

# **“Key Waste Management Issues in Ireland”**

**Update Report**

**July 2003**

**Forfás** 

# Table of Contents

	<i>Page</i>
<b>Executive Summary</b>	<b>i</b>
<b>1.0. Introduction</b>	<b>1</b>
<b>1.1. Methodology</b>	<b>1</b>
<b>2.0. Regional Waste Management Plans for non-hazardous waste</b>	<b>1</b>
<b>3.0. National Hazardous Waste Management Plan</b>	<b>2</b>
<b>4.0. Progress on Forfás Recommendations</b>	<b>3</b>
<b>5.0. Conclusions</b>	<b>9</b>
<b>5.1. Barriers to Progress</b>	<b>10</b>
<b>5.2. Key Actions Going Forward</b>	<b>10</b>

## Appendices

**Appendix I: Recommendations from Forfás report on Waste Management 2001**

**Appendix II: Recent Developments in Waste Management**

**Appendix III: EPA Recommendations from National Hazardous Waste Management Plan**

**Appendix IV: Functions of the proposed National Waste Management Board**

**Appendix V: Waste Management Costs**

---

## Executive Summary

---

### I. Introduction

There has been growing concern over the absence of an integrated approach to waste management in Ireland and its negative impact on the competitiveness of the Irish industry. In February 2001, Forfás established a Waste Management Task Force with a view to advancing the development of a sustainable integrated approach to waste management. The Task Force, chaired by Professor Michael Hillery, comprised representatives of the Department of Enterprise, Trade and Employment (DETE), the Department of the Environment and Local Government (DoELG), the Environmental Protection Agency (EPA), IDA Ireland, Enterprise Ireland and other business interests.

The Task Force published a report in 2001 entitled “*Key Waste Management Issues in Ireland*”, which focused on a limited number of actions that would support the implementation of the Governments key waste management plans, namely the:

- National plan for the management of **hazardous waste**, produced by the Environmental Protection Agency (July 2001)
- Regional waste management plans for the management of **non-hazardous waste**, produced by the Regional and Local Authorities (September 2001)

This paper categorises the 36 recommendations in the Forfás report (see appendix I) into three groups (**1.** Building Consensus and Improving Co-ordination, **2.** Accelerating the Planning Process, **3.** Developing Programmes and Waste Management Infrastructure) and provides an overview on progress to date on implementation. It also provides an update on the progress of the national plans for hazardous and non-hazardous waste and identifies key actions and recommendations that require to be re-enforced going forward. In summary, there has been a mixed level of progress across the three areas identified as critical to the implementation of an integrated waste management system. Most of the progress has been in delivering programmes for waste prevention, minimisation, segregation, enforcement and recycling, rather than building infrastructure and improving co-ordination and awareness of waste issues. Only a fraction of the €1.25bn investment identified in the waste management plans, and certainly not more than €100m, has been expended to date.

### II. Methodology

This document is the result of a consultation process, involving key members of the Task Force, including Professor Michael Hillery (Chair), as well as the Department of Enterprise, Trade and Employment (DETE), the Department of the Environment and Local Government (DoELG), the Environmental Protection Agency (EPA), IDA Ireland, Enterprise Ireland, IBEC and other industry representatives with views on waste management issues.

### III. National Waste Management Plans for Hazardous and Non-Hazardous Waste

Since the publication of the Forfás report, waste management costs have increased significantly in terms of landfill charges (48% increase in the South-East alone since 2002). Diminishing landfill capacity means that access to waste outlets is at a premium, which is in turn driving costs upwards. Ireland is now faced with the situation of having to export waste out of the country for recovery because there is no alternative infrastructure in the country and in order to keep costs down.

There has been some progress in the implementation of the regional waste management plans for the management of **non-hazardous waste** by local authorities, both in terms of new initiatives and strengthened regulatory controls (See appendix II). Much of the progress achieved to date has centred on the implementation of measures to improve the minimisation and recycling of waste, rather than on the treatment of waste generated. The regional waste management plans outlined and costed the major national waste infrastructures required to treat waste going forward. It is clear that only a fraction of the €1.25bn investment identified in the waste management plans, and certainly not more than €100m, has been

expended to date. A national overview of the progress of the Regional Waste Management Plans is scheduled for release by DoELG before the end of July.

A review of the **National Hazardous Waste Management Plan** is not scheduled until 2006. However, the EPA has indicated that there has been limited progress on the implementation of the plan since its release in 2001. An implementation committee has just been established recently to assist in rolling out the plan, two years since its publication.

#### IV. Progress on Forfás Recommendations

Since the publication of the Forfás report in December 2001, there has been a mixed level of progress across the three areas identified as critical to the implementation of an integrated waste management system:

- ❖ In terms of **building public consensus and improving co-ordination** between key stakeholders engaged in waste management, progress has varied. While some steps have been taken towards creating a communications programme and establishing an Expert Information Group, there has been no real progress on the introduction of Regional Waste Management Boards to co-ordinate the implementation of the regional waste plans. The Minister for the Environment and Local Government has also stated that a National Waste Management Agency, recommended by the report, will not be established. He has stated that progress will be achieved through direct political involvement.
- ❖ In terms of **accelerating the current planning process**, this has been the area with the least amount of progress. The Strategic Environmental Assessment approach is still being considered by Government while the National Spatial Strategy, published in November 2002, did not recognise the Regional Waste Management Plans. Given that the national agency has been taken off the agenda, an alternative planning process based on the pre-designation of Waste Management Centres has not been considered. The success of the community gains initiative signals the main development in this area.
- ❖ In terms of **delivering programmes and infrastructure**, this has been in part the area with the greatest amount of progress. There have been a number of significant developments in delivering programmes for waste prevention, minimisation, segregation, enforcement and recycling in terms of new initiatives, grants and programmes. However in terms of delivering infrastructure, progress has been slow. There has been some developments in the construction of waste treatment facilities in various locations in Ireland (e.g., Poolbeg, Carranstown, etc.).

The main reasons for the lack of progress in some of the recommendations in the Forfás report and in the rollout of waste infrastructure in general are:

- The **uncertainty of the planning process** - legal challenges to the provision of infrastructure, particularly landfills and thermal treatment plants and significant delays by the legal system in processing these cases have deterred the level of private investment in waste infrastructure anticipated in the NDP;
- **Lack of enforcement** of national and European waste management legislation has enabled illegal operators to undermine the waste management industry, through below cost services and illegal operations which cause serious damage to the environment;
- **Lack of national and regional co-ordination** in the implementation of regional waste management plans and local development plans, and also in the overall management of hazardous and non-hazardous waste. Decisions on the roll-out of infrastructure are primarily made within county boundaries rather than being based on national criteria such as industry economies of scale, the development of critical mass and the existence of transport corridors. There also appears to be a lack of urgency at a local level in the implementation of the waste plans.

#### V. Recommendations: Key actions going forward

Following discussions with key stakeholders, a number of recommendations from the Forfás report need to be re-enforced going forward:

1. There is a need for **greater national and regional co-ordination** in the implementation of regional waste management plans and local development plans, and also in the overall management of hazardous and non-hazardous waste. In order to achieve a network of integrated waste management

facilities, much more effective national and regional co-operation is required. Decisions on roll-out of infrastructure should be based on criteria such as economies of scale, transport corridors and critical mass irrespective of county boundaries; (*DoELG, LAs*)

2. There is a need for the establishment of an **Expert Information Group** which will act as an independent advisory body responsible for promoting, assisting and conducting research into technical issues arising from waste management. This Group could carry out many of the functions originally proposed for the National Waste Management Agency and could assess and communicate accurately information regarding the impact of incinerator emissions on human health and the environment; (*DoELG, Dept. of Health and Children*)
3. There is a need for **better enforcement** of existing waste legislation to prevent illegal disposal of waste. Waste is often dumped without proper authorisation and this is becoming a more significant problem because of increasing charges at landfill sites. The recently published Protection of the Environment Bill 2003 contains a number of significant provisions to strengthen the enforcement powers of local authorities and the EPA in the waste management area. These increased powers need to be fully utilised; (*DoELG, EPA, LAs*). Forfas welcomes the establishment of the Office of Environmental Enforcement as recently announced by the Department.

