Standard Summary Project Fiche for the Transition Facility

1. Basic Information

1.1 CRIS Number: 2004/006-270.07.01
   Twinning EE04-IB-EN-01

1.2 Title: Supporting the development of a Nationwide Packaging Waste Collection and Recovery System

1.3 Sector: Environment

1.4 Location: Estonia

2. Objectives

2.1 Overall Objective:

Reduce the overall quantity of waste in Estonia through the effective management and monitoring of packaging and packaging waste.

2.2 Project purpose:

Designing a nationwide packaging waste collection and recovery system in line with requirements of directive 94/62/EC.

2.3 Justification:

The current project is focused on supporting the development of a packaging waste collection and recovery system in Estonia. The corresponding need is stated in the Comprehensive Monitoring Report (CMR) on Estonia's Preparations for Membership issued by the Commission in November 2003 (Chapter 22: Environment): “In the field of waste management, the acquis has not yet been fully transposed. As regards packaging waste and landfill of waste, new waste and packaging acts and new implementing regulations to replace existing acts and regulations still have to be adopted. Transposition of the recent acquis on end-of-life vehicles also needs to be completed by accession. Administrative capacities are in place and function, but more staff are needed at ministerial and regional levels. While a national waste management plan has been adopted, some regional and municipal plans need to be revised and adopted. The establishment of permit and deregistration systems for end-of-life vehicles needs to be completed by accession. The establishment of collection systems and recovery and disposal facilities needs to continue. As regards landfill of waste, a transitional arrangement until 16 July 2009, with intermediate targets, was agreed for oil shale”.

NPAA 2002-2003 (Chapter 22: Environment) also mentions the need to develop nationwide packaging waste collection and recovery system all over Estonia.
3. Description

3.1 Background and justification:

3.1.1 Packaging and packaging waste related objectives:

Packaging waste is an important chapter in the overall waste management plan. Setting of packaging and packaging waste related objectives is based upon the following:

- EU and Estonia waste management organization’s general principles;
- Legislative acts and requirements and consequential deadlines and objectives;
- Situation and problems of packaging and packaging waste management;
- Recycling objectives due to deadlines, also determine the intermediate phases of the packaging and packaging waste activity plan;
- To meet new recycling rates, which will be set by the amended directive 94/62/EC on packaging and packaging waste (increase of recovery rate from 50% to 60%, recycling rate from 25% to 55% and separate recycling targets for different packaging materials).

3.1.2 The core of Estonian packaging legislation:

Estonia has transposed the directive 94/62/EC on packaging and packaging waste by the Packaging Act (approved by the Parliament in 1995 and amended in 1997) and by numerous different provisions. This act provides a basis for dealing with increasing quantities of packaging waste by encouraging prevention, reduction and recovery of this waste category. The Packaging Act sets among other requirements also recovery targets for packaging waste, which had to be achieved by 30 June 2001. According to the Packaging Act 50% of total weight of packaging waste produced on the Estonian territory must be recovered and 25% of all packaging waste must be recycled, with a minimum of 15% for each packaging material.

The Packaging Act is supplemented by the Packaging Excise Duty Act, which imposes excise duty (tax) on alcoholic and non-alcoholic beverages (incl. mineral water and juice) packaging filled in or imported into Estonia. Packaging excise is not applied if the importers and producers recover at least 60% of their packages. The Packaging Excise Duty Act has been the driving force of recovery in Estonia.

A draft new Packaging Act was submitted to the Government in the beginning of March 2004. The draft aims at full harmonization of Estonian packaging legislation with the acquis. The Act also foresees strengthened legislative measures for establishment of national packaging and packaging waste collection and recovery system in Estonia. There are 3 economic instruments: the take-back obligation, deposit and existing excise duty.

In order to create a system, which covers the whole country, the new Packaging Act recommends the producers and importers to establish a Recovery Organisation.
The Recovery Organisation will be established indicatively by May 2004 (depending on the approval of the new Packaging Act the establishment of the Recovery Organization may be delayed). According to the new Packaging Act the enterprises related to the packaging issue (marketing, production, etc.) have to ensure the collection and recovery of packaging waste. In order to guarantee the collection and recovery, the enterprises can establish a Recovery Organisation, which will be responsible for the collection of packaging waste from consumers and will organise accordingly the recovery and disposal of packaging waste.

The incentive to join the organisation is the take back obligation, which foresees the obligation for all producers, importers and sellers to take back all their packages. The producers and importers may hand their take back obligation over to the recovery organisation, which has to organize the collection and recovery of packaging and packaging waste for them. The take back system shall be established for the 1st of January 2005.

The second very important instrument is deposit on certain reusable and one-way alcohol and non-alcohol packages. For the reusable and one-way metal packages the system shall be established for the 1st of January 2005 and for other one-way packages for the 1st of January 2006.

The new Act also strengthens the supervising system. Compared with the valid Packaging Act the new one provides more possibilities for supervision and to apply fines for certain actions.

According to the new Packaging Act a Packaging Commission will be established by the Minister of Environment. The members will be representatives of other ministries, local municipalities, Environmental Inspectorate, Consumer Protection Board, Health Protection Inspectorate, Veterinary and Food Board and other experts. The Packaging Commission will be an assistant body for the Minister of Environment in the decision making process about the accreditation and other issues related to packaging waste policy.

3.1.3. Packaging and packaging waste volumes and recovery:

The amount of packaging in Estonia is directly connected to the domestic trade. According to the Estonian Statistical Office in 1994-1999 the wholesale and retail sale of products increased by 3 and 2.2 times, respectively. It can be concluded that the increased sale of products leads to raising volumes of packaging and packaging waste as well. By and large, the increased volume of municipal waste endorses this general conclusion. According to the latest estimation there is approximately 150 000 tons of packaging per year put into Estonian market (SEI 2003).

