



# Circular economy: policy perspective

Zora Kovacic

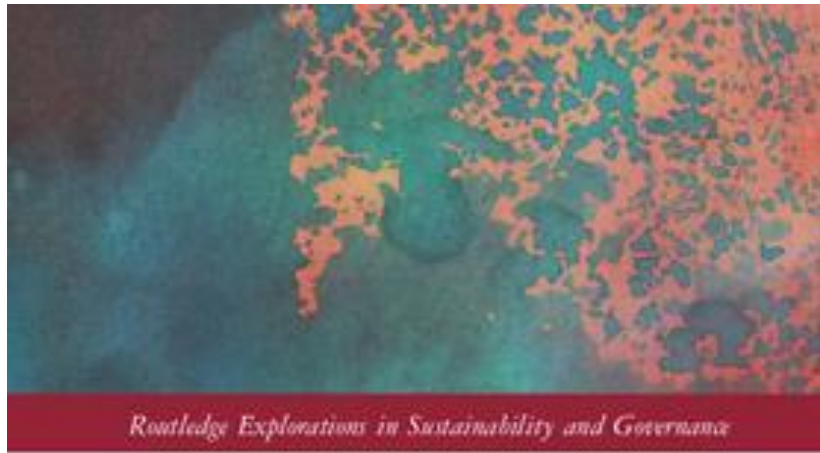
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*Routledge Explorations in Sustainability and Governance*

# THE CIRCULAR ECONOMY IN EUROPE

CRITICAL PERSPECTIVES ON POLICIES AND IMAGINARIES

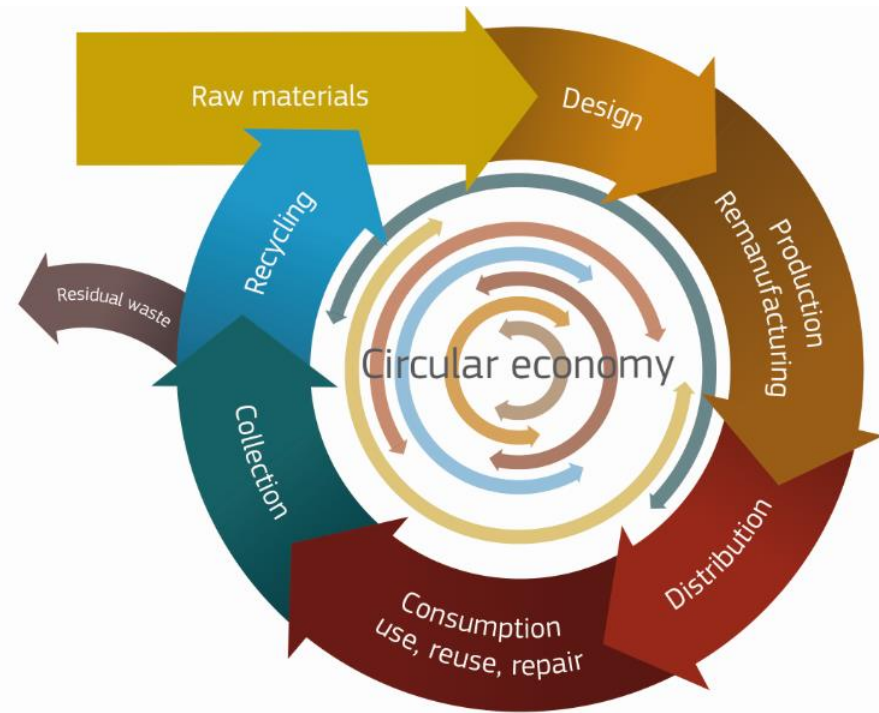
Zora Kovacic, Roger Strand and Thomas Völker



