

Country Name	<b>Project for the Support of Waste Minimization and 3R Promotion</b>
Republic of Albania	

**I. Project Outline**

Background	<p>The Republic of Albania (hereinafter referred to as “Albania”) set a national goal to be entitled as a member of the European Union (EU). In line with EU Directive, “National Waste Management Strategy (issued in 2010)” stipulated the goals of waste reduction by 25% till 2015 and by 55% till 2020. To achieve such goals, introduction of a new waste reduction system to promote 3R (Reduce, Reuse and Recycle) was essential, since waste segregation at source had not been implemented in the country, and solid waste was constantly increasing to overload existing disposal sites. Upon the request for technical cooperation by the Government of Albania, JICA conducted a survey in 2013, namely “Data Collection Survey of the Waste Management Sector”, and it was found necessary to develop administrative capacity to formulate and implement action plans in accordance with the National Waste Management Strategy.</p>												
Objectives of the Project	<p>The project aimed to strengthen the capacity of the Ministry of Environment (MOE) on 3R in developing policy and providing support to local governments<sup>1</sup>; through 1) identifying status of solid waste management in each local government, 2) developing the 3R Guideline, 3) conducting pilot projects in 3 municipalities with different scales, and 4) strengthening MOE’s supports to municipalities; thereby introducing 3R at local governments for waste reduction in Albania.</p> <ol style="list-style-type: none"> <li>Overall Goal: 3R framework is introduced in sustainable solid waste management at local governments in Albania for waste reduction as a nationwide effort.</li> <li>Project Purpose: MOE’s capacity is strengthened in terms of 3R policy development as well as providing support for local governments in order to implement the National Waste Management Strategy and Action Plan in Albania.</li> </ol>												
Activities of the Project	<ol style="list-style-type: none"> <li>Project Site: Tirana (the headquarters-cum-a pilot project site), Cerrik and Vau i Dejes (pilot project sites)</li> <li>Main Activities: <ol style="list-style-type: none"> <li>To collect/analyse existing information on municipal solid waste management and to disseminate the results.</li> <li>To draft the 3R Guideline, and improve it by reflecting pilot projects and discussions.</li> <li>To support the 3 pilot municipalities for implementing pilot projects: <ol style="list-style-type: none"> <li>Tirana (the capital) for discharging/collecting recyclables in schools;</li> <li>Cerrik (a medium-scale municipality) for providing door-to-door waste/recyclables collection; and</li> <li>Vau i Dejes (a small-scale municipality) for improving agricultural waste discharge and for composting.</li> </ol> </li> <li>To conduct workshops/seminars to municipalities on 3R Guideline and formulation of 3R Action Plans.</li> </ol> </li> <li>Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Albanian Side</td> </tr> <tr> <td>1) Experts: 8 persons</td> <td>1) Staff Allocated (cumulative): 15 persons (5 from MOE, 1 from the Ministry of Transport and Infrastructure, 9 from the 3 pilot municipalities)</td> </tr> <tr> <td>2) Trainees Received: 11 persons in Japan, 8 persons in Kosovo</td> <td>2) Office space with furniture/internet connection till relocation of MOE (August 2014 – July 2015)</td> </tr> <tr> <td>3) Equipment: Office equipment, etc.</td> <td></td> </tr> <tr> <td>4) Operational expenses including pilot projects</td> <td></td> </tr> </table> </li> </ol>			Japanese Side	Albanian Side	1) Experts: 8 persons	1) Staff Allocated (cumulative): 15 persons (5 from MOE, 1 from the Ministry of Transport and Infrastructure, 9 from the 3 pilot municipalities)	2) Trainees Received: 11 persons in Japan, 8 persons in Kosovo	2) Office space with furniture/internet connection till relocation of MOE (August 2014 – July 2015)	3) Equipment: Office equipment, etc.		4) Operational expenses including pilot projects	
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Project Period	(ex-ante) May 2014 – May 2017 (actual) Same as above.	Project Cost	(ex-ante) 250 million yen, (actual) 252 million yen										
Implementing Agency	Ministry of Environment (MOE)* * Currently the Ministry of Tourism and Environment (MoTE), through merging with the Ministry of Tourism in September 2017.												
Cooperation Agency in Japan	Kokusai Kogyo Co., Ltd.; Ex Research Institute Ltd.												