The total quantity of packaging waste produced in Estonia is approx. 120 000 – 130 000\(^1\) tons per year (up to 80-85 kg/year/inhabitant). Approximate estimations show that paper and cardboard constitute 34%, glass 24%,

\(^1\) There are differences of the numbers- packaging put on the market (150 000 tons) and packaging waste produced (120 000 – 130 000 tons) - because some packages put on the market are reusable ones (glass bottles, transport pallets, metal containers etc).
plastic 20%, metal 9%, composites 12% and wood 1% of total packaging waste. However, it should be noted that this data is approximate and needs further specification and verification (SEI 2002).

According to the data of the Packaging Register 9700 tons of alcohol and non-alcohol beverage packaging was recovered in 2001. In addition to that approximately 6000 tonnes of paper and cardboard packaging was collected and recycled. Taking into account all packages put into the market 2001 approximately 15% of total packaging waste amount were collected and recovered.

3.1.4. Evaluation of the existing situation:

Today in Estonia only the collection and recovery system of alcohol and non-alcoholic beverages is organized, initiated by the requirements of Packaging Excise Duty Act. The weakness of this system is its lack of supervision. The inspectors don’t have experience or knowledge on supervision of packaging and packaging waste issues. Collection, sorting, recycling and recovery of the rest of packaging waste is practically not carried out and therefore this packaging waste is mostly disposed at landfills together with the rest of municipal waste.

Collection
One of the biggest obstacles to achieve the recycling targets, set out by the Packaging Act (1995), is the shortage of collection and sorting facilities in Estonia. Due to the implementation of packaging excise duty for alcohol and non-alcoholic beverages packaging the initiative of packaging and packaging waste collection and reuse is on the side of waste management firms. Waste management companies collect packages and packaging waste in the way that they consider most suitable and financially profitable. Most often they do not consider an even distribution in the whole territory. A big proportion of collected packages originate from landfills or general bins and or containers. It means that the collected wastes are of low quality (dirty) and therefore further processing (washing, drying) is expensive or not even feasible. This kind of collection method is also unhygienic. It also does not encourage participation of the whole community in the collection of packages and packaging waste nor does it establish an even collection network, which is necessary for recovery of packaging waste. Actually this situation creates a figurative competition. It offers limited possibilities for the entire population to participate in the packaging and packaging sorted waste collection system and preserves a low awareness in these matters. In fact it is one of the largest risk factors of not being able to fulfill the recovery targets, foreseen in the Packaging Act.

Sorting
A big portion of packaging waste moves to landfill because of missing proper collection in households and lack of places for sorted packaging material. At the moment the sorting of packaging materials (alcohol and

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2 9300 tons of recovered alcohol and non-alcohol beverage packages was recycled and 400 tons was incinerated.
non-alcohol beverage packaging) is done mainly by homeless people who sort valuable material out of landfill or waste containers.

Recently a new sorting plant in Tallinn started its operation. Waste transporters bring household waste to the plant and packaging materials are selected manually. Although this plant has remarkable capacity to serve both Tallinn and its surrounding area it does not solve the sorting issue for all country. Tallinn is the biggest city in Estonia with almost 1/3 of population living there, but the rest of the country has a low density of population and therefore the collection system should be different. At the moment the organized collection possibilities are partly provided only in bigger cities (Tallinn, Tartu). The rural areas are not covered at all.

**Recovery**
The national resources including population and domestic market are limited in Estonia therefore the possibilities of economically feasible treatment of all packaging waste categories are also limited. As a result of this the only recycling possibility of certain packaging materials (plastic, metal and composites) is to export them from Estonia. The glass material has capacity for recycling in country.

**Municipalities**
The fulfillment of local authorities’ obligations, foreseen with Waste Act and Packaging Act, including the planning and directing of waste-related activities; sorting, collection and reusing of packaging and packaging waste is insufficient due to financial and personnel reasons. Only in larger towns where these conditions are better and waste concentration higher the packaging waste collection is somehow organized. Elsewhere the collection has been of random character or missing. The municipalities do not feel that they have any power over enterprises (packaging producers, importers, fillers, retailers). However, the municipalities are the authorities to issue permits and licenses. In this respect they could use this formal position to put pressure on especially retailers to convince them of the importance of contributing to the performance of recovery systems.

**Trade**
The majority of the trade enterprises (retailers) are left out of the packaging and packaging waste collection system, because of insufficient enforcement and control. In most shopping centers there are no return possibilities for reusable packaging or packaging waste (alcohol and non-alcoholic beverages sales packaging). This is partly a result of weak enforcement of the existing legislation.

3.1.5. Problem description:

Currently the directive 94/62 on packaging and packaging waste is being revised. In particular, the current recovery targets: minimum 50% recovery and minimum 25% recycling, with minimum 15% recycling in any given material will be revised. The amended directive will include the following increased targets: overall recovery minimum 60%, minimum recycling 55%, minimum targets by material: glass 60%, paper 60%, metals 50%,
plastics 22.5%, wood 15%, to be attained by Dec. 31, 2008 (Greece, Ireland and Portugal by Dec. 31, 2012).

According to the research carried out (SEI 2003) in 2001, 15% of the packaging waste by weight was recovered and a small quantity of about 1% of packaging waste was used for energy recovery in Estonia.

For the year 2002 there is no statistics available yet. The general level of recovery and recycling is expected to be much higher than in 2001. Since 2002, the amount of packaging waste collected at the source of separation has certainly increased. The separate collection requirement is provided by the waste management rules of local governments applied on the basis of the Waste Act. The problem of statistics is the lack of proper reporting system. There is a regulation about reporting obligation, but very few companies fill it. Therefore the system should be easier to use and supervision strengthened with a proper monitoring system.

According to the high recovery targets coming from EU the new economic instruments (in addition to excise duty), return-refund obligations, setting up an industry-run financing institution to collect money from producers to finance the collection is being introduced in the new packaging act.

