


This report has being cleared for submission to the Board by Senior Inspector: Brian Meaney

Signed *Jessie Kennedy* Date *01/09/09*

Scanned

20 OCT 2009



Open Web Doc

Initials

**OFFICE OF CLIMATE,
LICENSING &
RESOURCE USE**

INSPECTORS REPORT ON A LICENCE REVIEW

TO:	DIRECTORS	
FROM:	Caroline Murphy	- Licensing Unit
DATE:	31 August 2009	
RE:	EPA-initiated review of a waste licence for Roscommon County Council - Ballaghaderreen Landfill, Aghalustia Townland, Ballaghaderreen, County Roscommon. Licence Register No. W0059-03.	

Application Details	
Type of facility:	Landfill
Class(es) of Activity (P = principal activity):	4 th Schedule: Class 2, 3, 4, 11 & 13 3 rd Schedule: Class 1, 4, 5 (P) & 13
Quantity of waste managed per annum:	25,000 tonnes
Classes of Waste:	Municipal, industrial, commercial and non-inert construction and demolition waste.
Location of facility:	Ballaghaderreen Landfill, Aghalustia Townland, Ballaghaderreen, County Roscommon.
Licence review initiated:	18 th June 2009
Third Party submissions:	None
Licensee submission:	20 th July 2009
Article 16(3)(a)(i) Notification	27 th July 2009
Article 16(3)(a)(i) Reply	19 th Aug 2009
EIS Required:	No
New or existing facility (i.e. operational pre- or post-16 July 2001)	Existing
Site Inspection	None

On 18 June 2009, the Environmental Protection Agency initiated a review of the waste licence relating to the landfilling activities at Ballaghaderreen Landfill, waste licence register number W0059-02. The review was initiated by writing to the licensee and placing a newspaper notice in the Irish Independent – copies of each document attached. The reasons for initiating the review are as follows:

- Section 46(2)(b) of the Waste Management Acts, 1996 to 2008, requires that the EPA review a waste licence if “new requirements (whether in the form of standards or otherwise) are prescribed, by or under any enactment or Community act, being requirements that relate to the conduct or control of the activity to which the waste licence relates.” In this case, there is a need to further elaborate and give effect to articles 5 and 6 of Council Directive 1999/31/EC on the landfill of waste (the Landfill Directive) regarding the treatment of waste prior to landfill and diversion of biodegradable municipal waste from landfill.
- There is also the need to give effect to article 49(5) of the Waste Management (Licensing) Regulations 2004 which states that waste that has not been subject to treatment shall not be accepted or disposed of in a landfill facility.
- Article 52(5) of the Waste Management (Licensing) Regulations 2004, as amended, requires the EPA to review a waste licence in order that a landfill will operate in compliance with the relevant requirements of the Landfill Directive. In this regard, an assessment of the landfill conditioning plan was carried out by the Office of Environmental Enforcement and taken into account in the review of the licence.
- There is also a need to further the general Best Available Techniques (BAT) obligation to reduce the overall environmental impact of landfill. In this context, there are newly elaborated limits on the acceptance of biodegradable municipal waste at landfill (expressed in the document *Municipal Solid Waste – Pre-treatment and Residuals Management: An EPA Technical Guidance Document* published 19 June 2009) that have regard to the need to implement and achieve landfill diversion targets set out in Landfill Directive. The diversion of biodegradable municipal waste will, *inter alia*, reduce landfill gas production and have consequent benefits regarding greenhouse gas emissions and the potential for odour nuisance.
- There is a need to enhance the licence’s control and management of odour as requested by the Office of Environmental Enforcement on foot of odour complaints received in relation to the facility.

In addition, one technical amendment made to the licence since its issue has been inserted and consolidated into the text.

The conditions limiting the acceptance of biodegradable municipal waste will contribute to implementation of the National Strategy on Biodegradable Waste (Department of the Environment, Heritage and Local Government, 2006).

The principal new/updated conditions relate to the following:

1. The requirement to treat all waste prior to acceptance for disposal (condition 5.2.5).
2. The imposition of new limits on the amount of biodegradable municipal waste that can be accepted at the facility (condition 5.2.6). From 1 January 2010, only 40% of municipal waste accepted at the facility for landfilling can be biodegradable. In 2013 this reduces to 24% and in 2016 to 15%. The benefits of this restriction include a reduction in landfill gas generation and hence odour nuisance potential and reduced leachate generation.
3. The need to measure waste intake and report compliance with the conditions described in items 1 and 2 above (condition 10.10).
4. Condition 5.5.3 prohibits the use of bio-stabilised residual waste¹ as daily cover unless the material has been stabilised in accordance with condition 5.2.11 of the licence and satisfies Department of Agriculture, Fisheries and Food requirements in relation to the treatment of animal by-products, recently articulated in DAFF guidance². Material not meeting these requirements must be disposed of in the landfill body³.
5. The need to ensure that all potential environmental liabilities are addressed (condition 12.4).

A number of other conditions are also amended or inserted. Existing conditions with timeframes have been altered to remove references to dates now past. The following is a full list of new or amended conditions and schedules in the licence (not including technical amendments previously made):

Table 1 List of new or amended conditions

Condition or Schedule number	Replacing an existing condition?	New condition?	Description
Definitions or Interpretation		✓	To update with new definitions.
1.3	✓		Change to refer to Waste Management Acts, 1996 to 2008
1.5.5		✓	Prohibit the dilution or mixture of waste in order to fulfil waste acceptance requirements.
1.10	✓		Update licence details
2.3.2.1	✓		Revised Environmental Objectives and Targets schedule requirements
2.3.2.3		✓	Landfill Environmental Management Plan
3.10.5	✓		Reference made to bund design guidelines.