Some **new recommendations** have also emerged as key actions required:

4. It is recommended that DoELG progress a Critical Infrastructure Bill for waste similar to the recently published Critical Infrastructure Bill (for Dublin Metro). There is a need for **critical waste infrastructure to be fast-tracked**.
5. A permit system is currently in operation for the disposal of hazardous and non-hazardous waste. A **grading system** should be considered (similar to ISO standards), whereby ratings would be applied to waste disposal companies for the purpose of encouraging best practice. (*DoELG, EPA, IWMA*)
6. The Mid Term Review of the NDP is currently in progress. It is essential that this review assesses the reasons for delays in funding to date for waste management infrastructure, and how this can be addressed. The review should also promote the completion of NDP projects that impact on regional waste management plans. In order to provide efficient waste disposal sites, it is necessary that all other required **supporting infrastructure** is in place. This involves the provision of primary and secondary roads, an adequate energy supply and suitable water and waste-water facilities. (*DoELG, Dept. of Transport, Dept of Communications, Marine and Natural Resources*)
7. The dominant position currently held by Local Authorities in the provision of waste services and facilities is due to the significant barriers that currently exist for private sector investment in waste facilities (i.e. costs, access, uncertainty in planning process, economies of scale). Ireland needs to adopt a **framework which encourages more private investment** in infrastructure, as well as encouraging more Public Private Partnerships (PPPs). (*DoELG, EPA*)
8. Implementing the NSS requires that Regional Planning Guidelines (RPG's) are put in place across the country. These guidelines are intended to act as a regional framework for the development plans at city, county and local levels. It is recommended that the **RPG's specifically provide for the rollout of national waste infrastructure**. (*DoELG*)

## 1.0 **Background**

Due to the expansion of the economy over the past decade, the rate of waste generation has increased significantly leading to growing concern over the absence of an integrated approach to waste management in Ireland and its potentially negative impact on the competitiveness of the Irish industrial sector. As many existing waste disposal sites reached the end of their useful lifetime, the situation needed to be urgently addressed, as it was felt that failure to do so would either force industry to scale-down its operations or would deter inward investment. It is an accepted fact that the effective organisation and control of waste management is one of the greatest environmental challenges facing Irish industry today.

In February 2001, Forfás established a Waste Management Task Force with a view to expediting the development of a sustainable integrated approach to waste management. This Task Force, chaired by Professor Michael Hillery, comprised representatives of the Department of Enterprise, Trade and Employment (DETE), the Department of the Environment and Local Government (DoELG), the Environmental Protection Agency (EPA), IDA Ireland, Enterprise Ireland and other business interests.

In July 2001, the Environmental Protection Agency (EPA) published a national plan for the management of **hazardous waste**. By September 2001, every local authority in the country had adopted a plan for managing **non-hazardous waste** either within its own county or as part of a regional strategy. Together, they provided the plans for a modern, environmentally responsible and cost-effective waste management system for Ireland.

The Task Force published a report entitled “*Key Waste Management Issues in Ireland*” in December 2001. This report provided guidance and advice on effective implementation of the national plans for **hazardous and non-hazardous waste**. Recommendations<sup>1</sup> from the report fall under three critical areas:

- ❖ **Building Consensus and Improving Co-ordination**
- ❖ **Accelerating the Planning Process**
- ❖ **Developing Programmes and Waste Management Infrastructure**

Sections 2 and 3 of this paper provides an update on the progress of the national waste management plans for hazardous and non-hazardous waste. Section 4 provides an overview of progress to date on the recommendations. Section 5 identifies key actions required going forward.

### 1.1 **Methodology**

This document is the result of a consultation process, involving key members of the Task Force, including Professor Michael Hillery (Chair), as well as the Department of Enterprise, Trade and Employment (DETE), the Department of the Environment and Local Government (DoELG), the Environmental Protection Agency (EPA), IDA Ireland, Enterprise Ireland, IBEC and other industry representatives with views on waste management issues.

## 2.0 **Regional Waste Management Plans for non-hazardous waste**

There has been some progress in waste management since the publication of the Forfás report in December 2001<sup>2</sup>, both in terms of new initiatives and strengthened regulatory controls to drive forward the modernisation of waste services and infrastructure. All Local Authorities have completed their Plans for the management of non-hazardous waste. Most of these plans were prepared on a regional basis and all of them focus on the reduction of waste going to landfill and on maximising re-use, recycling and energy recovery. The range of infrastructure identified in the plans is similar across all regions. The major national infrastructural requirements identified in the plans were:

---

<sup>1</sup> Appendix I set out all the recommendations from the report and assesses progress to date

<sup>2</sup> Appendix II provided greater detail of progress to date of the Regional Waste Management Plans

- 12 biological treatment plants;
- 17 materials recovery facilities for dry recyclable materials;
- construction / demolition waste recycling facilities in each region;
- civic amenity / recycling centres in all regions / counties;
- 7 thermal treatment plants;
- 10 new landfills.

The cost of providing the range of infrastructural requirements identified in the Waste Management Plans was estimated to be €1.25 bn (2002 prices). The investment target for waste management infrastructure in the National Development Plan (NDP) is €825 m. The targets for the regions were €305m (37%) for the Border, Midlands and Western Region and €520 m (63%) for the Southern and Eastern Region.

The investment target was broken down, €571 m (70%) to be secured through private finance arising from Public Private Partnerships, €127 m through local authority own resources, and €127 m in the form of grant assistance from Exchequer and ERDF funding. It is clear that only a fraction of the €1.25 bn identified in the Waste Management Plans, and certainly not more than €100m, has been expended to date. There has been no significant PPP funding for waste disposal or waste recycling projects to date and doubts have arisen in relation to the target of €825m being achieved. A national overview of the progress of these Regional Waste Management Plans is scheduled for release by DoELG before the end of July.

The primary reasons for the delay in the roll-out of Waste Management facilities are:

- Delays in adopting the Waste Management Plans by several Local Authorities. This was overcome by the Waste Management (Amendment) Act 2001 which obliged County Managers to adopt plans where elected members failed to do so;
- Considerable lead-time to bring major infrastructural projects to conclusion will mean that some facilities even now at planning stage will not be delivered before 2006;
- A reluctance by local authorities and the private sector to invest in infrastructure at the scale required to deliver the commitments of the Waste Management plans.

Since the publication of the Forfás report, waste management costs have increased significantly in terms of landfill charges (see appendix V). Diminishing landfill capacity means that access to waste outlets is at a premium, which is in turn driving costs. Ireland is now faced with the situation of having to export waste out of the country for recovery because there is no alternative infrastructure in the country and in order to keep costs down.

### **3.0 National Hazardous Waste Management Plan**

The Environmental Protection Agency (EPA) prepared a National Hazardous Waste Management Plan in accordance with Section 26 of the Waste Management Act, 1996. This Plan, released in July 2001, was a statutory document for all involved in the generation, management or regulation of hazardous waste. The principal topics dealt with in the Plan are:

- the estimation of hazardous waste quantities generated;
- the prevention of hazardous waste and the setting of targets towards this goal;
- the collection of hazardous waste;
- the recovery and disposal of hazardous waste that cannot be prevented; and
- the management of historical hazardous waste disposal sites.

The Plan calls for the adoption of a Prevention Programme which includes provisions for significant assistance, both financial and technical, in achieving hazardous waste prevention. The Plan recommends setting up a Prevention Team which will be tasked with prioritising and coordinating the Prevention Programme. The Plan also recommends that local authorities identify sites at which hazardous waste disposal activities take place and prioritise these sites into those requiring short, medium and long term action. Funding for the establishment of a National Waste Prevention Programme has been identified and steps are now being taken to put the programme in place. The need for contract thermal treatment of hazardous waste and a landfill for disposal of hazardous waste were also outlined by the EPA in the plan. A planning application was lodged by Indaver Ireland with Cork County Council in November 2001 for the

construction of Phase 1 of a facility in Ringaskiddy. On May 27<sup>th</sup> 2003, Cork County Council voted against building an incinerator. Indaver are appealing this decision to An Bord Pleanála. A review of the National Hazardous Waste Management Plan is not scheduled until 2006, however the EPA have indicated that there has been limited progress on these recommendations since the plan was released. DoELG are currently establishing an implementation committee to assist in rolling out the plan. A full list of the EPA recommendations are provided in Appendix III.

