

# Nota van B&W

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## Onderwerp

Project afvalverwerking Haarlem-Emirdag

### Bestuurlijke context

Van eind 2006 t/m september 2007 heeft de gemeente Haarlem het project "Towards a New Waste Management Policy" uitgevoerd als onderdeel van de samenwerking met de Turkse gemeente Emirdag. Het project werd gesubsidieerd in het kader van het VNG programma LOGO (Local Government) East Turkije, dat Nederlandse gemeenten de mogelijkheid bood projecten uit te voeren die zich richtten op gemeentelijke dienstverlening.

Het Haarlem-Emirdag project is inmiddels afgerond (zie bijgevoegde eindrapportage) en zeer succesvol verlopen. Emirdag heeft een afvalbeleidsplan opgesteld en succesvol een aantal noodzakelijke randvoorwaarden gecreëerd ( o.a. communicatie met en educatie van burgers; communicatie en overleg met regionale en provinciale partners).

Het project dient als voorbeeld voor een door de VNG uit te geven handleiding over gemeentelijk afvalbeleid; de gemeente Emirdag heeft een provinciale prijs gewonnen voor de voortvarendheid waarmee dit project is uitgevoerd.

### *vervolgtraject*

Volgend jaar treedt het LOGO-East II programma in werking; de gemeente Emirdag heeft aangegeven zeer graag met Haarlem verder te werken aan een follow-up project, gericht op verbreding en verdieping (verspreiding projectopzet en –resultaten; uitwerking / implementatie van afvalbeleidsplan).

Hiervoor zal in het voorjaar van 2008 een nieuwe subsidieaanvraag worden ingediend. Uiteraard is op dit moment nog niet duidelijk of deze zal worden gehonoreerd; wel is het totale budget voor Turkije projecten lager dan dat van LOGO-East I.

De inhoudelijke en financiële afwikkeling door de VNG zijn nog niet afgerond; naar het zich laat aanzien blijft na de eindafrekening nog een bedrag openstaan dat nog door de gemeente Haarlem kan worden ingezet; daarnaast zal een bedrag moeten worden teruggestort aan de VNG voor niet uitgegeven activiteitenkosten. De hoogte van beide bedragen is op dit moment nog niet duidelijk. Omdat het gemeentelijk boekjaar ten einde loopt is het zaak om het overgebleven geld uit dit budget gereserveerd te houden om zeker te stellen dat het geld dat Haarlem de VNG schuldig is in 2008 kan worden terugbetaald. Hiertoe worden de resterende subsidiegelden overgeboekt naar 2008.

Over een eventueel daarna nog resterend bedrag wordt separaat een besluit genomen.

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### B&W-besluit:

1. Het college neemt kennis van het eindverslag van het afvalbeleidsproject Haarlem-Emirdag en stemt in met het overboeken van de resterende subsidiegelden voor het eerste kwartaal 2008; om na afrekening door de VNG terug te vorderen gelden terug te kunnen storten.
2. De betrokkenen ontvangen daags na besluitvorming informatie over dit besluit



## **LOGO EAST FINAL REPORT HAARLEM-EMIRDAG**

**Project number TR 05.07**

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- **Haarlem, October 2007**
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## II GENERAL INFORMATION

### 1. Information applicants

<b>Dutch organisation</b>	
<b>Organisation</b>	Municipality: Haarlem
<b>Name contact person</b>	<b>Els Besse</b>
<b>Position / Department</b>	<b>International Cooperation coordinator / Concern Staff</b>
<b>Address</b>	P.O. Box 511 2003 PB Haarlem
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<b>Name and position legal representative</b>	<b>Mr. Bernt Schneiders, Mayor of Haarlem</b>

<b>Partner organisations from LOGO East target country</b>	
<b>Organisation</b>	Municipality: Emirdag
<b>Name contact person</b>	<b>S. Alper Akin</b>
<b>Position / Department</b>	<b>Head of Planning / Environment Department</b>
<b>Address</b>	Emirdag Belediyesi <b>Emirdag</b> <b>Afyonkarahisar</b> <b>Turkey</b>
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<b>Name and position legal representative</b>	<b>Mr. Lütfen Dag, Mayor of Emirdag</b>

