Discussions on an EPR system for textiles in Sweden – some critical issues

POLICY MEASURES FOR TEXTILE CIRCULARITY, RIGA, 9 SEPTEMBER 2019
NAOKO TOJO, ASSOC. PROF. IIIEE, LUND UNIVERSITY
Why EPR for textile?

- No major impacts from end-of-life phase
  - But
- Various impacts at production + use phase
- Rapid increase of consumption
  - Global: 3.7 kg (1950) to 11.1 kg (2007)
  - Sweden: More than 50% (2000-2015)
- More impacts upstream, resource security
- Reuse & recycling as potential measures?

Overall policy development
- EU Circular economy package (2015 -)

...
Flow of textile products in three Nordic countries (2010-11)

<table>
<thead>
<tr>
<th></th>
<th>Per capita (Kg)</th>
<th>Total (DK, FI, SW, tonne)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>DK</td>
<td>FI</td>
</tr>
<tr>
<td>Overall in-flow</td>
<td>16.0</td>
<td>13.1</td>
</tr>
<tr>
<td>Domestic second-hand purchase</td>
<td>0.5</td>
<td>1.3</td>
</tr>
<tr>
<td><strong>Total use</strong></td>
<td>16.5</td>
<td>14.4</td>
</tr>
<tr>
<td>Collection by second-hand</td>
<td>6.3</td>
<td>4.7</td>
</tr>
<tr>
<td>actors</td>
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</tr>
<tr>
<td>Export of second-hand products</td>
<td>4.7</td>
<td>1.2</td>
</tr>
<tr>
<td><strong>Total textile waste</strong></td>
<td>5.6</td>
<td>11.5</td>
</tr>
<tr>
<td>Textile waste recycled</td>
<td>NA</td>
<td>1.9</td>
</tr>
</tbody>
</table>

Source: Karlsson et al. (2011), Tojo et al. (2012)
Flow of textile products in Sweden per capita

Sale
New products
12.8 kg
  Clothes: 10 kg
  Home textiles: 2.8 kg

Use
13.7 kg

Collection for reuse/recycling
3.1 kg
  by Charity: 2.7 kg
  by others: 0.4 kg

Collection as waste
7.4 kg

Recycling
0.4-0.6 kg

Incineration
7.4 kg

Second hand
Sweden:
0.9 kg

Second hand
abroad:
1.5 kg

Source: calculated by Tojo based on Elander et al. (2014), Palm et al. (2014), Palm et al. (2015), Hultén et al. (2016), SCB (2016) and SCB (2017)
Policy discussions in Sweden

• Nordic Minister of Councils (2011- ), initiated in conjunction with EU waste prevention programme

• Sweden
  – Discussion on EPR in mid 1990s
  – Textiles: a focus in gov’t works on waste prevention and on chemicals in products
  – Ministry’s assignment to Swedish EPA on policy measures to enhance sustainability of textiles (2015)
  – EPA’s proposal (Sept. 2016)
  – Agreement between political parties to introduce EPR (Jan. 2019)
Swedish EPA’s proposal

- Two targets – by 2025
  - Textile waste diversion by 60% (compared to 2015)
  - Preparation for reuse/recycling of 90% of separately collected textile waste

- Sustainable production & consumption
  - Dialogue with the textile industry
  - Support for sustainable business models
  - Green public procurement
  - Consumer information

- Textile waste management
  - Requirements for separate collection of waste, or
  - Mandatory extended producer responsibility (EPR) system
Extended Producer Responsibility

• Two policy goals
  – Upstream improvements
  – Downstream improvements

• EPR and waste prevention
  – Individual producer responsibility (IPR) and implementation challenges
  – Lacks empirical testing ground

• Various policy instruments

• Various implementation mechanisms
### Examples of EPR-based policy instruments

| Administrative instruments | • Collection and/or take-back of discarded products  
|                           | • Substance and landfill restrictions  
|                           | • Collection, reuse (refill) and recycling targets  
|                           | • Environmentally sound treatment standards  
|                           | • Minimum recycled material content standards  
|                           | • Product standards |
| Economic instruments      | • Material/product taxes, subsidies  
|                           | • Advance disposal fee systems  
|                           | • Deposit-refund systems  
|                           | • Upstream combined tax/subsidies  
|                           | • Tradable recycling credits |
| Informative instruments   | • Reporting to authorities  
|                           | • Marking/labelling of products and components  
|                           | • Consultation with local governments re. collection networks  
|                           | • Information to consumers re. EPR /source separation,  
|                           | • Information to recyclers re. structure & substances |
EPR systems - issues to consider

- Scope of products characteristics, historic and orphan products
- Target setting
- Allocation of responsibility esp. collection
- Funding mechanisms
- Power relation/interests of (existing) actors
- Consumers’ convenience, incentives, information, sanction
- Free riders, monitoring, export....
- Mandatory or voluntary etc.

...Implication to design change?
Potential EPR system for textiles in Sweden - critical discussion points

• Parties responsible for collection
  – Existing interests and infrastructure under development
  – Experiences with other EPR programmes
  – Clothes for reuse or recycle, legal uncertainties

• Development of fibre-to-fibre recycling technologies

• Enhancement of upstream changes
  – Fee structure in a collective system (also, new requirements under EU WFD)
Revised WFD (EU) 2018/851 – minimum requirements for EPR systems

... Member States shall take the necessary measures to ensure that the financial contributions paid by the producer of the product to comply with its extended producer responsibility obligations:

... (b) in the case of collective fulfilment of extended producer responsibility obligations, are \textit{modulated} where possible, for individual products or groups of similar products, notably by taking into account their durability, reparation, re-usability and recyclability and the presence of hazardous substances, thereby taking a life-cycle approach and aligned with the requirements set by relevant Union law, and where available, based on harmonised criteria in order to ensure a smooth functioning of the internal market... (Art. 1 (9) 4 (b))
Revised WFD (EU) 2018/851
other new requirements related to textiles

• Encouragement of re-use the setting up of systems promoting repair and re-use activities for textiles as minimum waste prevention measure (Art. 1 (10))

• Separate collection of textile waste by 2025 (Art. 1 (12) (b))

• Commission should consider setting of preparing for re-use and recycling targets for textile waste by 2024 (Article 1(12) (e))
Examples of local policy initiatives

• Source separation by municipalities
  – Many collaborate with charity organisations
• Establish reuse centre close to recycling stations
• Organise repair centres/workshops
• Online platform for rent, share, swap, borrow, lend, give away or receive products (Smarta kartan)
ReTuna mall with various second hand shops, Eskilstuna

Fixa Till (Fix It) workshops in Lund
Thank you!
Any questions?

Contact:
naoko.tojo@iiiee.lu.se