¹ Defined in the PD.

² Conditions for approval and operation of composting plants treating animal by-products in Ireland, 27 March 2009, Department of Agriculture, Fisheries and Food, Animal By-Products Section.

³ Conditions for approval and operation of biogas plants treating animal by-products in Ireland, 27 March 2009, Department of Agriculture, Fisheries and Food, Animal By-Products Section.

Condition or Schedule number	Replacing an existing condition?	New condition?	Description
5.2.1	✓		Update requirement for waste acceptance procedures
5.2.2		✓	Waste checking, inspection and record keeping
5.2.3		✓	Requirement to provide written acknowledgement of receipt of each delivery of waste to the facility.
5.2.4		✓	To prohibit the acceptance of gypsum waste at a landfill accepting biodegradable waste.
5.2.5		✓	Only pre-treated wastes permitted at landfill
5.2.6 - 5.2.7		✓	Limits the acceptance of BMW
5.2.8 – 5.2.14		✓	Determining the BMW content of the accepted waste.
5.3	✓		Storage in the Waste Quarantine Area.
5.5.3		✓	Only bio-stabilised residual waste may be used as landfill cover.
7.7		✓	Odour Control and Monitoring
8.14		✓	To ensure competent testing of waste
9.2		✓	Annual review of the Emergency Response Procedure
10.2		✓	Notification of receipt of waste that does not meet waste acceptance criteria.
10.3	✓		Updated waste recording requirements
10.10		✓	Requirements for reporting to demonstrate compliance with diversion targets.
11.3	✓		Inclusion of waste recovery report requirements.
12.1.1	✓		Change to refer to Waste Management Acts, 1996 to 2008 and reference the OEE Inspector invoice total for 2009.
12.3		✓	Requiring landfill costs be covered by disposal charges
12.4		✓	Environmental Liabilities Risk Assessment
Schedule A, Table A.2.2		✓	Total Permitted Landfill Capacity by volume
Schedule D, Table D.9		✓	Waste monitoring
Schedule D, Table D.10		✓	Ambient odour monitoring
Schedule E	✓		Recording and reporting to the Agency
Schedule F	✓		AER

Compliance with Directives/Regulations

Table 1 sets out new and amended conditions that, subject to compliance with those conditions, will ensure that the facility operates in conformance with the provisions of the Landfill Directive (1999/31/EC).

Proposed Decision

It is my opinion that the new/amended conditions proposed in the attached Recommended Decision address: BAT as set out in the Pre-Treatment Guidance Document (referenced above); the requirements of article 52(5) of the Waste Management (Licensing) Regulations, 2004, as amended; provisions of the Landfill Directive (1999/31/EC); and the concerns regarding odour nuisance as described by the Office of Environmental Enforcement. The new/amended conditions will not cause any new or increased emissions over and above the emission limit values specified in the licence. Thus the requirements of section 40(4) of the Waste Management Acts 1996 to 2008 will continue to be met.

Submissions

As the EPA initiated this review, the licensee was entitled to make a submission. A submission was received from the licensee. The following are the items addressed in the submission:

- While accepting the need for the pre-treatment of waste, the licensee outlined their concern "*about the implications for waste that will be collected in the area prior to the availability of a pre-treatment facility*". The licensee notes that Barna Waste has applied to DAFF for "clearance" to operate a mechanical biological treatment facility in the area and that it would be premature to limit waste acceptance at the landfill until that facility is available. The licensee also notes that the landfill has approximately 60,000 tonnes of capacity remaining.

Response:

It is a requirement of the Landfill Directive (1999/31/EC) that only treated waste is accepted at landfill. This requirement was previously implemented at this facility through condition 1.5.4 of the existing licence (W0059-02) which states that "the licensee shall ensure that all wastes being accepted at the facility after July 16th 2009 are subject to treatment prior to disposal as required by Article 6 of the Landfill Directive (1999/31/EC)." Thus the revised condition 5.2.5 is simply a restatement of and elaboration on an existing condition.

Recommendation:

No change on foot of the submission.

- The licensee requested that the following would be taken into account when considering the new conditions relating to odour prevention and control:

“The Council has brought about, through considerable investment in the facility, a great improvement in the management of odours in and around the facility. This has been achieved in close co-operation and consultation with your organisation. I would also ask that the remaining capacity and possible life-span of the facility would be borne in mind when considering this aspect of the licence”.

Response:

The Office of Environmental Enforcement has identified this site as a priority with regard to odour. The existing odour and landfill gas conditions are not sufficient therefore the standard conditions requiring an Odour Management Plan are proposed and will need to be implemented over the remaining 2-3 years of the landfill’s operational phase and thereafter.

Recommendation:

No change on foot of the submission. Requirement for an odour management plan included as condition 7.7.

- The licensee requested a meeting “to discuss the practical implications of the review of the landfill licence and any proposed methodology for enforcement of the new conditions of the licence.”

Response:

A methodology for enforcement of the new conditions and for measuring progress towards landfill diversion targets is in preparation and will be circulated to licensees in advance of implementation of the revised licence.

Recommendation:

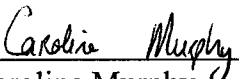
No change

No third party submissions were received by the Agency.

Recommendation

I have considered all the documentation governing the grounds for the review of this licence, including submissions, and recommend that the Agency grant a revised licence subject to the conditions set out in the attached RD and for the reasons as drafted.

Signed



Caroline Murphy
Inspector

Procedural Note

In the event that no objections are received to the Proposed Decision on the application, a licence will be granted in accordance with Section 43(1) of the Waste Management Acts 1996-2008.