### 2. Project information

<b>Project title</b>	<i>Towards a new waste management policy</i>
<b>Main theme and policy field</b>	Service provision: municipal waste management
<b>Total project budget</b>	65.095,-
<b>Project duration</b>	10 months
<b>Starting date</b>	December 1 <sup>st</sup> , 2006
<b>End date</b>	September 30 <sup>th</sup> , 2007

# NARRATIVE REPORT

## 1. Introduction

Emirdag and the surrounding villages form the district of which the majority of the Turkish Haarlemmers originate. The Haarlem-Emirdag foundation was established in 1995 to support projects in Emirdag and to inform the general public in Haarlem about the background and origin of its originally Turkish inhabitants. Over the years, the Haarlem-Emirdag foundation involved the municipality of Haarlem, leading to an agreement on future cooperation which was signed in 2005. It was agreed to cooperate in the field of waste management in two areas:

1. public awareness / education
2. the actual process of waste management

During that same year, three people from Emirdag (municipality and NGO) participated in the VNG Municipal Management Training Programme on Waste Management. It was decided to continue the cooperation on waste management under the umbrella of the LOGO-East programme, which has service provision as its main theme.

Both the awareness that the present situation (uncontrolled dumping of waste) is unsustainable and the fact that the Turkish national government expects municipalities to comply with EU regulation on waste in the near future has led to the need to draw up a new waste management policy on the local level.

## 2. Objective

The overall project objective as stated in the project proposal is **the realisation of an integrated waste management policy for the municipality of Emirdag, which is sustainable, economically viable, effective, efficient and broadly supported by stakeholders.**

The realization of this policy is divided in steps: through an analysis of the present and the desired situation and the preconditions that should be met (including an action plan and an education / awareness plan), the cornerstones of an integrated waste management plan and its implementation were laid.

The analysis of the present situation regarding the collection and treatment of waste has been made, including points that will be taken into account for the new situation. (Sub-objective 1).

The instruments needed to create support among citizens (communication, awareness campaign, education) are largely identified and in some areas already in place. (sub-objective 2).

For a more detailed description of this process, we refer to § 2 Results and §3 Activities.

At the end of the project term, a waste management policy plan is in place, which at the same time functions as an action plan for implementation.

## 3. Results

Regarding sub-objective 1:

- 1.1 The council of Emirdag has decided on a waste management vision in February 2007, in which sustainability is taken into account and made operational in waste prevention, separate collection and recycling, composting bio-waste and re-use of construction waste. The performance indicators as mentioned in the twinning framework are not relevant in the case of Emirdag's waste collection services: the frequency and availability of collection and cleaning services are not the problem, as collection takes place twice a day. The focus has therefore been on the environmental aspects of waste management.

- 1.2 Volumes and composition of waste are identified (for a detailed description we refer to the report of the first seminar in Emirdag, dated March 22<sup>nd</sup>, p. 5).
- 1.3 During the course of the project, it became clear that a new, provincial solution for the controlled treatment of waste will be sought in a new landfill, to be built shortly near the provincial capital of Afyonkarahisar. The landfill will be the responsibility of the Provincial Union of Municipalities, set up by the province. Incineration has therefore been left out of the analysis. The present financial situation is quite clear, as there is a contract with an entrepreneur who collects the waste and takes it to the landfill.
- As the discussion between different tiers of government is ongoing, the future costs are still unclear. At the end of the project, it is still not yet known what the costs for the individual municipalities will be, nor is it known what the costs of transfer and transportation will be. Emirdag does not have a great deal of influence on this process, although the mayor Mr. Dag is a member of the Executive Board of the Environmental Union of Municipalities in the Province.
- 1.4 Markets for recyclables are identified to a certain extent: there is a paper mill that uses waste paper and the recycling of PET bottles might be a future possibility. However, the recyclable components from Emirdag alone will not be substantial enough to sell; the Provincial Union of Municipalities will come up with a proposal concerning the market opportunities of recyclables on a regional scale. The beginning of separate collection and recycling in the Province is scheduled for late 2008. A pilot on separate collection in the suburbs of Afyon will be held in the near future.
- 1.5 As already mentioned under 1.3, financial options and institutional arrangements are still under discussion, both with the provincial union of municipalities and within the municipality of Emirdag itself. The role of a municipality as commissioner has been discussed during activity 4: exchange with and internship in Haarlem. During this visit the different institutional possibilities, financial constructions and roles and responsibilities of different players in waste management were discussed and shown, to provide Emirdag with a broad frame of reference for future decision making and the negotiations with different players in the field of waste management.

