

REPORT TO: ENVIRONMENTAL AND CONSUMER PROTECTION COMMITTEE –
18 MARCH 2002
PLANNING AND TRANSPORTATION COMMITTEE –
25 MARCH 2002

REPORT ON: DRAFT TAYSIDE AREA WASTE PLAN

REPORT BY: DIRECTOR OF ENVIRONMENTAL AND CONSUMER PROTECTION AND
DIRECTOR OF PLANNING AND TRANSPORTATION

REPORT NO: 189-2002

1 PURPOSE OF REPORT

- 1.1 To outline the provisions of the Draft Area Waste Plan for Tayside and to seek the agreement of the Committees to the publication of the Draft Plan for consultation purposes. The Report also sets out the implications of the Plan for waste management operations and for land use planning. Finally, the Report describes the next steps in the Area Waste Plan process.
- 1.2 Copies of the Draft Area Waste Plan and the previously published Waste Issues Paper have been passed to each of the Group Secretaries. In addition copies are available in the Members Lounge.

2 RECOMMENDATIONS

- 2.1 It is recommended that Members:
- a agree the terms of the Draft Area Waste Plan for consultation purposes;
 - b remit the Directors of Environmental and Consumer Protection, and Planning and Transportation to report the Finalised Area Waste Plan to the Committees for joint approval in due course.

3 FINANCIAL IMPLICATIONS

- 3.1 There are no direct financial implications for the City Council associated with the approval of this Report. However, it is clear that the Area Waste Plan, when finally approved, will have comprehensive and wide ranging financial implications. However, the full financial implications and potential funding mechanisms which could be associated with the Plan cannot be specified at this stage. These matters will be the subject of future reports to the Committees which will set out the potential implications for capital and revenue budgets.
- 3.2 Costs associated with the publication of the Draft Plan will be met by SEPA.

4 DUNDEE 21 IMPLICATIONS

- 4.1 The Report involves the following key themes:
- Resources are used efficiently and waste minimised (the main tenet of the Area Waste Plan is to use the resources of this area to best deal with the waste produced in this area and encourage the minimisation of waste).
 - Health is protected by creating safe and pleasant environments.
 - Pollution is limited to levels at which natural systems can cope.

5 EQUAL OPPORTUNITIES IMPLICATIONS

- 5.1 There are no equal opportunities implications.

6 BACKGROUND

- 6.1 On 15 and 29 October 2001 respectively, the Environmental and Consumer Protection and Planning and Transportation Committees considered a joint Report (No 683-2001) relating to the National Waste Strategy. This noted the publication by the Scottish Environment Protection Agency (SEPA) of the National Waste Strategy for Scotland. It also outlined some of the key provisions of the National Strategy and the progress to date of the Tayside Area Waste Group in producing an Area Waste Plan for Tayside. Members were also asked to note the three shortlisted options for future waste management in Tayside which would be included in an options paper to be published for consultation purposes.
- 6.2 The remainder of this Report summarises progress to date and sets out the main provisions of the Draft Area Waste Plan. It also highlights the implications for waste management operations and arrangements within Tayside and the implications for land use planning. Finally, the Report outlines the actions which would follow from the finally agreed plan and sets out the future role of the Tayside Area Waste Group.

7 TAYSIDE DRAFT AREA WASTE PLAN

Progress to Date

- 7.1 The Tayside Area Waste Group was established in April 2000 with the aim of producing an Area Waste Plan for Tayside which would contribute to meeting the objectives of the National Waste Strategy for Scotland. The purpose of the National Waste Strategy is:

“.... to provide a framework within which Scotland can reduce the amount of waste which it produces and deal with the waste which has been produced in more sustainable ways”.

Fundamental to the National Strategy and Area Waste Plans is the concept of sustainable development and the need to achieve much greater resource efficiency within individual households, and throughout industry and commerce. This involves the priority of minimising the amount of waste generated and thereafter reusing, recycling and recovering value from that waste which is produced. The statutory framework underpinning the National Waste Strategy is comprised of a number of European Directives and in UK law through Acts and regulations. Key among these is the Landfill Directive, which sets challenging targets for the quantities of biodegradable municipal waste which may be landfilled.