#### **4.0 Progress on Forfás Recommendations**

The Forfás report focused on three areas critical to the implementation of an integrated management system for hazardous and non-hazardous waste. Within each of these areas, the report identified a number of separate actions that need to be taken. This section summarises these actions and outlines the progress of the recommendations since the publication of the report in December 2001. A full list of recommendations under the relevant actions are provided in Appendix I.

##### **❖ *Building Consensus and Improving Co-ordination***

At the time of the report, progress in the development of critical new waste management infrastructure was being impeded both by the lack of public consensus on the way to move forward within the framework of an integrated waste management strategy and by the absence of national and regional focus in the co-ordinated and consistent implementation of this strategy. The report suggested a number of actions aimed at building public consensus and improving overall co-ordination in relation to waste management.

1. A **two-way communication programme** should be implemented to help in arriving at a shared national vision for waste management within the framework of the integrated strategy that now exists. (DoELG, EPA)

Forfás recommended that a five-year communications programme should be implemented with a budget of £1.5–2 million in the first two years. A two-way communication programme would help in arriving at a shared view of how best Ireland can proceed. The establishment of such a programme, providing information and seeking feedback from the public, would be delivered by the EPA. Other countries, generally considered to be progressive in their social and environmental policy, have found such programmes helpful in arriving at common perspectives on critical waste management issues.

**Action:** DoELG have accepted this recommendation and is moving to implement the Programme itself since it feels it would be in conflict with the EPA's regulatory role. A contract for a new *National Waste Awareness Campaign* and *Waste Communications Strategy* is being prepared by the Department, which will concentrate exclusively on waste management and awareness of waste issues. The campaign is expected to commence in late August/early September, and will comprise two separate but related elements: A "Waste Awareness Element" to raise awareness of the impact of personal behaviour, in order to encourage more environmentally sustainable choices in relation to waste management, and a "Waste Communications Strategy", to address general public misunderstandings/ misconceptions of waste issues and the measures required to deal with waste. DoELG have indicated that they are currently evaluating a number of bids to implement the campaign/strategy.

2. To meet the public desire for more information on waste issues, Forfás recommended this programme should be supported by an **Expert Information Group**, capable of answering specific technical questions. (DoELG, EPA, HRB)

The report recommended that an independent Expert Information Group be established by the Health Research Board (HRB) to promote, assist and conduct research into technical issues arising from waste management and waste treatment options. This Group could also carry out a number of other functions, including liaising and co-operating with other research bodies in Ireland or elsewhere, receiving submissions on issues of concern and reviewing, assessing, and offering guidance or opinion, or making determinations on these issues. By having an independent expert group, this would serve to increase public



confidence in waste issues. This group should comprise experts in waste chemistry, chemical engineering, waste processing, epidemiology, toxicology, and communications.

**Action:** DoELG commissioned the HRB to produce a report which informed policy makers and other interested parties of the technical aspects of both landfill and incineration practices in Ireland. This report was published in February 2003. General consensus is that the HRB report has proved inconclusive and there is now a clear need to set up such a group as recommended in the Forfás report. DoELG are currently considering next steps and are liaising with the EPA and Department of Health on the matter. Another report released in June 2003 by the Food Safety Authority of Ireland (FSAI) looked at the effect of waste incineration on the level of dioxins in food. The report concluded that levels in Irish-produced foods are extremely low and that consumers of these foods are not at risk.

**3. A National Waste Management Agency** should be established to provide the co-ordination and central focus required to fulfil the wide range of functions needed to implement national, regional and county waste management plans. (DoELG)

While county and regional waste management plans have by now been adopted, there is still a huge volume of remaining work in implementing these plans and co-ordinating strategies. A National Waste Management Agency could independently carry out a number of functions essential in the successful implementation of Ireland's waste management strategy including:

- integrating regional and county waste management plans into an overall national plan;
- providing policy advice to the Department of the Environment and Local Government;
- assisting in infrastructural investment by providing technical advice to local authorities and stepping-in to assist local authorities in implementing their plans;
- initiating Planning Schemes for Waste Management Centres similar to the provisions in the Planning and Development Act 2000;
- assisting on funding issues by advising on priorities and charges, by identifying alternative funding sources, by promoting Public Private Partnerships and by administering R&D, waste prevention, recycling and other grant schemes;
- implementing the National Communications Programme.

**Action:** DoELG have indicated that the establishment of a National Waste Management Agency is currently off the agenda. In March 2002, the then Minister for the Environment and Local Government, Noel Dempsey TD, announced that a National Waste Management Board would be established. In its policy statement in March 2002 entitled "*Preventing and Recycling Waste: Delivering Change*", DoELG outlined the functions of this Board<sup>3</sup>. Many of these proposed functions are similar with those functions proposed for the National Waste Management Agency in the Forfás report.

The establishment of this body has since been deferred, as the new Minister, Martin Cullen TD, considers that present requirements will be better served by direct political leadership of the process. However, a number of the steps have been taken to carry out the functions of the proposed Board despite its deferral, including:

- the formation of a Recycling Consultative Forum;
- undertaking steps to implement a public awareness campaign; and
- the development of a National Strategy on Biodegradable Waste.

**4. Regional Waste Management Boards**, structured to include the same local authorities that came together in the formulation of the regional waste management plans, should be put in place to work with the National Waste Management Agency, while maintaining local ownership of the plans. (DoELG)

---

<sup>3</sup> Appendix IV outlines the functions of the proposed National Waste Management Board

Local authorities have been encouraged to adopt a regional approach in the development of their waste management plans, with a view to the more efficient provision of services and infrastructure, and most have responded positively. These plans failed to take account of the importance of the size or geographical makeup of the country, population distribution or economies of scale, which are vital elements of strategic planning for critical national infrastructure. Instead they rely on historic boundaries. The Regional Waste Management Boards could bring clear benefits in co-ordinating the implementation of the Regional Plans.

**Action:** From the outset, most local authorities (31 out of 34) have adopted a regional approach to waste management plans, with a nominated 'lead' authority in each region co-ordinating implementation of the plan on an informal basis. There are currently no plans at present to establish Regional Waste Management Boards.

### ❖ *Accelerating the Planning Process*

Although regional and county waste management plans were adopted and are currently being implemented, Local Authorities face a number of problems in relation to the planning process, including:

1. No overall plans exist for the development of secondary infrastructure to support waste facilities (i.e. roads, electricity);
2. Lack of clarity regarding where individual facilities could best be located;
3. No effort being made to strategically identify how the collective potential environmental impact of the plans could best be managed;
4. While the public is aware of the need for new waste management facilities, a significant portion would be likely to oppose such developments in their own locality.

Considerable delays and uncertainties are involved in the current planning process and this is likely to deter private investment in waste management facilities. A series of stages in the planning process mean that a single project involves three or more layers of public consultation and ultimately many routes of potential legal challenges. With these problems in mind, the Forfás report recommended a number of actions as to how planning for new waste management infrastructure could be optimised and how to minimise the potential impacts of these waste management plans.

5. The **Strategic Environmental Assessment** approach should be used to identify how best to minimise any potential negative impacts in developing the new waste infrastructure and these plans should be incorporated into the overall framework of the **National Spatial Strategy**, so that supporting infrastructure can be planned. (DoELG)

The report recommended that Regional Waste Plans should be subject to Strategic Environmental Assessments, prior to the deadline for the implementation of the EU Directive on SEA if necessary. The Strategic Environmental Assessment (SEA) approach would provide the opportunity for all of the relevant facts, options and challenges on the development strategy to be placed in the public arena at an early stage, and ensure that effective land-use capability planning, compliant with all environmental and planning legislation and guidelines, can occur at this stage.

The report also recommended that Regional Waste Management Plans should be recognised in the National Spatial Strategy (NSS) and local development plans. This would lead to greater certainty for the general public and developers as to the facilities required in each county or region, and, in turn, the adequate planning and provision for the implementation of waste management facilities will boost the potential of regions to promote economic activity into the future.

