

Transposing textiles EPR: the EU state of play in 2025

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The textiles problem today

Textiles have become one of the fastest-growing and most environmentally impactful consumer goods in Europe. Globally, textile production has doubled between 2000 and 2015, while clothing use-time in the EU has dropped by almost 40% between 2000 and 2015, according to the Ellen MacArthur Foundation¹.

This can be assumed to have dropped even further as of 2025, in line with the trend of rapidly rising waste volumes. In 2022, according to the EEA², EU citizens consumed an estimated 8.5 million tonnes of textile products annually, equivalent to 19 kg per person. Furthermore, based on data from 2024³, around 16 kg of textiles are discarded per person each year. According to the European Commission⁴, only 22% of post-consumer textiles are currently collected separately in the EU for reuse and recycling, while less than 1% of material is recycled back into new clothing fibres.

Based on available data, the textile supply chain for the EU was responsible for roughly 159 million tonnes of CO₂-equivalent emissions in 2022⁵, 8% of European microplastic releases to oceans⁶ (from synthetic textiles), and extensive pressure on water and land resources globally, especially in producing countries.

Social impacts of the sector also remain acute⁷: low wages, poor working conditions, and cases of human rights infringements and child labour persist across global supply chains.

Furthermore, Europe's reuse sector and social enterprise-led collection and sorting of discarded textiles are now reaching a crisis point⁸. Sorters and second-hand operators face declining textile quality value due to the rising amounts of poor-quality fast and ultra-fast fashion, rising collection costs, and limited domestic recycling capacity. Without stable and sustainable financing, many social actors risk closure, which would negatively impact not only the reuse sector but also the many people relying on social enterprises for their employment.

¹ Ellen MacArthur Foundation (2019) [Fashion and the circular economy – deep dive](#).

² EEA (2025) [Consumption of clothing, footwear and household textiles per person](#).

³ EEA (2024) [Management of used and waste textiles in Europe's circular economy](#).

⁴ European Commission (2023) [Circular economy for textiles: taking responsibility to reduce, reuse and recycle textile waste and boosting markets for used textiles](#).

⁵ EEA (2025) [Greenhouse gas emissions from EU's textiles consumption](#).

⁶ EEA (2025) [Textiles](#).

⁷ United Nations Environment Programme (2020) [Sustainability and Circularity in the Textile Value Chain – Global Stocktaking](#).

⁸ ZWE (2024) [Open letter: Textile Emergency Action Plan needed quickly](#).

A proposed solution: EPR

The majority of issues within the textiles sector today are directly linked to overproduction and lack of regulatory policies. In this context, Extended Producer Responsibility (EPR) has emerged as a pivotal policy instrument that, if implemented alongside complementary policies, has the potential to drive circularity and put into practice the Polluter Pays Principle⁹. The revised EU Waste Framework Directive¹⁰ (WFD) obliges Member States to introduce EPR for textiles by April 2028 at the latest. As of 1 January 2025, separate collection of textiles has been mandatory, yet it has not been fully implemented.

The introduction of textile EPR systems across the EU, including the setup of Producer Responsibility Organisations (PROs) taking on the financial management, will cover the costs of separate collection, yet the long transposition period of 30 months since the law entered into force in October 2025, means significant financial insecurity for local actors that are currently responsible for ensuring the separate collection. While the increasing volumes of separately collected textiles are a step in the right direction for circularity, they also exacerbate the current crisis faced by the reuse sector, which has to handle rising volumes without extra funding available to support the collection, sorting, preparation for reuse, and repair of discarded textiles.

Once in place, EPR will shift the financial and organisational responsibility for textile waste from municipalities and social enterprises to producers. A progressive EPR could also incentivise better design for durability, reparability, recyclability, and support reuse and the use of more recycled fibres. If structured properly, EPR systems could introduce fee modulation (ecomodulation) which rewards more sustainable producers and penalises less sustainable products, aligning with the EU Circular Economy Action Plan¹¹ and the EU Strategy for Sustainable and Circular Textiles¹². However, in practice, EPR has so far not had an impact on design or consumer behaviour across other waste streams¹³. EPR is currently a policy tool primarily for waste management, while the design of textiles will be mandated in the future via the Ecodesign minimum requirements for textiles¹⁴, as outlined in the Ecodesign for Sustainable Products Regulation (ESPR) at the EU-level.