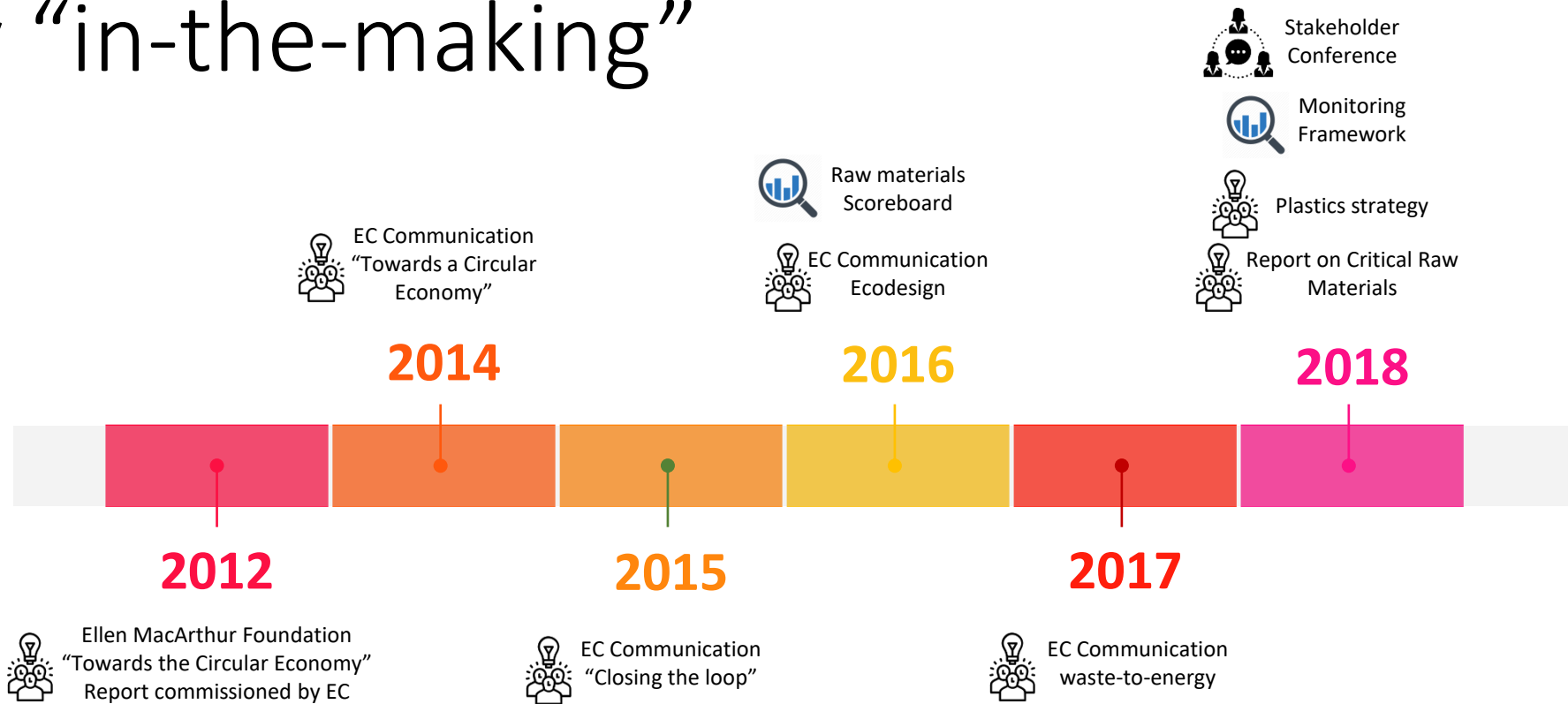
# Circular Economy in Europe

- An economy, “where the value of products, materials and resources is maintained in the economy for as long as possible, and the generation of waste minimised”

(EC Communication: Closing the loop, 2015)



# Policy “in-the-making”



Raw materials Scoreboard  
 EC Communication Ecodesign

Stakeholder Conference  
 Monitoring Framework  
 Plastics strategy  
 Report on Critical Raw Materials

Ellen MacArthur Foundation “Towards the Circular Economy” Report commissioned by EC

EC Communication “Closing the loop”  
 European Circular Economy Conference

EC Communication waste-to-energy  
 Implementation report  
 Roadmap to monitoring framework  
 Proposal for Directive on restriction of hazardous substances in electrical and electronic equipment  
 Stakeholder Platform

- Developing the idea
- Monitoring
- Regulating
- Consultation

# How did the CE policy come into being?



# Issues at stake

Narratives of “Stop” (limits to growth) and “Go” (innovation and progress)

“A seat at the table” for DG ENV

## **Stop – logic of limits**

- Environmental perspective
- Waste management
- Security (resource scarcity, geopolitical issues, renewable resources)

## **Go – logic of growth**

- Economic perspective
- Economic growth in the context of austerity and unemployment
- Innovation & ecodesign

## The win-win policy

- Rehearsal of the historical tension between “stop” and “go” narratives
- Sustainable development
- The Circular Economy policy
  - Win-win rhetoric
  - Moderation
  - Synergies and opportunities