On 20 February 2003 a waste-sorting facility in Tallinn started to operate. This will increase the possibilities to achieve the target set for the date of accession – to recycle 25% of the whole packaging waste by weight.

In order to achieve the recovery target Estonia had planned to use 25% of packaging waste for energy recovery. It is associated with the investments to reorganize technical equipment in certain factories (e.g. cement factories). According to an amendment of the Directive 94/62/EC the energy recovery rate will decrease to 5% of the whole packaging waste by weight, while the minimum recycling rate will increase more than two times. For Estonia it would mean serious reconsidering of the packaging waste recovery strategies.

3.1.6 **Project description:**

During the project implementation the following actions will take place:

a) **Assistance to the formulation of a nationwide recovery system, including data collection and data processing, identification of collection stations, etc.**

b) **Development of supervision and reporting scheme** for analysing data on packaging waste collection and recovery targets. The envisaged supervision system should be Internet based and should include also development of Internet based software and databases for elaboration of the scheme in order to supervise and evaluate the packaging waste management and follow the conditions of relevant recovery targets.

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3 Detailed Technical Specification will be developed under the Feasibility Study, which facilitates the development of the supervision and reporting system.
The basis for the reporting system is currently the Governmental Regulation nr 211 on “Establishment of the National Packaging Register and approval of the statutes and formats of the National Packaging Register”. It says that all companies which produce packages, put packages into market, package users and packaging waste recovery companies must present the information to the Packaging Register. A proper reporting system is necessary for 2 major reasons: 1) the collected data is the basis for supervision of the Environmental Inspectorate 2) according to the EU Commission Decision 97/138/EC establishing the formats relating to the database system pursuant to European and Council Directive 94/62/EC on packaging and packaging waste, Estonia has an obligation to present proper information about the quantities of packages and packaging waste for EU Commission. The Internet Based Reporting System helps to create a modern system, which is easier to use for companies in order to get better results for the final outcome.

The data will be entered by the enterprises which generate packaging waste (reporting). The specialists in the Packaging Register (under Estonian Environment Information Centre) will have control over the database and they also make statistic analysis about recovery target (supervision). Environmental Inspectorate is responsible for on-spot verification in enterprises and can control the relevance of the data presented in reports.

b) **Training of the personnel** is targeted to the specialists in the Ministry of Environment, The Estonian Environment Information Centre, 15 County Environmental Departments, Environmental Inspectorate, Packaging Commission, representatives of local municipalities dealing with enforcement, reporting and supervision issues in the filed of packaging waste and also for the Recovery Organisation personnel responsible for the organisation of collection of packaging waste among the companies. Training of staff is a major component of capacity building activities.

c) **Public awareness campaigns** are targeted to the population and the methodology will be developed in the strategy as part of the information management. Several public campaigns will be organised during the project implementation all over Estonia.

The project will be partly based on the results of a Feasibility Study\(^4\).

The most important result for the given project from Feasibility Study is development of Internet based supervision and reporting system.

The analyses on the need for investments in packaging waste issues (containers, collection stations for municipalities) will be valuable further on in order to apply accordingly support from Structural Funds (SF). In principle it is eligible to submit packaging waste related investment project applications under measure 4.2 already during the current period (2004-2006). However, the applying for support from SF (under measure 4.2) depends separately on each municipality (do they have enough co-financing). Also the support from SF depends on the quality of each project and available financial resources under

\(^4\) The Feasibility Study is expected to be ready by May 2004, however the Technical Specification of the Supervision and Reporting system will be composed as first phase of the study (indicatively by the end of March 2004).
In order to get the cost estimation for investments the following tasks are foreseen in the Feasibility Study:

- Analysis of overall Estonian situation in packaging waste collection and recovery system
- Overall collection schemes proposed for collection of packaging waste in Estonia.
- Estimation of financial needs
- Assessment of equipment/materials needed for establishment of collection stations for sorted packaging waste specified and relevant cost estimates made

3.2 Linked activities:

The project “Development of the Nationwide Packaging and Packaging Waste Collection and Recovery System” can be seen as continuation of the project “Assistance in Implementation of the Directive 94/62/EC on Packaging and Packaging Waste for Estonia”. The project “Assistance in Implementation of the Directive 94/62/EC on Packaging and Packaging Waste for Estonia” had been awarded by the European Commission as part of the ongoing project entitled the Phare Regional Environment Accession Project (REAP), which became effective on 15th August 2000. The overall REAP project had been commissioned to Nethconsult through its affiliate BKH Consulting Engineers. Sub-contractors were AEA Technology (AEA), URS Dames & Moore (URS), Environmental Policy Centre Europe (EPCE), Project Management Group (PM) and the Regional Environmental Centre for Central and Eastern Europe (REC). This specific project was a call-off under the REAP programme which was based in Estonia and focused on the requirements of Council Directive 94/62/EC on packaging and packaging waste.

The first Phare project in packaging waste management field focused on the full adaptation of Estonian legislation (Packaging Act) in the field of packaging and packaging waste to the EU requirements. In the frame of the project existing legislation and current practices with respect to packaging and packaging waste management were analyzed and evaluated. The consultants identified the relevant gaps with respect to the *acquis* and set out in the report legal analysis and proposal for a new Packaging Act, proposals for establishing packaging collection and recovery system and measures to control and monitor enforcement of legislation on packaging. This work has given proposals for new packaging legislation and concept for compliance scheme in order to move towards practical implementation of the packaging directive.

Currently the foundation of a Recovery Organisation and compliance scheme are under discussion with the industry and trade. An industry coalition has been recently formed by the Association of the Estonian Food Industry, the Association of the Estonian Chemical Industry, the Association of Estonian Breweries, the Estonian Packaging Association and the Estonian Trade
Association. This coalition is responsible for coordinating preparatory work for the foundation of the Recovery Organisation. Negotiable organisation shall allow overtake of all companies’ individual obligations and responsibilities to meet recovery targets set in the new packaging act. This body should also allow cooperation between industry and municipalities in the field of packaging waste collection and sorting.