- 7.2 The overall Waste Plan process is outlined in Figure 1 attached to this Report. However, the key steps undertaken to date in the preparation of the Tayside Area Waste Plan are summarised below:

- Preparation of the Strategic Waste Management Baseline Assessment (SWMBA) setting out existing arrangements for the management of waste within Tayside and estimating the future levels of waste arising within the area.
- Definition of the decision criteria to be used in deciding the Best Practicable Environmental Option (BPEO) for the future management of waste in the area.
- The profiling of eight options for future waste management – shortlisted to three options following initial appraisal (see Appendix 1 for details).
- Refinement of shortlisted options prior to inclusion in Waste Issues Paper providing the basis for stakeholder consultation.
- Selection of waste management option providing the Best Practicable Environmental Option and incorporation into Draft Area Waste Plan.
- Production of Draft Area Waste Plan incorporating the BPEO for the management of municipal solid waste.

The Draft Area Waste Plan

- 7.3 The Tayside Draft Area Waste Plan focuses on a strategy for the management of household and commercial wastes (Municipal Solid Waste) collected by the local authorities in Tayside. The Plan sets out the preferred waste management option emerging from the BPEO decision making process. In doing so, it takes account of a range of environmental, economic, technical and social factors. It should also be recognised that the plan does not operate in isolation but is one of a number of plans, strategies and initiatives pursuing sustainability and environmental goals and seeking to raise community awareness of related issues. An illustration of the Area Waste Plan's links with these is provided in Figure 3. The Plan incorporates the DERL energy from waste plant as a fundamental element of the infrastructure required to implement the strategy. However, it is not possible to integrate provision for industrial, commercial and other wastes not collected by the local authorities in the Plan at present. This is due to difficulties associated with the availability of data on the quantity, sources and content of these wastes. However, this is a key issue for future action by the Area Waste Group and is addressed later in this Report.
- 7.4 The Best Practical Environmental Option (BPEO) emerging from the option appraisal process was the "high recycling option" (option 3 in Appendix 1 to this Report). This performed best in relation to the range of decision criteria identified for the selection of the BPEO and meets the Landfill Directive diversion targets. The selected option requires significant changes to the arrangements for the collection and management of Municipal Solid Waste over the period till 2020. These include major increases in the composting of putrescible wastes, the recovery of energy from waste, the recycling of a range of materials and providing for the landfilling of residues from the foregoing processes. The key components of the BPEO are indicated in Figure 1 attached to this Report. They involve the following changes in the management of Municipal Solid Waste from the 1999 base year until the year 2020 (over the Waste Strategy Area as a whole):
- An increase in the proportion of MSW which is composted – from 6% to 13%.
 - An increase in the proportion of MSW converted to energy – from 7% to 27%.
 - An increase in the proportion of MSW which is recycled – from 5% to 35%.
 - A reduction in the proportion of MSW sent to landfill – from 82% to 25%.

Implementation

- 7.5 The achievement of the BPEO will require the efforts of the Tayside local authorities, the public at large and a range of stakeholders. While existing waste management infrastructure will have a major role in this process, there will also be a need for major new plant and for significant changes to existing operational arrangements. A broad indication of the scale of what will be involved can be gained from the following details of the key facilities need to meet the requirements of the BPEO:
- Kerbside collection systems of dry recyclates – needed to achieve improved separation of waste at source.
 - Expansion of mini recycling centres.
 - Expansion of kerbside collection of green and putrescible wastes for composting.
 - Modification of waste transfer stations – to deal with increased quantities of recyclate.
 - The development of a Clean Materials Recycling Facility – required to separate and package increasing quantities of collected recyclates.
 - Additional composting facilities – to deal with increasing quantities of waste up to 2020.
 - New landfill capacity – needed from 2013 onwards for handling non hazardous waste.
- 7.6 The implementation of the above, together with the operational and other requirements associated with the Area Waste Plan will involve the Area Waste Group and the local authorities in a partnership progressing a challenging package of proposals and initiatives. Appendix 2 of this Report provides details of the actions which will need to be progressed over the course of the Plan period. These will need to be further developed in order to produce more detailed implementation plans and programmes. These will include the necessary

details on costs and timescales. The actions will include the steps necessary to address the issue of non-Municipal Solid Waste (not covered by the present Plan) and ensure that such waste is also managed in a way which is consistent with the principles of sustainable waste management.