**Action:** The SEA directive has not yet been transposed into Irish law and DoELG have indicated that they are still considering the recommendation. Transposition is scheduled to take place in 2004. The provisions in sections 22 to 25 of the 1996 Waste Management Act will need to be revised to take account of the detailed requirements of the SEA Directive. It may also be necessary to insert reference to the SEA Directive in both Planning and Waste Management Acts, in order to provide a statutory basis for the making of SEA regulations under both codes.

The NSS did not incorporate the regional waste plans as the DoELG stressed it was a national policy framework for the future spatial development of the country. The Strategy acknowledges that waste management infrastructure is a key and integral part of the economic infrastructure necessary to support balanced regional development. DoELG have stated that the NSS is an overarching and strategic document and will depend on more detailed implementation measures at regional and local level that will embrace waste management and other infrastructural issues.

6. An alternative planning process was proposed based on the pre-designation of “**Waste Management Centres**”, whereby potential sites for specific types of waste management projects would be identified and a planning scheme and a baseline Environmental Impact Statement developed. The planning process would then be completed in the normal way with a full third party objection and appeal process. (DoELG)

Forfás proposed that the National Waste Management Agency be given legislative powers to develop planning schemes for Waste Management Centres, similar to the provisions in Part IX of the Planning and Development Act, 2000. The development of waste management centres would enable the most suitable sites to be identified and ‘front load’ the risk associated with project development. By eliminating that element of risk, value for money to the State would be enhanced.

**Action:** The DoELG is opposed to the provisions in Part IX of the Act being used for waste projects. It stressed that these provisions should be used exceptionally, for particular development that is of social or economic importance to the State, which could benefit from the intensive pre-planning the Act provides for. It is not intended to be used for all developments of a particular type across the country.

There has been some progress in terms of identifying potential ‘best practice’ sites. In evaluating locations for a new incinerator in the Dublin area, a number of siting studies were commissioned to identify the most suitable site for the facility. This was then shortlisted to four sites, with Poolbeg finally being chosen.

7. Incentives should be provided to compensate for dis-amenities experienced by a community as a result of it hosting a waste management facility. Where these ‘**community gains**’ are to be provided, research should be carried out to identify the benefits that would be most useful from the community’s point of view. (DoELG, LAs)

A frequent concern raised by receiving communities of waste management facilities is that, by hosting such essential facilities, they experience a degree of dis-amenity on behalf of the wider population, yet they are not offered anything in return for this perceived dis-amenity. Community gain has been used successfully in other countries to create and increase community support for the development of new waste management facilities. National planning legislation is also supportive of the concepts embodied in community gain, and such approaches could be accommodated within Ireland’s existing legislative and policy framework.

Ballinasloe entered into a financial agreement to take waste from Galway with some of the receipts going into a fund for agreed community work. There is a long-standing practice, outside the waste area, of developers’ funds or lands being used for community purposes. The Millennium Park Development in Naas, for example, included significant work, which was carried out by the developer as “planning gain” for the local community

**Action:** DoELG is promoting these community gains through the local authorities, who are required to take responsibility for further actions. One such community gain is evident in the case of the incinerator under construction in Carranstown Co. Meath<sup>4</sup>, whereby an environment fund was established to create a recreation park for the community. DoELG have indicated that there are plans for provision of a community incentive in the case of the incinerator currently being considered in Poolbeg. In addition to

---

<sup>4</sup> In this instance, the developer, Indaver Ireland, will be required to pay a contribution, based on the payment of €1.00 per tonne of waste treated at the facility, towards the cost of the provision of environmental improvement and recreational/community facility projects in the vicinity of the landfill site.

this, a provision has also been made to provide funding totalling €½ million from the Environment Fund towards community recycling networks.

### ❖ *Delivering Programmes and Infrastructure*

At the time of the Forfás report in 2001, the existing landfill network received over 90% of our waste, the number of recycling facilities in the country remained low and Ireland was out of step with our European neighbours in respect to thermal treatment capacity. There was an urgent need to develop sufficient infrastructure to cope with the increasing amounts of waste. With these problems in mind, the report recommended a number of actions to overcome these problems.

8. Demonstration programmes and best practice guidelines should be put in place to promote **waste prevention and minimisation** and public bodies should play a lead role by implementing waste prevention programmes within their organisations. In addition, increased landfill costs should be coupled with **better enforcement** of existing waste legislation to prevent illegal disposal of waste. (DoELG, EPA, EI)

Waste minimisation has a key role to play in reducing the need for recycling, landfill and thermal treatment infrastructure. In addition, it assists in the preservation of finite materials and non-renewable natural resources and supports sustainable development by weakening the link between economic growth and waste production. Moreover, waste minimisation is in line with national and EU environmental legislation, and prevention strategies are used successfully by the most environmentally progressive countries.

**Action:** DoELG published a policy statement in March 2002 entitled “Preventing and Recycling Waste: Delivering Change”, which ‘addresses the factors and considerations relevant to the achievement of Government policy objectives for the prevention of waste and for the re-use and recycling of the waste which is used’.

In this document the Government plan to:

1. establish a well-resourced National Waste Prevention Programme (NWPP) to deliver substantial results on waste prevention and minimisation;
2. establish a "Core Prevention Team" (CPT) within the EPA to drive this initiative;
3. establish a Prevention Programme Steering Group, that will co-ordinate/liaise with public authorities at all levels, monitor the overall thrust of the National Waste Prevention Programme, and provide strategic direction to the Core Prevention Team;
4. provide seed funding of €1.27 million in 2002 to facilitate the immediate establishment of the Core Prevention Team and provide ongoing support for the Team;
5. commit funding from the Environment Fund to support specific prevention initiatives;
6. introduce a system of mandatory waste audits and waste reduction programmes for businesses which fall below the threshold for Integrated Pollution Prevention and Control licensing.

Funding for the establishment of a National Waste Prevention Programme has been identified and steps are now being taken to put the programme in place.

**Waste Prevention and Minimisation:** There have been a number of developments since the publication of the Forfás report in this area. *Producer Responsibility Initiatives* have been developed in respect of packaging waste, farm plastics and construction & demolition waste. These initiatives are currently being developed in respect of end-of-life vehicles, electrical and electronic equipment, tyres, newsprint and batteries.

Enterprise Ireland have a number of measures in place including waste recycling and segregation. They operate an *Environmental Management Scheme* which provides assistance of up to €6,350 for an environmental audit in an individual company. EI also provides financial assistance to companies through the *Environmentally Superior Products Scheme*. This scheme encourages companies to make products with less waste and to improve their recoverability at the end of their useful life. They established a website

(<http://www.envirocentre.ie>) which provides general information on waste management issues, and links to more detailed information and advice for client companies. They also organise and direct regional environmental business fora for client companies where issues of concern related to waste are discussed.

**Better Enforcement:** Provisions have been made for € million from the environment fund to be allocated towards the local authority enforcement initiative and €0.75 million towards the establishment of the Office of Environmental Enforcement (OEE). This new Office is to be established as a special environment policing body to clamp down on illegal dumping and environment pollution. The new enforcement body will be officially announced in September and is expected to be operating by the end of the year as a dedicated unit within the EPA.

9. Enterprise Ireland and DoELG should pool their expertise and work together to promote the establishment of **recycling projects** by the private sector. Measures should also be put in place to ensure **effective segregation** of waste streams at source, and public bodies should help to stimulate **markets for recycled materials** by removing barriers to the use of such materials in public construction projects. (DoELG, EI, EPA)

The Forfás report proposed that DoELG and EI should commission feasibility studies on a range of recycling projects to determine the potential market and the need, if any, for financial contributions, changes in standards or regulations or other state commitments required to help the viability of such projects.