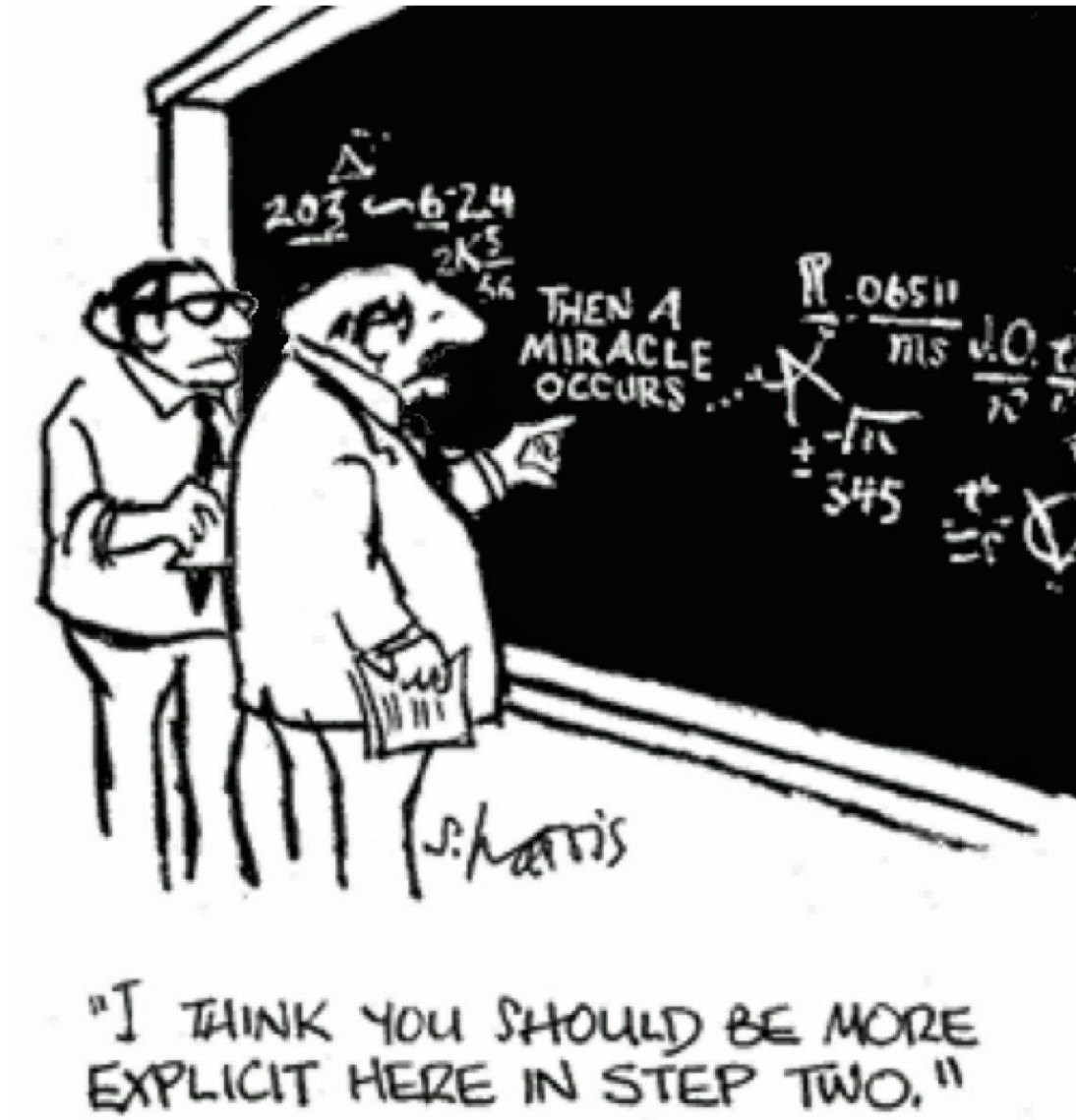


## 3 scenarios (Staff working document 2014)

- (i) business as usual (which leads to moderate improvements in resource use);
- (ii) transition scenario (which requires going back to the resource productivity growth of the pre-2008 crisis period);
- (iii) acceleration scenario (improving resource efficiency above levels experienced in the past)
- Scenario 2 is projected to achieve the circular economy



How credible  
is the win-  
win rhetoric?



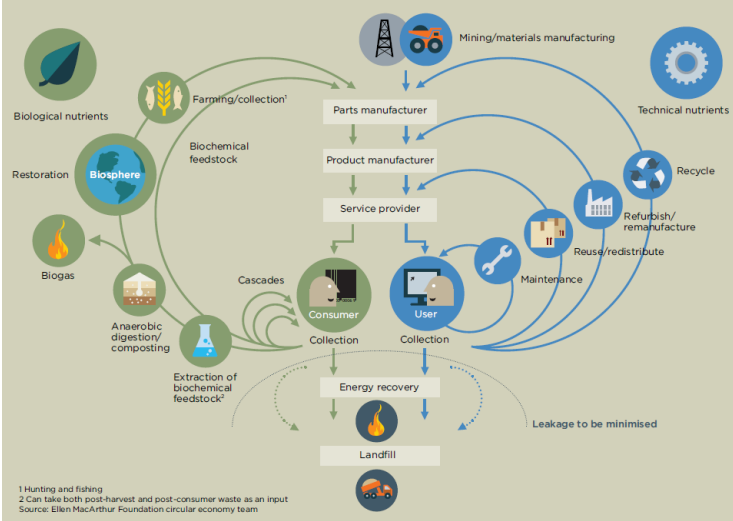
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# The concept of the CE

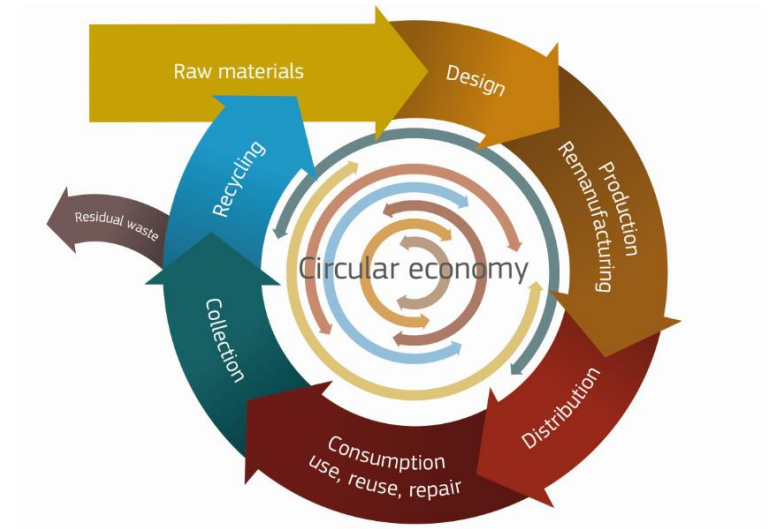
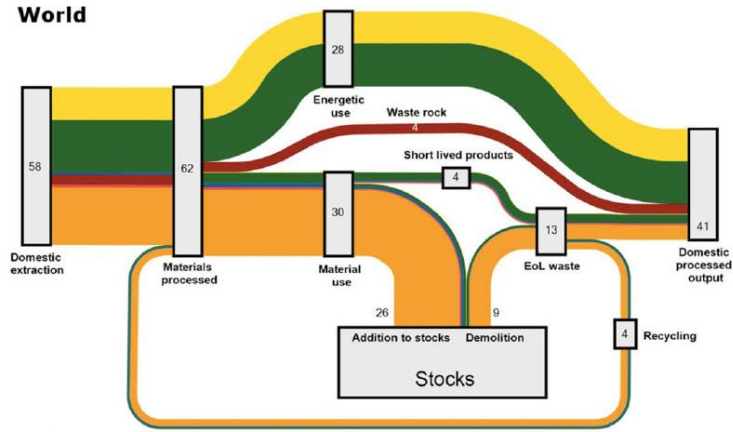
- Fragmented knowledge base
- The thermodynamic understanding
  - The economy and the ecosystem