**II. Result of the Evaluation**

## &lt;Special Perspectives Considered in the Ex-Post Evaluation&gt;

- [Information Collection on the Overall Goal Indicators] The indicators for the Overall Goal are related to the whole 61 municipalities in Albania, such as Indicator 2: “A part of 3R activities stipulated in 3R Action Plan are put into practice in 20% of total local governments by 2020”. Considering the time consumption for collecting information from the total 61 municipalities, questionnaires were sent to the 3 pilot municipalities and 26 non-pilot municipalities which had drafted 3R Action Plans by project completion. Out of the 26 non-pilot municipalities, 13 replied to the questionnaire<sup>2</sup>.
- [How to Evaluate Continuation Status of Project Effects] This ex-post evaluation verified the continuation status of project effects by checking: i) the level of the capacity sustained not only by MoTE but also by the 3 pilot municipalities; and ii) achievements of Indicators 1 and 2 of the Overall Goal.

**1 Relevance**

## &lt;Consistency with the Development Policy of Albania at the Time of Ex-Ante Evaluation&gt;

The project aligned with Albania’s “National Waste Management Strategy (2010)” and “National Waste Management Plan: 2010-2025

<sup>1</sup> The total number of Local Government Units (LGUs) in Albania was 373 prior to the territorial reform in September 2015, but they were integrated into 61 municipalities under the 12 counties in the midst of this project.

<sup>2</sup> A local consultant interviewed MoTE and municipalities, and conducted site-visits to 2 pilot municipalities (Tirana and Cerrik), and 5 non-pilot municipalities (Sarande, Patos, Gjirokastr, Tepelene and Himare). Himare was not included in the 26 non-pilot municipalities to which a questionnaire was sent, but was implementing 3R activities by utilizing the 3R Guideline.

(2010)". The latter specifically aimed to promote recycling and composting of municipal solid waste.

<Consistency with the Development Needs of Albania at the Time of Ex-Ante Evaluation>

The project was consistent with Albania's development needs in terms of introducing 3R, since waste segregation at source had not been implemented in Albania, and solid waste was constantly increasing to overload existing disposal sites.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was consistent with Japan's ODA policy toward Albania. One of the two priority areas was environmental protection through improving infrastructure and management, including capacity development for solid waste management<sup>3</sup>.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the Time of Project Completion>

The Project Purpose was achieved at the time of project completion. In March 2017, a two-day seminar was organized by MOE for municipalities, where the finalized draft 3R Guideline was introduced together with the results of the pilot projects (Indicator 1), and the final version was published by MOE in April 2021. Out of all the 61 municipalities in Albania, 29 municipalities (including 3 pilot municipalities) drafted 3R Action Plans (Indicator 2). For achieving Indicator 2, workshops were conducted in 7 out of the 12 counties with participation of 32 municipalities, and individual visits to 24 municipalities for hands-on training were conducted to identify current situations of solid waste management and to draft 3R Action Plans. Those workshops/training were conducted mainly by the Japanese Experts through collaboration with counties/municipalities. On the other hand, the staff assigned by MOE were not technical but rather administrative and overloaded with other work, hence could not allocate enough time for this project.

<Continuation Status of Project Effects at the Time of Ex-Post Evaluation>

The project effects have been partially continued, considering the current capacity of MoTE. Neither workshop nor monitoring has been conducted by MoTE itself, due to the issues described later in "4. Sustainability <Institutional/Organizational Aspect>". Instead, series of workshops on 3R have been conducted in municipalities with assistance of donors and NGOs. Regarding the 3 pilot municipalities, they have continued most of the 3R activities introduced by the project. While composting has been suspended in Vau i Dejes, it has been largely developed in Cerrik with assistance of the German Agency for International Cooperation (GIZ). With NGOs, Tirana continued recycling at schools, and commenced awareness raising on waste segregation for 44 entities until January 2020, when the whole waste management (including awareness raising) was contracted out to a private company.

<Status of Achievement of the Overall Goal at the Time of Ex-Post Evaluation>

The Overall Goal has been partially achieved. The total of 37 municipalities prepared action plans on 3R with the increase of 8 municipalities from project completion. Under the current policy (as described later), each municipality is required to prepare the Local Plan for Integrated Waste Management with a focus of 3R, which is supported by 3 main donors i.e., GIZ, Swiss Agency for Development and Cooperation (SDC) and EU (Indicator 1). Out of the 13 non-pilot municipalities answered to the questionnaire, 7 have implemented activities planned in the 3R Acton Plans drafted under this project. The remaining 6 non-pilot municipalities, who have not continued 3R activities, rather focus on increasing the waste collection coverage as a challenge brought by the territorial reform in 2015 as mentioned in the 1<sup>st</sup> footnote (Indicator 2).