## Action

**Recycling Projects:** There have been a number of recent developments in recycling:

1. DoELG have indicated that the use of recycled crushed materials for housing and road construction will be examined as part of the work programme of the National Construction and Demolition Waste Council, which was established in June 2002;
2. The Waste Management (Packaging) Regulations 2003 which came into force on 1<sup>st</sup> March 2003 introduced new obligations on producers of packaging and packaging waste and are intended to facilitate the achievement by Ireland of the packaging waste recovery target of 50% by end 2005 as required by the 1994 EU Directive on Packaging and Packaging Waste;
3. DoELG have indicated that consultants are being appointed to assist in the development of a National Strategy on Biodegradable Waste which it is intended will set out measures to progressively divert biodegradable waste away from landfill;
4. DoELG have committed to ensure the use of recycled paper by public authorities and have committed to promote the use of recycled and recyclable materials in public procurement policies;
5. The Environmental Network of Government Departments have been advised as to the importance of the public procurement issue and encouraged to promote the use recycled and recyclable materials as much as possible;
6. All Government Departments were encouraged to develop green procurement policies through the Green Government Liaison Officers network and were circulated with details of suppliers for some of the recycled products purchased by the Department;

Under the Cleaner Greener Production Programme (CGPP), the EPA is offering grant aid to selected businesses which seek to improve their environmental performance and are willing to publicise their results.

**Effective Segregation:** Regional waste management plans generally provide for the development of segregated household waste collection in all major urban areas. Large-scale segregated collection services are already available throughout the Dublin region, as well as in areas of Galway, Kerry, Kildare, Limerick, Louth, Meath, Monaghan, Tipperary and Waterford, and are being rolled out steadily throughout the country. Under the permitting system for commercial waste collectors, permitting authorities now have the power to require permitted commercial collectors to introduce and operate segregated collection services

for householders and commercial outlets. These powers should be used in support of segregated collection schemes as the necessary treatment facilities become available.

**Recycling markets:** In January 2002, EI commissioned environmental consultants, Envirospire, to carry out a feasibility study aimed at identifying specific waste streams for more detailed study. This study identifies three waste streams (glass, paper and plastic) which have the potential to form the basis for a commercial, sustainable re-processing enterprise. It also identifies the products to be made and the likely markets for those products, while outlining both the economic and technical barriers to successful development. The report makes recommendations on the steps necessary to develop the proposed opportunities.

10. In the event of a facility for the **thermal treatment of nonhazardous and hazardous waste** being developed in County Cork, potential impacts from increased traffic should be addressed by traffic management programmes. (DoELG, NRA)

The need for contract thermal treatment of hazardous waste and a landfill for disposal of hazardous waste was recognised in July 2001 in the *National Hazardous Waste Management Plan* prepared by the EPA. The current absence of thermal treatment facilities may also prove to be a deterrent for further industrial investment in this country. The Forfás report recommended the construction of the Ringaskiddy bypass should be accelerated and consideration should be given to the provision of suitable traffic management in the Ringaskiddy area.

**Action:** A planning application was lodged by Indaver with Cork County Council in November 2001 for the construction of Phase 1 of a waste management facility in Ringaskiddy. On May 27<sup>th</sup> 2003, Cork County Council voted against building an incinerator. Indaver are appealing this decision to An Bord Pleanála.

Cork County Council have hired consultants to start the preliminary design of the bypass.

## 5.0 Conclusions

Overall, since the publication of the Forfás report in December 2001, there has been a mixed level of progress across the three areas identified as critical to the implementation of an integrated waste management system:

1. In terms of **building public consensus and improving co-ordination** between key stakeholders engaged in waste management, progress has been variable. While steps have been taken towards creating a communications programme and establishing an Expert Information Group, there has been no real progress in the introduction of a National Waste Management Agency and Regional Waste Management Boards to co-ordinate the implementation of the regional waste plans.
2. In terms of **accelerating the current planning process**, this has been the critical area with the least amount of progress. The SEA approach is still being considered by Government while the NSS failed to recognise the Regional Waste Plans. Given that the National Agency has been taken off the agenda, an alternative planning process based on the pre-designation of Waste Management Centres has not been considered. The success of the community gains initiative signals the main development in this area.
3. In terms of **delivering programmes and infrastructure**, this has been in part the area with the greatest amount of progress. There have been a number of significant developments in delivering programmes for waste prevention, minimisation, segregation, enforcement and recycling in terms of new initiatives, grants and programmes. However in terms of delivering infrastructure, progress has been slow. There has been some developments in the construction of waste treatment facilities in various locations in Ireland (e.g., Poolbeg, Carranstown, etc.).

## 5.1 Barriers to Progress

There has been a general reluctance by local authorities and the private sector to invest in waste infrastructure at the scale required to deliver the commitments of the Waste Management Plans. The main reasons for the lack of required investment on waste infrastructure and on some of the Forfas recommendations include:

- The **uncertainty of the planning process** - legal challenges to the provision of infrastructure, particularly landfills and thermal treatment plants and significant delays by the legal system in processing these cases have deterred the level of private investment in waste infrastructure anticipated in the NDP;
- **Lack of enforcement** of national and European waste management legislation has enabled illegal operators to undermine the waste management industry, through below cost services and illegal operations which cause serious damage to the environment;
- **Lack of national and regional co-ordination** in the implementation of regional waste management plans and local development plans, and also in the overall management of hazardous and non-hazardous waste. Decisions on the roll-out of infrastructure are primarily made within county boundaries rather than being based on national criteria such as industry economies of scale, the development of critical mass and the existence of transport corridors. There also appears to be a lack of urgency at a local level in the implementation of the waste plans.

## 5.2 Key actions going forward

Following discussions with key stakeholders, a number of recommendations need to be re-enforced going forward:

1. There is a need for **greater national and regional co-ordination** in the implementation of regional waste management plans and local development plans, and also in the overall management of hazardous and non-hazardous waste. In order to achieve a network of integrated waste management facilities, much more effective national and regional co-operation is required. Decisions on roll-out of infrastructure should be based on criteria such as economies of scale, transport corridors and critical mass irrespective of county boundaries; (*DoELG, LAs*)
2. There is a need for the establishment of an **Expert Information Group** which will act as an independent advisory body responsible for promoting, assisting and conducting research into technical issues arising from waste management. This Group could carry out many of the functions originally proposed for the National Waste Management Agency and could assess and communicate accurately information regarding the impact of incinerator emissions on human health and the environment; (*DoELG, Dept. of Health and Children*)
3. There is a need for **better enforcement** of existing waste legislation to prevent illegal disposal of waste. Waste is often dumped without proper authorisation and this is becoming a more significant problem because of increasing charges at landfill sites. The recently published Protection of the Environment Bill 2003 contains a number of significant provisions to strengthen the enforcement powers of local authorities and the EPA in the waste management area. These increased powers need to be fully utilised; (*DoELG, EPA, LAs*)


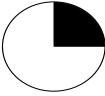
Some **new recommendations** have also emerged as key actions required:

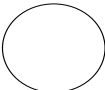
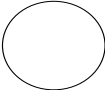
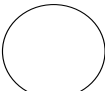
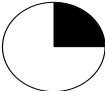

4. The recently published Critical Infrastructure Bill (for Dublin Metro) states that DoELG are also considering proposals for the provision of critical infrastructure in the waste management area. There is a need for **critical waste infrastructure to be fast-tracked**. It is required that DoELG also progress a Critical Infrastructure Bill for waste; (*DoELG*)

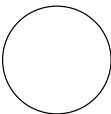
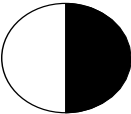


5. A permit system is currently in operation for the disposal of hazardous and non-hazardous waste. A **grading system** should be considered (similar to ISO standards), whereby ratings would be applied to waste disposal companies for the purpose of encouraging best practice; (*DoELG, EPA, NWMA*)
6. The Mid Term Review of the NDP is currently in progress. It is essential that this review assesses the reasons for delays in funding to date for waste management infrastructure, and how this can be addressed. The review should also promote the completion of NDP projects that impact on regional waste management plans. In order to provide efficient waste disposal sites it is necessary that all other required **supporting infrastructure** is in place. This involves the provision of primary and secondary roads, an adequate energy supply and suitable water and waste-water facilities. (*DoELG, Dept. of Transport, Dept of Communications, Marine and Natural Resources*)
7. The dominant position currently held by Local Authorities in the provision of waste services and facilities is due to the significant barriers that currently exist for private sector investment in waste facilities (i.e. costs, access, uncertainty in planning process, economies of scale). Ireland needs to adopt a **framework which encourages more private investment** in infrastructure, as well as encouraging more Public Private Partnerships (PPPs). (*DoELG, EPA*)
8. Implementing the NSS requires that Regional Planning Guidelines (RPG's) are put in place across the country. These guidelines are intended to act as a regional framework for the development plans at city, county and local levels. It is recommended that the **RPG's specifically provide for the rollout of national waste infrastructure**. (*DoELG*)