Implications for Environmental Health and Land Use Planning Functions

- 7.7 The respective local authorities will have major roles in securing the implementation of the Area Waste Plan. From the viewpoint of their environmental health responsibilities involving waste collection and disposal, the authorities will need to co-operate in the provision of the network of waste management facilities needed to meet the provisions of the Area Waste Plan. They will also require to devise the operational arrangements associated with the new facilities, eg revised waste collection arrangements.
- 7.8 Land use planning has an important role in a number of areas. Dundee City and Angus Councils have already incorporated in the Finalised Dundee and Angus Structure Plan a policy which supports only those waste management developments which are consistent with the BPEO (as set out in the Area Waste Plan). The Structure Plan also requires Local Plans to provide a policy framework and locational guidance for new waste management facilities, and to encourage other initiatives in support of waste reduction and recycling. There will also be a need to ensure that development plans include provision for a ten year forward supply of landfill within the Tayside area for inert and non-hazardous wastes. However, given its limited geographical extent, it is unlikely that Dundee City will have any of these sites within its area. Given their development control responsibilities, the planning authorities will also be responsible for processing planning applications for the new facilities and infrastructure associated with the Area Waste Plan.

8 NEXT STEPS

- 8.1 Following endorsement by Dundee, Angus and Perth and Kinross Councils the Draft Area Waste Plan will be published for consultation with the public and a wide range of interested parties. The arrangements for the consultation exercise will be devised by the Area Waste Group. Following the conclusion of the consultation period, the representations received will be carefully analysed and assessed prior to producing the Finalised Tayside Area Waste Plan for approval by the respective local authorities. Thereafter, the Plan will be taken into account by the Scottish Executive along with the other Area Waste Plans from the rest of Scotland. The intention at this stage, will be to ascertain whether, taken together, the Area Waste Plans are meeting the national objectives. It will then be for the Scottish Executive to decide what further steps, including statutory measures, may be required.
- 8.2 Over the coming years, the Area Waste Group will remain the focus for co-ordinating and overseeing the implementation of the Area Waste Plan. It will also be responsible for monitoring and review of the Plan and assessing progress in achieving its targets. It will also be necessary to ensure that the Plan incorporates the results of SEPA's national projects and other relevant research findings as these become available.

9 CONSULTATIONS

- 9.1 The Chief Executive, Director of Finance, Director of Support Services and Director of Corporate Planning, have been consulted and are in agreement with the contents of this report.

10 BACKGROUND PAPERS

- 10.1 The Draft Area Waste Plan (copies available in the Councillors' Lounges).
Tayside Waste Issues Paper (copies available in the Councillors' Lounges).
The National Waste Strategy: Scotland.

The National Waste Strategy: Scotland, BPEO, Decision-Making Guidance.
The National Waste Strategy: Scotland, Support and Guidance for Area Waste Plans.
The Strategic Waste Management Baseline Assessment Report.
EU Directive 1993/31/EC on the Landfilling of Waste.

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1 March 2002

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APPENDIX 1**Summary Of Initial Waste Management Options Considered****Option 1 High Recycling Bring System**

As much recycles waste as possible is brought by the general public to mini recycling centres, packaged and sent for reprocessing. The level of composting would be increased.

Option 2 Dirty Materials Recycling Facility

All mixed waste collected from kerbside is taken to a 'dirty' materials recycling facility where it is sorted; as much recyclable material as possible extracted and the residue composted prior to landfill.

