













Procedure file

Basic information	
COD - Ordinary legislative procedure (ex-codecision procedure) Directive	2023/0234(COD) Awaiting Council's 1st reading position
Waste Framework Directive: textiles and food waste Amending Directive 2008/98 2005/0281(COD)	
Subject 3.70.12 Waste management, domestic waste, packaging, light industrial waste 3.70.13 Dangerous substances, toxic and radioactive wastes (storage, transport)	
Legislative priorities Joint Declaration 2023-24	

Key players			
European Parliament	Committee responsible	Rapporteur	Appointed
	 Environment, Public Health and Food Safety	 ZALEWSKA Anna	31/08/2023
		Shadow rapporteur	
		 MELBÄRDE Dace	
		 FRITZON Helène	
		 THUN UND HOHENSTEIN Róza	
		 GALLÉE Malte	
		 MATIAS Marisa	
	Committee for opinion	Rapporteur for opinion	Appointed
	 Economic and Monetary Affairs	The committee decided not to give an opinion.	
 Industry, Research and Energy	The committee decided not to give an opinion.		
 Internal Market and Consumer Protection	The committee decided not to give an opinion.		
 Agriculture and Rural Development		12/09/2023	
	 AGUILERA Clara		

Key events

05/07/2023	Legislative proposal published	COM(2023)0420	Summary
02/10/2023	Committee referral announced in Parliament, 1st reading		
14/02/2024	Vote in committee, 1st reading		
23/02/2024	Committee report tabled for plenary, 1st reading	A9-0055/2024	Summary
13/03/2024	Decision by Parliament, 1st reading	T9-0145/2024	Summary

Technical information

Procedure reference	2023/0234(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Directive
	Amending Directive 2008/98 2005/0281(COD)
Legal basis	Treaty on the Functioning of the EU TFEU 192-p1
Other legal basis	Rules of Procedure EP 159
Mandatory consultation of other institutions	European Economic and Social Committee European Committee of the Regions
Stage reached in procedure	Awaiting Council's 1st reading position
Committee dossier	ENVI/9/12612

Documentation gateway

Legislative proposal	COM(2023)0420	05/07/2023	EC	Summary
Document attached to the procedure	SEC(2023)0420	05/07/2023	EC	
Document attached to the procedure	SWD(2023)0420	05/07/2023	EC	
Document attached to the procedure	SWD(2023)0421	05/07/2023	EC	
Document attached to the procedure	SWD(2023)0422	05/07/2023	EC	
Committee draft report	PE752.974	12/09/2023	EP	
Amendments tabled in committee	PE754.931	26/10/2023	EP	
Amendments tabled in committee	PE755.006	13/11/2023	EP	
Amendments tabled in committee	PE755.008	14/11/2023	EP	

Committee opinion	AGRI	PE754.670	25/01/2024	EP	
Committee report tabled for plenary, 1st reading/single reading		A9-0055/2024	23/02/2024	EP	Summary
Text adopted by Parliament, 1st reading/single reading		T9-0145/2024	13/03/2024	EP	Summary

Additional information

Research document	Briefing	13/12/2023
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Waste Framework Directive: textiles and food waste

PURPOSE : to revise the waste framework Directive to improve the environmental sustainability of food and textile waste management.

PROPOSED ACT: Directive of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: nearly 59 million tonnes of food (131 kg/inhabitant) are wasted in the EU each year with estimated market value of EUR 132 billion. Over half of food waste (53%) is generated by households, followed by the processing and manufacturing sector (20%).

To accelerate the EU's progress, the Commission proposes that, by 2030, Member States reduce food waste by 10%, in processing and manufacturing, and by 30% (per capita), jointly at retail and consumption (restaurants, food services and households).

In addition, textile waste which also burdens limited natural resources. Around 78% of the textiles waste is not separately collected by consumers and ends up in mixed household waste, destined to be incinerated or landfilled.

The European Green Deal and the Circular Economy Action Plan call for reinforced and accelerated EU and Member State action to ensure environmental sustainability of the textiles and food sectors as they represent top resource intensive sectors causing significant negative environmental externalities, where financing and technological gaps impede progress towards the transition to a circular economy and decarbonisation.

This proposal is set through a targeted amendment of the Directive 2008/98/EC on waste (WFD) which is the only legal vehicle to regulate textile waste prevention and management in the EU.