Regarding sub-objective 2:

- 2.1 Insight in wishes and possibilities of stakeholders to contribute to an integrated waste policy: during the exchanges with Haarlem and the Emirdag seminar it became quite clear that generally speaking, the awareness concerning the consequences of the present waste situation on health, nature and environment is virtually non-existent. Moreover, citizens are not aware of the costs of waste collection and treatment and they are not willing to pay for these services. This observation was identified as the main obstacle in the realisation of a new waste management policy. Communication, education and awareness raising activities are therefore of crucial importance.
- 2.2 Awareness campaign in co-operation with TEMA (environmental NGO): an educational plan was drawn up in close cooperation between the district authority (responsible for formal education in the region), the municipality of Emirdag and the environmental NGO TEMA. As a result, environmental education is now an integrated part of school curricula.
- TEMA and the local Institution for Adult Education (Mr. Nurettin Diker) have organized a number of activities to enhance awareness on waste prevention and separation, e.g. a very successful seminar attended by some 100 housewives. On June 5<sup>th</sup> (World Environment Day)

a number of activities took place to inform the public about the environmental consequences of unsustainable waste treatment.

- 2.3 The provincial union of municipalities has come up with information material (e.g. posters and flyers) and it has organised a campaign to collect used batteries. Future campaigns are also to be carried out by the Union.

During the internship in Haarlem, a workshop on waste communication was held, facilitated by NME (Institute for Environmental Awareness/Education) to provide the local partners with the tools to carry out new initiatives in the field of awareness raising and publicity.

#### 4. Activities

1. Research / Analysis

This activity has been carried out relatively low key: in communication with the municipality of Haarlem and with the input from our external expert mr. de Koeijer, research and analysis concerning the present situation on waste collection and treatment were carried out. The research phase and the preparation of the seminar in Emirdag partially overlapped.

2. Workshop /seminar in Emirdag: this activity was carried out according to the project proposal. See annex: Seminar report dated March 22<sup>nd</sup>, 2007. The seminar was considered a success by all partners involved, both in terms of participation and of content. It was in fact the first time that different players in the field of waste management met each other and discussed regional problems and possible solutions with each other. The seminar focused on different aspects concerning waste management; a substantial part of the input and presentations came from the Dutch partners (external expert mr. de Koeijer and municipality of Haarlem).

3. Working Conference Emirdag:

Because of the lack of an appropriate venue in Emirdag and the involvement of different stakeholders and government tiers, this conference took place in the provincial capital of Afyonkarahisar on March 29<sup>th</sup>, 2007.

Unfortunately, representation from the Haarlem municipal executive was not possible because of important budget meetings in Haarlem. Deputy mayor Maarten Divendal addressed the conference by means of a video message.

During this working conference, the emphasis was on Emirdag's points of view and waste management vision, completed with presentations by ISTAÇ (municipal waste management company Istanbul) TEMA (nature and environment NGO Emirdag) and the provincial Union of Municipalities. The objective was to exchange views on future waste management in the region and the roles and responsibilities of different partners in the process.

Although there was agreement among the participants on the importance of waste management aspects as presented by Emirdag e.g.:

- Waste Prevention
- Separate collection and recycling
- Composting bio-waste and re-use of construction waste
- Information and communication
- Costs,

it proved impossible to reach consensus in terms of concrete priorities and further joint actions. This has to do largely with the role of the municipal Union of municipalities, which is responsible for the future landfill and is at present working on proposals concerning transport, transfer, separate collection and recycling.

A conference resolution has therefore not been drawn up.

The conference was preceded by meetings with relevant partners in Emirdag and Afyonkarahisar, both in view of the preparation of the conference itself and to get a better insight in the roles and responsibilities of different players.

