Delivering Zero Waste Supplementary Guidance

June 2016

Perth & Kinross Council - The Environment Service

INTRODUCTION

Why is this guidance needed?

This guidance expands on The Local Development Plan 2014 policy EP9: Waste Management Infrastructure. This guidance will explain the approach taken towards waste within Perth and Kinross and provide guidance to developers on the siting and design of waste management infrastructure.

Who is this guidance for?

This guidance is aimed primarily at developers, agents and others involved in the preparation of planning applications.

What are the aims of this guidance?

This guidance will support the policies within the Local Development Plan (LDP). It will demonstrate the progress made by Perth and Kinross Council in achieving the aims of enabling those who choose to live, work and visit the area to lead a Zero Waste Lifestyle. As well as this it will provide a summary of the Waste Management Infrastructure sites within Perth and Kinross, and the current capacity of these sites. Furthermore the guidance will provide information for developers to ensure that the principles of the Zero Waste Plan are incorporated into all new developments.

What is the status of this guidance?

This guidance will become statutory supplementary guidance and form part of the Local Development Plan. It will be used alongside the policies of the Local Development Plan and the Strategic Development Plan (TAYplan) to assess development proposals.

What do we mean by Zero Waste?

A key theme which is repeated throughout this guidance is the shift towards a Zero Waste Lifestyle. By this we mean that we are looking towards creating a change in how people view waste. We will highlight the importance of firstly reducing waste, then reusing it and finally recycling with the aim of sending as little waste as possible to landfill.

Throughout Perth and Kinross we emphasise the importance of creating a circular economy which recognises the value of secondary resources and waste to the economy, including composting facilities, transfer stations, materials recycling facilities, anaerobic digestion, mechanical, biological and thermal treatment plants.

BACKGROUND

Zero Waste Plan 2010

Scotland's Zero Waste Plan is the National Waste Management Plan for Scotland and is required by the revised EU Waste Framework Directive (2008/98/EC) and the National Waste Management Plan for Scotland Regulations 2007. The Zero Waste Plan sets out a vision for Scotland which describes:

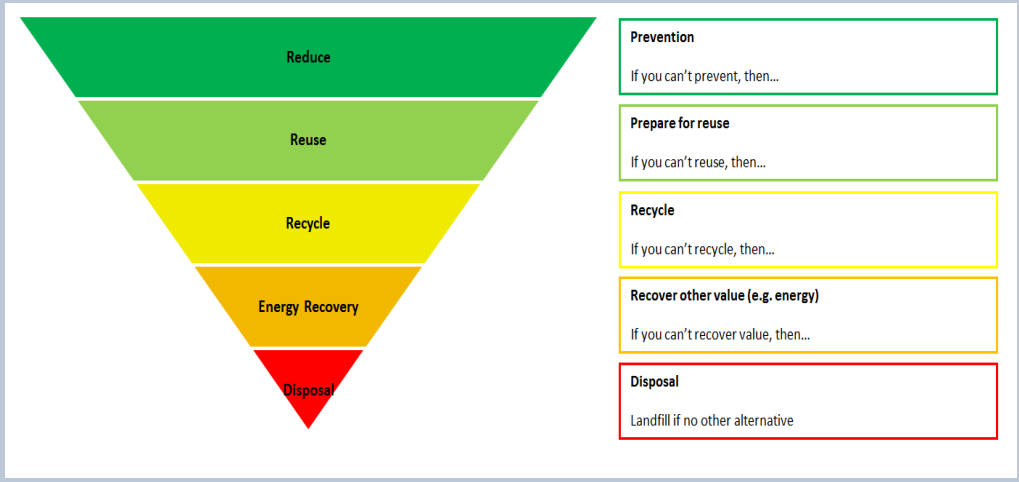
"a Scotland where resource use is minimised, valuable resources are not disposed of in landfills, and most waste is sorted into separate streams for reprocessing, leaving only limited amounts of waste to go to residual waste treatment, including energy from waste facilities."

The four main goals of the Zero Waste Plan are:

- To meet the Target of 70% recycling and maximum 5% to landfill by 2025 for all Scotland's waste;
- Introducing Landfill bans for specific waste types;
- Encouraging source segregation and separate collection of specific waste types;
- Restrictions on inputs to energy from waste facilities utilising resource streams which cannot practicably offer greater environmental and economic benefits through reuse or recycling.

The Zero Waste Plan seeks to change people's attitudes towards waste. By working collaboratively with Local Authorities and businesses, it aims to develop a consistent education and awareness programme and develop schemes to drive reductions in waste and increase recycling rates.

The Waste Hierarchy



The Zero Waste Plan sets out the Waste Hierarchy which was introduced through the European Waste Framework Directive. The Hierarchy focuses on prevention of waste as the highest priority followed by reuse, recycling recovery of other value (e.g., energy), with disposal as the least desirable option.