3.3 Results:

The results of the current project achieved by the end of the project within the direct control of the implementing agency are:

- Strategy and investment plans for the packaging waste collection and recovery system finalised
- Supervision and reporting scheme established, for use by the Estonian Environment Information Centre, including an Internet Based Reporting System (IBRS).
- Competent public authorities and Recovery Organisation strengthened and personnel in a position to carry out envisaged obligations
- Public awareness has risen in the field of packaging waste collection and recovery.

Achieved results are verifiable and directly connected to the objectives of the project. Verifiable indicators are presented in the log frame (See annex 1).

3.4 Activities:

3.4.1 Contract 1: Twinning (12 consecutive months, TF 519 000 EUR + co-financing 20 000 EUR)

3.4.1.1. Resident Twinning Adviser – RTA (12 working months over 12 consecutive months, TF 180 000 EUR)

Tasks:
- co-ordination of twinning project activities;
- analysis the current institutional framework for the implementation of waste management in Estonia with a particular focus on the packaging policy and collection of packaging waste;
- analysis of the consequences and impact of foreseen legal changes both at national and EU level;
- review of the adequacy of the legal framework and enforcement mechanisms and recommendations for improvement and use of possible additional market mechanisms and tools to improve the situation
- advising Estonia key personnel in packaging recovery issues;
- writing project reports;
- monitoring of the project implementation in line with the Covenant;

Profile:
- very good experience of waste management, particularly in packaging and packaging waste field;
- very good knowledge of EU packaging waste related directives transposition and implementation;
• excellent knowledge on planning and institutional assessment;
• project management skills;
• good command of English (oral and written);
• at least 10 years of professional experience in his/her field of expertise;
• possess at least a Masters Degree.

3.4.1.2. RTA assistant (12 working months over 12 consecutive months; TF 12 000 EUR)

Tasks:
• translating from English to Estonian and from Estonian to English;
• organizing RTA work in Estonia;
• assisting with project management and information exchange between the responsible people involved in twinning;

Profile:
• good communication, organizational and project management skills;
• good English (oral and written);
• excellent computer skills (Word, Excel);
• a University degree in economics would be an advantage;

3.4.1.3. MS Project Leader – MS PL (12 working days in Estonia over 12 consecutive months; TF 10 000 EUR)

Tasks:
• Overall co-ordination of the project;
• Leading the project activities.

Profile:
• long-term civil servant from an EU Member State administration;
• educated and experienced in the field of management and organization of waste management programs, with specialist skills in implementing necessary changes in public administration and management;
• at least 10 years working experience in a leading management position in the waste management section.

3.4.1.4 Short Term Expert 1: Strategy on packaging waste collection5 (3 working months; TF 36 000 EUR)

Tasks:
• Review of the National Waste Plan, especially considering the scope of packaging and packaging waste strategy and development;
• Review of the results of the Feasibility Study
• Assistance in the elaboration of nation wide strategy for packaging waste collection and recovery system in order to set up collection schemes for packaging and packaging waste all over Estonia (locations of containers and waste houses, etc.)6.

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5 During the elaboration of the strategy the outcomes of the feasibility study will be taken into account.
6 Translation of packaging waste collection and recovery strategy will be covered by Estonian co-financing.
Profile:
- good knowledge of packaging and packaging waste management data collection and relevant statistics;
- good knowledge of EU packaging waste related directives transposition and implementation;
- good computer skills (Word, Excel);
- good English (oral and written);
- good communication and program preparation skills;
- good organizer with at least 5 years of professional experience in his/her field of expertise;
- full university degree.

3.4.1.4. Short Term Expert 2: Training (4 working months over 7 consecutive months; TF 48 000 EUR).

Tasks:
- Training of personnel in the field of packaging waste issues (70 persons):
  There are 4 different target groups:
  1) the Ministry of Environment (3 persons), The Estonian Environment Information Centre (3 persons), Packaging Commission (9)
  2) 15 County Environmental Departments (15 persons), representatives of local municipalities (25 persons)
  3) Environmental Inspectorate (10 persons)
  4) Recovery Organization (5)

The content of the training differs for each target group, for example supervision, reporting and verification, data analysis, functionalities of Recovery Organization, etc. Training should concentrate on the requirements of packaging directive, its implementation principles, enforcement and monitoring. The training will in particular concentrate on presentation of the strategy for packaging waste collection and recovery system in order to set up collection schemes for packaging and packaging waste all over Estonia developed by STE 1.

Profile:
- Full university degree (preferably public relations);
- Proven practical experience in the field of waste management for at least 5 years;
- Knowledge and experience in organising the seminars and training courses;
- Good knowledge of transposition and implementation of EU packaging waste related directives;
- Good command of verbal/presentational and written English;
- Good skills working with different computer programmes (MS Word, MS Power Point, MS Excel).

3.4.1.5. Short Term Expert 3: Public awareness (3 working months over 7 consecutive months; TF 36 000 EUR).

Tasks:
- Elaboration of strategy for public awareness activities (communication strategy);

7 The exact content of the training for each target group will be developed and specified in the Twinning Covenant.
• PR activity to raise awareness of population in the field of packaging waste collection and recovery.

    Profile:
    • Full university degree (preferably public relations);
    • Proven practical experience in the field of PR for at least 5 years;
    • Knowledge and experience in organising the seminars and training courses;
    • Good knowledge of transposition and implementation of EU packaging waste related directives;
    • Good command of verbal/presentational and written English;
    • Good skills working with different computer programmes (MS Word, MS Power Point, MS Excel).