CONTENT: the Commission is proposing to amend the Waste Framework Directive (WFD) focusing on two resource intensive sectors: textiles and food, with the following general objectives:

- to reduce environmental and climate impacts, increase environment quality and improve public health associated with textiles waste management in line with the waste hierarchy;
- to reduce the environmental and climate impacts of food systems associated with food waste generation.

Textile waste

Textile waste is exacerbated by the so-called fast fashion, which is characterised by more frequent fashion collections being placed on the market with low-priced products that do not internalise environmental externalities, encourage customers to shop impulsively and incentivises purchasing larger quantities of clothes. Preventing, preparing for re-use and recycling textile waste can help reduce the global environmental footprint of the sector.

It is proposed that the Member States should ensure, by 1 January 2025, the separate collection of textiles for re-use, preparation for re-use and recycling.

The proposal intends to accelerate the development of the separate collection, sorting, reuse and recycling sector for textiles in the EU.

Food waste

Food waste is one of the largest sources of inefficiency in the agri-food chain. The targeted amendment of the WFD builds on existing requirements addressing major aspects of food waste prevention (definition of food waste and common food waste measurement methodology, obligations for Member States to reduce food waste at each stage of the food supply chain, monitor and report annually on food waste levels, preparation of national food waste prevention programmes) and management (e.g., separate collection).

Setting legally binding food waste reduction targets for Member States to achieve by 2030 is expected to reinforce efforts to identify and scale-up effective strategies and initiatives both within and across Member States by: streamlining the contribution of food business operators, notably in the context of cross-border supply chains; helping to ensure that drivers of food waste generation (market and behavioural) are addressed consistently and simultaneously by all Member States, in line with actions taken by the so far few - frontrunners; and accelerating the development of effective national food waste prevention strategies through the spreading of good practices and further leveraging the EU knowledge base related to food waste prevention.

Extended producer responsibility

The proposal puts forward plans for Extended Producer Responsibility (EPR) systems that would require fashion brands and textile producers to pay fees to help fund local authorities waste collection.

Since the textile sector is 99% comprised of small and medium sized enterprises, the implementation of an extended producer responsibility

scheme for textiles, textile-related and footwear products should aim to reduce as much as possible administrative burdens.

The producers of textiles and footwear should finance the costs of collecting, sorting for re-use, preparing for re-use and recycling, and of the recycling and other treatment of collected used and waste textiles and footwear, including unsold consumer products considered waste. This will give producers incentives to reduce waste and increase the circularity of textile products designing better products from the start.

Waste Framework Directive: textiles and food waste

The Committee on the Environment, Public Health and Food Safety adopted the report by Anna ZALEWSKA (ECR, PL) on the proposal for a directive of the European Parliament and of the Council amending Directive 2008/98/EC on waste.

As a reminder, the Commission is proposing to amend the Waste Framework Directive (WFD) focusing on two resource intensive sectors: textiles and food, with the following general objectives: (i) to reduce environmental and climate impacts, increase environment quality and improve public health associated with textiles waste management in line with the waste hierarchy; (ii) to reduce the environmental and climate impacts of food systems associated with food waste generation.

The committee responsible recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the proposal as follows:

Preventing food waste

Member States should take appropriate measures to prevent generation of food waste along the entire food supply chain, in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households. Those measures should include, but not be limited to, the following:

- identifying and addressing inefficiencies in the functioning of the food supply chain and support cooperation amongst all actors, while ensuring a fair distribution of costs and benefits of prevention measures, which may include: - the promotion of fruits and vegetables with external defects that are not compliant with EU or UNECE marketing standards, but still suitable and safe for local or direct consumption ("ugly" fruits and vegetables);
- encouraging and promoting innovation and technological solutions which contribute to the prevention of food waste, such as intelligent packaging intended to extend the shelf-life or to maintain or improve the condition of packaged food, especially during transportation and storage, and clearer date labelling on food products and user-friendly tools to reduce confusion and facilitate the use of date markings contributing to the prevention of unnecessary discarding of food items which are still safe for consumption.

Member States should take appropriate measures to ensure that economic operators make available for donation unsold food that is safe for human consumption.