Option 3 High Recycling Kerbside Collection

As much pre-sorted, recyclable waste as possible collected from separate kerbside collections; taken to a 'clean' recycling facility; sorted; packaged and sent for reprocessing. The level of composting would be increased.

Option 4 Control

Existing waste management system with tonnages projected at 2% per annum.

Option 5 High Energy from Waste Bring System

Another energy from waste plant is built to incinerate more waste; some recyclable waste is brought by the general public to mini recycling centres, packaged and sent for reprocessing.

Option 6 High Energy from Waste Kerbside Collection

Another energy from waste plant is built to incinerate more waste; some recyclable waste collected from separate kerbside collections packaged and sent for reprocessing.

Option 7 Export to Another Waste Strategy Area

Waste is transported to another waste strategy area for treatment and disposal.

Option 8 Anaerobic Digestion

As much of the biodegradable waste as possible is collected from the kerbside and broken down in an anaerobic digester. Some waste is collected at separate kerbside collections, packaged and sent for reprocessing.

All the options included existing landfills and the DERL energy from waste plant. Within the options considered, most of the currently available technologies and methods were included. Each option contained a range of technologies and collection systems. The options do not represent single technology solutions (i.e. all waste put through an energy from waste plant), rather they each have a range of technologies in each option with the proportion of waste going to the differing technologies varying between the options.

APPENDIX 2**Action Plan**

The various proposals and recommendations arising from the Area Waste Plan, including an initial indication of time scale are set below.

Action	Lead Organisation	Timescale
Action 1 SEPA will continue to develop a Best Practicable Environmental Option (BPEO) methodology to enable a strategy for dealing with the management and disposal of non-MSW wastes. This methodology will be available for use by October 2002.	SEPA	October 2002
Action 2 SEPA will continue to develop an improved data collection and handling system for dealing with non MSW waste streams. Initial work on a methodology will be undertaken by March 2003.	SEPA	March 2003
Action 3 The Tayside WSAG will continue to progress towards the establishment of a fully integrated Area Waste Plan for Tayside, dealing with all waste streams, by April 2007.	Tayside WSAG	April 2007
Action 4 The Tayside WSAG will consider opportunities for the use of Landfill Tax Credits to stimulate recycling initiatives in Tayside.	Tayside WSAG	Ongoing
Action 5 The Tayside WSAG will investigate and establish current best practice on delivering household waste minimisation, which will inform the development of a strategy for the Tayside area. The strategy will be produced by March 2003 and it is likely to require pilot initiatives to be established and monitored.	Tayside WSAG	March 2003
Action 6 The Tayside WSAG partners will consider the best means of initiating and delivering waste minimisation support to companies in the area. This will include consideration of the need for full time project officers. An initial report on how to take this forward, including the identification of funding sources will be produced by October 2002.	Tayside WSAG	October 2002

Action 7	Tayside WSAG Members	Ongoing
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<p>Tayside WSAG members will continue to investigate the promotion of waste minimisation within their organisations. This will include:-</p> <p>Introducing staff training and awareness raising on waste management practice.</p> <p>Local Councils considering means of minimising wastes generated by their in house Direct Service and Direct Labour Operations, including building maintenance, street sweeping and roads maintenance.</p> <p>Examining procurement activities with a view to promoting waste minimisation, re use and the purchase of recycled materials</p>		
<p>Action 8</p> <p>The Tayside WSAG will investigate and report by March 2003 on the opportunity for the establishment of a waste exchange within the Tayside waste strategy area.</p>	Tayside WSAG	March 2003
<p>Action 9</p> <p>The three Tayside Local Authorities in partnership with other stakeholders will investigate the feasibility of reuse and refurbishment of MSW. This will include looking at further separation of civic amenity and bulky household wastes. Initial reports will be produced by November 2002 and include a review of existing management and operational practices and ways in which these can be developed.</p>	Tayside Local Authorities	November 2002
<p>Action 10</p> <p>The Tayside WSAG will seek to establish joint working arrangements with DERL to ensure that the feedstock wastes for the DERL energy from waste plan (EFW) are the most appropriate for combustion.</p>	Tayside WSAG	Ongoing
<p>Action 11</p> <p>The Tayside WSAG in partnership with other stakeholders including SWAG and SET will encourage the separation of waste materials at source.</p>	Tayside WSAG, SWAG, SET	Ongoing
<p>Action 12</p> <p>The Tayside WSAG in partnership with ReMaDe will identify and develop opportunities for local market development.</p>	Tayside WSAG, ReMaDe	Ongoing
<p>Action 13</p> <p>A Tayside education and awareness group will be established by March 2003 to promote the aims of the AWP with an initial focus on household waste. Members of the group will include SWAG, the three Tayside Local Authorities and SEPA.</p>	SEPA, Tayside Local Authorities, SWAG	March 2003
<p>Action 14</p> <p>A directory of waste management services will be maintained by the three Tayside Local Authorities. This will allow all residents of Tayside to identify what services</p>	Tayside Local Authorities	October 2002