3.4.1.6. Short Term Expertise 4: Supervision and Reporting Schemes (6 working months over 6 consecutive months; TF 64 000 EUR) – technical assistance

Tasks:

• Elaboration of the internet based software for supervision and reporting scheme for establishing comprehensive system for supervision packaging circling and packaging waste recovery in Estonia.\(^8\)

• Development of supervision and reporting scheme (Internet based software for reporting).

• Training the users of selected supervision scheme (training of waste sector data management and analysis specialists (3-5 persons) for processing waste management information).

    Profile:
    • Full university degree (preferably IT-related);
    • Proven practical experience in the field of database and information system management for at least 5 years;
    • Knowledge and experience in organising the seminars and training courses.
    • Good command of verbal/presentational and written English;
    • Good skills working with different computer programmes (MS Word, MS Power Point, MS Excel).

The expertise under this component could be subcontracted through TA if not available in the MS administration.

Other items under Twinning (TF 109 000 EUR + co-financing 20 000 EUR):

• Twinning Covenant will be prepared by RTA (TF 12 000 EUR)
• Twinning Covenant will be prepared with assistance from Estonian Project Manager (co-financing 20 000 EUR)
• Public campaigns (TF 90 000 EUR) will be carried out in mass media all over Estonia. The organization and arrangement of public campaigns shall be done by STE 2 (assisted by Estonian Project Manager). The aim of the public campaigns is to promote the awareness about the waste collection and recovery (targets, possibilities, etc.). Information on Packaging waste collection and relevant EU directives is essential to be presented in order to raise public awareness. A special

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\(^8\) The software should be elaborated taking into account the Technical Specification of the Feasibility Study.
problem is how to avoid disinformation. Public campaigns are directed to a wide target group.

The main components of the public campaigns will be determined in cooperation between the MS based on their experience and the Estonian side. To be most effective in reaching the target group, the campaign could involve video clips in television, posters and informative brochures, articles or supplements in newspapers, radio campaign, information points and stands for the public, internet pages etc. Details will be determined in the course of the project following a thorough analysis.

- Training seminars (TF 7000 EUR) shall be organized by STE 2. Training seminars are targeted to public officials - Ministry of Environment, The Estonian Environment Information Centre, 15 County Environmental Departments, Environmental Inspectorate, Packaging Commission, representatives of local municipalities - and for strengthening the Recovery Organization.

3.5 Lessons learned:

The conclusions and recommendations of previous evaluations have been considered and incorporated into the project design, as follows:

- Training arrangement for the MoE in the preparation of Monitoring Reports for Monitoring of Phare Programme;
- Measurable indicators have been identified that allow proper evaluation of project progress in achieving objectives;
- Project implementation and management has been arranged at a level which enables to involve all institutions responsible for certain activities in relevant sector (all the necessary institutions are involved in project implementation).

Considering the current project the most relevant detailed lessons learned are as follows:

- Realistic timescale should be followed. Tender documents for procurement of equipment should be composed in time and in relation with Twinning part in order to avoid the delays in project implementation (Development of Estonian Air Quality Management System; 2002/000-579.07.01).
- It is highly recommended to monitor the project progress monthly. This allows avoiding some problems and also gives better opportunity to find optimal solutions in time if the problems occur (Estonian Small Municipalities Water and Wastewater EU-Accession Investment Project; ES0009-1).
- To design the project as detailed as necessary. Relevance, efficiency, effectiveness, impact and sustainability are the key criteria that should be followed, especially considering the overall objective and purpose. If it is necessary to change the activities during the preparatory phase the overall objective and project purpose should not suffer. Some inbuilt flexibility is needed as the conditions change and unforeseen circumstances will appear (Nature Conservation

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9 The cost of the public campaigns is based on price lists of TV channels in Estonia and on proposals from advertising companies.

- It is essential that a competent project manager will be hired to support the project co-ordination, training arrangements and communication with relevant authorities to ensure smooth implementation of the project and avoid misunderstandings (Tartu Drinking Water and Water Protection Project; EE 0011).

- A realistic project work programme and budget are the base for a smooth implementation (Nature Conservation Accession: Establishment of the Natura 2000 network under the Habitats Directive in Estonia; ES 0106).

- Co-ordination with other on-going projects is essential to be considered (Development of Estonian Fuel Quality Management System; 2003-005-026.09.02)

Institutional Framework

- **Ministry of Finance (MoF)** – overall co-ordination of Phare and TF programmes in Estonia.

- **Central Financing and Contracting Unit (CFCU)** – as Implementing Agency responsible for tendering, contracting and disbursement.

- **National Fund (NF)** – financial and control management body for EU funds.

- **Ministry of the Environment** - packaging and packaging waste management related activity is co-ordinated by the Ministry of the Environment. The responsible unit for ensuring that the project will be carried out in the most effective manner, is the **Waste Department** inside the ministry. The Waste Department is also responsible for implementation and development of the system. The main responsibilities of the Waste Department are waste policy preparation and coordination of policy implementation; preparation of waste, including packaging waste legislation; preparation and implementation of waste programmes at national level. The **Strategy and Investment Department** of the MoE is responsible for coordination of Phare and TF project preparation and implementation in the field of environment.

- **Packaging Register** was established on 30th of October 1997 by the Governmental Regulation nr 211 on “Establishment of the National Packaging Register and approval of the statutes and formats of the National Packaging Register” (the basis and need for such register is the EU Commission Decision 97/138/EC establishing the formats relating to the database system pursuant to European and Council Directive 94/62/EC on packaging and packaging waste.) The Packaging Register is a body under The Estonian Environment Information Centre; it is under jurisdiction of the Ministry of the Environment).

- **Recovery Organisation** shall be established by the package fillers, importers and sellers. The companies can pass their collection and recovery obligation to the recovery organisation when the organisation has got the accreditation from the Minister of Ministry of the Environment. The goals and principles of the organization will be presented in the Statue.
• Packaging Commission (according to the new Packaging Act) will be established by the Minister of Environment. The members will be representatives of other ministries, local municipalities, Environmental Inspectorate, Consumer Protection Board, Health Protection Inspectorate, Veterinary and Food Board and other experts. The Packaging Commission will be an assistant body for the Minister of Environment in the decision making process about the accreditation and other issues related to packaging waste policy.

