

15 POLICIES OBJECTIVES & TARGETS FOR MUNICIPAL WASTE

15.1 INTRODUCTION

The Policy outlined in this Plan combines the underlying philosophy of *integrated waste management* as set out in the 2001 Waste Management Plan the development of which was largely founded on the Waste Management Hierarchy endorsed at both EU and National level. The policy is based on the continued implementation of this overall strategy, and the findings of a thorough review process carried out between June 2004 and April 2005. All relevant waste streams are considered, and recommendations for the management of each of these wastes are provided.

In order to achieve the policies set out below, a number of objectives and targets have been developed. The targets which are to be achieved within the life of this plan (2010) are based on the availability of actual waste management data in the Region and targets which have already been set out in:

- The 2001 Limerick/Clare/Kerry Waste Management Plan, (Chapter 1)
- *Taking Stock and Moving Forward* (April 2004)
- Government Waste Policy '*Changing Our Ways*'. These were set in 1998 with a 15-year horizon (2013)
- *National Biodegradable Waste Strategy* (April 2006)
- The DEHLG Initiative '*Delivering Value for People - Service Indicators in Local Authorities*'

15.2 WASTE PREVENTION AND MINIMISATION

Prevention is at the core of EU and Irish Legislation and the activities of the Local Authorities over the period of this Plan need to reflect this.

Policy:

The Local Authorities will commit to prioritising waste prevention and minimisation as outlined in the EU and Irish Waste hierarchy.

Objectives:

- Environmental Awareness Officers shall continue to promote waste prevention and minimisation at the household and community level
- Target waste prevention and minimisation at the business (SME) level
- Ensure the Waste Management Plan is implemented over the Plan period
- Continue to work with industry on waste prevention and minimisation
- Local Authorities will continue to work in tandem with national initiatives including the Race Against Waste campaign and the National Waste Prevention Programme including the LAPD programme
- Local Authorities already operate a comprehensive schools awareness programme and will continue build upon progress already made

Targets to 2010:

- Awareness initiatives focussing on ways for householders to prevent waste will be organised at least twice a year
- Seminars, workshops and awareness initiatives focussing on waste prevention and minimisation for SMEs will be run at least annually
- An annual report shall be compiled by the Regional Waste Coordinator mapping the progress made, obstacles and achievements and a plan of action for the year ahead

15.3 REUSE AND RECYCLING

15.3.1 Household/Community Waste

Reuse of waste provides another means of reducing the quantity of waste that is ultimately sent for thermal treatment or landfill. This is a high priority area to be developed over the period of the Plan. Recycling of waste remains

the most visible and tangible waste management practice engaged in by the public.

Policy:

Local Authorities shall promote reuse and recycling at all levels to achieve Regional targets in conjunction with the EU hierarchy. Local Authorities will continue to promote the kerbside collection of dry recyclables.

Objectives:

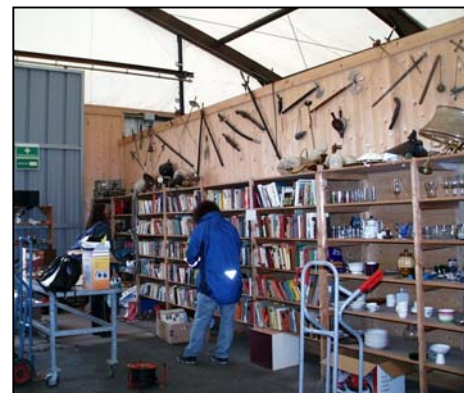
- Bring Banks will continue to be distributed throughout the Region
- Local Authorities will research and promote opportunities for waste reuse and repair for household waste
- The Local Authorities shall liaise with the DEHLG, EPA and the private sector to facilitate markets for dry recyclables
- Recycling Centres to accept a wider variety of materials
- All infrastructure (bring banks, Recycling Centres, etc.) will be regularly serviced and maintained
- To standardise reporting systems for all waste streams accepted at Recycling Centres
- An assessment of the need for small scale Recycling Centres in rural areas will be carried out
- Opening hours at recycling centres will be reviewed to reflect usage and demand where local conditions allow.
- Local Authorities will engage with the private sector regarding the provision of public waste recycling amenities where appropriate.
- Local Authorities will continue to improve management and maintenance at bring bank facilities
- Additional bring banks will be provided with a range of facilities to meet demand where it is practical and subject to availability of resources