On the other hand, "reducing by 25% of municipal solid waste amount per person at the final disposal stage (Indicator 3)" was achieved by only 6 out of the 16 municipalities (including the 3 pilot municipalities) having replied to the questionnaires. Out of these 6 municipalities, 3 municipalities (Patos, Belsh and Divjake) attributed to the reduction to 3R activities, while others (and also Divjake) attributed it to decrease in tourists due to covid-19 pandemic, etc. Regarding Indicator 3, there is another issue of data accuracy. Even pilot municipalities mentioned that they did not monitor the final disposal amount as introduced by the project. Reasons for this can be: i) No surveys are conducted by municipalities or concessionaires (e.g., Tirana); and ii) The focus of waste management is shifted from "disposal amount at landfills" to "treatment amount at incinerators or composting facilities" (e.g., Cerrik).

<Other Impacts at the Time of Ex-Post Evaluation>

Introduction and achievement of 3R under this project attracted donors and NGOs. For example, successful door-to-door collection in Cerrik gained GIZ's support to expand it to a larger scale, and also to develop composting with a new facility. Moreover, the project brought impacts on women and children, since extensive awareness raising activities were conducted especially for them. With regards to a negative impact, such possibility was concerned for waste pickers at the time of ex-ante evaluation. Through the project, however, Tirana and Cerrik Municipalities changed their positions to "co-exist" with waste pickers, and hired them for recycling activities. At present, waste pickers still serve schools with collecting recyclables in Tirana, and work for waste sorting in Cerrik and Himare.

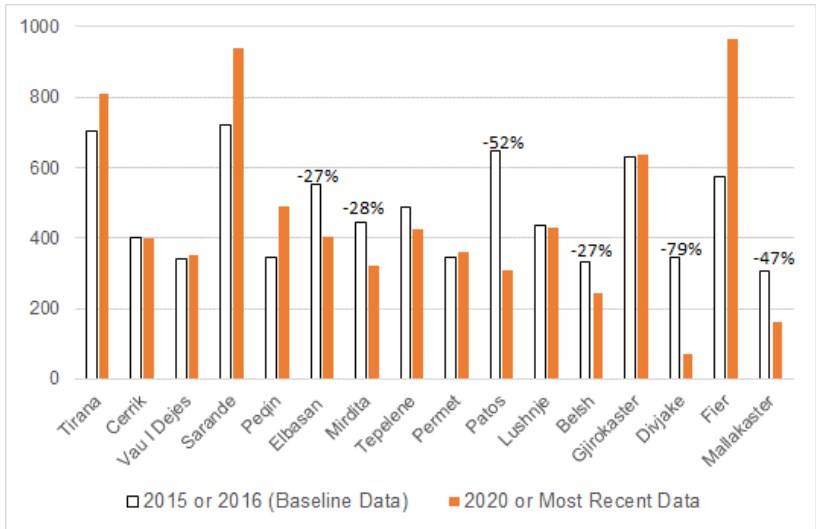
<Evaluation Result>

Therefore, the effectiveness/impact of the project is fair.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source
(Project Purpose) MOE's capacity is strengthened in terms of 3R policy development as well as providing support	Indicator 1: A workshop for introducing the finalized draft 3R Guideline to LGUs is carried out by MOE.	Status of the Achievement (Status of the Continuation): achieved (not continued) (Project Completion) - A seminar on introducing the finalized draft 3R Guideline was organized by MOE in March 2017. (Ex-Post Evaluation) - Neither workshops nor monitoring by MoTE has been conducted.	Final Report, Questionnaires/ interviews with MoTE/ municipalities

<sup>3</sup> Source: Ministry of Foreign Affairs, "ODA Country Data Collection in 2014"