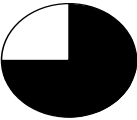
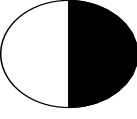
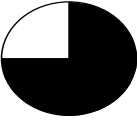
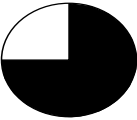
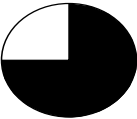


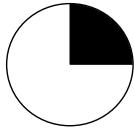
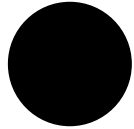
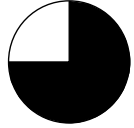
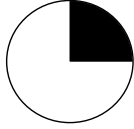
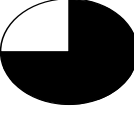
**Appendix I: Recommendations from Forfás report on Waste Management 2001****Summary of recommendations and status of progress**

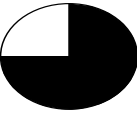
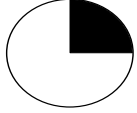
<p>● = <b>Implemented</b></p> <p>◐ = <b>Implementation in progress</b></p> <p>◑ = <b>Accepted</b></p> <p>◒ = <b>Being Considered</b></p> <p>○ = <b>Not Accepted</b></p>	
<b>(a) A Two-way Communication Programme</b>	<b>Progress</b>
<p>Recommendation 1-7</p> <ol style="list-style-type: none"> <li>1. An ongoing programme of two-way communication should be implemented over a five-year period, with an initial two-year budget of €2.0 and €2.5 million. (DoELG).</li> <li>2. The process used should be one of consensus building with local communities.</li> <li>3. The programme should have a national framework, but it should also have a strong local focus, with a priority on Dublin and Cork and on areas with particular problems such as Galway, Roscommon, Mayo and Limerick.</li> <li>4. The Environmental Protection Agency (EPA) should be responsible for delivering the programme pending the establishment of a National Waste Management Agency.</li> <li>5. The Environmental Information Service (ENFO) should co-ordinate activities of Local Authority Environmental Awareness/Education Officers to ensure consistency in the delivery of services. (ENFO/LAs).</li> <li>6. Regular monitoring of the programme effectiveness should be carried out through the administration of surveys. (EPA pending the establishment of a National Waste Management Agency.)</li> <li>7. The programme should study the extent to which modern waste facilities have affected property values.</li> </ol> <p>DoELG have accepted the recommendations and is moving to implement the Programme itself since it feels it would be in conflict with the EPA's regulatory role. A contract for a new National Waste Awareness Campaign and Waste Communications Strategy is being prepared by DoELG, which will concentrate exclusively on waste management and awareness of waste issues generally. The campaign will comprise two separate but related elements: the "Waste Awareness Element" relates to measures taken to raise awareness of the impact of personal behaviour, in order to encourage more environmentally sustainable choices in relation to waste management, and the "Waste Communications Strategy", which relates to measures taken to address general public misunderstandings/ misconceptions of waste issues and the measures required to deal with waste. The campaign/strategy is expected to commence in late August/early September.</p> <p>ENFO hosts regular meetings of the LA Environmental Officer Network (LAEON) to foster understanding and to provide feedback on current environmental policies and issues. The LAEON are also represented on the Monitoring Committee for the Department's national Environmental Awareness Campaign.</p>	
<b>(b) Expert Information Group</b>	
<p>Recommendation 8-10</p> <ol style="list-style-type: none"> <li>8. An independent expert information group should be established by the Health Research Board. (DoELG, Department of Health and Children)</li> <li>9. Consideration should be given by the Health Research Board to the appointment of members to the expert information group with expertise in, inter alia, waste chemistry, chemical engineering, waste processing, epidemiology, toxicology, and communications.</li> <li>10. The expert information group should, where appropriate, nominate a mediator for technical issues. The mediator should report to the expert group, which should be responsible for final advice.</li> </ol> <p>DoELG accepted this recommendation and commissioned the HRB to produce a report which informed policy makers of the technical aspects of both landfill and incineration practices in Ireland and the adverse effects that these practices may have on the environment and human health. This report was published in February 2003, however its findings were inconclusive. DoELG are now considering next steps with the establishment of this Expert Information Group and are currently liaising with the EPA and Department of Health on the matter. A meeting in this regard was scheduled for the end of June.</p>	

<b>(c) National Waste Management Agency</b>	
<u>Recommendation 11</u>	
<p><b>11.</b> A National Waste Management Agency should be established to assist the DoELG in the planning, co-ordinating, monitoring and implementation of national, regional and county waste management plans.</p> <p>The establishment of a National Waste Management Agency is currently off the agenda and the establishment of an alternative National Waste Management Board has been deferred.</p>	
<b>(d) Regional Waste Management Boards</b>	
<u>Recommendation 12</u>	
<p><b>12.</b> Regional Waste Management Boards should be established to implement regional waste management plans with powers devolved from the county managers.</p> <p>From the outset, most local authorities (31 out of 34) have adopted a regional approach to waste management plans, with a nominated 'lead' authority in each region co-ordinating implementation of the plan. There are no plans at present to establish Regional Waste Management Boards. However, Local Authorities continue to meet on an informal basis.</p>	
<b>(e) The National Spatial Strategy and Strategic Environmental Assessments</b>	
<u>Recommendation 13</u>	
<p><b>13.</b> Regional Waste Management Plans should be recognised in the National Spatial Strategy (NSS) at a level of detail consistent with the final format of the NSS. (DoELG)</p> <p>The NSS failed to incorporate the regional waste plans as the DoELG stressed it was a national policy framework for the future spatial development of the country. The DoELG have stated that the NSS is an overarching and strategic document and will depend on more detailed implementation measures at regional and local level, in the form of Regional Planning Guidelines, that will embrace waste management and other infrastructural issues.</p>	
<u>Recommendation 14</u>	
<p><b>14.</b> Local Authority development plans should include objectives for express provision, or facilitation for the provision, of infrastructure associated with waste recovery and disposal facilities as specified in the Planning and Development Act. (LAs)</p> <p>This recommendation is still being considered by DoELG.</p>	
<u>Recommendation 15</u>	
<p><b>15.</b> Regional waste plans should be subject to Strategic Environmental Assessments, prior to the deadline for the implementation of the EU Directive on SEA if necessary. (DOELG)</p> <p>The SEA directive has not yet been transposed into Irish law and DoELG have indicated that they are still considering the recommendation. The provisions in sections 22 to 25 of the 1996 Waste Management Act will need to be revised to take account of the detailed requirements of the SEA Directive. It may also be necessary to insert reference to the SEA Directive in both Planning and Waste Management Acts, in order to provide a statutory basis for the making of SEA regulations under both codes.</p>	

