
CHAPTER 11: WASTE MANAGEMENT POLICIES

This chapter sets out waste management policies for meeting the Plan's objectives and targets over the period of the Plan. These policies are designed to address the targets for waste recovery and diversion of waste from landfill; general strategic principles; and the provision of facilities consistent with the preferred solution.

- 11.1 Waste management policies form an important reference point for implementing the proposals in the Plan. The policies will also help those concerned with waste to plan for new waste management facilities in accordance with the Plan.
- 11.2 Important policy background information used to develop the waste management policies is set out in Chapter 2. The key documents are:
- European Union Directives;
 - NI Waste Management Strategy (2000) and consultation on revised strategy (2005);
 - The Northern Ireland Best Practical Environmental Option (2005);
 - Waste and Contaminated Land (Northern Ireland) Order 1997;
 - Regional Development Strategy - *Shaping Our Future 2001*
 - Extant policies in A Planning Strategy for Rural Northern Ireland and existing Planning Policy Statements (PPS) 1993;
 - Planning Policy Statement 11 (PPS11, December 2002) on Planning and Waste Management;
 - Area Plans for District Councils within the arc21 Region.
- 11.3 The Plan sets out waste management arrangements for the arc21 Region to fulfil the requirements of the EC Waste Framework Directive, The Waste and Contaminated Land (Northern Ireland) Order 1997 and the NI Waste Management Strategy (2000). The DOE Planning Service deals with the acceptability of a proposed development in terms of the use of land. In addition to the policies in this Plan, applicants seeking to develop waste management facilities will need to have regard to the separate planning framework for development control.
- 11.4 The NI planning framework for waste management is set out in PPS11¹. PPS11 provides guidance on the land use planning issues to be considered by the DOE Planning Service when determining planning applications for new waste management facilities. PPS11 states that Waste Management Plans are important material planning considerations in assessing development proposals for waste management facilities (paragraph 1.15). Hence the content of this Plan will be an

¹ PPS11 December 2002

important planning consideration when determining planning applications for waste developments, but developers must ensure their proposals are consistent with the land use planning guidance and other planning considerations as described in PPS11.

11.5 The waste management policy principles for the arc21 Region are set out under two headings:

- General strategic principles and policies;
- Provision of waste management facilities consistent with the preferred solution.

STRATEGIC PRINCIPLES AND POLICIES TO MEET TARGETS

11.6 Sustainable development forms the central theme for waste management in the arc21 Region. The underlying assumptions and basis for the policies include:

- compliance with the core guiding principles of the waste management hierarchy, BPEO, BAT, the polluter pays principle, the proximity principle and self sufficiency, which are considered as good practice for waste management;
- meeting the national targets set out in the NI Waste Management Strategy and reiterated in this Plan;
- providing an integrated and adequate network of facilities that take account of best available techniques, are acceptable in the environment, meet community objectives and represent Best Value; and
- increasing the participation and involvement of the whole community.

MISSION STATEMENT: Sustainable Development

arc21 is committed to the promotion of sustainable development and recognises the important contribution that sustainable waste management can make to the achievement of this objective.

Strategic Policy Principles

11.7 The following are general strategic policy principles that apply to all proposals for waste management development in the arc21 Region.

WMP 1 Waste prevention and minimisation

arc21 fully endorses the hierarchy of waste management options (reduction, reuse, recycle, recovery, disposal) and will:

- **promote the prevention and minimisation of waste within its own Council activities including green purchasing;**
- **promote and encourage producer responsibility within business, industry and the community;**
- **support initiatives that raise awareness of the waste hierarchy; and**
- **support projects that seek to remove barriers to reduction and reuse.**

Reason/justification

- Prevention and minimisation are at the heart of the waste hierarchy and arc21 is committed to encouraging measures that reduce the production of waste in all sectors.
- The public places a high importance on methods to reduce waste at source. They believe that more pressure should be placed on manufacturers to reduce packaging of their products. arc21 can contribute directly to the process and lead by example, such as through the introduction of a Green Purchasing policy in all the Councils and by working with Government to encourage the technical development and marketing of products designed to make the smallest possible contribution to waste arisings.