FIGURE 6 The circular economy—an industrial system that is restorative by design



**World**





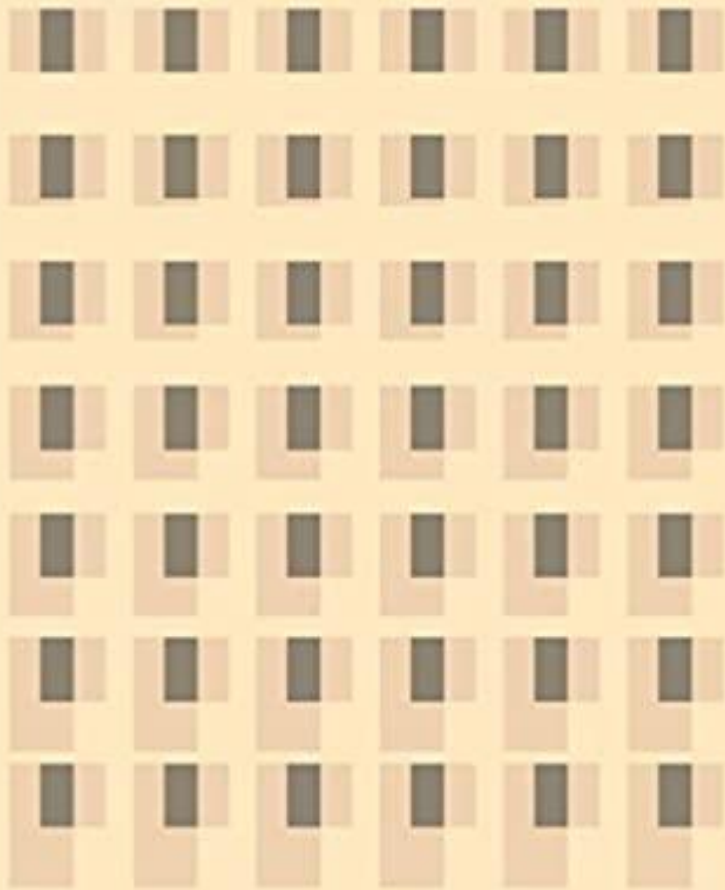
# Thermodynamics

"When we examine a biological cell or a city, however, the situation is quite different: **not only are these systems open, but also they exist only because they are open.** They feed on the flux of matter and energy coming to them from the outside world. We can isolate a crystal, but cities and cells die when cut off from the environment." (Prigogine and Stengers 1979)



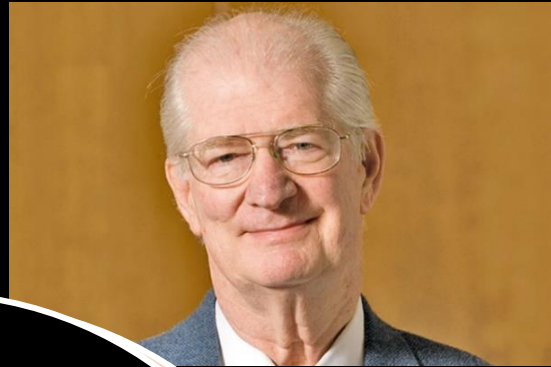
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**The Entropy Law and the Economic Process**



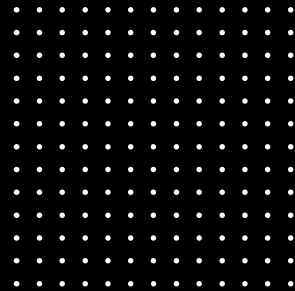
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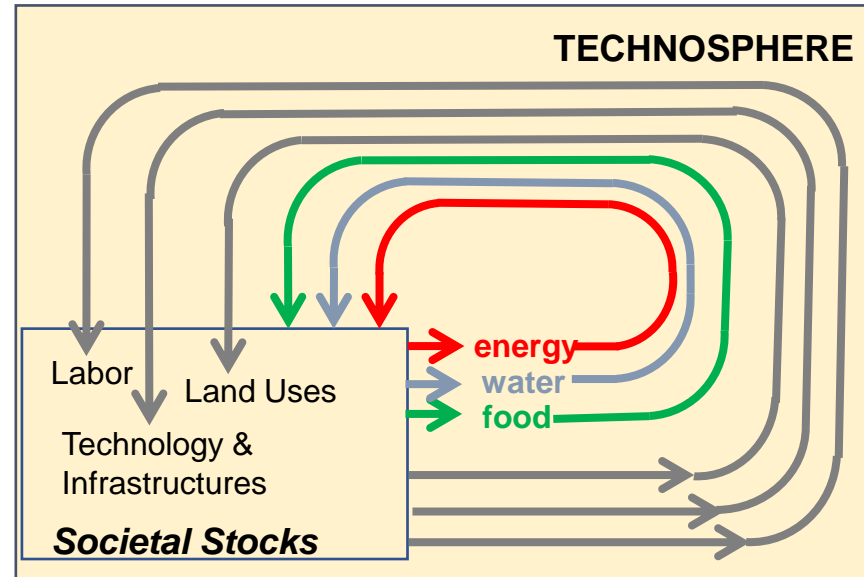