More detail on the preferred means of waste management for different types of waste can be found within Scottish Government's guidance on the waste hierarchy.

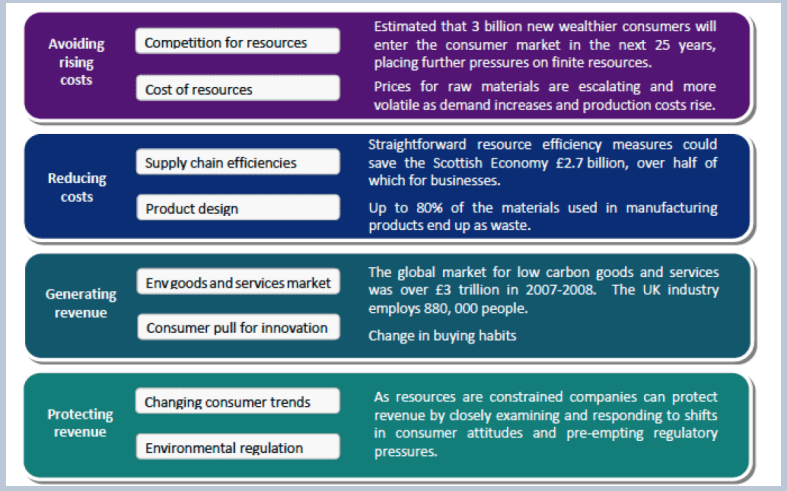
BACKGROUND

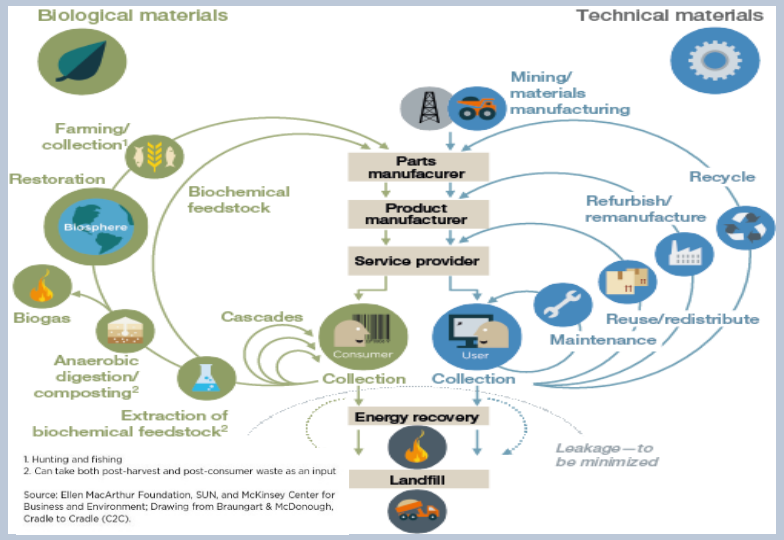
Circular Economy

The Zero Waste Plan highlights the economic benefits that can be achieved through the reuse of waste and highlights the importance of creating a Circular Economy within Scotland. The circular economy is where products and materials are kept in high value use for as long as possible. A more circular economy will benefit:

- The Environment - cutting waste and carbon emissions and reducing reliance on scarce resources
- The Economy - by improving productivity, opening up new markets and improving resilience
- Communities - more, lower cost options to access the goods we need with opportunities for social enterprise and Encourage UK manufacturing

The multiple economic benefits of reducing waste, treating waste as a resource and promoting a circular economy are highlighted below more detail is available in the Scottish Government's Guidance on applying the waste hierarchy (2013).





A circular economy focuses on ways in which waste can be used as a resource. Instead of creating products which will be thrown away, there is a greater focus on the reuse of products. Further guidance on this is provided within the Scottish Government's Guidance on applying the waste hierarchy (2013).

This approach to waste suggests that reuse should be considered at the beginning of the process and, through careful design, the aim is to create products that can be reused and recycled to get the maximum benefit from the product. Businesses are encouraged to use resources more sustainably and minimise waste which will reduce their costs and ensure they can operate more efficiently and cost effectively.

More detail on the circular economy can be found within the Scottish Government's Making Things Last Document.

BACKGROUND

National Planning Context

National Planning Framework 3 recognises that waste is a resource and an opportunity, and SPP highlights the influence planning can have on delivering a zero waste economy by supporting the provision of facilities and infrastructure.

Both guidance documents emphasise the need to waste as little as possible and recognise that every item and material, either natural or manufactured, is a resource which has value for our economy in line with the Zero Waste Plan.