• Environmental Inspectorate – related to supervision activities in environmental field, including waste sector.

The project will be implemented by Ministry of the Environment, Waste Department (directly 2 persons are related to the implementation issues). The owner of the software for supervision is Packaging Register (Environmental Information and Technology Centre, under jurisdiction of Ministry of the Environment).

5. Detailed Budget

Eligible costs for TF financing:

The amounts of co-financing indicated in the table correspond to cash co-financing. Parallel co-financing will be used for employing a project manager under contract 1. In addition, in kind contributions from the Estonian administration for a good implementation of the twinning may be required in the twinning.

The co-financing expenses will be monitored by the beneficiary and the NAO. For the earmarked co-finance, a clear and verifiable set of costs will be provided (ex ante confirmation by the MoF of exact budget lines and re-

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<td>1.4. Estonian Project Manager for 19 months</td>
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<td>20 000</td>
<td>20 000</td>
</tr>
<tr>
<td>1.5 Preparation of Twinning Covenant</td>
<td></td>
<td>12 000</td>
<td>12 000</td>
</tr>
<tr>
<td>1.6 STE 1 Strategy</td>
<td></td>
<td>36 000</td>
<td>36 000</td>
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<tr>
<td>1.7 STE 2 Training</td>
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<tr>
<td>1.8 STE 3 Public awareness</td>
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<td>36 000</td>
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<tr>
<td>1.9 STE 4 Supervision and reporting scheme</td>
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<td>1.13. Audit</td>
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</tr>
<tr>
<td>1.14. Reserve</td>
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<tr>
<td>Total</td>
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<td>519 000</td>
<td>519 000</td>
</tr>
</tbody>
</table>
confirmation before each contract within either of the two components) and ex post for each project and at an aggregate level for each budget line. Flow and stock data on co-finance will be submitted quarterly for steering committees and to the CFCU and on a half-yearly bases to the Sector Monitoring Working Group.

The beneficiary, together with the NAO, commits to sound financial management and control.

Detailed national co-financing (state budget):

<table>
<thead>
<tr>
<th>Item</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estonian Project Manager for 19 months (non-civil servant)</td>
<td>20 000</td>
</tr>
<tr>
<td></td>
<td>20 000</td>
</tr>
</tbody>
</table>

Estonian Project Manager will be responsible for the preparation of project implementation issues and co-ordination. His/her duty is also to ensure smooth day-to-day cooperation and implementation of the project. The Estonian Project Manager will assist the RTA (also during the preparation of Twinning Covenant) and other experts to fulfil the project objectives. The costs of Project Manager are covered from the parallel co-financing.

Translation costs are related to Public Awareness strategy. The outcome of the STE 3 work will be translated into Estonian.

6. Implementation Arrangements

6.1. Implementing Agency:
The Implementing Agency is the CFCU. The CFCU will be responsible for tendering, contracting and payments. The responsibility for project preparation (including the preparation of tender documentation), implementation and control will remain in the recipient institution.

*The Programming Authorising Officer/PAO is:*
Mr. Renaldo Mändmets
Deputy Secretary General of the Minister of Finance
Address: Suur-Ameerika 2, Tallinn 15006, Estonia
Phone: (+372) 6 113 545
Fax: (+372) 6 966 810
e-mail: renaldo.mandmets@fin.ee

The MoE will be responsible for preparation, implementation, supervision and monitoring of the project and quality assurance of the relevant documents. The role of all institutions involved in project is active co-operation: harmonisation of data formats and standard (incl. updating) procedures, definition of responsibilities and formalisation of data exchange to provide legalised and accurate information required by different users.
Overall responsibility for implementation of the project lays on EU Phare Programme Officer in the Ministry of Environment - Mr. Rainer Rohesalu, Strategy and Investment Department (contact details given below in this section). Waste Department in the Ministry of the Environment will closely co-operate with recipient institutions and perform proper development, implementation and monitoring of the project, being also the contact point for the twinning component of the project.

*The Programme Officer/PO is:*

Mr. Rainer Rohesalu  
Acting Head of the Strategy and Investment Department  
Ministry of the Environment  
Address: Rävala 8, 10143, Tallinn, Estonia  
Phone: +372 6312333  
Fax: +372 6604793  
E-mail: rainer.rohesalu@ekm.envir.ee

The Estonian contact person is Mr. Peeter Eek (high level Project Leader).

*Estonian high level Project Leader:*

Mr. Peeter Eek  
Head of the Waste Department  
Ministry of the Environment  
Address: Toompuiestee 24, 15172 Tallinn, Estonia  
Phone: +372 6262 884  
Fax: +372 6262 869  
E-mail: peeter.eek@ekm.envir.ee

The Estonian Project Manager will be hired at the latest before actual start of the project. Project Manager will be responsible for the final project preparation (especially the preparation of detailed tender dossier) and co-ordination. His duty is also to ensure smooth day-to-day cooperation and implementation of the project and informing CFCU about the progress of the project. The Estonian Project Manager will assist the PAA and other experts to fulfil the project objectives. The costs of Project Manager are covered from the state budget.

A Steering Committee will be set up to oversee project implementation. The Steering Committee will meet once per quarter and it will include the representatives of the twinning Member State, the Ministry of the Environment (as Waste Department, Strategy and Investment Department), Ministry of Internal Affairs (regional and local authorities representative), the Recovery Organization (person will be nominated after the organization has been established), representative from the European Commission as appropriate and Ministry of Finance (CFCU).