Ecological  
economics

"One might as well ask an engineering student to explain how a car can run on its own exhaust, or ask a biology student to explain how an organism can metabolize its own excreta." (Daly 1985)

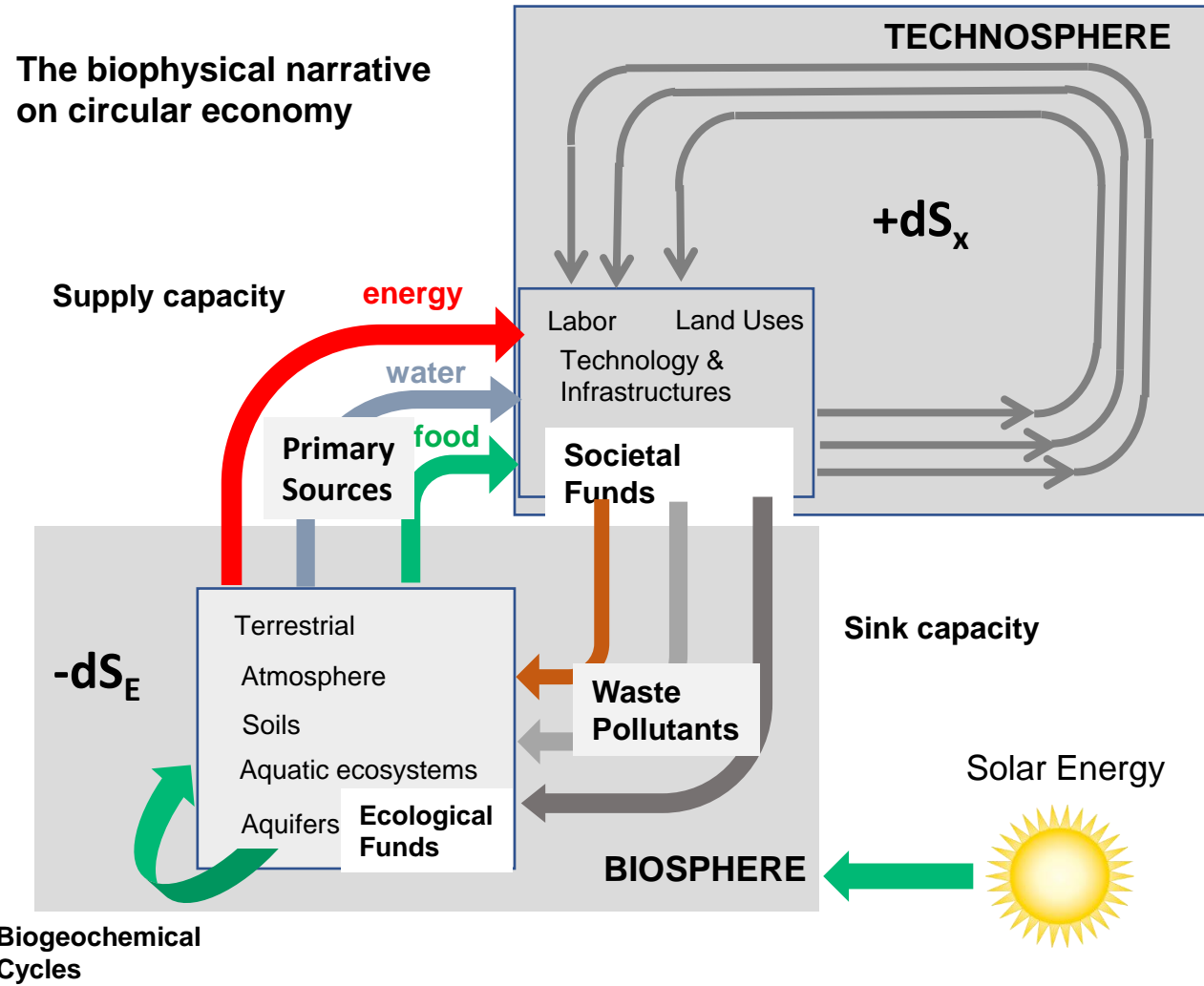


## The view of a growing circular bioeconomy



- \* Is it a growing perpetual motion machine?
- \* No relation between the size and activity of the economy and the size and activity of the environment

The biophysical narrative on circular economy





# The 16th Century Map



# Imagining Circularity

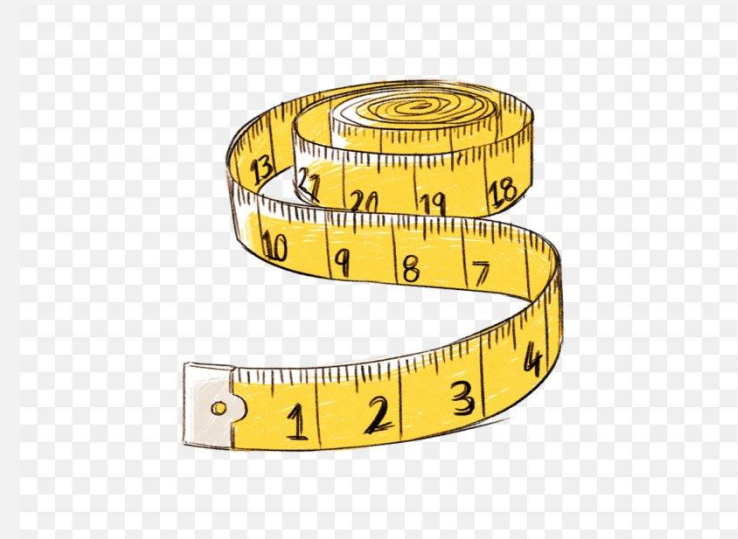
- Multiple meanings of “circularity”
- Meanings entail ideas about desirable futures, ideas about which futures “we” want to make real and which futures to avoid