Scottish Planning Policy suggests that the planning system should:

• Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials;

• Support the emergence of a diverse range of new technologies and investment opportunities to secure economic value from secondary resources, including reuse, refurbishment, remanufacturing and reprocessing and;

• Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy: waste prevention, reuse, recycling, energy recovery and waste disposal.

Development Plan Context

The Development Plan for Perth and Kinross consists of two key documents; the Strategic Development Plan (TAYplan) and the Perth and Kinross Local Development Plan. These plans guide development within the area and create a vision for Perth and Kinross.

TAYplan

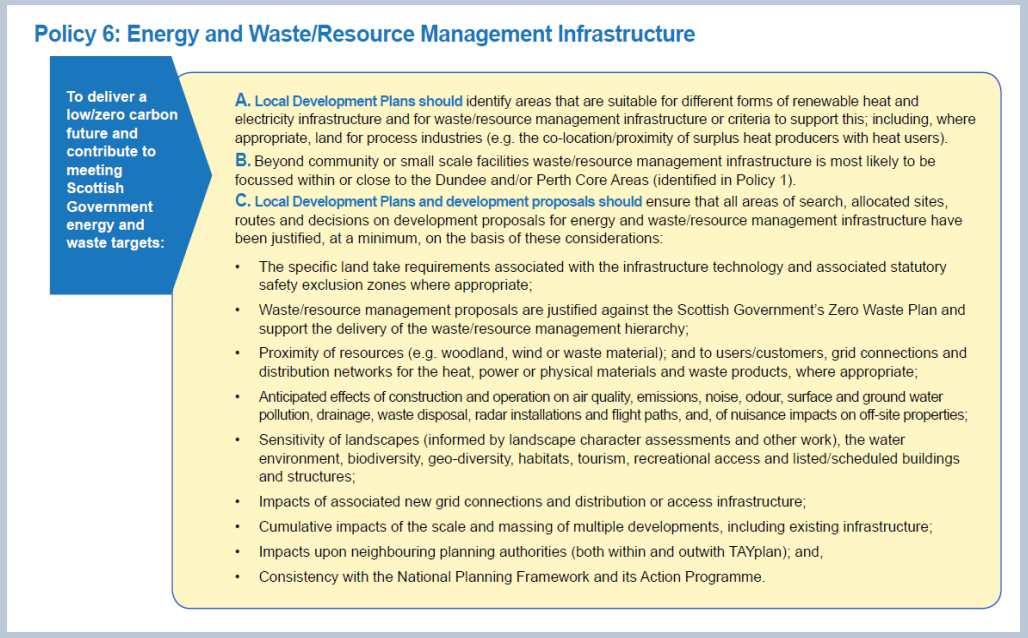
TAYplan is the Strategic Development Plan for the Tayside city-region. TAYplan sets out the land use planning policies to guide where development should and should not go over the next 20 years. It considers the big, long term issues which affect the whole TAYplan city-region; including climate change, the scale of housing and population change, infrastructure planning and sustainable economic growth.

The LDP conforms with the Strategic Development Plan highlighting development sites and providing detailed policy guidance that is specific to the Perth and Kinross area.

TAYplan highlights the need to shift to a low carbon and zero waste economy emphasising the need to use our land and resources more efficiently. It highlights the need to ensure that waste management solutions are incorporated into development to allow users/occupants to contribute to the aims of the Scottish Government's Zero Waste Plan.

BACKGROUND

Policy 6 of the approved TAYplan 2012 highlights TAYplan policy position with regards to Zero Waste.



Policy 6: Energy and Waste/Resource Management Infrastructure

To deliver a low/zero carbon future and contribute to meeting Scottish Government energy and waste targets:

A. Local Development Plans should identify areas that are suitable for different forms of renewable heat and electricity infrastructure and for waste/resource management infrastructure or criteria to support this; including, where appropriate, land for process industries (e.g. the co-location/proximity of surplus heat producers with heat users).

B. Beyond community or small scale facilities waste/resource management infrastructure is most likely to be focussed within or close to the Dundee and/or Perth Core Areas (identified in Policy 1).

C. Local Development Plans and development proposals should ensure that all areas of search, allocated sites, routes and decisions on development proposals for energy and waste/resource management infrastructure have been justified, at a minimum, on the basis of these considerations:

- The specific land take requirements associated with the infrastructure technology and associated statutory safety exclusion zones where appropriate;
- Waste/resource management proposals are justified against the Scottish Government's Zero Waste Plan and support the delivery of the waste/resource management hierarchy;
- Proximity of resources (e.g. woodland, wind or waste material); and to users/customers, grid connections and distribution networks for the heat, power or physical materials and waste products, where appropriate;
- Anticipated effects of construction and operation on air quality, emissions, noise, odour, surface and ground water pollution, drainage, waste disposal, radar installations and flight paths, and, of nuisance impacts on off-site properties;
- Sensitivity of landscapes (informed by landscape character assessments and other work), the water environment, biodiversity, geo-diversity, habitats, tourism, recreational access and listed/scheduled buildings and structures;
- Impacts of associated new grid connections and distribution or access infrastructure;
- Cumulative impacts of the scale and massing of multiple developments, including existing infrastructure;
- Impacts upon neighbouring planning authorities (both within and outwith TAYplan); and,
- Consistency with the National Planning Framework and its Action Programme.