Targets to 2010:

- 32 additional bring banks, of which 10 will be in Clare, mainly to fill gaps in the east and south east of the county, 9 in Kerry, 8 in Limerick County and 5 in Limerick City, shall be provided in optimal locations

throughout the Region by 2010 subject to funding

- 2 Reuse/Repair centre will be developed on a trial basis in the Region by end of 2007. If successful, the project will be extended where practical
- All major Recycling Centres in the Region will also accept WEEE, household hazardous waste and green waste by 2010
- The reporting procedure for waste collected at Reuse/Recycling facilities will be standardised across the Region. This shall be enforced through the waste permit system
- Provision of small scale Recycling Centres in rural areas will be based on the results of the survey
- Additional Recycling Centres will be located in Mungret and Shannon by the end of 2006
- 1 Additional Recycling Centre will be located in Limerick City by the end of 2007
- 5 Additional Recycling Centres will be located in Dingle, Listowel, Killarney, Tralee and South East Clare by 2010



Reuse Centre in Germany

15.3.2 Local Authorities

Local Authorities, as major employers and consumers need to play their role in the recycling and reuse of waste.

Policy:

The Local Authorities shall adopt an environmental management approach within their organisations to address waste prevention, green procurement and recycling.

Objectives:

- To implement green procurement of office stationery in each Local Authority
- To increase waste prevention and recycling in each Local Authority
- To investigate tendering for the purchase of consumables on a Regional basis
- To reduce and reuse C&D Waste

Targets to 2010:

- Where possible all office stationery products are to be purchased from sustainable product companies by the end of 2006
 - Paper products (pads, jotters, plain headed, post its, envelopes etc) 100% recycled post consumer waste
 - Plastic products (pens, biro rulers) recycled post consumer plastic waste
- By end of 2006 each Local Authority will:
 - Will encourage the purchase of catering products in recyclable packaging
- By end of 2006 each Local Authority will:
 - Improve recycling from staff restaurants and introduce a separate organic collection
 - Ensure all toner cartridges are recycled
 - Achieve 90% recycling of all paper and cardboard
 - Facilities will be provided for battery recycling
- All printers and photocopiers will be set to double-sided printing, where possible
- By end of 2006 all Council Policy Documents will be printed on recycled paper
- To Implement the Implementation Plan for
- Management of C&D Waste

15.3.3 Commercial and Industrial Waste

Commercial and industrial waste producers need to identify waste streams that would be suitable for reuse or as raw materials for other industries. Recycling waste material from the commercial and industrial sector has improved with the packaging regulations, but there is a need to continue to enforce these regulations and to ensure that the recycling target (45%) is achieved.

Policy: The Local Authorities will assist in raising awareness of the reuse and recycling opportunities in the industrial and commercial sector in order to reach the Regional targets.

Objective:

- Local Authorities shall facilitate workshops to identify opportunities to reuse waste streams produced at industry /business level and promote successful case studies appropriately
- Local Authorities will support initiatives by SMEs to set up reuse/repair schemes and waste clubs

Target to 2010:

- At least 2 reuse/recycling workshops per year to be held by each Local Authority for the industry and business sector.

15.4 UNCOLLECTED WASTE

The Local Authorities recognise that the proportion of households that do not avail of a household waste collection service is relatively high. It should be recognised however that many of these households dispose of/recycle their waste at local transfer stations/Recycling Centres or directly to the landfills in the Region. In many areas, there may be sharing of waste collection services by neighbours and relatives to reduce the charges that they have to pay.

Policy:

The Local Authorities shall endeavour to determine the extent of uncollected waste in the Region and to eliminate 'Environmentally Unfriendly Practices' relating to the collection and disposal of household waste.