During the first seminar in Emirdag, it became clear that the province has an important say in the future waste management policy of municipalities. During the second visit, the total picture became visible: the province of Afyon has formed an Environmental Union of over 80 Municipalities, of which Emirdag is a member. Through its board, in which only bigger municipalities were represented, the Union has a mandate to execute its tasks, the main ones being the building and exploitation of the provincial landfill and the transfer stations. The chairman of the board is the mayor of the provincial capital Afyon.

In the meantime, the mayor of Emirdag was elected in the executive board of the Union. The active role of Emirdag in the region where waste management is concerned has probably a lot to do with this election.

Evaluation:

The turnout of the conference was not as big as was expected, and influential players such as the provincial governor and in his wake also quite some district governors and mayors were absent.

In spite of this, it was felt that Emirdag had succeeded in getting its waste management vision across to the participants in the conference. It was stressed once again that through the organisation of the conference, Emirdag is a front runner in the waste management discussion in the province. The combined outcomes of the first seminar and this conference can be summarized as an increased awareness that regional cooperation is crucial.

Moreover, there has been a lot of positive attention to the conference, both in the media (regional and local press and television) and among government officials (e.g. a telegram from the governor to congratulate Emirdag on its groundbreaking work).

All in all, a clear perception of the topics that need further attention was reached, namely:

- information, education
- separate collection and recycling; hazardous waste (specifically hospital waste).

#### 4. exchange / internship in Haarlem (May 7<sup>th</sup> – 12<sup>th</sup>)

The programme (see annexe) dealt with the following topics:

- municipal responsibilities
- collection of household waste
- collection / treatment of hazardous waste
- finances
- the roles of the municipality as commissioner and the waste company Spaarnelanden (responsibilities, management, etc)

Visits of:

- Landfill
- Compost site
- Hazardous waste treatment (especially hospital waste)

In view of the important role of the Provincial Union of Municipalities in the policy and decision making process in the province of Afyon, Haarlem invited the director of the Union to join the delegation

consisting of the Municipality of Emirdag, a representative of TEMA and the University of Afyon. Unfortunately, the invited representative of the Union cancelled his visit at the very last moment, while his ticket had already been bought by the municipality of Emirdag.

As it later turned out, there have been staff problems within the Union; director Fatih Koz was replaced with a new director.

Evaluation: during a short evaluation at the end of the internship programme the delegation from Emirdag stated that it had gathered valuable information for the continuation of the project.

The fact that Mrs. Arzu Engin was added to the delegation proved very valuable, as she has played a very active role in the preparation of the closing conference and the writing of the waste management policy paper.

#### 5. Closing Conference / Policy Paper (September 2007)

During the first week of September, a Haarlem delegation consisting of external expert Mr. Adriaan de Koeijer, project coordinator Els Besse and policy advisor Rien Boterman visited Emirdag for the closing conference in Afyon, aiming at dissemination of the results and a presentation of Emirdag's waste management plan to the wider region. As was also the case with other conferences /seminars, several meetings with key players in the project preceded the conference. During these meetings in preparation of the conference it became clear that there is an overall willingness to continue the work that has started through this project. On the level of local and regional government, the need for a sustainable waste management policy was acknowledged; important steps were taken to cooperate in this field. There is great enthusiasm to continue along this road. On the level of environmental education, notably the formal education field has achieved a lot, since this subject is now integrated in the curriculum.

The closing conference was held in Afyon and was attended by 110 people, among whom some 40 mayors (including villages), the regional governor and representatives from TBB, province of Afyon and Afyon University. The directors of most schools in the region were also present.

The presentations of Emirdag on the LOGO-East project were met with approval from the audience; during intermissions many people expressed their eagerness to be a part of the process, either in the field of education or the policy field (reduction of waste, separate collection, recycling).

Possibilities for future cooperation were discussed; LOGO-East II was presented and discussed.

Mrs. Duygu Dalgiç praised the Emirdag-Haarlem cooperation as a best practice in her afternoon presentation

Evaluation: the conference was generally considered a success.

After the conference, future cooperation (further dissemination of results and deepening the knowledge on some topics, e.g. hazardous waste) were discussed. It was stated that there is a mutual willingness to continue the cooperation.

Emirdag's policy paper on waste management was adopted quite recently (2<sup>nd</sup> half of October) and is added as an annexe with this report.