Nonetheless, implementing effective textile EPR systems is central to achieving targets for waste prevention, separate collection, (preparation for) reuse, and recycling, and to supporting a fair transition for the reuse and sorting sectors in the EU, as well as, importantly, in receiving countries outside of the EU. That said, EPR still

⁹ *i: In this context, polluter is a stand-in for producer brand.*

¹⁰ EUR-Lex (2025) [Directive \(EU\) 2025/1892 of the European Parliament and of the Council of 10 September 2025 amending Directive 2008/98/EC on waste \(Text with EEA relevance\).](#)

¹¹ EUR-Lex (2020) [A new Circular Economy Action Plan For a cleaner and more competitive Europe.](#)

¹² European Commission (2022) [EU strategy for sustainable and circular textiles.](#)

¹³ ZWE (2025) [Designing EPR to foster the EU's competitiveness and strategic autonomy.](#)

¹⁴ EUR-Lex (2024) [Regulation \(EU\) 2024/1781 of the European Parliament and of the Council of 13 June 2024 establishing a framework for the setting of eco-design requirements for sustainable products, amending Directive \(EU\) 2020/1828 and Regulation \(EU\) 2023/1542 and repealing Directive 2009/125/EC \(Text with EEA relevance\).](#)

holds the potential to be transformed into a more effective financial incentive for better design; yet, this paper outlines the status quo.

At the time of writing, many EU Member States are in the process of discussing or designing the structure of what their textile EPR system should look like. There is therefore a lot of interest in existing European EPR schemes to see what has worked and could be replicated, as well as what has not and should be avoided.

It is important that diverse stakeholders are included in the design process of a textiles EPR to ensure the creation of a system that works well for all relevant actors. Thus, including not only producers, but also meaningfully including municipalities, waste managers, collectors, sorters, social enterprises, and recyclers is paramount to creating fair and functional systems that reflect the reality of operations on the ground. Such inclusive design and governance would help increase transparency, align environmental and economic incentives, and foster more effective progress towards waste prevention, reuse, and recycling outcomes.

To assist national policymakers and others involved in the design of EPR systems, this publication presents an overview of the textiles EPR systems in the EU which are already in place or in preparation with public consultation. Our aim is to provide clear and concise information that can be assessed and used in other countries across the EU or beyond, if national EPR schemes for textiles are being discussed.

Disclaimer: This text has been prepared in September–November 2025, in the context of ever-evolving transpositions of textiles EPR across EU Member States. Therefore, by the time of reading, some of this information may be slightly out of date.



Case studies

Established and developing textiles EPR systems in the EU

Established systems

The following section presents several case studies on existing textiles EPR systems from across Europe. France serves as the first and main focus system, as the French textiles EPR has been in place for the longest. Following France, the system in the Netherlands is fairly new, yet it remains an interesting example to explore, as it has been fully operational since the start of 2025. This paper will also provide brief introductions to the systems in Hungary, Greece, Spain, and Latvia, which are all examples of textile EPR systems that have been recently established or are in the process of establishment.

All national schemes described here will have to align with the provisions of the WFD¹⁵ by April 2028; this affects the product scope, producer register, PROs, and cost coverage, among other provisions.

France

France was the first EU country to establish an EPR system for textiles in 2008/2009. The system is managed by Refashion¹⁶, the PRO for textiles in France. Its scope includes clothing (excluding 100% leather goods), footwear, and household linen.

The scheme is financed through eco-fees paid by producers, generating €101.6 million in 2023 and €120.5 million in 2024. These funds cover collection, sorting, recycling, and contributions to reuse and repair. In response to the crisis faced by many social enterprises and sorters, due to the growing amounts of discarded textiles combined with the deteriorating quality of the donations, Refashion released an exceptional support of €31 per tonne of textiles sorted¹⁷, representing a sum of €6 million in 2024 to support sorting operations.

In the French EPR system, collection and sorting infrastructure includes 73 sorting facilities, 55 of which are based in France, with the remainder being sorted by authorised facilities in other EU countries. In 2023, 267,899 tonnes of textiles were collected, yet this represented only a 36.4% collection rate. While above the EU average, the amount still fell short of the legislative target of 60% by 2028, as the increase in percentage of collected textiles remains too slow to meet interim goals. Some further specific targets¹⁸ include:

- Reuse
 - 120 k tonnes by 2024;
 - Local reuse = up to 1500 km from the collection point
 - 8% by 2024, 15% by 2027;

¹⁵ EUR-Lex (2025) [Directive \(EU\) 2025/1892 of the European Parliament and of the Council of 10 September 2025 amending Directive 2008/98/EC on waste \(Text with EEA relevance\)](#).