Food waste reduction targets

Members want to increase the binding waste reduction targets proposed by the Commission to at least 20% in food processing and manufacturing (instead of 10%) and to 40% per capita in retail, restaurants, food services and households (instead of 30%), in comparison to the annual average generated between 2020 and 2022. EU countries should ensure that these targets are achieved at national level by 31 December 2030.

By 31 December 2027, the Commission should carry out an evaluation of the possibility to introduce a binding target of at least 30% and at least 50% to be reached by 2035.

Member States are encouraged to coordinate their actions to prevent food waste and share best practices.

Recovery, reuse and recycling

Member States should:

- introduce prior sorting of municipal mixed waste to prevent waste, which can be recovered for preparing for re-use, or recycling, from being sent to waste incineration or disposed in landfills;
- set up separate collection at least for paper, metal, plastic and glass, and, by 1 January 2025, for textiles, and shall be encouraged to set up separate collection for wood;
- undertake necessary measures to ensure sufficient infrastructure is in place for separate collection of waste and is made easily accessible, for all kinds of waste, and where appropriate, increase the number of points of separated waste collection.

Extended producer responsibility for textile products, clothing and footwear

According to the European Environment Agency, currently less than 1% of all clothing waste is used to make new clothing in a circular loop. Total textile waste generated, covering clothing and footwear, home textiles, technical textiles, and post-industrial and pre-consumer waste, is estimated to be 12.6 million tonnes.

The new rules, as adopted by Members, would set up extended producer responsibility (EPR) schemes, through which economic operators that make textiles available on the EU market would cover the costs for their separate collection, sorting and recycling. Member States should establish these schemes 18 months after the entry into force of the directive (compared to 30 months proposed by the Commission). In parallel, EU countries would need to ensure, by 1 January 2025, the separate collection of textiles for re-use, preparing for re-use and recycling.

These rules would cover textile products such as clothing and accessories, blankets, bed linen, curtains, hats, footwear, mattresses and carpets, including products that contain textile-related materials such as leather, composition leather, rubber or plastic.

Member States should ensure that all relevant actors are fully involved in the decision-making process of the extended producer responsibility scheme.

Providers of online platforms allowing consumers to conclude distance contracts with traders should ensure that producers of textile, textile-related and footwear products be registered in the register of the producers in the Member State where the consumer is located, before placing products from those producers onto their platforms.

Waste Framework Directive: textiles and food waste

The European Parliament adopted by 514 votes to 20, with 91 abstentions, a legislative resolution on the proposal for a directive of the European Parliament and of the Council amending Directive 2008/98/EC on waste.

The European Parliament's position adopted at first reading under the ordinary legislative procedure amends the proposal as follows:

Preventing food waste

Member States should take appropriate measures to prevent generation of food waste along the entire food supply chain, in primary production, in processing and manufacturing, in retail and other distribution of food, in restaurants and food services as well as in households. Those measures should include, but not be limited to, the following:

- identifying and addressing inefficiencies in the functioning of the food supply chain and support cooperation amongst all actors, while ensuring a fair distribution of costs and benefits of prevention measures, which may include:
- the promotion of fruits and vegetables with external defects that are not compliant with EU or UNECE marketing standards, but still suitable and safe for local or direct consumption ("ugly" fruits and vegetables);
- encouraging and promoting innovation and technological solutions which contribute to the prevention of food waste, such as intelligent packaging intended to extend the shelf-life or to maintain or improve the condition of packaged food, especially during transportation and storage, and clearer date labelling on food products and user-friendly tools to reduce confusion and facilitate the use of date markings contributing to the prevention of unnecessary discarding of food items which are still safe for consumption.

Member States should take appropriate measures to ensure that economic operators make available for donation unsold food that is safe for human consumption.

Food waste reduction targets

Members want to increase the binding waste reduction targets proposed by the Commission to at least 20% in food processing and manufacturing (instead of 10%) and to 40% per capita in retail, restaurants, food services and households (instead of 30%), in comparison to the annual average generated between 2020 and 2022.

By 31 December 2027, the Commission should carry out an evaluation of the possibility to introduce a binding target of at least 30% and at least 50% to be reached by 2035. It should also present a report along these lines, which could be accompanied by a legislative proposal.