6.2. Twinning:

Project beneficiary is the Estonian Ministry of the Environment, (MoE).  
Counterpart for the RTA is Estonian Project Manager (will be hired at the latest before May 2004)
The recipient institutions will be Ministry of the Environment (waste department, packaging register) and local municipalities (directly municipalities located in East and South-Estonia).

6.3. Non-standard aspects:

No non-standard aspects.

6.4. Contracts:

**Contract 1:** Twinning - TF 519 000 EUR. Estonian parallel co-financing for twinning contract is 20 000 EUR (in total 539 000 EUR).

7. **Implementation Schedule**

7.1. Start of tendering/call for proposals:
   July 2004

7.2. Start of project activity:
   February 2005

7.3. Project Completion:
   January 2006

8. **Sustainability**

The project complies with EC norms and standards and is in line with EC environmental *Acquis*. The project has no adverse effects on the environment and is financially sustainable. Because of serious affordability constraints, this project can only be realized through TF assistance.

A Recovery Organization is planned to be established in the nearest future (at the latest by May 2004). The relevant organization will be established as soon as the new packaging act will be in force, which regulates specific requirements for the accreditation of the organization by the Ministry of the Environment. Industry run recovery organization in cooperation with the Ministry of the Environment and municipalities secure further development of the nationwide recovery scheme.

9. **Conditionality and sequencing**

**Conditionalities:**

1. Feasibility study made and relevant proposals taken into consideration.

2. Estonian Project Manager hired at the latest before actual start of the project activities (indicatively June 2004).

3. New packaging act adopted and the Recovery Organization is formally established, staffed and operational (which is dependent on the approval of the Act) by the beginning of the project.
Sequencing:

- Public Awareness strategy elaborated in May 2005
- Supervision and reporting scheme operational by February 2006
- Recovery Organization Accredited by November 2005
- Public campaigns carried out by February 2006

Annexes to project Fiche
1. Logical framework matrix in standard format
2. Detailed implementation chart
3. Contracting and disbursement schedule by quarter for full duration of programme (including disbursement period)

\textsuperscript{10}Activities related to the development of supervision scheme can be finalised after the elaboration of relevant software for supervision scheme has been done (at the latest by September 2005).
## LOGFRAME PLANNING MATRIX FOR Project

### Supporting the development of a Nationwide Packaging Waste Collection and Recovery System

**Programme name and number**

**Contracting period expires:** 15/15/2006  
**Disbursement period expires:** 15/12/2007  
**Total budget:** € 539 000  
**TF budget:** € 519 000

<table>
<thead>
<tr>
<th>Time period: 2004-2006</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Overall objective</strong></td>
</tr>
</tbody>
</table>
| Effective monitoring of packaging waste quantities through implementation of directive 94/62/EC on packaging and packaging waste in Estonia. | Increase of re-use, packaging waste collection and recovery to 60% by the year 2012 (15% of the packaging waste by weight was recovered in year 2001). | • Official statistics  
• Reports of the Ministry of Environment |

<table>
<thead>
<tr>
<th><strong>Project purpose</strong></th>
<th><strong>Objectively Verifiable Indicators</strong></th>
<th><strong>Sources of Verification</strong></th>
<th><strong>Assumptions</strong></th>
</tr>
</thead>
</table>
| Designing a nationwide packaging waste collection and recovery system in line with requirements of directive 94/62/EC. | • Supervision and reporting system operational by February 2006.  
• Information campaigns and trainings carried out | • Official annual recovery reports  
• Project reports | • Biggest municipalities take the lead in organising packaging waste collection and sorting  
• Industry aggregates through Recovery Organisation in order to meet recovery targets, in co-operation with municipalities |
<table>
<thead>
<tr>
<th>Results</th>
<th>Objectively Verifiable Indicators</th>
<th>Sources of Verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>The results of the current project achieved by the end of the project within the direct control of the implementing agency are:</td>
<td>- By July 2005 – Strategy and investment plans finalised</td>
<td>• Project reports</td>
<td>• Active participation of municipalities and other relevant institutions</td>
</tr>
<tr>
<td>- Strategy and investment plans for the packaging waste collection and recovery system finalised</td>
<td>- By February 2006- Supervision and reporting scheme operational</td>
<td>• Accreditation note for the RO</td>
<td>• Industry organised through Recovery Organisation</td>
</tr>
<tr>
<td>- Supervision and reporting scheme established, for use by the Estonian Environment Information Centre, including an Internet Based Reporting System (IBRS).</td>
<td>- By November 2005 – 70 persons trained and Recovery Organisation accredited by authorised body-</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Competent public authorities and Recovery Organisation strengthened and personnel in a position to carry out envisaged obligations</td>
<td>September 2005 - software for Internet Based Reporting System (IBRS) developed and installed</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- Public awareness has risen in the field of packaging waste collection and recovery.</td>
<td>- By May 2005 – public awareness strategy elaborated and by February 2006 – public campaigns have been carried out</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
### Activities

**CONTRACT 1. Twinning**

1. **Resident Twinning Adviser – RTA:**
   - co-ordination of twinning project activities;
   - analysis the current institutional framework for the implementation of waste management in Estonia with a particular focus on the packaging policy and collection of packaging waste;
   - analysis of the foreseen legal changes both at national and EU level;
   - review of the adequacy of the legal framework and enforcement mechanisms and recommendations for improvement and use of possible additional market mechanisms and tools to improve the situation
   - advising Estonia key personnel in packaging recovery issues;
   - writing project reports;
   - monitoring of the fulfillment of contracts

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Cost EUR</th>
<th>Assumptions</th>
</tr>
</thead>
</table>
| 1.1. Resident Twinning Adviser | Twinning contracts 12 consecutive months | TF 519 000 Estonia 20 000 | • National co-financing provided.  
• Effective co-operation with the municipalities, Recovery Organisation, Waste Management Companies, other institutions.  
• Public officials attend training seminars.  
• Twinning Covenant prepared according to the specified tasks and relevant experts are available.  
• Necessary staff available for the project. |
| 1.2. RTA assistant | | 12 000 | |