¹⁶ Refashion (2025).

¹⁷ Refashion (2025) [Refashion débloque 6 millions d'euros pour soutenir les opérateurs de tri en difficulté](#).

¹⁸ ADEME (2025) [Textiles d'habillement, linge de maison et chaussures : données 2023](#).

- Repair:
 - +35% by 2028 compared to 2019;
- Recycling:
 - 70% by 2024 and 80% by 2027, based on volumes collected, but not reused;
 - 50% by 2025 and 90% by 2028 (a specific recycling target for garments with at least 90% synthetic composition);
- Disposal
 - Should not exceed 0,5% of the volumes that are collected.

Refashion also manages dedicated funds to strengthen reuse and repair. The reuse fund, launched in 2023, aims to achieve a 15% local reuse rate within a 1500 km radius of the collection point by 2027. In 2023¹⁹, the reuse rate of collected textiles was at 58.6%, however, only approximately 5% of this has historically been reused locally, with the rest exported in Europe and globally, raising questions about the possibility of reaching a 15% local reuse rate by 2027.

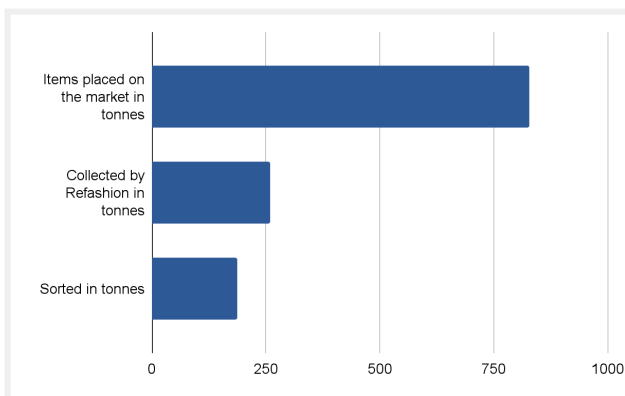


Figure 1: Comparison of items placed on the market, collected, and sorted in France in 2022 in tonnes²⁰

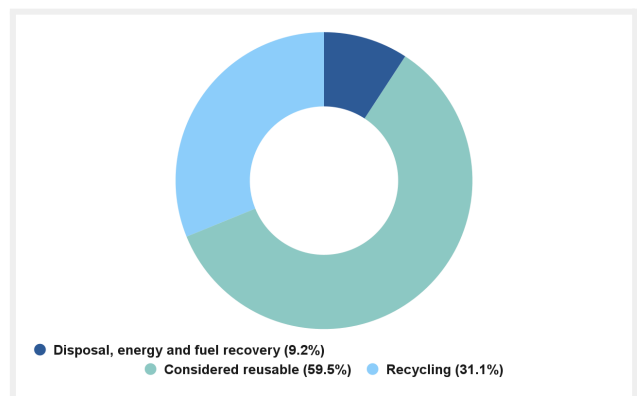


Figure 2: Recovery methods of sorted textiles in France in 2022²¹

The repair fund, worth €870,000 in 2024, supports a network of over 700 repair shops. In the summer of 2025, however, the French government suggested the possibility of this fund being scrapped due to financial reasons.

The system also applies eco-modulation, where producers can benefit from fee reductions if their products are more durable, sustainably certified, or incorporate recycled materials.

Despite some progress, the French textiles EPR system faces stubborn challenges. These include slow growth in collection rates, overreliance on exporting textiles for reuse, and the lack of sufficient domestic recycling

¹⁹ Refashion (2025) [2024 Activity Report](#)

²⁰ Refashion (2023) [2022 Activity Report](#).

²¹ Refashion (2023) [2022 Activity Report](#).

infrastructure. However, its emphasis on eco-modulation, repair, and innovation represents a strong step toward a more circular textiles economy.

The Netherlands

In the Netherlands, the textiles EPR system²² has been in force since July 2023, with quantitative targets to be met for the first time in 2025. Currently, there are three PROs active in the country, namely Stichting UPV Textiel²³, Collectief Circulair Textiel²⁴, and the European Recycling Platform Netherlands B.V.²⁵. The products covered by this legislation are consumer textiles, household linen, and workwear. Accessories such as shoes, leather belts, and bags, as well as general stock that has not been put on the market, are omitted from the textiles EPR. The producers included in this EPR system are those bringing textiles onto the Dutch market for the first time, meaning that producers and importers based outside of the Netherlands are also included. In the second case, an authorised representative based in the Netherlands must be appointed by the producer to carry out the responsibilities of the legislation on their behalf.