<u>Perth and Kinross Local Development Plan 2014</u>

The Local Development Plan (LDP) was adopted in February 2014. This LDP is a statutory document that guides all future development and use of land. It acts as a catalyst for changes and improvements in the area and shapes the environment and economy of Perth and Kinross. Part of the vision statement for the LDP refers to the need to live a Zero Waste Lifestyle.

"*We want to put a Plan in place that will enable us to live a Zero Waste lifestyle, maximising the value from waste resource.*"

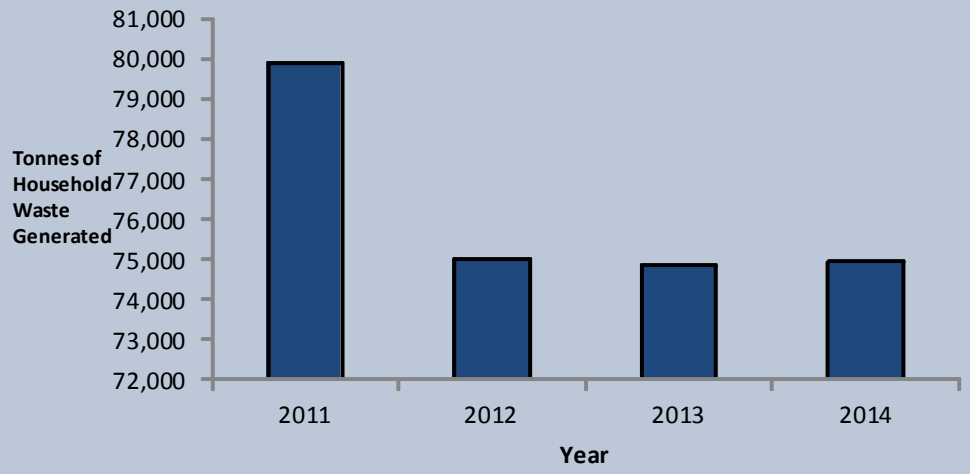
The LDP provides clear guidance on what development will or will not be allowed and where. There are six policies within the LDP that refer to waste and the Zero Waste Plan.

- ER1 - this policy focuses on renewable and low carbon energy generation. It covers energy from waste and refers to the upcoming supplementary guidance on renewables.
- ER4C - suggests that minerals and other extractive development should minimise the production of waste.
- EP1 - this policy focuses on the construction industry and the importance of using sustainable materials and reducing waste.
- EP9 - this policy specifically relates to Waste Management Infrastructure and provides a criteria to assess new waste management infrastructure proposals.
- EP10 - this policy focuses on the recycling and processing of inert construction waste.
- ED1A - this policy states that waste management sites could be considered acceptable in employment and mixed use areas subject to site specific considerations.

HOW MUCH HOUSHOLD WASTE IS GENERATED IN PERTH AND KINROSS?

How much Household Waste is Generated in Perth and Kinross?

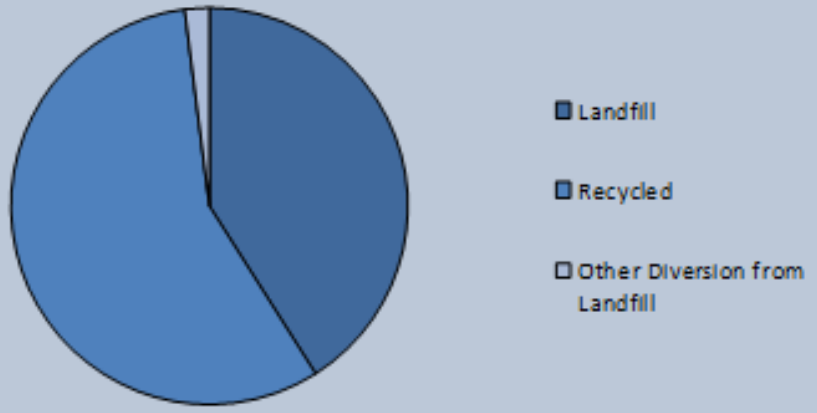
Data for household waste within Perth and Kinross shows a decline from 2011, after the introduction of the Zero Waste Scotland Regulations.



In 2014 the average person in Perth and Kinross generated **503kg** of household waste. That's the equivalent to the weight of 6 and a half people.