<p><b>(f) Waste Management Centres</b></p>	
<p><u>Recommendation 16</u></p> <p>16. The proposed National Waste Management Agency should be established quickly and given legislative powers to develop planning schemes for Waste Development Centres, similar to the provisions in Part IX of the Planning and Development Act, 2000. (DoELG)</p> <p>DoELG is opposed to the provisions in Part IX of the Act being used for waste projects. It stressed that these provisions should be used exceptionally, for particular development that is of social or economic importance to the State, which could benefit from the intensive pre-planning the Act provides for. It is not intended to be used for all developments of a particular type across the country.</p>	
<p><u>Recommendation 17-19</u></p> <p>17. Potential waste treatment sites, which comply with international criteria and best practice on siting waste management infrastructure, should be identified. (DoELG, RWMB)</p> <p>18. Guidelines on response time in the Planning and Development Act should be adhered to strictly and resources should be provided to ensure that the required planning and other expertise are made available. (DoELG)</p> <p>19. Legislative provisions concerning applications for judicial review in respect of waste on IPC licences should be amended in the light of restrictions on the scope for judicial review introduced by the Planning and Development Act, 2000. (DoELG)</p> <p>There has been some progress in this area in terms of identifying potential ‘best practice’ sites. In evaluating locations for a new incinerator in the Dublin area, a number of siting studies were commissioned to identify the most suitable site for the facility. This was then shortlisted to four sites, with Poolbeg finally being chosen as it complied more with the criteria set out.</p>	
<p><b>(g) The Use of “Community Gain”</b></p>	
<p><u>Recommendation 20-21</u></p> <p>20. Community incentives, in the form of infrastructure or other facilities benefiting the affected local community should be provided, where appropriate, for waste projects of public concern and criteria for the provision of such incentives should be developed. (DoELG)</p> <p>21. Research should be carried out, in the case of projects where community incentives are relevant, to identify the benefits that will be most effective from the community point of view. (LAs, DoELG)</p> <p>DoELG is promoting community gains through the local authorities, who are required to take responsibility for further actions. One such community gain is evident in the case of the incinerator under construction in Carranstown Co. Meath, whereby an environment fund was established to create a recreation park for the community. DoELG have indicated that there are plans for provision of a community incentive in the case of the incinerator currently being considered in Poolbeg. Provision has also been made to provide funding totalling €½ million from the Environment Fund towards community recycling networks.</p>	
<p><b>(h) Waste Prevention and Minimisation</b></p>	
<p><u>Recommendation 22</u></p> <p>22. Pending the establishment of a National Waste Management Agency, the EPA should put in place a national initiative, including a demonstration programme that would support waste prevention projects within companies. Enterprise Ireland should put in place a similar initiative for its client companies. (EPA, EI)</p> <p>A National Waste Prevention Programme (NWPP) is to be established under the new policy statement on waste minimisation and prevention, “<i>Preventing and Recycling Waste: Delivering Change</i>”. This initiative is to be driven by a “Core Prevention Team” to be established within the EPA. Once established, Enterprise Ireland will work closely with the Core Prevention Team.</p>	

<p><u>Recommendation 23</u></p> <p>23. The DoELG should negotiate sectoral agreements with generators of wastes in priority areas, with a view to stimulating improved waste prevention practices.</p> <p>Producer Responsibility Initiatives have been developed in respect of packaging waste, farm plastics and construction &amp; demolition waste. Producer Responsibility Initiatives are being developed in respect of end of life vehicles, electrical and electronic equipment, tyres, newsprint and batteries.</p>	
<p><u>Recommendation 24</u></p> <p>24. Best practice programmes should be considered which would provide guidance and benchmarking data direct to companies and waste management ‘clubs’ should be established to help companies in particular sectors to learn from each other. (EPA, DETE and their Agencies, IBEC)</p> <p>EI, IDA &amp; EPA accepted this recommendation. Enterprise Ireland established a website (<a href="http://www.envirocentre.ie">http://www.envirocentre.ie</a>) which provides general information on waste management issues. This initiative provides a link to more detailed information and advice for its client companies and is designed largely to assist with a range of environmental issues. They also organise and direct regional environmental business fora for client companies where issues of concern related to waste are discussed.</p>	
<p><u>Recommendation 25</u></p> <p>25. State bodies should lead by example through implementing waste prevention programmes within their organisations.</p> <p>DoELG has committed to develop a public authority waste management programme and will commence formal discussions with the Environmental Network of Government Departments.</p>	
<p><u>Recommendation 26</u></p> <p>26. Increased resources should be provided for policing to ensure that penalties for illegal waste disposal activities are applied. (DoELG)</p> <p>Provision has been made to provide funding from the Environment Fund totalling €5 million towards the local authority enforcement initiative and €0.75 million towards the establishment of the Office of Environmental Enforcement.</p>	
<p><b>(i) Waste Recycling</b></p>	
<p><u>Recommendation 27 &amp; 28</u></p> <p>27. DoELG and EI should commission feasibility studies on a range of recycling projects to determine the potential market and the need, if any, for financial contributions, changes in standards or regulations or other state commitments required to help the viability of such projects. (EI, DoELG)</p> <p>28. EI and DoELG should pool their expertise and work together to promote the establishment of recycling projects by the private sector. (EI, DoELG)</p> <p>In January 2002, at the request of the DoELG, EI commissioned environmental consultants, Envirospire, to carry out a feasibility study aimed at identifying specific waste streams for more detailed study. This study identifies three waste streams (glass, paper and plastic) which have the potential to form the basis for a commercial, sustainable re-processing enterprise. Discussions are currently ongoing between DoELG and DETE regarding the establishment of a market development programme, and it is intended that Enterprise Ireland will play a key role in this.</p>	

<p><u>Recommendation 29</u></p> <p><b>29.</b> National standards should be modified to allow certified recycled crushed materials to be used in housing construction and for infrastructural developments such as road infill. (DoELG)</p> <p>The use of recycled crushed materials for housing and road construction will be examined as part of the work programme of the National Construction and Demolition Waste Council, which was established in June 2002.</p>	
<p><u>Recommendation 30</u></p> <p><b>30.</b> The DoELG should put a framework in place to expedite specifications in EU landfill and packaging waste Directives. (DoELG)</p> <p>The Waste Management (Packaging) Regulations 2003 (S.I. 61 of 2003) which came into force on 1<sup>st</sup> March 2003 revised and replaced the previous packaging regulations made in 1997. They introduced new obligations on producers of packaging and packaging waste and are intended to facilitate the achievement by Ireland of the packaging waste recovery target of 50% by end 2005 as required by the 1994 EU Directive on Packaging and Packaging Waste.</p> <p>Consultants are being appointed to assist in the development of a National Strategy on Biodegradable Waste which it is intended will set out measures to progressively divert biodegradable waste away from landfill in accordance with the requirements of Directive 1999/31/EC on the landfill of waste</p>	
<p><u>Recommendation 31</u></p> <p><b>31.</b> Local Authorities should implement waste segregation as soon as practicable. (DoELG)</p> <p>Regional waste management plans generally provide for the development of segregated household waste collection in all major urban areas. Large-scale segregated collection services have already been launched in a number of areas e.g. Dublin City, Galway City, parts of Galway County, Waterford City. Under the permitting system for commercial waste collectors, permitting authorities now have the power to require permitted commercial collectors to introduce and operate segregated collection services for householders and commercial outlets. (Article 18 of the Waste Management (Collection Permit) Regulations, 2001 refers). These powers should be used in support of segregated collection schemes as the necessary treatment facilities become available.</p>	
<p><u>Recommendation 32</u></p> <p><b>32.</b> Public construction and other relevant public contracts should incorporate conditions for the segregation of waste. (DoELG, State bodies)</p> <p>This matter will be examined as part of the work programme of the National Construction and Demolition Waste Council.</p>	
<p><u>Recommendation 33</u></p> <p><b>33.</b> Suppliers of recycled materials should be invited to tender for State purchasing contracts, and the national environmental benefits of using recycled materials should be assessed in order to evaluate how consideration of these benefits might be incorporated into State purchasing decisions. (DoELG) DoELG has committed to ensure the use of recycled paper by public authorities.</p> <p>Discussions with the GSA have resulted in environmental specifications being included in the tender documents for a range of draw-down contracts, including office stationery, copying paper, janitorial supplies and printer matter. Representatives from all Government Departments were invited to a display of a sample of such recycled materials. The Environmental Network of Government Departments was advised as to the importance of the public procurement issue and encouraged to promote the use recycled and recyclable materials as much as possible.</p>	

<p><u>Recommendation 34</u></p> <p><b>34.</b> Purchasing contracts of government departments and agencies should, where feasible, require the use of recycled materials. (DoELG)</p> <p>The Department has committed to promote the use of recycled and recyclable materials in public procurement policies.</p> <p>Discussions with the GSA have resulted in environmental specifications being included in the tender documents for a range of draw-down contracts, including office stationery, copying paper, janitorial supplies and printer matter. Representatives from all Government Departments were invited to a display of a sample of such recycled materials. All Government Departments were encouraged to develop green procurement policies through the Green Government Liaison Officers network and were circulated with details of suppliers for some of the recycled products purchased by the Department</p>	
<p><b>(j) Thermal Treatment</b></p>	
<p><u>Recommendation 35 &amp; 36</u></p> <p><b>35.</b> Construction of the Ringaskiddy bypass should be accelerated. (DoELG, NRA)</p> <p><b>36.</b> Consideration should be given to the provision of suitable traffic management in the Ringaskiddy area. (Cork Corporation (CC) , Coras Iompair Eireann (CIE), Industrial Development Agency (IDA)</p> <p>A planning application was lodged by Indaver with Cork County Council in November 2001 for the construction of Phase 1 of a waste management facility in Ringaskiddy. On May 27<sup>th</sup> 2003, Cork County Council voted against building an incinerator. Indaver are appealing this decision to An Bord Pleanála.</p> <p>Cork County Council have hired consultants to start the preliminary design of the bypass.</p>	