# Who defines circularity?

- Quantification (competing proposals for indicators and monitoring)
- Stakeholder conferences and stakeholder consultation
- The role of the Ellen MacArthur Foundation
- Academic disciplines (LCA, MFA, industrial ecology – technofix?)

# Measuring Circularity

- 
- Numbers are at once (i) the outcome of negotiations on how to represent society and its activities, and (ii) are consequential in enacting particular realities
  - Indicators of the CE:
    - Material flow analysis
    - Life-cycle assessment & ecodesign
    - Hazardous waste, recycling rates



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CIRCULAR ECONOMY | INDICATORS: INFORMATION

Overview

INDICATORS

Monitoring framework

Main tables

Material flow diagram

European Commission > Eurostat > Circular economy > Indicators

Policy context

Links

Which indicators are used to monitor the progress towards a circular economy?

The monitoring framework on the circular economy as set up by the European Commission consists of 10 indicators, some of which are broken down in sub-indicators.

> read more

Which data is available in the database, are divided into the following four thematic areas:

**Production and consumption**

This area comprises 4 indicators:

- Self-sufficiency of raw materials for production in the EU;
- Green public procurement (as an indicator for financing aspects);
- Waste generation (as an indicator for consumption aspects);
- Food waste.

> read more

**Waste management**

This area comprises 2 indicators:

- Recycling rates (the share of waste which is recycled);
- Specific waste streams (packaging waste, biowaste, e-waste, etc.)

> read more

**Secondary raw materials**

This area comprises 2 indicators:

- Contribution of recycled materials to raw materials demand;
- Trade of recyclable raw materials between the EU Member States and with the rest of the world.

> read more

**Competitiveness and innovation**

This area comprises 2 indicators:

- Private investments, jobs and gross value added;
- Patents related to recycling and secondary raw materials as a proxy for innovation.

> read more

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Database  
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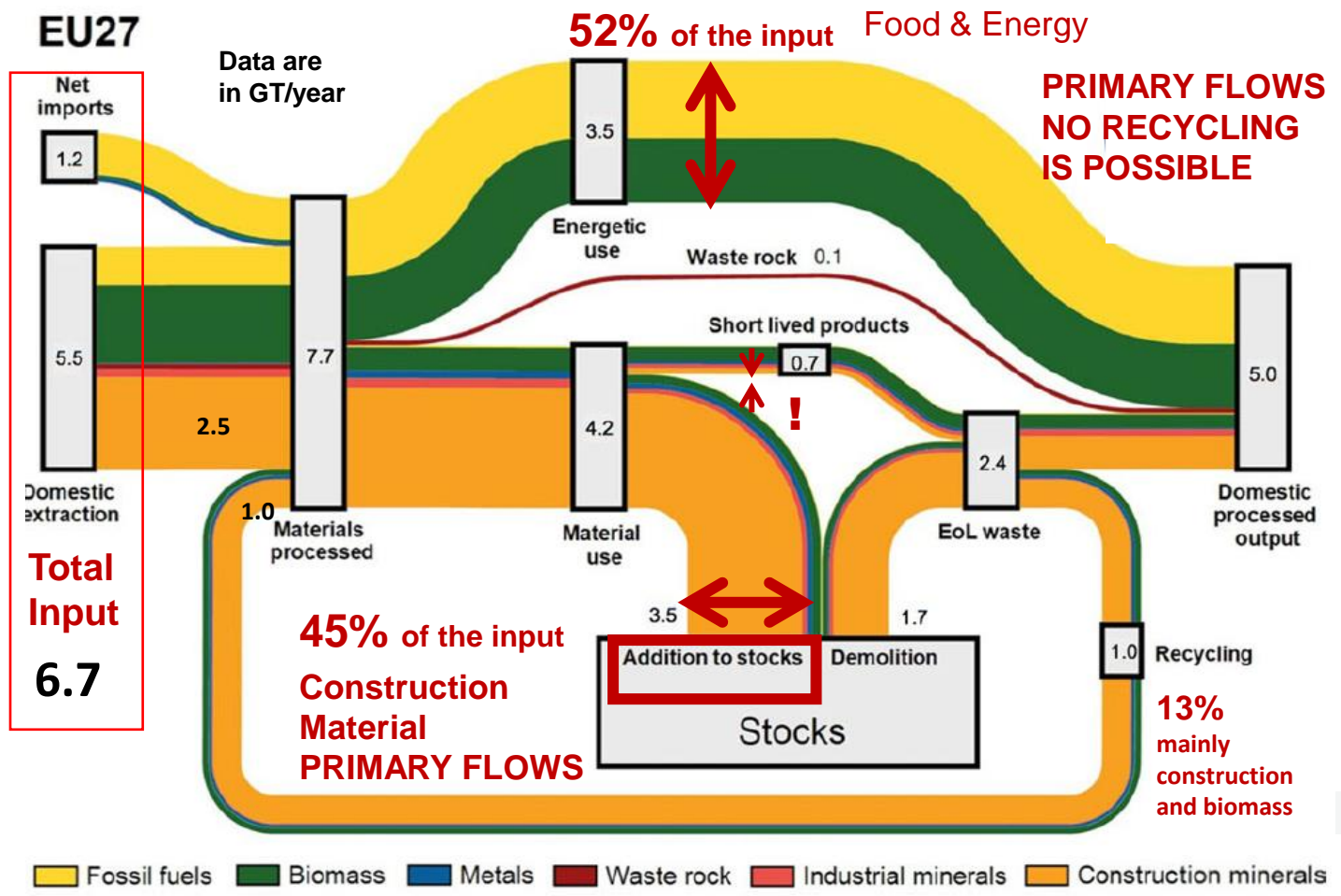
Calls for tenders  
Grants  
Share