Objective:

- Local Authorities shall ensure that the household waste delivered to licensed and permitted facilities by members of the public is accurately reported
- Reduce the percentage of uncollected waste
- Local authorities will continue active enforcement regarding illegal waste activities including backyard burning and illegal dumping.
- Survey householders regarding methods of waste disposal
- Local Authorities will promote good waste management arrangements in the design of new apartments and housing developments

Targets to 2010:

- To standardise the reporting methodology across all Local Authority operated landfills in the Region by end 2005
- A survey by end of 2006 accompanied by an awareness campaign targeted at those disposing of waste illegally
- Following on from the survey set target for the reduction of uncollected waste

15.5 ORGANIC WASTE

The collection system in Limerick/Clare/Kerry will continue to be based on an integrated system of door-to-door collection, bring banks and Recycling Centres. EU Directives have imposed limits on the amount of biodegradable waste that can be landfilled, necessitating a concerted effort to collect this waste separately to recover the material in the most advantageous way. In line with this, separately collected waste shall not be remixed. The reporting procedure for commercial and industrial waste collection needs to be standardised. The pay by use system introduced throughout the Region will improve the reporting procedure. However, regular auditing of the waste collection permits is required to ensure the two waste streams are recorded separately.

Future collection systems will be developed in accordance with the National Strategy on Biodegradable Waste.

Policy:

The Local Authorities shall endeavour to meet the targets outlined in the National Strategy on Biodegradable Waste.

Objective:

- To achieve the 2010 target as set out in the National Biowaste Strategy through a combination of source separated collection and appropriate treatment, combined with collections with other waste streams, with appropriate Mechanical Biological Treatment, home composting and green waste recycling centres
- Separate Organic waste collection service to be provided to all appropriate commercial and industrial premises
- Improve the reporting procedure for all waste streams
- To ensure that waste waste collectors increase householders' awareness of waste segregation, as required by their waste collection permits

Targets to 2010:

- To divert 35% of organic waste from landfill as set out in the National Biowaste Strategy:
 - Minimum of 40% coverage for separate collection and biological treatment of biowaste from households at an average yield of 45% - including green waste brought directly to centralised Green Waste Composting Facilities by householders
 - Minimum of 35% coverage for home composting of garden waste and food waste of vegetable origin at an average yield of 40% of biowaste arisings – targeted particularly in suitable areas where separate collection not in place; and
 - Minimum of 60% coverage for separate collection and biological treatment of food waste from commerce at an average yield of 60%.
- Roll out of organic waste collection service to all commercial and industrial premises during 2006 in accordance with waste collection permits, with completion by 2009

Targets to 2013

- To divert 43% of organic waste from landfill as set out in the National Biowaste Strategy

Targets to 2016

- To divert 50% of organic waste from landfill as set out in the National Biowaste Strategy.
- All waste collection permits shall be audited on a biennial basis

15.5.1 Biological Treatment

In April 2006 the DEHLG published a *National Strategy on Biodegradable Waste*. The Strategy focuses on the diversion of biodegradable waste from landfill in order to meet the objectives under the EU Landfill Directive as shown in Table 15.1 below. The Strategy has significant implications for all Local Authorities and states that each Waste Management Plan should meet the targets of the Strategy, identifying the combinations of collections and treatment types that suit local conditions and objectives.

Table 15.1 Ireland’s Targets for diversion of BMW from Landfill

Year	Limit imposed by EU Landfill Directive of BMW that can be landfilled
2006	75% of BMW landfilled in 1995
2009	50% of BMW landfilled in 1995
2016	35% of BMW landfilled in 1995

BMW = Biodegradable Municipal Waste (municipal waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and cardboard).

The document encourages source separation of municipal organic waste from household and relevant businesses, with biological treatment applied to produce high-grade compost products. Biological treatment is defined in the Strategy involves: “composting, anaerobic digestion, mechanical-biological treatment or any other process for stabilising and sanitising biodegradable waste”

The Strategy indicates that all households will be required to separate garden waste and either compost on-site or deliver to a local recycling centre.

Home composting is very popular in the Region, as can be seen by the number of home compost bins sold since 2001. This method of source separation and diversion from landfill should continue to be encouraged by the Local Authority EAOs through education and awareness campaigns.