## **Appendix II – Recent Developments in Waste Management**

There has been some progress in waste management over the past 12 months both in terms of new initiatives and strengthened regulatory controls to drive forward the modernisation of waste services and infrastructure:

- Some €14.5million has been provided in the first round of allocations under the Waste Infrastructure Capital Grants Scheme which is targeted at recycling infrastructure. This will fund 55 local authority recycling projects;
- Repak, having reported that Ireland met its EU target of recovering 25% of Packaging Waste in 2001, continued to report progress towards meeting the 2005 50% target;
- Almost 45,000 composting units have been provided to households around the country at subsidised rates in recent years;
- The National Construction and Demolition Waste Council was established in June 2002. This Council's objective is the securing of a significant increase in the recycling of construction and demolition waste;
- Tenders were sought in September 2002, for the provision of an all-island waste management service for waste fridges and freezers throughout the island of Ireland;
- The Plastic Bag levy was introduced in March 2002, and has had a dramatic impact on consumption of disposable plastic bags. It is a valuable initiative in raising awareness of litter and waste management initiatives generally and is widely supported by the public;
- A levy of €15 per tonne of waste disposed to landfill came into effect in June 2002. The proceeds, which like the plastic bag levy, are payable into a new Environment Fund, will drive a variety of waste management and other environmental initiatives.

Important developments in waste legislation, in the interests of more effective management and control, include:

- The coming into effect of the Waste Management (Collection Permit) Regulations, 2001 which facilitate better control of waste movements.
- The Waste Management (Amendment) Regulations, 2002, which prohibit the landfilling of liquid waste and certain hazardous and infectious wastes in new landfills from July 2001, in hazardous landfills from July 2002 and in all landfills from July 2009. The regulations also prohibit the landfilling of whole tyres in new, or hazardous, landfill facilities from July 2003, and of shredded tyres from July 2006. These dates are extended to July 2009 in the case of existing landfill facilities.
- The recently published Protection of the Environment Bill 2003 also contains a number of significant provisions to strengthen the enforcement powers of local authorities and the EPA in the waste management area.

**Appendix III: EPA Recommendations from National  
Hazardous Waste Management Plan**

1. The establishment of an Implementation Committee by the Department of the Environment and Local Government. This committee would be responsible for guiding the overall implementation of the Plan;
2. The establishment of a Prevention Team to implement the Prevention Programme. This 'Team' will be responsible for the development of the Programme, for the setting of priorities within the Programme itself and for their initiation;
3. The identification and elimination of unreported hazardous waste to prevent its uncontrolled disposal and resultant emissions to the environment;
4. The identification, preliminary evaluation and prioritisation of sites at which hazardous waste disposal has taken place and the implementation of remedial works at priority sites;
5. Establishment of an improved collection infrastructure for hazardous household, agricultural and small and medium enterprise (SME) wastes;
6. The allocation of financial and technical assistance for the development of facilities for the recovery and disposal of hazardous waste where existing capacity is unsatisfactory;
7. The development of hazardous waste landfill capacity and thermal treatment for hazardous wastes requiring disposal to achieve self sufficiency and reduce our reliance on export;
8. Improved public awareness of the impacts of hazardous wastes;
9. Build on on-going prevention, research and demonstration initiatives - for example, the *Cleaner Production Pilot Demonstration Programme*.



**Appendix IV: Functions of the proposed National Waste Management Board**

1. co-ordinate and monitor the implementation of national and regional waste management policy and planning;
2. maintain a broad overview of existing policy and provide ongoing advice in that regard to Government, public authorities and the private sector;
3. evaluate the contribution of local and regional waste management plans to the achievement of national waste management targets;
4. act as a consultative forum for the consideration of EU legislative initiatives;
5. make recommendations regarding the need for/contribute to research and development initiatives in relation to specific waste streams;
6. provide advice and recommendations regarding the preparation of the National Strategy on Biodegradable Waste;
7. monitor and evaluate international best practice with a view to appropriate application in Ireland, including where necessary calling on the services of independent expert groups to evaluate specific issues;
8. support and facilitate the Recycling Consultative Forum and Market Development Group;
9. undertake public awareness and education campaigns in relation to waste management;
10. carry out regular reviews of this Policy Statement.

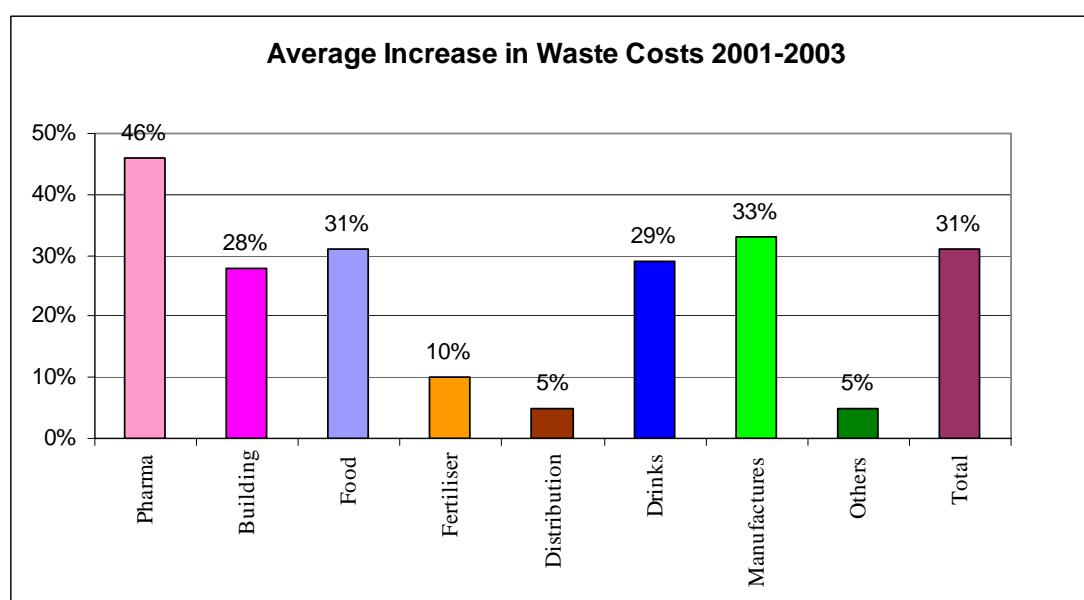
**Appendix V: Waste Management Costs**

<b>Average landfill charge per tonne (exclusive of landfill levy)</b>				
<b>Region</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>
Dublin, Kildare, Wicklow	Figures not available	€62	€78	€107
North East	Figures not available	€70	€70	€11.50
Midlands Region	€25	€44	€70	€87
Limerick/Kerry/Clare	€36.50	€45.50	€68	€91
Connaught & Donegal	€28	€46	€70	€96
Cork	Figures not available	€58	€60	€108
South East	€25	€51	€74	€115

**Source: Private Consultancy Report carried out for the Irish Waste Management Association. (May 2002)**

In 1999 the average cost of landfill disposal was €27 per tonne. That figure increased €100 in 2002. One local authority in the South East has indicated that its landfill price is €170 per tonne, up from €15 per tonne in 2002, a 48% increase. The landfill levy also increased from €15 to €20 per tonne. This increased cost of legal disposal will mean more increases in charges to waste producers, namely, householders and businesses.

\* The Irish Waste Management Association (IWMA), which is affiliated to IBEC, is the national representative body for the waste management industry in Ireland.



**Source: Deloitte & Touche Survey 2003**