The Dutch textiles EPR system contains specific quantitative targets²⁶ around (preparation for) reuse and (fibre-to-fibre) recycling, which must be met from 2025 onwards. The targets gradually increase yearly between 2025–2030:

- By 2025:
 - 50% of the total weight of all products sold in the previous year is diverted for reuse or recycling, of which
 - at least 20% is reuse;
 - at least 10% is local reuse in the Netherlands;
 - at least 25% of the recycling is fibre-to-fibre recycling.
- By 2030:
 - 75% of the total weight of all products sold in the previous year is diverted for reuse or recycling, of which
 - at least 25% is reuse;
 - at least 15% is local reuse in the Netherlands;
 - at least 33% of the recycling is fibre-to-fibre recycling.

It furthermore stipulates²⁷ that it is the responsibility of producers placing textile products on the Dutch market to ensure that a nationwide collection system for their discarded products is available free of charge for their

²² Overheid.nl (2023) [Besluit uitgebreide producentenverantwoordelijkheid textiel](#).

²³ [Stichting UPV Textiel](#) (2025).

²⁴ [Collectief Circulair Textiel](#) (2025).

²⁵ [European Recycling Platform Netherlands B.V.](#) (2025).

²⁶ The Human Environment and Transport Inspectorate, Ministry of Infrastructure and Water Management of the Netherlands [Extended Producer Responsibility for textiles](#).

²⁷ Government of the Netherlands (2023) [Decree on rules extended producer responsibility for textile products](#).

customers, who should be duly informed of it. By law, producers are individually responsible for meeting these targets, but in practice, most producers sign up with a PRO to take over their legal responsibility.

Producers are also required to take measures to increase the uptake of post-consumer recycled fibres in their products.

Every year, before 1 August, producers (or PROs on their behalf) must submit their reporting on the previous year²⁸ to the Rijkswaterstaat (the executive organisation of the Ministry of Infrastructure and Water Management).

Developing systems

The following section presents EU countries that either have an official proposal tabled for a textiles EPR legislation, or countries that already have it in place, albeit in a less complete or holistic way.

Greece

In Greece, the WFD was transposed into national law in 2021 (Law 4819/2021²⁹), which already created the legal basis for the introduction of EPR for textiles. The deadline to implement a textiles EPR was set to be December 31 2023; however, this process has been delayed, as the technical details are being established via secondary instruments by KYA (Joint Ministerial Decision), which are still being finalised. The Ministry of Environment (ΥΠΕΝ) commissioned a technical report on EPR for textiles (and mattresses)³⁰ that lays out recommendations on the scope, collection and preparation logistics, fee approaches, monitoring metrics, and early operational design options. This report is the principal technical input used by the Ministry/The Hellenic Recycling Agency³¹ (E.O.AN.) when preparing the KYA/E.O.AN. guidance and has been consulted with a closed group of stakeholders.

E.O.AN. is responsible for approving the national EPR systems across different waste streams, focusing on so-called “alternative waste management. E.O.AN.’s activities include the collection, temporary storage, sorting, reuse, recycling, and recovery of not only textile waste but also other waste streams. They are the appointed monitoring body for EPR systems. Apart from this role, a technical committee consisting of various stakeholders oversee the functioning of textile PROs. Of these, 65% of committee members should be producers, and the rest are other actors involved in the EPR system, including collectors, sorters, and NGO representatives.

²⁸ Netherlands Enterprise Agency, RVO *Collecting and recycling textiles (UPV)*.

²⁹ ΕΛ.ΙΝ.Υ.Α.Ε. (2021) *N. 4819/2021 (ΦΕΚ 129/Α` 23.7.2021)*.

³⁰ Eunomia (2021) *Υποστήριξη σχετικά με συστήματα Διευρυμένης Ευθύνης παραγωγού (ΔΕΠ) για στρώματα και κλωστοϋφαντουργικά προϊόντα για την Ελλάδα*.

³¹ E.O.AN.(2021) *Alternative Waste Management in Greece & the role of Hellenic Recycling Agency*.