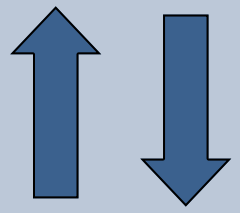
How is Household Waste Treated in Perth and Kinross?

In 2014, 57% of household waste generated in Perth and Kinross was re-cycled. And only 41% was send to landfill, all other waste was either sent for incineration or managed by other methods.



Throughout Perth and Kinross, recycling rates are increased and landfill rates are decreasing. A similar trend can be seen throughout Scotland. Re-cycling rates have risen throughout the whole of Scotland by 3% since 2011, and Perth and Kinross has seen a 5% increase in recycling rates since 2010.

Recycling rates rise by **5%** in PKC from 2011-2014



Landfill rates fall by **7%** in PKC from 2011-2014

Data provided by SEPA, 2014 through the Household Waste Discover Data Tool.

HOW MUCH TOTAL WASTE IS HANDLED IN PERTH AND KINROSS?

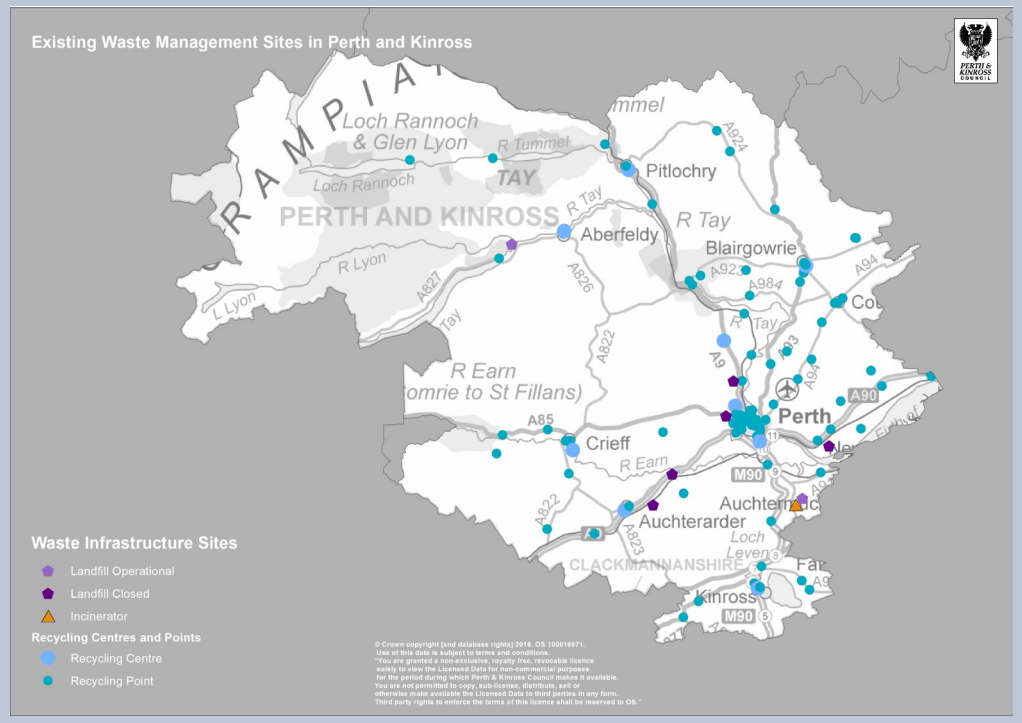
Site Name and or Address	Licensed Waste Types						Total Waste Handled 2014 (tonnes)		
	Household	Commercial	Industrial	Special	Special Asbestos	Inert	Waste Inputs to Site	Waste Treated/ Recovered on site	Waste Outputs from Site
Binn Farm, Glenfarg	√	√	√				38,790.90	35,174.62	22,526.40
WEEE Recycling Facility, Friarton, Perth	√	√		√			25,914.91	25,914.91	25,578.44
Binn Farm Landfill, Sita, Binn Farm, Glenfarg, Perth	√	√	√		√		110,756.12	0.00	31,693.62
David Band Metals Ltd ELV/MR,Shore Road,Perth		√					2,368.00	0.00	2,343.00
Dalcrue Auto Salvage ELV/MR, Dalcrue, Methven		√					106.00	66.07	0.00
JR Jenkins ELV/MR,Applegrove,Madderty, Crieff			√				97.07	39.02	117.47
Holden Environmental T/S, Shore Road, Perth	√	√	√	√	√	√	7,302.46	3,494.83	7,728.50
Perth Royal Infirmary, Taymount Terrace, Perth			√				272.88	0.00	272.88
Tayside Contracts,Blair Atholl Roads Depot TS, Blair Atholl			√				140.00	0.00	52.00