Policy:

To reduce the quantity of biodegradable waste landfilled in accordance with the EU landfill Directive. An integrated approach to waste management will require treatment technologies such as Mechanical Biological Treatment (MBT) in order to reach the 2010 and 2013 landfill diversion target and to meet the 2010 target set out in the National Biowaste Strategy.

Objectives:

- To achieve the 2010 target as set out in the National Biowaste Strategy through a combination of source separated collection and appropriate treatment, combined with collections with other waste streams, with appropriate Mechanical Biological Treatment, home composting and green waste recycling centres
- To facilitate the development of Biological Treatment in the Region
- To investigate the use of end products from biological treatment (compost) by Local Authorities in horticultural use and in restoration of landfills, in line with specific recommendations of the National Biowaste Strategy.



Food waste before composting – Co. Kerry

- Local Authorities will encourage the development of green waste recycling centres by the private sector.
- The local Authority Awareness officers will facilitate and encourage the provision of small-scale central composting for communities, for example, at apartment complexes and shopping centres.

Targets to 2010:

- The Local Authorities shall carry out a pilot study investigating the market potential of materials arising from biological treatment by the end of 2006
- Two additional biological treatment facilities shall be provided for the Region by end of 2007

15.6 THERMAL TREATMENT

Thermal treatment is acknowledged in environmental terms as being preferable to landfill and this is supported by EU and National policy. Thermal treatment is a means of dealing with residual waste which has been identified as being unsuitable for recovery, reuse or recycling, and requires diversion from landfill. Thermal treatment is also a means of recovering energy from waste thereby substituting for the use of fossil fuels. An assessment of future waste management options in the Region confirms that the targets set out in national policy for diversion of waste from landfill will not be achieved without an integrated approach including thermal treatment. In line with the recommendations of the Feasibility Study for Thermal Treatment in the Limerick/Clare/Kerry Region, thermal treatment will continue to be an important element in the management of non-recyclable waste.

The development of thermal treatment facilities in the Region may take a period in excess of 5 years to complete, as such a development will include a requirement for the preparation of an Environmental Impact Statement and Planning and Licence approvals prior to construction.

Policy:

In order to support an integrated approach to waste management in the Region, after minimisation and recycling measures have taken place, residual waste shall be directed to thermal treatment in preference to landfill, in line with the EU waste hierarchy. Thermal treatment is an essential element to meet the landfill diversion targets included in the plan. It is estimated that a minimum thermal treatment capacity of 150,000 tpa will be required to meet the needs of the Region. This policy will encourage industry to substitute the use of fuels with alternative fuel sources.

Objective:

- Thermal treatment is required for the Region in order to meet the Plan targets. The Local Authorities recognise the need for provision of thermal treatment by the private sector for the Region. Pending the provision of such a treatment facility account shall be taken of thermal treatment developments in neighbouring regions
- A Public Private Partnership arrangement, or similar approach, may be considered
- The Local Authorities shall explore the mechanisms for directing municipal waste, which cannot reasonably be recovered, to treatment methods in line with the EU waste hierarchy. This shall include the thermal treatment of waste in preference to landfill disposal in the event of such thermal treatment capacity becoming available for the Region
- Local Authorities will take account of national and EU policy in relation to the thermal treatment of waste as an alternative fuel source by industry

Targets to 2010:

- In the event of the private sector not advancing the development of thermal treatment for the Region within the lifetime of this Plan, the Local Authorities shall engage with private industry to investigate its provision through a Public Private Partnership, or similar arrangement.

15.7 MATERIALS RECOVERY FACILITIES/ WASTE TRANSFER STATIONS

The Limerick/Clare/Kerry Region is currently served by three private Materials Recovery Facilities / large Waste Transfer Stations. It is anticipated that these facilities will be expanded in the future. At present these facilities generally recover and process dry-recyclables collected from kerbside collections, bring banks and Recycling Centres for transfer on to recycling facilities, generally overseas. Additional facilities may be required in the future to accommodate an expansion of kerbside collection schemes or to transfer waste to biological or thermal treatment facilities. The Local Authorities may add a

number of local transfer stations to the nine already operated by them.