are available to deal with differing waste materials in their locality. The Directory will also be available through each of the Local Authorities web sites by October 2002.		
Action 15 The Tayside WSAG in partnership with SWAG and WAMI will produce a household waste minimisation guide to assist householders and other stakeholders. This guide will be produced by October 2003.	Tayside WSAG, SWAG, WAMI	October 2003
Action 16 The Tayside WSAG will provide assistance wherever possible to facilitate the establishment and development of community based and operated waste management initiatives. This may include passing on skills, experience, and assistance with the identification and application for funding sources.	Tayside WSAG	Ongoing
Action 17 SEPA will establish a commercial and industrial waste producers forum for Tayside by October 2002 with a remit to develop strategies for the promotion and dissemination of good waste management practice.	SEPA	October 2002
Action 18 The objectives, targets and facilities required to implement the AWP will be taken fully into account in the development of Structure and Local Plan policy and will be a material consideration in assessing planning applications.	Tayside Local Authorities	Ongoing
Action 19 Development Plans will ensure that a 10 year forward supply of landfill will be available in the Tayside area for inert and non hazardous wastes arising in Tayside.	Tayside Local Authorities	Ongoing
Action 20 The Tayside Local Authorities will seek to improve understanding of household and MSW arisings using waste analysis. The first analysis will be undertaken by October 2002 and undertaken on an annual basis.	Tayside Local Authorities	October 2002
Action 21 The Tayside WSAG and the three Tayside Local Authorities will continue to work in partnership to achieve the waste management targets established for Tayside.	Tayside WSAG, Tayside Local Authorities	Ongoing

Action 22 The Tayside WSAG will work in partnership with the three Tayside Local Authorities to develop a strategy for the implementation of separate kerbside collection systems over the next 10 years. An initial report will be produced by October 2002. This will allow a bid to the Strategic Waste Fund for funding to establish pilot kerbside collection schemes for the collection of dry	Tayside WSAG	October 2002
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recyclate in all three Local Authority Areas by March 2003. An evaluation of the pilot schemes will take place following completion of the pilot		
Action 23 The Tayside WSAG will identify markets for any compost, which will be produced. Particular focus will be on securing sustainable markets in the Tayside area and the specification of product required by the customer. An initial report on this subject will be produced by August 2002.	Tayside WSAG	August 2002
Action 24 The Tayside WSAG will develop a compost strategy for the area which will determine the number of facilities required, the type of technology to be employed, the types of waste able to be composted and using the report in action 23 above, detail how the product will match market needs. The group will report by March 2003.	Tayside WSAG	March 2003
Action 25 SEPA will facilitate the formation of a stakeholder group by October 2002 to develop strategies for moving the management of industrial and commercial wastes up the waste hierarchy	SEPA	October 2002
Action 26 SEPA will work with the waste industry and commercial and industrial waste producers to improve the understanding of both the quantities arising and composition of industrial and commercial wastes arising in the Tayside area.	SEPA	Ongoing
Action 27 The Tayside WSAG will establish a comprehensive framework for monitoring the development and implementation of the AWP. This will take fully into account progress on National target setting.	Tayside WSAG	Ongoing