for local governments in order to implement the National Waste Management Strategy and Action Plan in Albania.	Indicator 2: Through the above-mentioned workshop, more than 25 LGUs will have preliminary drafts of 3R Action Plans for respective LGUs.	Status of the Achievement (Status of the Continuation): Achieved (continued) (Project Completion) - 29 municipalities (including the 3 pilot municipalities) drafted 3R Action Plans. (Ex-Post Evaluation) - The 3 pilot municipalities have continued most of the activities introduced by the pilot projects. - Refer to Indicator 1 and 2 of the Overall Goal.	Final Report, Questionnaires/ interviews with pilot municipalities																						
(Overall Goal) 3R framework is introduced in sustainable solid waste management at local governments in Albania for waste reduction as a nationwide effort.	Indicator 1: 3R Action Plans are drafted by 35 local governments across the country by 2020.	(Ex-Post Evaluation) achieved - In total, 37 municipalities prepared action plans on 3R.	A questionnaire to MoTE																						
	Indicator 2: A part of 3R activities stipulated in 3R Action Plans are put into practice in 20% of total local governments by 2020.	(Ex-Post Evaluation) achieved - Aside from the 3 pilot municipalities, at least, 7 non-pilot municipalities (out of 13 replied to the questionnaire) have implemented 3R Action Plans. - The totaled 10 municipalities are more than 80% of the targeted 12 (20% of all the 61 municipalities), and thus this indicator is achieved.  3R Activities by 3 Pilot and 7 Non-Pilot Municipalities <table border="1" data-bbox="504 629 1326 999"> <thead> <tr> <th>Municipality</th> <th>Examples of Activities</th> </tr> </thead> <tbody> <tr> <td>Tirana</td> <td>Recycling at schools, awareness raising towards entities</td> </tr> <tr> <td>Cerrik</td> <td>Door-to-door collection, composting</td> </tr> <tr> <td>Vau i Dejes</td> <td>Improving agricultural waste discharge</td> </tr> <tr> <td>Sarande</td> <td>Processing recyclable waste at a center, door-to-door collection</td> </tr> <tr> <td>Peqin</td> <td>Waste segregation at schools and home</td> </tr> <tr> <td>Patos</td> <td>3R in schools, a pilot project on waste segregation</td> </tr> <tr> <td>Belsh</td> <td>Segregation of plastic waste</td> </tr> <tr> <td>Gjirokaster</td> <td>Training in 3R and waste management</td> </tr> <tr> <td>Divjake</td> <td>Composting of agricultural waste, segregation of recyclables</td> </tr> <tr> <td>Fier</td> <td>Segregation of recyclables</td> </tr> </tbody> </table>	Municipality	Examples of Activities	Tirana	Recycling at schools, awareness raising towards entities	Cerrik	Door-to-door collection, composting	Vau i Dejes	Improving agricultural waste discharge	Sarande	Processing recyclable waste at a center, door-to-door collection	Peqin	Waste segregation at schools and home	Patos	3R in schools, a pilot project on waste segregation	Belsh	Segregation of plastic waste	Gjirokaster	Training in 3R and waste management	Divjake	Composting of agricultural waste, segregation of recyclables	Fier	Segregation of recyclables	Questionnaires/ interviews with municipalities
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	Indicator 3: Municipal solid waste amount per person at the final disposal stage is reduced by 25 % from the amount at the beginning of the project (2014*), in local governments working on 3R Action Plan.  *No baseline data were available for 2014.	(Ex-Post Evaluation) not achieved  Final Waste Disposal Amount per Person (g/day) in 3 Pilot and 13 Non-Pilot Municipalities  	3R Guideline (Baseline), Questionnaires to municipalities (2020)																						

### 3 Efficiency

Although the project period was as planned, the project cost slightly exceeded the plan (ratio against the plan: 100% and 101% respectively). The project outputs were produced as planned. Therefore, the efficiency of the project is fair.

### 4 Sustainability

#### <Policy Aspect>

The policy to promote to 3R has been strengthened with new policy documents. In May 2016, “National Strategy for Development and Integration (NSDI) (2015-2020)” was issued, aiming to establish “efficient and effective system of integrated waste management”, and to promote public-private partnership and regionalization of services. To comply with the NSDI and the European Union integration process, MoTE prepared “Policy Document and Action Plan for Integrated Waste Management (2020-2035)”, and it was approved in May 2020. This policy document emphasizes 3R, and requires each municipality to prepare the Local Plan for Integrated Waste Management, which promotes supports of main donors (GIZ, SDC and EU) through the IPA (Instrument for Pre-Accession Assistance) funds.

#### <Institutional/Organizational Aspect>

In September 2017, the Ministry of Environment (MOE) and the Ministry of Tourism were merged to the Ministry of Tourism and Environment (MoTE). This restructuring resulted in no specific section dedicated to waste management in MoTE, and thus MoTE has no function of technical guidance to and monitoring on municipalities regarding waste management. This issue, however, has rather been

continued from the time of MOE, since the staff assigned from MOE to the project were not technical but rather administrative, which hindered effective technical transfer to MOE. On the other hand, out of the 3 pilot municipalities, Tirana (with 20 staff) and Cerrik (with 17 staff) have enough human resources responsible for waste management including 3R. Vau i Dejes and 13 non-pilot municipalities (who replied to the questionnaire) have 1-3 staff for waste management, and only Divjake has one staff dedicated to 3R. Although these municipalities are relatively small, most of them reported that a dedicated staff for 3R would be a must to implement the Local Plan for Integrated Waste Management.