Policy:

The Local Authorities will support the development of additional MRF and Waste Transfer facilities where these can be shown to be consistent with the overall objectives of the Plan.

Objective:

- If demand requires, additional MRF and/or Waste Transfer Stations will be provided in the Region

Target to 2010:

- To ensure the provision of adequate MRF/Waste Transfer Station capacity to meet the Plan targets

15.8 LANDFILL DISPOSAL

Landfill will have a decreasing role in waste management in the Limerick/Clare/Kerry Region in the future as recycling rates increase and, in particular, biological and thermal treatment facilities are introduced. The long-term objective is to reduce landfill disposal to just 14% of the waste stream. However in the short to medium term, until such systems are developed, there will be a need for significant landfill capacity in the Region. The Local Authorities have pursued a policy of rationalisation in recent years with the closure of several landfills in support of national policy.

Policy:

Landfills will be developed and operated to the highest international standards in accordance with Waste Licences issued by the EPA.

- To ensure that there is adequate landfill capacity in the Region.

15.9 CLOSED LANDFILLS

In accordance with Article 22(7)(h) of the Waste Management Act 1996 the Limerick/Clare/Kerry Local Authorities prepared a list of the former waste

disposal/recovery sites previously operated in the Region between 1977 and 1997. Since the making of the 2001 Plan a number of former waste disposal sites in the Region have been remediated and plans have been prepared for several other facilities, (refer to Table 10.4 for details). The extent of remediation measures put in place at each of these sites reflects the previous scale and type of waste operations.

A policy direction was issued by the Minister for Environment, Heritage and Local Government on 3rd May 2005 under Section 60 of the Waste Management Act, 1996 (as amended) with respect to the investigation of all closed landfills where disposal or recovery activities have taken place. The EPA will prepare a Code of Practice for assessing the risk presented by such sites. The River Basin District (RBD) projects underway in the Region will also assist in informing an optimum means of remediation of old sites.

Policy:

The Local Authorities will have regard to Article 22(7)(h) of the Waste Management Act, 1996, the Section 60 guidance as issued by the Minister on 3rd May 2005 and, when published, the EPA Code of Practice regarding the investigation of former waste disposal/recovery sites in the Region.

Objectives:

- Maintain an inventory of former Waste Disposal Sites in the Region and provide a summary on the current status of each site
- Assess the risk of environmental pollution posed by each site
- Where appropriate specify remediation measures required to minimise the risk of environmental pollution
- The inventory shall also encompass the requirements of section 26(2)(c) of the Waste Management Act

Target to 2010:

- An updated inventory of former Waste Disposal Sites in the Region to be finalised as a matter of priority

- Implement remediation measures based on risk assessments in accordance with the EPA Code of Practice

15.10 FORMER HAZARDOUS WASTE DISPOSAL SITES

The EPA National Hazardous Waste Management Plan, published in 2001, requires Local Authorities to maintain a '**Section 26 Register**' of sites that are known or suspected of being used for hazardous waste disposal.

The EPA has prepared a risk assessment methodology for compiling a Section 26 Register and ranking sites (refer to Figure 15.1). As well as former hazardous waste disposal sites, other potential generators of hazardous waste e.g. tanneries, petroleum and gaswork sites, need to be considered.

The majority of work required for Stage 1 – Stage 5 is desktop work and requires sharing of resources and information within Local Authorities, and use of other sources. Following Stage 5, a ranking system (A, B, C) can be applied to the sites in order to prioritise them:

- Category A – High Priority Sites
- Category B – Medium Priority Sites
- Category C – Low Priority Sites

Site-specific investigation would commence with Stage 6 once a priority list for sites on the Register has been decided. Any remediation would be determined only after Stage 7 – the detailed risk assessment of the site in question. Remediation requirements would be dependent on the nature of the individual site and the specific risks associated with it. The River Basin District (RBD) Studies underway in the Region will also assist in informing an optimum means of remediation of old sites.

Policy:

The Local Authorities will ensure that their obligations under the National Hazardous Waste Management Plan are fulfilled regarding former hazardous waste disposal sites in the Region.