Perth&Kinross Council,Lower Gauls CA,Bankfoot	√						396.30	0.00	396.30
Perth&Kinross Ccl,Aberfeldy CA,Breadalbane Terrace Ind Est, Aberfeldy		√					760.30	0.00	760.30
Perth & Kinross Council, Pitlochry TS, Aldour Ind Est, Pitlochry			√				5,403.00	0.00	5,403.00
Perth & Kinross Council,North Forr LF, Crieff	√	√	√				6,671.20	0.00	6,671.20
Co-An TS, Welton Road Ind Est, Blairgowrie			√				86.95	0.00	86.95
Perth & Kinross Council, Auchterarder CA, Public Parl, Auchterarder	√	√					1,259.80	0.00	1,259.80
Tayside Contracts, Loanleven TP, Perth			√				1,489.00	1,489.00	629.42
Scottish Water, Perth WWTP, Perth	√	√	√				126,832.92	126,832.92	16,230.64
Scottish Water - Perth Area Office/Depot TS, Gowans Terrace, Perth					√		0.12	0.00	0.70
Methven Coachworks ELV, Station Rd, Methven		√					37.00	16.74	28.57
Perth Auto Recyclers ELV,Inveralmond Rd,Perth	√						1,954.00	1,889.00	1,686.06
Binn Skips Transfer Station, Glenfarg	√	√	√			√	114,714.53	109,102.62	84,510.63
Scotloo,Kinnoull House TS, Friarton Rd, Perth	√	√	√	√			11,302.65	9,507.27	13,280.23
Clashburn Close, Bridgend Ind Est, Kinross	√	√	√	√			2,498.50	0.00	2,498.50
Blairgowrie Civic Amenity Site & Transfer Stn< Blairgowrie	√	√	√		√	√	11,340.80	0.00	11,340.80
Wyllie Recycling, Ruthvenfield Way, Perth	√	√					16,134.48	15,429.15	16,108.76
Pitlochry Civil Amenity & Recycling Site, Bridge Road, Pitlochry	√	√	√		√	√	1,150.00	0.00	1,150.00
Friarton Waste Transfer Station, Perth	√	√	√		√	√	52,316.70	0.00	52,316.70
Autoparts Blairgowrie, Essendy Road, Blairgowrie				√			-	-	-
Binn Farm (Wood Recycling), Glenfarg, Perth		√					28,021.69	28,021.69	45,335.16
North Perth Recycling Centre, Perth	√	√					2,128.40	0.00	2,128.40
Binn Farm, (DMR) Glenfarg, Perth	√						11,458.74	11,458.74	12,078.94