<Technical Aspect>

While MoTE does not have the functions of technical guidance and monitoring, Tirana and Cerrik Municipalities maintain the staff having worked for this project to sustain/develop their skills and knowledge. Also, both pilot and non-pilot municipalities have opportunity of training with assistance of donors and NGOs. The 3R Guideline was the key deliverable of this project, and distributed to all the 61 municipalities. The 3R Guideline is not used by MoTE any more, but is used at the municipal level. Especially, the 3R Guideline is often utilized for preparation of the Local Plan for Integrated Waste Management, which is mandatory under the new policy document.

<Financial Aspect>

Since MoTE does not have the specific sector for waste management, it does not have specific budget for it either. Municipalities have funds for waste management from taxes and waste collection fees, and grants from the central government are provided to supplement the funds. However, these funds/grants aim for basic services of waste collection/disposal, and do not cover 3R activities. (Tirana is a special case, since it contracted out all the waste management including 3R to a private company.) Currently, MoTE and the municipalities depend on donors for funding 3R activities. MoTE staff having engaged in this project are currently coordinating with donors for waste management projects.

<Evaluation Result>

In light of the above, problems have been observed in terms of the institutional/organizational, technical and financial aspects of the implementing agency. Therefore, the sustainability of the project effects is fair.

5 Summary of the Evaluation

The project achieved the Project Purpose, but the project effects have partially continued due to failing to strengthening the monitoring functions of the implementing agency. The Overall Goal has been partially achieved, since limited cases were found for municipal waste reduction through 3R. Regarding the Sustainability, problems have been observed in terms of the institutional/organizational, technical and financial aspects of the implementing agency, while the current policy on integrated waste management has further developed 3R in Albania. As for the Efficiency, the project period was as planned, but the project cost slightly exceeded the plan. Considering all of the above points, this project is evaluated to be partially satisfactory.

### III. Recommendations & Lessons Learned

Recommendations for Implementing Agency and Pilot Municipalities:

- It is recommended for the Ministry of Tourism and Environment (MoTE) to dedicate additional human resources to deal with the waste management sector and, in particular, 3R promotion and implementation. At the same time, MoTE needs to enhance communication with municipalities related to i) conveying the development policies, obligations and regulations related to integrated waste management, and ii) ensuring appropriate reporting manners from municipalities. Moreover, it is desirable to allocate budget for 3R activities at both central and municipal governments.
- It is recommended for Vau i Dejes Municipality (one of the 3 pilot municipalities) to incorporate experience and know-how of this project into its Local Plan for Integrated Waste Management, which is under preparation with assistance of SDC. The municipal staff who engaged in the project have been replaced, but the project's legacy remains in the 3R Guideline, which includes the 3R Action Plan of Vau i Dejes based on detailed data. Also, good practices of composing in Cerrik Municipality could be applicable to Vau i Dejes.
- It is recommended for Tirana Municipality to enhance monitoring the private company to which the whole waste management was contracted out in January 2020. For achieving waste reduction in Albania, it is especially important for the company to provide the municipality with data on solid waste disposal, since the population of Tirana comprises 40% of the country.

Lessons Learned for JICA:

- During the implementation of the project, technical transfer to MOE (Ministry of Environment) was not effectively done, although strengthening of MOE's capacity was set as the Project Purpose. This is because the staff assigned by MOE were not technical but rather administrative, and also overburdened by other tasks. This technical weakness of MOE in waste management remains as a continuous issue of MoTE after the merger. As a lesson for the project formulation phase, it is important to closely check the priorities, capacity and real work situations of an implementing agency, so that effective technical transfer would be enabled to appropriate organizations/staff.
- Despite the above-mentioned issue of MOE (currently MoTE), impact of this project at the municipal level has been enhanced after project completion, through coordination by municipalities with donors and NGOs. As a lesson of this project, technical cooperation would sustain effects, through i) producing tangible results for attracting donors and NGOs, and ii) being consistent with a highly prioritized policy area, i.e., following the EU Directive on waste management in this case.
- Under this project, 3R (Reduce, Reuse and Recycle) approaches and a waste quantification/composition methodology were documented in the 3R Guideline, and it was distributed to all the 61 municipalities. The Guideline is currently used by municipalities as a reference to develop their Local Plans for Integrated Waste Management, which is mandatory under a new policy document. The waste quantification/composition methodology applied by this project is considered as the best way to reach the correct data at the local level, as the basis for a realistic sustainable planning. Also, documenting the methodology as written instructions would be a good practice for future similar projects.



A Lid of Bins Distributed to High Schools for Waste Segregation (Tirana Municipality)



An On-Site Demonstration of Composting Process for MoTE, Municipalities and the Media (Cerrik Municipality in June 2021)



Awareness Raising for Recycling through a Display Made of Reused Materials (Patos Municipality)