By 31 December 2025, the Commission should conduct an assessment on the appropriate levels for the setting of targets for the reduction of all primary production food waste, including mature food left unharvested or used on farms. To that end, the Commission should submit a report to the European Parliament and to the Council, accompanied, if appropriate, by a legislative proposal.

Member States are encouraged to coordinate their actions to prevent food waste and share best practices.

Recovery, reuse and recycling

Member States should:

- introduce prior sorting of municipal mixed waste to prevent waste, which can be recovered for preparing for re-use, or recycling, from being sent to waste incineration or disposed in landfills;
- set up separate collection at least for paper, metal, plastic and glass, and, by 1 January 2025, for textiles, and shall be encouraged to set up separate collection for wood;
- undertake necessary measures to ensure sufficient infrastructure is in place for separate collection of waste and is made easily accessible, for all kinds of waste, and where appropriate, increase the number of points of separated waste collection. Where municipal waste collection systems are necessary for improvement, Member States should do so without undue delay.

Extended producer responsibility for textile products, clothing and footwear

Members recalled that according to the European Environment Agency, currently less than 1% of all clothing waste is used to make new clothing in a circular loop. Total textile waste generated, covering clothing and footwear, home textiles, technical textiles, and post-industrial and pre-consumer waste, is estimated to be 12.6 million tonnes.

Parliament proposed extending producer responsibility schemes, under which those who sell textiles in the EU will bear the costs of their separate collection, sorting and recycling. Member States should establish these schemes 18 months after the entry into force of the directive (compared to 30 months proposed by the Commission). These rules would cover textile products such as clothing and accessories, blankets, bed linen, curtains, hats, footwear, mattresses and carpets, including products that contain textile-related materials such as leather, composition leather, rubber or plastic.

Member States should ensure that all relevant actors are fully involved in the decision-making process of the extended producer responsibility scheme.

Providers of online platforms allowing consumers to conclude distance contracts with traders should ensure that producers of textile, textile-related and footwear products be registered in the register of the producers in the Member State where the consumer is located, before placing products from those producers onto their platforms.

By 31 December 2026 at the latest, the Commission should assess the possibility of establishing an EU-wide register of producers of textile and footwear products and accessories.

By 30 June 2025, the Commission should carry out an assessment of the appropriate levels for the establishment of targets for 2032 for the reduction of textile waste, which includes levels of collection rates, preparation for re-use, re-use, recycling of textiles and the phasing out of landfilling of textiles.

Transparency				
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	25/01/2024	HUMANA LT
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	24/01/2024	HOTREC, Hotels, Restaurants & Cafés in Europe
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	22/01/2024	Valmet Oyj
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	22/01/2024	Independent Retail Europe (formerly UGAL - Union of Groups of Independent Retailers of Europe)
FRITZON Heléne	Shadow rapporteur	ENVI	18/01/2024	Green Business Venture
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	08/12/2023	Avery Dennison Materials Europe BV
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	07/12/2023	INDUSTRIA DE DISEÑO TEXTIL, S.A.
FRITZON Heléne	Shadow rapporteur	ENVI	27/11/2023	Sysav
THUN UND HOHENSTEIN Ró?a	Shadow rapporteur	ENVI	13/11/2023	Reusable Packaging Europe
GALLÉE Malte	Shadow rapporteur	ENVI	25/10/2023	APc - Affaires Publiques consultants (APc) 179612840909-89 Refashion 172671852009-61
	Member	11/03/2024	Fédération du commerce et de la distribution	
BERNHUBER Alexander	Member	15/02/2024	Österreichische Abfallwirtschaftsverbände	
WEISS Pernille	Member	15/02/2024	Confederation of Danish Industry	
TERTSCH Hermann	Member	13/02/2024	SKF RecondOil	
MODIG Silvia	Member	01/02/2024	Westenergy Oy	
TORVALDS Nils	Member	01/02/2024	Westenergy Oy	
TORVALDS Nils	Member	30/01/2024	Independent Retail Europe (formerly UGAL - Union of Groups of Independent Retailers of Europe)	
GLÜCK Andreas	Member	11/01/2024	Bundesverband des Deutschen	

			Lebensmittelhandels e.V.
GLÜCK Andreas	Member	11/01/2024	EuroCommerce
TORVALDS Nils	Member	08/01/2024	SKF RecondOil