FIGURE 1

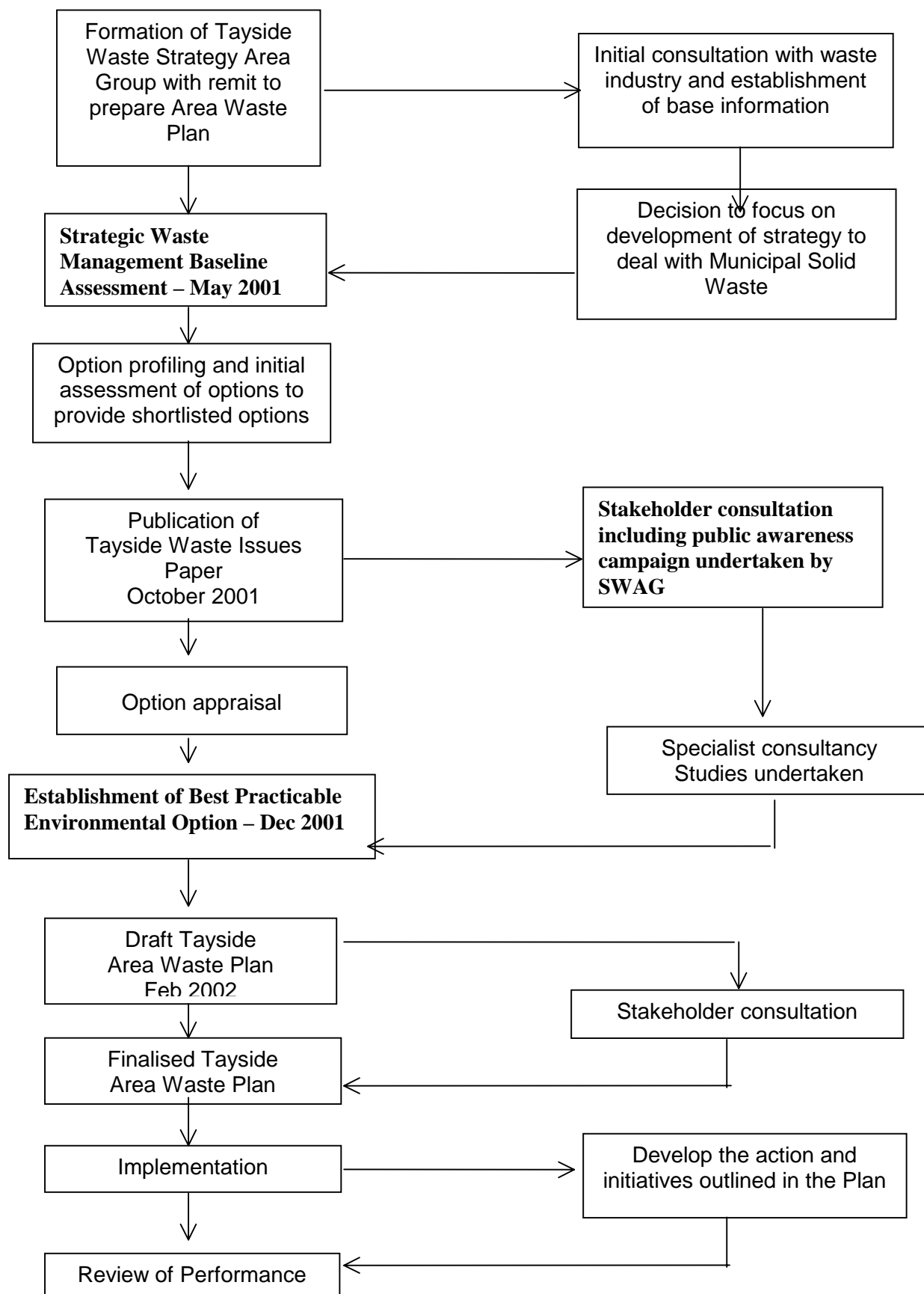
Area Waste Plan Process

FIGURE 2

Best Practicable Environmental Option for Municipal Solid Waste (MSW)