Meeting the Recycling and Composting Targets

WMP 2 Household waste recycling and composting targets

arc 21 has set out to achieve the following targets for recycling and composting of household waste:

- **Recycle and compost 35% of household waste by 2010.**
- **Recycle and compost 40% of household waste by 2015.**
- **Recycle and compost 45% of household waste by 2020.**

- These reflect the targets set out in the NI Waste Strategy published in March 2006;

- The public has already shown a strong commitment to recycling initiatives. arc21 believe that engaging the public to receive their fullest co-operation will be key to achieving these ambitious targets;
- The NI Waste Management Strategy recognises that lack of demand for recycled products is one of the key constraints to market development and that Government has an opportunity to exercise its influence by adopting a preferential purchasing policy and sustainable waste management approach to its contracts and operational activities. The Government will also aim to work with others to develop specifications for materials that relate to their performance rather than source.

WMP 3 Municipal waste landfill diversion targets

arc 21 has set out to achieve the following targets to reduce the quantity of biodegradable municipal waste disposed to landfill to:

- **75% of 1995 baseline levels by 2010**
- **50% of 1995 baseline levels by 2013**
- **35% of 1995 baseline levels by 2020**

arc21 aims to achieve these targets through adherence to NILAS allowances for the arc21 region.

Reason/justification

- Diversion of municipal waste from landfill is a requirement under WMP2. However, achieving the NILAS allowances and therefore landfill diversion is a key objective of the Plan.
- Measures to meet the targets include the assessment and selection of a preferred solution for municipal waste management which is designed to provide the required mix of facilities with adequate capacity for future needs, as set out in Chapter 10.

WMP 4 Commercial and industrial waste landfill diversion targets

arc21 will support measures set out by the DOE to encourage 60% of commercial and industrial waste to be recycled by 2020.

Reason/justification

- Policy WMP 4 reflects the NI Waste Management Strategy with regards to Commercial and Industrial wastes. However, it is recognised that current data on waste arisings and disposal patterns for commercial and industrial wastes is incomplete. It is also noted that the Councils have limited scope to influence these arisings and the waste management methods for their treatment and

disposal. The arc21 Councils therefore aim to meet the target by encouraging industry to seek alternatives to landfill.

- There is a need for more accurate and comprehensive data on commercial and industrial wastes to be recorded at the NI. The level of data available at the time of the first formal review is still incomplete and the next EHS survey of C&I waste arisings is anticipated to be in mid 2006. This is an area for review up to 2010, or the next review of the Plan, to assess progress in relation to the NI BPEO framework.

WMP 5 Construction, demolition and excavation wastes landfill diversion targets

arc21 will support measures set out by the DOE to encourage 75% of construction, demolition and excavation waste to be recycled or re-used by 2020. Specifically it will:

- **advocate the use of site waste management plans to encourage minimisation on construction and demolition projects;**
- **support the use of recycled waste materials instead of natural aggregates within developments.**

Reason/justification

- Policy WMP 5 reflects the NI Waste Management Strategy with regards to C, D & E wastes. The landfilling of inert waste is likely to continue to reduce over the Plan period as fiscal measures such as the Landfill Tax and the Aggregates Tax encourage a move towards greater reuse and recycling.
- Currently the baseline data for construction and demolition wastes is still inadequate and there is a need for improved data collection at the NI level. This is an area for review up to 2010 or the next review of the Plan to assess progress in relation to the NI BPEO framework.

Principles of Provision and Standards

WMP 6 Principles for provision of waste management facilities

arc 21 considers that proposals for waste management facilities should be based on the guiding principles of:

- **sustainable development;**
- **the waste hierarchy;**
- **the proximity principle taking into account the mode of transport or waste arising close to the boundaries of the Region;**
- **self-sufficiency for the arc21 Region, where appropriate, taking into account the specific requirements of particular waste streams;**
- **reduction in the quantity of waste disposed to landfill; and**
- **the preferred solution as set out in this Plan.**

Reason/justification

- To comply with the Waste Framework Directive, NI Waste Management Strategy and planning policy guidance set out in PPS 11.
- Implicit in these guiding principles is that all producers should take responsibility for their waste.
- arc21 will, where possible, consider opportunities to co-ordinate waste management facility provision with third parties, where mutually beneficial to do so.