This data provides a current picture of waste capacity (2014) within Perth and Kinross and could be subject to future growth.

WASTE MANAGEMENT INFRASTRUCTURE IN PERTH AND KINROSS

What is the capacity of the current waste management sites?

Within Perth and Kinross there are currently 41 waste management sites which are highlighted in the map below all of which are accepting below their annual capacity. There is currently only one landfill site with capacity within Perth and Kinross at Binn Farm, this site still has capacity for 687,255 tonnes of waste. However, it is not currently operational.



This data provides a current picture of waste capacity within Perth and Kinross (SEPA, 2014) and could be subject to future growth.

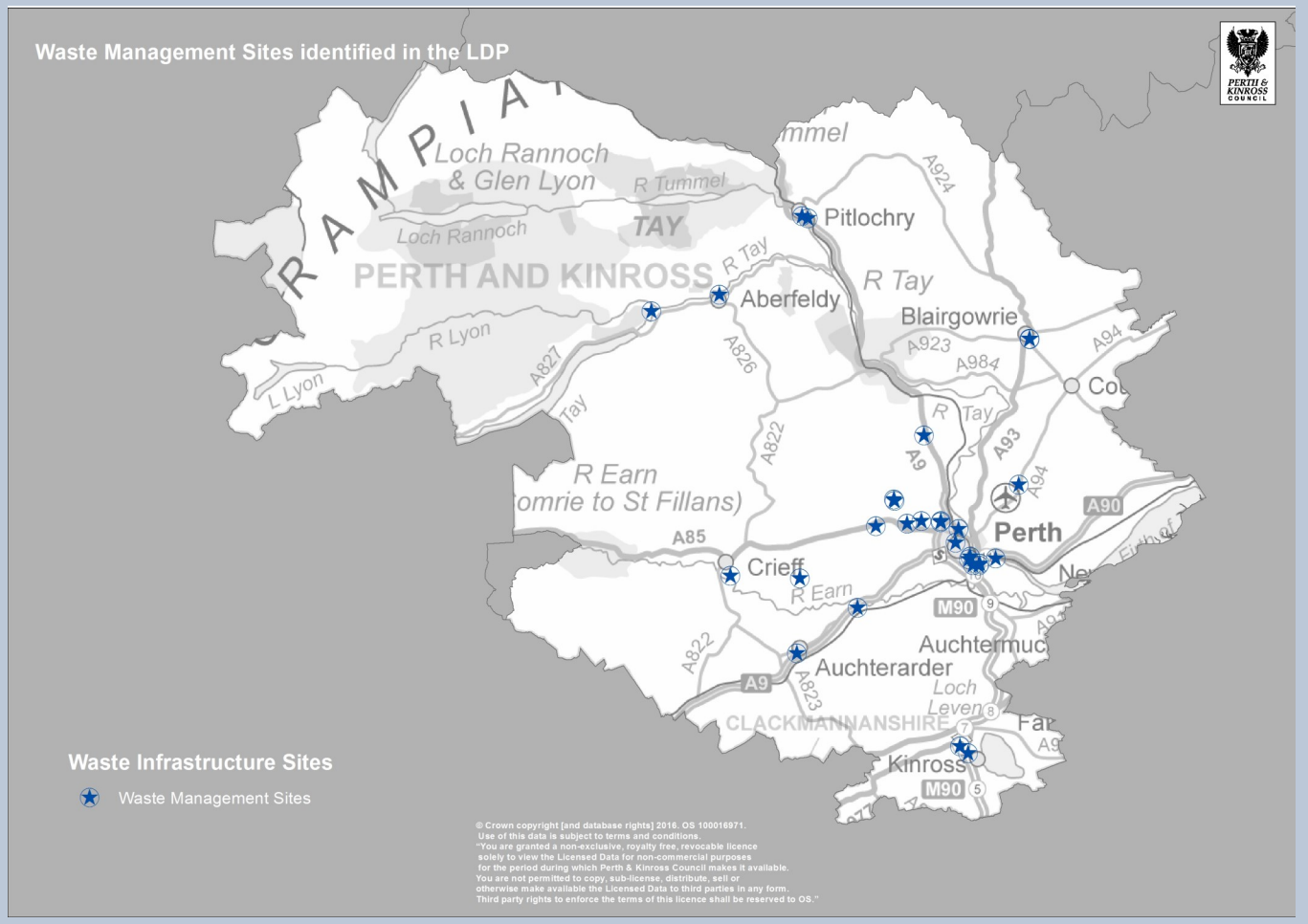
Site Activity	Year	Number of Sites	Annual Capacity (tonnes)	Waste Accepted (tonnes)
Civic amenity	2014	7	34,184	8,193
Civic amenity/ Transfer station	2014	2	90,656	63,658
Civic amenity/Transfer station/landfill (closed)	2014	1	7,000	6,671
Composting/Anaerobic digestion	2014	1	39,000	38,791
Incineration/Other Treatment	2014	1	60,000	
Landfill	2014	1	372,000	110,756
Landfill (closed)	2014	4	55,049	
Landfill (not operational)	2014	1	15,000	
Metal recycler	2014	6	22,247	4,562
Metal recycler/ Transfer station	2014	1	12,000	7,302
Other treatment	2014	2	54,999	25,915
Transfer station	2014	9	212,798	61,518
Transfer Station / composting	2014	1	175,000	114,715
Transfer station/ other treatment	2014	1	24,999	
Transfer station / Other treatment	2014	3	229,500	139,672
Grand total	**2014**	**41**	**1,404,432**	**581,753**

SITES FOR WASTE MANAGEMENT INFRASTRUCTURE IN PERTH AND KINROSS

Waste Management Sites within the LDP

Within the LDP, Policy EP9: Waste management Infrastructure, highlights a presumption in favour of the retention of waste management sites identified in the plan. These are shown in the map. Development of waste management infrastructure will be supported by the plan where the proposals accord with the principles of the Zero Waste Plan and makes a positive contribution to the provision of a network of waste management installations.

In addition, in line with Scottish Planning Policy we will seek to safeguard land surrounding existing waste management sites for potential expansion of waste management operations at these sites. This will prevent waste management activities from being restricted by adjoining land uses.