European Commission | euostat

# Indicator development

- Heterogeneous Assemblage of actors
  - European Commission, Joint Research Centre,
  - DG GROW, DG ENV, DG ESTAT
  - European Environment Agency
  - Universities
- Selectivity of Indicators
  - Focus on waste management
  - Blindspots regarding production, consumption, re-use, repair
- Measurmentality & 'Trajectorism'
  - Producing temporalities and trajectories
  - Monitoring and controlling

→ Which circularities are being monitored and enacted?



A banner for the Circular Economy Stakeholder Conference. The background is a warm, golden-yellow color with a pattern of dandelion-like seed heads. On the right side, there is a large, dark, rusty gear partially overlapping a sunflower head. The text is centered and reads: "CIRCULAR ECONOMY STAKEHOLDER CONFERENCE", "Recovery, Open Strategic Autonomy and Resilience", "27<sup>th</sup> - 28<sup>th</sup> FEBRUARY 2023", "#CESStakeholderEU", and "#CircularEconomy". There are also two European Union logos in the bottom right corner.

## CIRCULAR ECONOMY STAKEHOLDER CONFERENCE

Recovery, Open Strategic Autonomy and Resilience

27<sup>th</sup> - 28<sup>th</sup> FEBRUARY 2023

#CESStakeholderEU

#CircularEconomy

Stakeholder  
conferences

## WCEF2023: Apply for a side event or host an Expo Area stand!



**20 Mar 2023**

The World Circular Economy Forum 2023 Expo Area at Messukeskus in Helsinki, Finland will shine a spotlight on selected circular economy solutions from around the world. Would you like to present your solution to the global audience at the Forum?

||





Home > Toolbox

Toolbox - active page

- Financing CE in the EU >>
- Financing CE in practice
- Education and Training
- Measuring the circular economy
- Toolkits and guidelines