WMP 7 Best Value

arc21 is committed to the delivery of a municipal waste management service adhering to the concept of Best Value and believe collaborative working arrangements between constituent councils are a vital component in the attainment of Best Value.

Reason/justification

- arc21 has already demonstrated a significant benefit to the needs of the arc21 Region through the co-operation of District Councils to deliver a co-ordinated approach to the delivery of waste management services. Further collaboration between District Councils, through arc21, is considered a key factor in the continued delivery of an environmentally acceptable and affordable waste management service for the region.

- A key objective of the NI Waste Management Strategy is to enable the development of an integrated network of regional waste management facilities which are cost effective to the public and attract investment, support economic development and create opportunities for increased employment and wealth creation.

WMP 8 Equality

arc21 is committed to delivering a municipal waste management service that will have due regard to the need to promote equality of opportunity:

- **between persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation;**
- **between men and women generally;**
- **between persons with a disability and persons without;**
- **between persons with dependants and persons without;**

and without prejudice to the above shall have regard to the desirability of promoting good relations between persons of different religious belief, political opinion or racial group.

Reason/justification

- The arc21 Councils recognise their statutory obligations in respect of equality and a key action will be to ensure that implementation of the Plan's provisions complies with statutory requirements and guidelines.
- The Regional Development Strategy reiterates that planning for the future should take account of the ongoing need to target social need, through a programme of new TSN.

WMP 9 Operating standards

arc 21 will encourage the adoption of best industry practice in the operation of all waste management facilities in the arc21 Region. Where a person is not operating to regulatory requirements there should be fair and even enforcement of the law to ensure high environmental standards.

Reason/justification

- The DOE is committed to fair and even application of waste management regulations across NI to make sure that all appropriate steps are taken to minimise the impact of waste management on the environment and public health, and to ensure that good practice is encouraged and supported. Departmental policy measures include improved guidance, a fair and even enforcement of new

regulations, and a clear definition of roles and responsibilities to ensure high environmental standards.

- arc21 will continue to co-operate with the DOE in matters pertaining to regulation and enforcement.

Education and Collaboration

WMP 10 Education and Awareness

arc21 will promote increased awareness of the issues surrounding the generation of waste and will advise business and the community on waste management practices to ensure all sectors of business, and the public are encouraged to achieve more sustainable waste management.

arc21 will support national waste awareness campaigns by actively promoting initiatives within the arc21 Region.

Reason/justification

- It is recognised that the arc21 Councils have a key role in the education of the public to provide the step change in waste management practices to meet the targets set out in EU legislation, the NI Waste Management Strategy and this Plan.
- To implement this policy, with the support of WRAP/ROTATE, arc21 will develop an education and awareness programme to support and underpin the new waste management arrangements. Elements of the overall programme are outlined in Chapter 14.
- The arc21 Councils will also work with the DOE in promoting national education and awareness initiatives and in maintaining up to date information systems on municipal wastes and industrial surveys.

WMP 11 Collaboration with private and community sectors

arc 21 will encourage participation by the private, voluntary and community sectors in initiatives to reduce waste arisings and to increase the use of sustainable waste management options for individual waste streams.

arc 21 will collaborate with the private and community sectors and other parties to manage waste arisings.

WMP 12 arc21-regional and Inter-regional collaboration

arc21 will:

- **collaborate on measures to develop recycling and recovery schemes to meet immediate needs;**
- **co-operate with other Waste Management Groups in Northern Ireland in the implementation of Waste Management Plans and in development of facilities as appropriate.**

Reason/justification

- The overall aim of the NI Waste Management Strategy is to achieve sustainable waste management and it seeks to engage the private and public sector to develop waste markets for individual waste streams.
- WMP1 already describes a key commitment to move towards sustainable waste management in the arc21 Region. This includes a commitment to increase recycling, composting and recovery of municipal waste and provides a framework for the councils to manage their waste in an integrated way, including controlled wastes. Policies WMP 11 and WMP 12 recognise that the Councils currently have limited influence over the way in which non-municipal wastes are managed and seek to increase that influence.
- Waste Management Plans are seen as the preferred option for establishing effective waste reduction, recycling and recovery schemes at the local level. District Councils need to implement such schemes and promote their uptake through community awareness, education and participation. In implementing such schemes the councils will need to work with both the private sector and the community sector, and with other sub-regional groups
- To facilitate the implementation of the Waste Management Plans and enable the further development of joint working arrangements new legislation is required.