	<b>Description of the implementation of the activity</b>	<b>Date implementation</b>	<b>Coordination/ Responsible</b>	<b>Who was involved in the execution (relate this to the CVs of the main experts)</b>	<b>What input was used (e.g. material, experts, money, studies)</b>	<b>What is the outcome of the activity</b>
<b>Activity 1</b>	<i>Research</i>	<i>November 2006- January 2007</i>	<i>Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin)</i>	<i>External expert mr. de Koeijer, Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin)</i>	<i>Facts and Figures Municipality of Emirdag</i>	<i>Analysis Waste Management Situation</i>
<b>Activity 2</b>	<i>Workshop / seminar Emirdag</i>	<i>28/1-02/02/2007</i>	<i>Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin)</i>	<i>External expert mr. de Koeijer, Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin)</i>	<i>Analysis present situation, presentations by different stakeholders (municipalities, NGO, Province, Union of Municipalities Turkey, Provincial Union of Municipalities</i>	<i>Involvement of all players concerned; ideas and proposals for awareness campaign; proposals for future waste management policy; appointments to meet more regularly with other regional partners</i>
<b>Activity 3</b>	<i>Conference Afyon</i>	<i>29/3/2007</i>	<i>Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin)</i>	<i>External expert mr. de Koeijer, Municipality of Haarlem (Els Besse, Eric v.d. Schans), Municipality of Emirdag (Alper Akin, Waste Management Company Haarlem, mr. Rinus Haas</i>	<i>Waste management vision Emirdag, presentations by different partners, a.o. on the importance of cooperation.</i>	<i>Appointments for future exchange of information; upcoming proposal for regional approach recycling strategy</i>

Activity 4	Exchange / Internship in Haarlem	05/05-12/05/07	Municipality of Haarlem (Els Besse, Eric v.d. Schans, Rien Boterman), Municipality of Emirdag (Alper Akin)	, Municipality of Haarlem (Els Besse, Eric v.d. Schans, Rien Boterman), Waste Company Haarlem (mr. Rinus Haas) Municipality of Emirdag (deputy Mayor of Emirdag mr. Çeliköz, Alper Akin, Murat Kerçin), TEMA NGO (Nurgül Uyar), University of Afyon (Arzu Engin)	On the spot information of EU/Dutch examples of waste management (separate collection, recycling, treatment of hospital waste, controlled landfill); meetings with people working in those areas.	Information gathered for use in waste management policy paper; acquaintance with people who are working in those areas and can be consulted for further information
Activity 5	Closing conference Afyon Waste Management Policy Paper Emirdag	Conference: September 6 <sup>th</sup> Policy Paper: September/October	Municipality of Emirdag Alper Akin, Municipality of Haarlem (Els Besse, , Rien Boterman),	Municipality of Emirdag (deputy Mayor of Emirdag mr. Çeliköz, Alper Akin, Murat Kerçin), TEMA NGO (Nurgül Uyar), University of Afyon (Arzu Engin) , External expert mr. de Koeijer Municipality of Haarlem (Els Besse, , Rien Boterman),	Project Results, Emirdag Waste Management Vision, project follow-up perspective (LOGO-East II) presented during conference	Raised awareness on necessity waste management vision in the region (local, regional and provincial authorities attended conference and acknowledged need for sustainable waste management policy); Policy paper of the Municipality of Emirdag, which was the main objective of this project

## **5. Project Environment**

As was also stated in the VNG/TBB monitoring report, the mayor and council of Emirdag, the district of Emirdag and the province of Afyon are supportive of the project. Emirdag has showed itself to be a forerunner in the field of waste management and has met two important preconditions to make a success of this process:

- the need for cooperation between all players involved
- the need for education / awareness raising.

As the project has led to such a key role for Emirdag, there is great enthusiasm to continue the work.

The fact that communication with different government tiers that has been an integrated part of the project, has evidently proved useful.

Although the staff capacity in Emirdag for this project was rather limited, the people responsible have succeeded in achieving impressive results. The municipality of Emirdag acknowledged the importance of the project by adding an extra staff member (mr. Murat Kerçin).