SITES FOR WASTE MANAGEMENT INFRASTRUCTURE IN PERTH AND KINROSS

Policy EP9 sets out the criteria which will be used to assess the appropriateness of new waste management infrastructure development. It states that waste management infrastructure will be supported where:

- The proposal accords with the Zero Waste Plan and makes a positive contribution to the provision of a network of waste management installations;
- An outline of the main alternatives available in terms of location, technology and design and an indication of the main reason for the applicant choice, taking into account the environmental social and economic effects is supplied;
- The developer, in considering alternative site locations, takes account of potential impacts of alternative project options in respect of any adverse effects of different groups of the population;
- Potential impacts on pollution and noise in respect of any adverse effects on the community are taken into account;
- Applicants demonstrate in their application documents how the design process was conducted and how the proposed design evolved. Applicants should set out the reasons why the favoured choice has been selected;
- The proposal takes account of waste arisings, current and planned waste infrastructure and identifies need;
- The location offers a good standard of accessibility;
- The proposal provides a sufficient landscape buffer and screening, where appropriate;
- The proposal is located close to an existing waste management installation and/or within an area identified within the plan for existing and new uses;
- Proposals must be compatible with surrounding development and the underlying land allocation where this is not employment;
- The proposal demonstrates satisfactory mitigation measures for any unacceptable impacts arising from the development with respect to emissions including: air, noise, odour, dust, litter, vermin, birds, insects, leachate and surface water. It will also be necessary to mitigate any visual impact, traffic impact, impact on the built or natural heritage, and the water resource. Cumulative impacts will also be considered; and
- The potential for heat and/or electricity generation (which may include local or district heating schemes and co-location of industrial processes where the heat could be utilised) has been fully explored, and utilised where it is demonstrated to be viable.

SITES FOR WASTE MANAGEMENT INFRASTRUCTURE IN PERTH AND KINROSS

Energy from Waste

More information on developments which will create energy from waste, particularly heat, can be found in the upcoming Supplementary Guidance on Renewable Energy which is due to be published in 2017. More information specifically on energy from heat can be found in SEPA's Thermal Treatment of Waste Guidelines. All new waste infrastructure developments should meet the criteria listed in policy EP9.

Environmental Impact Assessments

For most waste management infrastructure proposals, an Environmental Impact Assessment (EIA) will be require. If you are unsure about any aspect of your application, including the EIA, you can ask for Pre-Application Advice from Development Management. To complete the EIA screening, we are likely to ask for the following information:

- The Contact Details of the Developer
- The Key Characteristics of the Project
- The Location of the Project
- The Characteristics of the Potential Impact

More details of the EIA process can be found on the Council's website. Where an EIA is not required we may still require assessment to be carried out to ensure that there is no adverse impact on the surrounding area as a result of this development. These assessments could include, Air Quality (including Odour) Assessments, Noise Assessments, Flood Risk (including Drainage) Assessments, Transport Statements, Visual Impact Assessments, Habitat (including Protected Species) Assessments and Construction Method Statement (CMS). This is not an exhaustive list and the assessments required will vary depending on the proposed development. It is suggested that further information on this should be obtained through Pre-Application discussions.

Restoration and Aftercare

Where appropriate, applications will have to consider restoration and aftercare and after-use proposal and these should be agreed in advance of operations. It is important that this considers the enhancement and connectivity of existing habitats as well as the creation of new habitats. In some cases, it may be that restoration bonds will be required, usually by means of a Section 75 agreement.

In addition for landfill sites, SEPA will require separate financial provision to be made. The operator is required by the PPC permit conditions to have its financial provision independently audited every 3 years. Should there be any variation to the permit that affects the total amount of financial liability associated with the operation then financial provision will be reviewed at the time of any such application.

More detail on the licensing process is available on SEPA's website.

WASTE INFRASTRUCTURE IN NEW DEVELOPMENTS

Policy EP1 in the LDP highlights the importance of designing new developments that are sustainable with a focus on carbon reduction and increasing resilience to climate change. Looking specifically at waste, this policy states that all new development will be required to provide satisfactory arrangements for the storage and collection of refuse and recyclable materials as part of its design and that, where appropriate, major developments should include communal facilities for waste collection and recycling.

Following on from this policy, the Council adopted supplementary guidance on Sustainable Design and Zero Carbon Development in 2014. This highlights the need to increase sustainable waste opportunities through minimising waste and maximising recycling both during construction and after occupation.

The following principles are established within this guidance:

- Recycling facilities should be as easy and straightforward to use as general waste bins,
- Storage areas should be appropriate for access by both users and collection crews,
- Provision should be made for segregated waste streams including dry mixed recyclates, food waste and colour separated glass,
- New commercial developments should comply with Waste (Scotland) Regulations 2012.

More information on this can be found within the Council's Waste Services Planning Guidance.

Site Waste Management Plans

Although it is not a legal requirement to provide a Site Waste Management Plan, these can be effective tools in reducing construction waste allowing developers to manage materials more efficiently which could reduce costs.

A Site Waste Management Plan sets out how resources will be managed and how waste will be controlled at all stages during a construction project. It covers who will be responsible for resource management, what types of waste will be generated, how the waste will be managed – will it be reduced, reused or recycled, which contractors will be used to ensure the waste is correctly recycled or disposed of responsibly and legally and how the quantity of waste generated by the project will be measured.

More information on this can be found on the NetRegs website.

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