WMP 13 Development of markets for recyclates

arc21 supports national market development initiatives, and as part of its education and awareness programme with industry, will encourage their uptake by industry within the arc21 Region.

Reason/justification

- The implementation of the preferred option for managing controlled wastes must be supported by the development of new markets for recycled materials, for compost derived from source segregated collections and for output materials

from residual waste treatment. This policy recognises the importance of national initiatives including the DOE's proposed market development forum, the national WRAP programme and the need for the district councils to work with the DOE in encouraging industry to rise to this challenge.

WASTE MANAGEMENT FACILITIES

- 11.8 These policies are specific to the requirements for future waste management facilities proposed in Chapter 10. Further details of site selection criteria and indicative areas for the location of waste disposal facilities are given in Chapter 12.

General Requirements and Programming of Facilities

WMP 14 General facility requirements

In establishing a network of facilities, consistent with the preferred solution, for recycling, composting, recovery and disposal of waste in the Eastern Region, arc21 will seek to ensure that all council areas within the arc21 Region enjoy reasonable access to waste management facilities

Reason/justification

- A key commitment of the arc21 Councils is to increase the level of sustainable waste management in the arc21 Region and provide a framework for the councils to manage their waste in an integrated way. A wide range of facilities will be needed in arc21 Region to manage waste arisings, support the targets and bring about the required changes in waste management practices.
- An important objective of the NI BPEO is to develop an integrated network of waste management facilities.
- The network of facilities proposed recognises the aims of the proximity principle to treat and/or dispose of wastes in reasonable proximity to their point of generation.
- The proximity principle also works to minimise the environmental impact and cost of waste transport.

WMP 15 Pilot schemes

arc21 will introduce pilot recycling schemes and support demonstration projects for the recovery and composting of municipal waste to assess suitability in terms of the preferred solution and investigate the potential for innovative initiatives and technologies to contribute to the future waste management in the arc21 Region.

Reason/justification

- The move towards more sustainable methods of waste management and the requirement to meet challenging targets for waste recycling and recovery will require a step change in waste management practices. Some of the waste management methods described in Chapter 7 are not currently well established in the UK, and other new waste management methods may also emerge over the period of the Plan. In some Council areas recycling schemes are being tested prior to the introduction of council-wide arrangements.
- In order to meet the targets from 2013 a need for energy from waste capacity has been identified. This policy provides a mechanism for assessing new technologies to contribute to the future waste management solution.
- Opportunities for joint schemes using mixed feedstocks, such as sewage sludge and agricultural waste will be investigated as appropriate.
- arc21 will introduce trial incentive schemes to explore measures to deliver behavioural change with respect to wastes.

WMP 16 Requirements for Bring sites

arc 21 will continuously review the distribution of bring sites and the range of wastes they can receive to ensure they meet the needs of those without transport and who are unable to utilise civic amenity sites, or are not in receipt of a kerbside collection service.

Reason/justification

- It will be necessary to increase the number of bring sites to maximise opportunities for recycling and minimise distances travelled to these sites for those householders without a car.
- The arc21 Councils recognise that there are a number of ways in which the private sector can provide land and resources to increase the number of sites, for example through the planning process. In co-operation with the DOE, the arc21 Councils and the private sector should assess whether bring facilities may be classed as permitted development. The number and location of bring facilities will be a relevant factor for the procurement of services to implement the preferred scenario for municipal waste management.
- It is considered that minimal regulatory obligation will stimulate enhanced provision of bring facilities and arc21 supports the proposal that mini-recycling centres should be “permitted development”.

WMP 17 Requirements for composting, recycling and recovery

Consistent with the Plan, arc21 will increase the provision of composting and recycling facilities over the Plan period and introduce new treatment capacity to support more sustainable waste management.

Any energy from waste treatment facility or service procured will seek to optimise energy recovery and give due regard to best practice allied to the incorporation of state of art environmental protection measures.

