involves stakeholders along the food supply chain in order to make the value chain more efficient.

Moreover, with voluntary agreements like "Feeding implies no waste, use it all!" producers and retailers aim to introduce measures in order to study and reduce food waste.¹¹

An exemplary measure introduced by the Region of Castilla-La Mancha is an official seal to identify companies or producers that voluntarily participate in the fight against food waste.¹² In some regions the implementation of measures such as bio-waste separate collection for composting, door-to-door collection or Pay-As-You-Throw systems started.¹³

REUSE OF PRODUCTS

Data

With regard to the Commission Implementing Decision (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2021.010.01.0001.01.ENG&toc=OJ%3AL%3A2021%3A010%3ATOC), this section will be updated by the EEA accordingly.

Measures to support reuse

⁷ https://www.congreso.es/proyectos-de-ley?p_p_id=iniciativas&p_p_lifecycle=0&p_p_state=normal&p_p_mode=view&_iniciativas_mode=mostrarDetalle&_iniciativas_legislatura=XIV&_iniciativas_id=121%2F000107

⁸ <https://www.eu-fusions.org/index.php/country-reports/reports/300-spain>

⁹ https://ec.europa.eu/food/system/files/2020-01/fw_lib_gfd_esp-cat_good-hygeine-practices.pdf

¹⁰ <https://www.zerodespilfarro.eus/nueva-guia-orientativa-para-la-donacion-de-excedentes-alimentarios-en-euskadi/>

¹¹ <https://www.eu-fusions.org/index.php/country-reports/reports/300-spain>

¹² <https://toogoodtogo.ch/de-ch/movement/politics/europe>

¹³ <https://zerowasteurope.eu/2018/11/national-and-regional-environmental-groups-unite-their-strength-to-form-alianza-residuo-cero-a-zero-waste-alliance-in-spain/>; https://ec.europa.eu/environment/eir/pdf/report_es_en.pdf

In 2015, Spain transposed the EU Directive 2012/19 on Waste Electrical and Electronic Equipment (WEEE) into national law. With the national decree, Spain introduced the first national legally binding preparatory measures for the reuse-target for e-waste, separate from recycling. The reuse target from 2018 is 3% for large appliances and 4% IT equipment.¹⁴

An exemplary measure that supports the reuse of products is the Spanish “Campaign for the reduction of packaging waste” presented on the European Waste Prevention Week. Directly, the campaign raises awareness in form of promoting reusable items e.g. reusable cups and bottles. Indirectly the campaign makes people more aware of waste prevention by giving information about the issue of packaging waste and by showing the environmental benefits of less-packaged products.¹⁵

On the other hand, Law 7/2022, on waste and contaminated soils for a circular economy, enables public administrations to establish measures to promote reuse, but also introduces direct measures, such as the prohibition to destroy unsold surpluses of non-perishable products such as textiles, toys or electrical appliances, among others. These surpluses must be destined for reuse as a priority and, only when this is not possible, they can be destined for preparation for reuse or other options, respecting the order of the waste hierarchy.

Best practice examples

Zero Waste Alliance in Spain

Members of the Zero Waste Alliance are Greenpeace, Ecologistas en Acción, Surfrider España, Rezero, Retorna, and Amigos de la Tierra. The goal of this alliance is to work with municipalities and regions to support the transition to a circular economy. It aims to make progress on waste reduction and preparation fees for reuse and recycling. The members agree that a change in production and distribution models is needed to reduce waste and implement more efficient waste collection and treatment systems. These systems prioritize preparation for reuse and recycling over landfilling and incineration.¹⁶

The three editions of the Catalogue of Good Practices in the circular economy¹⁷ provide the selection of the best examples of good practices in circular economy undertaken by entities of the professional sector, including those that aim to prevent waste reduction. Any action selected pursue and prove that it complies with the minimum circularity criteria defined for each of the scopes of action and address a series of principles interlinked and inherent to the definition of CE.

Other best practice examples

Other best practice examples can be found in the Catalogues of Best Practices in Circular Economy, links below:

- Catalogue of best practices in circular economy I: https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/fichas-bpec-i-en-web_def_tcm30-525011.pdf

¹⁴ [Making-CEP-more-ambitious-through-more-reuse-and-repair-FINAL.pdf \(rreuse.org\)](https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/fichas-bpec-i-en-web_def_tcm30-525011.pdf)

¹⁵

<https://www.aragon.es/documents/20127/13719664/Campa%C3%B1a+para+la+reducci%C3%B3n+de+residuo+s+de+envases.pdf/c7854874-8064-2c8e-e37a-0fac13e9c24f?t=1568363335455>

¹⁶ <https://zerowasteurope.eu/2018/11/national-and-regional-environmental-groups-unite-their-strength-to-form-alianza-residuo-cero-a-zero-waste-alliance-in-spain/>

¹⁷ https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/fichas-bpec-i-en-web_def_tcm30-525010.pdf

https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/fichas-bpec-ii-en-web_def2_tcm30-538142.pdf

https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/iicatalogueofbestpracticesincirculareconomy_tcm30-548400.pdf

- Catalogue of best practices in circular economy II: https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/fichas-bpec-ii_en-web_def2_tcm30-538142.pdf
- Catalogue of best practices in circular economy III: https://www.miteco.gob.es/es/calidad-y-evaluacion-ambiental/temas/economia-circular/iicatalogueofbestpracticesincirculareconomy_tcm30-548400.pdf

Links to circular economy

| Topic | Addressed in the programme | Comments |
|---|----------------------------|---|
| Eco-design | Yes | e.g. promotion of ecodesign in electronic equipment |
| Repair, refurbishment and remanufacture | Yes | e.g. facilitation of dismantling, repair and reuse of electronic equipment |
| Recycling | Yes | e.g. recycling of vehicles |
| Economic incentives and finance | Yes | e.g. in the demolition and construction sector |
| Circular business models | Yes | e.g. Repair/Refurbishment/Second-Hand shops |
| Eco-innovation | No | |
| Governance, skills and knowledge | Yes | e.g. best prevention practices as competitive strategy, particularly for SMEs |