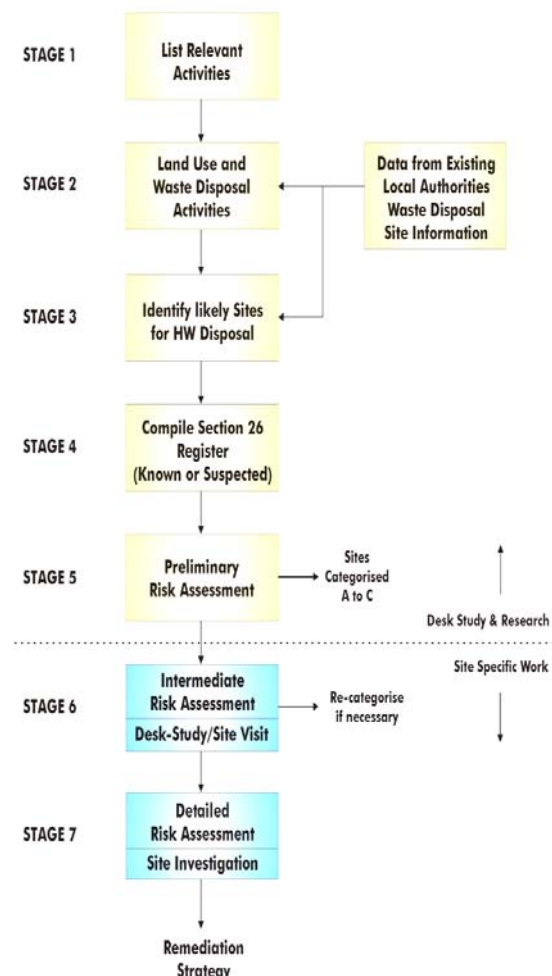
Objective:

- The Local Authorities will develop a Section 26 Register in response to the NHWMP and the 'risk assessment' methodology set out by the EPA.
- The Local Authorities shall ensure that the cost of any on-site investigation, monitoring and remediation work should be borne by the 'the polluter'.

Target to 2010:

A Section 26 Register will be completed for the Region as a matter of priority and work will commence with a view to making significant progress on the requirements of Section 26 during the lifetime of the Plan.

Figure 15.1 Development of Section 26 Register



15.11 INTER-REGIONAL MOVEMENT OF WASTE

Conditions attached to some planning approvals for waste infrastructure restrict facilities to handling only waste that arises in the geographic area covered by the Waste Management Plan, the rationale being the *proximity principle*. The Government's policy document '*Taking Stock and Moving Forward*' (2004), recognises that the proximity principle has been interpreted too severely by some planning authorities and that some planning authorities have been too literal in their interpretation of the Waste Management Plans. The policy statement also states how each region has to take responsibility for its own waste. While it is recognised that some level of regionalisation needs to be maintained, the current system needs to be made more flexible and workable.

This is in accordance with the Section 60 Policy Guidance Note as issued by the Minister for the Environment, Heritage and Local Government on May 3, 2005. This states "*the application of the proximity principle does not entail interpreting administrative waste management planning boundaries in such a manner as to inhibit the development of waste infrastructure which will support the attainment of national waste management policy objectives through the rational development and use of such infrastructure*".

Policy:

While it is recognised that there should be flexibility with respect to the movement of waste across regional boundaries, account must be taken of the proximity principle and sustainable environmental principles.

15.12 DIRECTING WASTE TO MEET PLAN OBJECTIVES

This Waste Management Plan follows the principle of the EU Waste Hierarchy and therefore sets ambitious targets for recycling and recovery of waste, and aims to reduce landfilling. To enable this to happen, an expansion of capacity to recycle dry recyclables and organic waste and capacity to recover energy from residual waste are required.

Policy:

The Local Authorities need to ensure that the Plan objectives are met and that waste when privately collected is delivered to the form of treatment intended in this Plan. The Local Authorities, for environmental or other reasons, will where necessary and/or appropriate direct certain waste streams to a certain tier in the waste hierarchy (e.g. reuse, recycling, biological treatment, energy recovery facility). This will be achieved by means of the waste collection permit system or other appropriate regulatory or enforcement measures.