The current state of the textiles EPR in Greece is one in which producers are obliged to take part in the system; however, the details and scope of this are not yet completely clear. At the moment, textiles are collected mostly at bring-back points/containers present in cities, as well as in reuse centres, which are mandated to be available in every municipality with more than 20,000 inhabitants. Due to a lack of recycling infrastructure, textiles which are not reused are exported. Landfilling textiles has now been banned in Greece; thus, any discarded textiles deemed inappropriate for reuse or recycling are currently incinerated.

Latvia

In Latvia, Extended Producer Responsibility was introduced under its Waste Management Law, effective as of 1 January 2024. This system applies to all entities placing products on the market and applies to clothing and household textiles, footwear, bags, and accessories. Second-hand textiles are also included in the Latvian system³², as Latvia receives unsold goods and imported second-hand goods from some Western European countries, which make up 25% of total domestic textile consumption. In Latvia, a producer can choose to either pay a fee (“natural resource tax”³³) of 0.50 euros per kg of textiles put on the Latvian market or join the EPR system through a PRO, in which case the fee becomes 0.13 euros per kg. The main PRO in Latvia is called Latvijas Zalais Punkts, while two other PROs are also active. The following targets³⁴ for “reuse, recycling and recovery” collection apply in the country:

- Between 1 July and 31 December 2024: 20%
- In 2025: 22.5%
- From 2026: 25%

Hungary

Extended Producer Responsibility schemes for a variety of products were introduced in Hungary in 2023 under the Government Decree 80/2023 (III.14.) (EPR decree)³⁵ on “circular economy products” placed on the market. These include, but are not limited to, packaging, tyres, wooden furniture, electronic and electrical products, as well as textiles. The decree is applicable to the first domestic supplier (or user), distance sellers (online retail based outside the country), and to products upon their removal from a VAT warehouse³⁶.

In order to comply with the regulation, a producer must register with the National Waste Management Authority in Hungary, as well as with MOHU – the national waste management company, which also manages

³² Lūse, Mairita [Textile EPR in Latvia](#).

³³ Latvijas Zalais punkts [Cik maksāsim par apģērbu, apaviem un mājas tekstilu pēc 1.jūlija?](#)

³⁴ Latvijas Vēstnesis (2024) [Noteikumi par ražotāja paplašinātās atbildības sistēmas izveidi un piemērošanu tekstilizstrādājumiem](#).

³⁵ Nemzeti Jogszabálytár (2023) [80/2023. \(III. 14.\) Korm. rendelet a kiterjesztett gyártói felelősségi rendszer működésének részletes szabályairól](#).

³⁶ European Commission [Customs warehousing](#).

the EPR system. The types of textile products included in the scope are, similarly to other EPR systems, knitted and woven clothing, household linen, and a variety of accessories. The reporting obligations³⁷ require entities to report on products placed on the market quarterly, as well as the quarterly payment of the EPR fee. Distance sellers must use authorised representatives in Hungary. In the case of non-compliance, the National Waste Management Authority can issue fines and place bans on products and producers in the case of serial offenders.

As of 1 October 2025, an increase in EPR fees has been reported by various sources³⁸. In the case of textile products, the increase seems to be from 145 to 164 HUF/kg (approx. 0.38 to 0.43 euro/kg). The Hungarian EPR decree does not state specific targets for the textiles stream. However, some objectives are set by the National Waste Management Plan for 2021–2027³⁹, which are as follows:

- Increase in separate collection
- Increase in material-based recycling and a shift away from energy recovery/incineration
- Setting up textile collection systems
- Improve public awareness and promote behavioural change
- Promote ecodesign and reduce microplastics in textiles

Furthermore, from this same plan, targets are set for municipal waste overall. It follows the EU Waste Framework Directive for reuse and recycling; 65% by 2035, and the EU Landfill Directive; maximum of 10% landfilled by 2035.

Spain (proposal stage)

In Spain, a draft royal decree on textiles, footwear, and their waste⁴⁰ was published in June 2025, and a public consultation period prior to approval was opened from 1 July 2025 to 4 September 2025.

In this decree, the definition of “producer” covers manufacturers, importers, distributors, and distance sellers who place products on the Spanish market; it also requires foreign sellers to appoint an authorised representative in Spain where applicable. The draft excludes used items – textile and footwear products considered suitable for reuse, or that originate from used textile and footwear products or from their waste – and tailors some obligations for micro-businesses and SMEs. The law aims to minimise burdens on businesses and promote proportional treatment. Under affiliation to an EPR: “The financial contribution paid by producers must ensure equal treatment regardless of their size or origin, without imposing disproportionate burdens on producers of small quantities of textile and footwear products, including SMEs.”