Moreover, NGO's on both sides (TEMA in Emirdag, Haarlem-Emirdag Foundation in Haarlem) have been involved throughout the project and have carried out an extraordinary amount of work to make it a success.

## **6. Sustainability**

As one of the main objectives of this project, a waste management policy paper was drawn up. This paper is to be considered as a plan of action to which the municipality of Emirdag has committed itself.

## **7. Public Relations**

Every activity has been mentioned in the press and on the internet; especially in Emirdag the coverage was extensive. In Emirdag, an interview with project partners was broadcast on local TV; in Haarlem interviews on local radio took place during the internship of the Emirdag delegation.

Els Besse wrote an article for the Dutch magazine "Afval!", to describe the possibilities for international cooperation in this policy area.

Copies of some of written articles are added to this report.

## **8. Co-financing**

Co-financing has consisted of many contributions of both Haarlem and Emirdag. In the financial report only the staff time in Haarlem is mentioned, but it goes without saying that Emirdag has put in a considerable amount of staff time in preparing the visits and organizing the seminars and the closing conference. The municipality of Emirdag realized that one staff member (Alper Akin) was not sufficient for the project and added mr. Murat Kerçin as his assistant.

In Emirdag, the contributions of TEMA representative mrs. Uyar and University of Afyon expert mrs. Engin have also put in a lot of energy and time.

In Haarlem, the Haarlem-Emirdag Foundation has followed the project every step of the way and has contributed largely in the preparation of visits by communication in Turkish and by translating on several occasions. Representatives of the Foundation were present at every activity in the project. Airfares were paid by the municipality of Haarlem.

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External expert mr. Adriaan de Koeijer has also greatly exceeded the amount of working days that were covered by the budget, in advising Emirdag on conference preparation, financial models relevant in waste policy etc.

Moreover, Haarlem contributed financially (€ 10,000) to the project to enable the training of ecoteams in Emirdag and buy the necessary text books for future training.

Haarlem put in a total of ... working days, equalling € ( % of the budget).

Last but not least, partners on both sides showed their commitment to this cooperation by organizing extensive social programmes during visits. This may not be a hard fact within the framework of this report, but it proves nonetheless that the work was carried out with great fervour from both local communities involved.

### **9. Suggestions for adapting the project design of LOGO-East**

VNG International recently presented the outlines of the LOGO-East II programme.

The design of the programme as it is known at this moment seems to meet the wishes from project partners for the greater part, namely: more time for project realisation, more flexibility in the project and a decrease of administrative demands.

Although an overall evaluation of LOGO-East I Turkey has not yet been made, it looks like it has been a success. It is therefore regrettable that LOGO-East does not offer the opportunity for more twinning projects. This will have a negative influence on both the number of valuable follow-up projects by existent twinning partners and the number of new twinning projects.

### **10. Supervision of the project by the LOGO-East team**

Both VNG International and TBB have shown a great interest in the project proceedings. Prior to project application, a meeting was organised to assist municipalities in drawing up their application.

The conference in Turkey that was organised for the combined project partners led to valuable exchanges, both by Emirdag and Haarlem.

VNG staff has been most cooperative in project / budget adaptation where needed.

Moreover, the monitoring visit to Emirdag by VNG and TBB has been greatly appreciated; this also goes for the attendance of all seminars by mrs. Duygu Dalgiç.

An expression of thanks is in order: to VNG-I (Malinda Twaalfhoven and Judit de Bever) and TBB (mrs. Duygu Dalgiç) for their involvement and support; to mayor Bernt Schneiders and deputy mayor Maarten Divendal for their political support; to mr. Adriaan de Koeijer for his enthusiastic consulting work; to my colleagues in Haarlem who were very actively involved: Rien Boterman and Eric v.d. Schans, to the Director of Spaarnelanden Waste Company Rinus Haas who showed himself to be an animated host; to Süleyman Akin, Hugo Belloni and Sükriye Çelik from the Haarlem Emirdag Foundation for their efforts to contribute to the success of the project and last but not least to all partners in Emirdag: deputy mayor mr. Çeliköz for his political support, to TEMA for all their voluntary work and especially to the “Emirdag team”: Alper Akin, Arzu Engin and Nurgül Uyar.

Els Besse, October 2007