Reason/justification

- Significant progress has already been made in the provision of recycling and composting in the arc21 region and by 2004, a recycling rate of nearly 19% had been achieved.
- Implementing the preferred solution for municipal waste management over the Plan period will require the establishment of green waste composting, materials recovery facilities and in-vessel composting facilities compliant with the Animal By-product Regulations. In order to meet the landfill diversion targets at 2010, mechanical biological treatment capacity will be required, and to meet the targets at 2013 energy from waste will also be required.
- Treatment capacity should be steadily introduced over the period of the Plan to meet the increasing targets for recycling, recovery and landfill diversion over the life of the Plan. A timetable for proposed implementation of new facilities is provided in Chapter 14.
- It is recognised by the arc21 Councils that the lead time for planning new energy from waste facilities is considerable. Although the preferred solution envisages that such treatment capacity will not need to be fully commissioned and operating until 2013, planning will need to be initiated much earlier as part of the overall integrated waste management solution for the Plan period. The review of performance of collection services, recycling and composting schemes to meet diversion targets indicates that further measures to treat residual waste will be required. It is considered likely that energy from waste treatment will be required from 2013 to meet diversion targets and as such, consideration for the planning of this facility should be prioritised.
- Strategic Planning Guidance (SPG 28) promotes more prudent and efficient use of energy and resources. Maximising energy recovery is in line with sustainable development objectives.

WMP 18 Requirements for landfill disposal

arc 21 considers that sufficient landfill capacity should be provided for the arc21 Region to accommodate its own needs, based on continuous provision for the projected capacity requirements for the disposal of residual municipal and non-hazardous industrial wastes for a forward planning period of not less than five years.

Reason/justification

- The over-provision of landfill capacity has the potential to hinder the introduction of other waste management options including the minimisation, reuse and recycling of waste. By ensuring appropriate landfill capacity is provided only to meet the needs of the arc21 Region, this will enable alternative options to be brought into use as set out in this Plan.
- Conversely, the under-provision of landfill capacity could adversely affect competition and a potentially detrimental affect to public finances.
- Forward planning of this capacity is required. Having regard to the total annual disposal requirements set out in Chapters 5 and 10, significant landfill void space of around will need to be permitted to provide adequate capacity for the disposal of municipal and non-hazardous commercial/industrial wastes in the arc21 Region until 2020. A number of major landfill sites in the order of 2-3 million tonnes total capacity and capable of an annual input in excess of 250,000 tonnes will be required to meet these requirements.
- In the short term, essential interim landfill capacity has been secured for the disposal of waste that cannot be composted or recycled. However, the location and scale of additional landfill facilities should reflect the overall reduction in the annual landfill requirement over the period of the Plan as new treatment facilities are introduced and become established.

WMP 19 Import and Export of Wastes

arc21 supports the need to consider changes to the UK Management Plan for the Import and Export of Waste, relating to the movement of waste between Northern Ireland and the Republic of Ireland.

Reason/justification

- All exports of waste to Ireland and imports of waste from Ireland to the UK aside from waste for high temperature incineration and wastes for recycling or recovery are banned. The Consultation Paper on the proposed changes to the UK Management Plan for the Import and Export of Waste (April 2000) proposes that this ban is lifted for shipments of waste from NI to Ireland as part of Waste Management Plans drawn up by the three Waste Management Groups and

agreed by the DOE. It also proposes that imports of waste from the Republic of Ireland to NI be permitted for certain specified operations so long as the imports will be disposed of in accordance with the Waste Management Plans

- The NI Waste Management Strategy supports cross border co-operation with border councils in the Republic of Ireland where there are sound economic and environmental reasons for doing so. The proposed amendments to the UK Management Plan for the Import and Export of Waste will remove legal barriers to the development of a cross-border approach to waste management where this is identified as appropriate.

- **WMP 20 Mitigation**

- **arc21 considers that proposals for waste management facilities should include mitigation measures to ensure that any likely environmental impacts are either prevented, reduced or offset.**

Reason/justification

- It is recognised that the development of waste management facilities can result in adverse environmental impacts. The extent of these impacts should be assessed on a site-by-site basis and clearly identified through primary identification of site specific environmental factors.
- The most effective mitigation approach is preventing the creation of adverse environmental effects and this should therefore be considered first. This could include consideration of the location, siting or type of machinery. If the adverse effects cannot be prevented then steps should be taken to reduce them. Finally, where neither prevention nor reduction is possible then impacts may be off-set by remedial or compensatory action.