<table>
<thead>
<tr>
<th>Activities</th>
<th>Means</th>
<th>Cost EUR</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.2. RTA assistant</td>
<td>Translating from English to Estonian and from Estonian to English; organizing RTA work in Estonia; assisting with project management and information exchange between the responsible people involved in twinning;</td>
<td>12 000</td>
</tr>
<tr>
<td>Role</td>
<td>Responsibilities</td>
<td>Duration</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>----------------------------------------------------------------------------------</td>
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</tr>
<tr>
<td><strong>1.3. MS Project Leader – MS PL:</strong></td>
<td>• Overall co-ordination of the project;</td>
<td>4 working days per month over 12 consecutive months</td>
</tr>
<tr>
<td></td>
<td>• Leading the project activities.</td>
<td></td>
</tr>
<tr>
<td><strong>1.4. Short Term Expert 1:</strong></td>
<td><strong>Strategy on packaging waste collection</strong></td>
<td>3 working months</td>
</tr>
<tr>
<td></td>
<td>• Review of the National Waste Plan, especially considering the scope of packaging and packaging waste strategy and development</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Review of the results of the Feasibility Study</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• Elaboration of nation wide strategy for packaging waste collection and recovery system in order to set up collection schemes for packaging and packaging waste all over Estonia (locations of containers and waste houses, etc.).</td>
<td></td>
</tr>
</tbody>
</table>

- Local municipalities are ready to co-operate with STEs.
1.5 Short Term Expert 2: Training

- Training of personnel in the field of packaging waste issues (70 persons):
  - There are 4 different target groups:
    1) the Ministry of Environment (3 persons), The Estonian Environment Information Centre (3 persons), Packaging Commission (9)
    2) 15 County Environmental Departments (15 persons), representatives of local municipalities (25 persons)
    3) Environmental Inspectorate (10 persons)
    4) Recovery Organization (5)

The content of the training differs for each target group, for example supervision, reporting and verification, data analysis, functionalities of Recovery Organization, etc. Training should concentrate on the requirements of packaging directive, its implementation principles, enforcement and monitoring. The training will in particular concentrate on presentation of the strategy for packaging waste collection and recovery system in order to set up collection schemes for packaging and packaging waste all over Estonia developed by STE1.
1.6 Short Term Expert 3: Public awareness
- Elaboration of strategy for public awareness activities (communication strategy);
- PR activity to raise awareness of population in the field of packaging waste collection and recovery

1.7 Short Term Expert 4: Supervision and Reporting Schemes
- Elaboration of the internet based software for supervision and reporting scheme for establishing comprehensive system for supervision packaging circling and packaging waste recovery in Estonia.
- Development of supervision and reporting scheme (Internet based software for reporting).
- Training the users of selected supervision scheme (training of waste sector data management and analysis specialists (3-5 persons) for processing waste management information).
Other items under Twinning:

- Twinning Covenant will be prepared by RTA.
- Twinning Covenant will be prepared with assistance from Estonian Project Manager.
- Public campaigns will be carried out in media all over Estonia. The organization and arrangement of public campaigns shall be done by STE 2 (assisted by Estonian Project Manager). The aim of the public campaigns is to promote the awareness about the waste collection and recovery (targets, possibilities, etc.). Information on Packaging waste collection and relevant EU directives is essential to be presented in order to raise public awareness. A special problem is how to avoid disinformation. Public campaigns are directed to a wide target group.

The main components of the public campaigns are:

- Video clip in television, approximate cost is 66 500 EUR, it includes the cost of the clip (30 seconds = 32 000 EUR) and presenting in television 30 times (34 500 EUR)
- Posters and informative brochures (23 500 EUR)
- Training seminars shall be organized by STE 2. Training seminars are targeted to public officials - Ministry of Environment, The Estonian Environment Information Centre, 15 County Environmental Departments, Environmental Inspectorate, Packaging Commission, representatives of local municipalities - and for strengthening Recovery Organization.

| Preconditions |
|---------------|----------------|
|               | 12 000         |
|               | 90 000         |
|               | 20 000         |
|               | 7000           |
• Enforcement of new Waste and Packaging Act
• Enforcement of packaging collection requirements at the local level.
• Foundation of Recovery Organisation/s
### TIME IMPLEMENTATION CHART

**Project Title:** Supporting the development of a Nationwide Packaging Waste Collection and Recovery System

<table>
<thead>
<tr>
<th></th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Contract 1: Twinning</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RTA for 12 months</td>
<td>I</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>RTA assistant</td>
<td>I</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>MS project leader</td>
<td>I</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>Estonian project manager for 19 months</td>
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<td>I I I</td>
</tr>
<tr>
<td>Preparation of Twinning Covenant</td>
<td>I I I</td>
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<td>I I I</td>
</tr>
<tr>
<td>STE 1 Strategy on packaging waste collection</td>
<td>I I I</td>
<td>I I I</td>
<td>I I I</td>
</tr>
<tr>
<td>STE 2 Training</td>
<td>I</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>STE 3 Public awareness</td>
<td>I</td>
<td>I</td>
<td>I</td>
</tr>
<tr>
<td>STE 4 Supervision and reporting schemes</td>
<td>I I I</td>
<td>I I I</td>
<td>I I I</td>
</tr>
<tr>
<td>Public campaigns</td>
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<tr>
<td>Audit</td>
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## CUMULATIVE CONTRACTING SCHEDULE

**Project No:**
**Project Title:** Supporting the development of a Nationwide Packaging Waste Collection and Recovery System

<table>
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CUMULATIVE DISBURSEMENT SCHEDULE
Project No:
Project Title: Supporting the development of a Nationwide Packaging Waste Collection and Recovery System

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<tr>
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<td>415 200</td>
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<tr>
<td>TOTAL</td>
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