³⁷The Chamber of Commerce and Industry of Hajdú-Bihar County (2025) [Manufacturers subject to EPR must provide data by July 20](#).

³⁸ Accace Hungary Ltd. (2025) [Increase in EPR fees in Hungary](#).

³⁹ Innovációs és Technológiai Minisztérium (2021) [Országos Hulladékgazdálkodási Terv 2021-2027](#).

⁴⁰ Ministerio para la Transición Ecológica y el Reto Demográfico (2025) [PROYECTO DE REAL DECRETO POR EL QUE SE REGULAN LOS PRODUCTOS TEXTILES Y DE CALZADO Y LA GESTIÓN DE SUS RESIDUOS](#).

Furthermore, the text includes the option of simplified reporting for businesses: “Provide the collective extended producer responsibility systems, by 28 February of the following year, with the information necessary for the system to comply with its reporting obligations under this Royal Decree. SMEs with fewer than ten employees and an annual turnover not exceeding two million euros shall only be required to inform the extended producer responsibility system of the quantities, in weight and number of items, of textile and footwear products placed on the market.”

Multiple PROs may be present, and producers will have annual reporting obligations to those. The reporting obligations require PROs to submit, by 31 May of the year following the compliance period, to all the regional/ local autonomous communities in Spain in which they operate, and to the Waste Coordination Commission, the annual report containing the information specified in points (a), (b), and (c) of Annex IV of the draft legislation.

According to the draft royal decree, the following targets will be imposed in Spain:

- Prevention and weight of waste reduction
 - 5% reduction in the weight of textile and footwear waste by 2030 compared to that generated in 2027;
 - 10% reduction in the weight of textile and footwear waste by 2035 compared to that generated in 2027.
- Separate collection of post-consumer textiles
 - In 2030: minimum 50% of the waste generated;
 - In 2035: minimum 70% of the waste generated.
- Preparation for reuse
 - In 2030: minimum 20% by weight of waste from separate collection;
 - In 2035: minimum 35% by weight of waste from separate collection.

Furthermore, the decree states that no later than five years after its entry into force, the Ministry for Ecological Transition and the Demographic Challenge, through the General Directorate of Quality and Environmental Assessment, will assess whether quantitative recycling targets for textile and footwear waste shall be established. Once the final text of the decree is approved, producers will have three months to register themselves in the product producer national registration system and will have to submit annual information on the placing on the market of textile and footwear products.

Considerations for national transpositions

At the moment of writing, the majority of EU Member States are still either in the process of creating a textiles EPR system, or have not yet begun. This publication serves as an overview of the systems already in place, introducing a variety of approaches with varying degrees of detail and ambition. An important consideration for countries creating or revising their textiles EPR system would be to firstly refer back to its main role, which is **to ensure producers are responsible for the life and end-of-life of their products**, without an extra burden being placed on municipalities, collectors, sorters, reuse operators, etc.

Secondly, it is worthwhile to invest time and resources into legislation which goes beyond that: a progressive textiles EPR system should be one centring prevention, repair, and local reuse, and disincentivising current models of overproduction commonplace in (ultra-)fast fashion. It is advisable to strive for a strong system with clear, ambitious quantitative targets for sorting, reuse and repair, as well as social and environmental considerations and inclusive governance. Ultimately, creating such a system from the get-go will be beneficial in the long term. The revised Waste Framework Directive⁴¹ has been approved, and thus all EU Member States will be required to fulfil their obligations. In the current context, in which many reuse operators are struggling due to the already-in-place obligation for separate collection of textiles but a gap until mandatory EPR for textiles, it is vital that Member States centre the creation of holistic textiles EPR systems as a time-sensitive priority.

⁴¹ EUR-Lex (2025) [Directive \(EU\) 2025/1892 of the European Parliament and of the Council of 10 September 2025 amending Directive 2008/98/EC on waste \(Text with EEA relevance\)](#).



Zero Waste Europe (ZWE) is the European network of communities, local leaders, experts, and change agents working towards a better use of resources and the elimination of waste in our society. We advocate for sustainable systems; for the redesign of our relationship with resources; and for a global shift towards environmental justice, accelerating a just transition towards zero waste for the benefit of people and the planet. www.zerowasteurope.eu



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