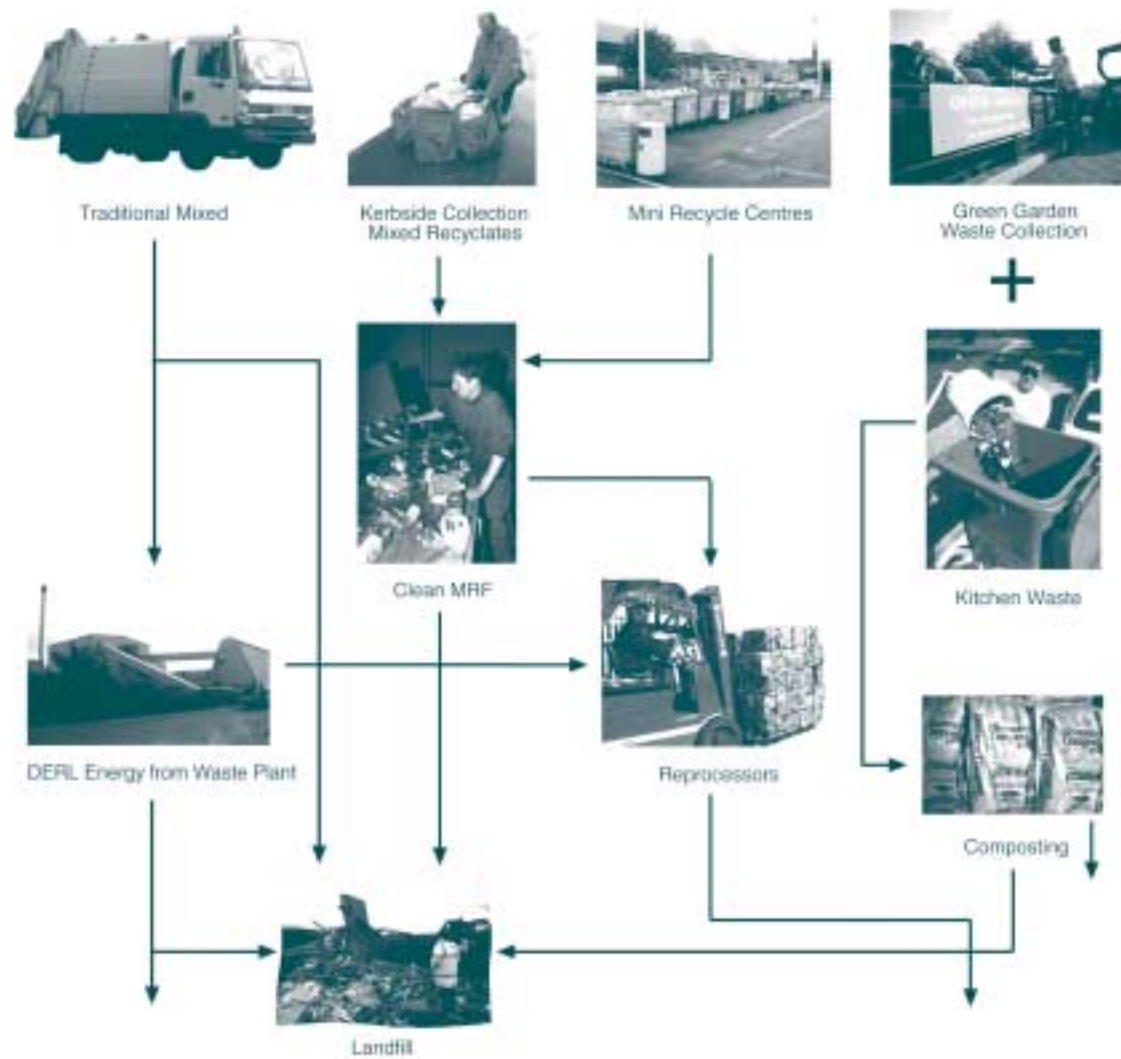


FIGURE 3

Links with Other Plans, Strategies and Initiatives