# Toolbox

## Education



EDUCATION



## Financing CE in the EU



# The CE has been delivered

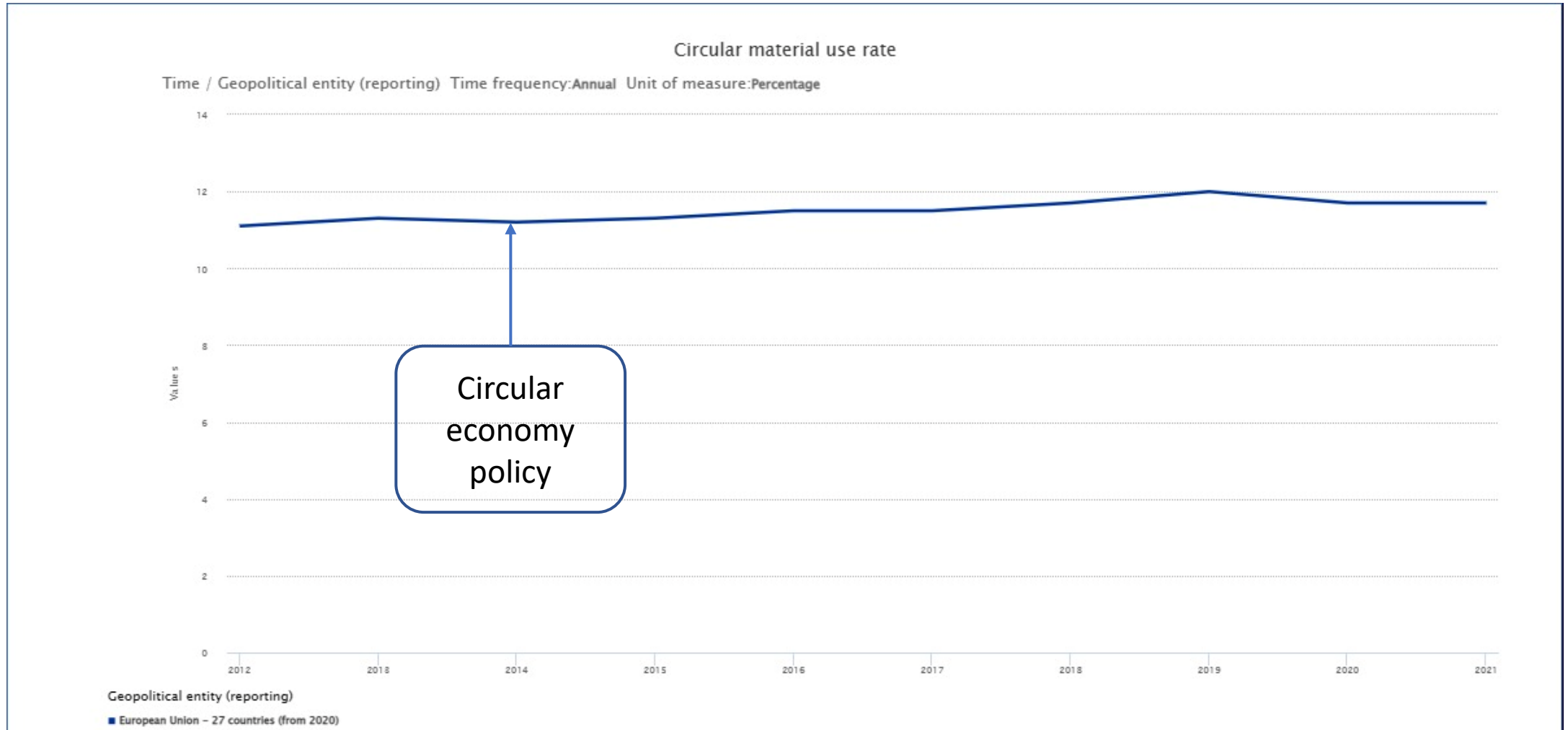
POLITICO

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CIRCULAR ECONOMY GOALS REACHED? The Commission today claimed [4 March 2019] that its 2015 plan to move Europe toward a circular economy "can be considered fully completed." It said all 54 of the actions it promised have either been completed or are being implemented.

— NOT SO FAST: Ahead of the conference, Eurostat published a circular economy implementation report. While the report found that "recycling rates and use of recycled materials in the European Union are steadily growing," it reported that only 12 percent of materials used in the EU in 2016 came from recycled and recovered materials.

# Circularity indicators



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# Why does the idea of “circular economy” stick?

“We argue that **the circular economy policy sticks because of vagueness**, which can be interpreted to the advantage of multiple actors, can be adapted to changes in policy officers and policy agendas, and is broad enough to represent a generic goal for the economy, escaping the accountability of more concrete promises.”

+

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○

# The power of goodness (Godhetsmakt)

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- It is politically impossible to argue against the 'Good': "It becomes impossible to oppose [...] goodness because one would appear as evil, cynical or selfish." (Loga 2004)
- "no one would argue for less circularity" (workshop, May 2018).
- that "we are moving in the right direction" (workshop, May 2018)

## Gaining traction

- European Green Deal
- Means of channelling EU funding

Type of initiative	Number of initiatives (percentage)
Circular, ecodesigned, recycled products & materials	61 (41%)
Sector specific <sup>1</sup>	26 (18%)
Social projects, sharing economy, reuse & repair	22 (15%)
Awareness raising, scoping study, education	14 (10%)
Apps & online platforms	12 (8%)
Business services	12 (8%)
TOTAL	147 (100%)

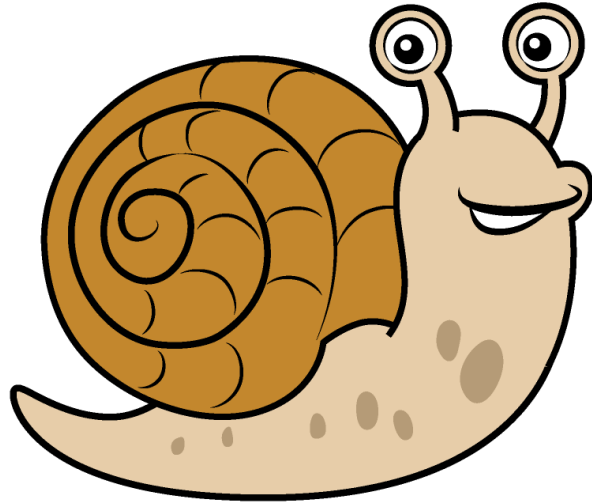
<sup>1</sup> Waste management (9), water (2), energy (10), mobility (1), urban agriculture (3), ecology (1)

Own elaboration. Data source:

[https://mediambient.gencat.cat/ca/05\\_ambits\\_dactuacio/empresa\\_i\\_produccio\\_sostenible/economia\\_verda/catalunya\\_circular/iniciatives/index.html](https://mediambient.gencat.cat/ca/05_ambits_dactuacio/empresa_i_produccio_sostenible/economia_verda/catalunya_circular/iniciatives/index.html) (Last consulted 10/03/2022).

A new  
buzzword? A  
way  
forward?





Is a circular economy a slower economy?

- “it takes 9 days for water to cycle through the atmosphere, while it takes 37,000 years for the oceans to complete a cycle. Phosphorus takes 2000 years to cycle through the soil as does nitrogen. Carbon dioxide takes 4 years to cycle through the atmosphere while atmospheric oxygen takes 3.7 million years” (Murray et al. 2017)
- Linearity makes it possible for the pace of economic activity to be determined by the production of goods and services, while a circular economy would depend on the pace of production of the primary inputs





BRIEFING

## Growth without economic growth

Economic growth is closely linked to increases in production, consumption and resource use and has detrimental effects on the natural environment and human health. It is unlikely that a long-lasting, absolute decoupling of economic growth from environmental pressures and impacts can be achieved at the global scale; therefore, societies need to rethink what is meant by growth and progress and their meaning for global sustainability.

Thank you for  
your attention!

