

Planning Background Paper

Zero Waste



SEPA Planning Background Paper: Zero Waste

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Background Paper on Zero Waste		

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Notes

This document outlines SEPA's position on land use planning and Zero Waste. It is based on SEPA's interpretation of national planning policy and duties and requirements under relevant legislation.

This document is uncontrolled if printed. Always refer to the online document for accurate and up-to-date information.

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Why we comment on this topic

1. SEPA's statutory purpose under the Regulatory Reform (Scotland) Act 2014 is 'to protect and improve the environment, including managing natural resources in a sustainable way'. It also states that we must 'contribute to improving the health and wellbeing of the people of Scotland and to the achievement of sustainable economic growth'.
2. The [EU Waste Framework Directive \(Directive 2008/98/EC\)](#) ('The WFD') identifies the waste hierarchy and requires member states to establish an integrated and adequate network of waste disposal installations, and for member states to have a national waste management plan or plans. The Zero Waste Plan (ZWP) performs this duty, and development plans will be required to comply with the ZWP in addition to the national planning framework.
3. The [Zero Waste Plan](#) provides the Scottish Government's strategic direction for waste policy within Scotland. The ZWP vision states that the management of waste within Scotland should be guided by the '*Waste hierarchy*' whereby waste is sorted, reused, remanufactured, reduced, recycled, processed and value recovered (including energy) as we move away from our reliance on landfill.
4. The planning system is crucial to the delivery of the ZWP targets as new waste facilities require planning permission and all new developments will be required to be designed to allow for the sustainable management and minimisation of waste.
5. Zero Waste Plan Action 21 also requires SEPA's involvement, stating that The Scottish Government, with local authorities, the Scottish Environment Protection Agency (SEPA) and Zero Waste Scotland, will seek to raise awareness of the need to take local responsibility for waste, to support the development of local infrastructure for resource management.
6. We assist the delivery of the Scottish Government's national planning outcomes by providing environmental advice in relation to waste priorities within development plans and development proposals for waste management facilities – reviewing such outcomes against strategic Zero Waste planning policy objectives. As set out within the table (below), the advice we provide also directly contributes to the achievement of two of our corporate outcomes.

Table 1: Policy Hierarchy

Town and Country Planning (Scotland) Act 1997 and Planning etc. (Scotland) Act 2006 Waste (Scotland) Regulations 2012					
Scottish Government National Outcomes					
National Planning	Outcomes (relevant to Zero Waste)	 A low carbon place – reducing our carbon emissions and adapting to climate change.	 A successful sustainable place – supporting sustainable economic growth and regeneration, and the creation of well-designed sustainable places.	 A natural, resilient place – helping to protect and enhance our natural and cultural assets, and facilitating their sustainable use.	
	Policy Principles	Support achievement of Scotland's zero waste targets: recycling 70% of household waste and sending no more than 5% of	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy:	Promote developments that minimise the unnecessary use of primary materials and promote	Support the emergence of a diverse range of new technologies and investment opportunities to secure economic value from secondary

	Scotland's annual waste arisings to landfill by 2025.	waste prevention, reuse, recycling, energy recovery and waste disposal.	efficient use of secondary materials.	resources, including reuse, refurbishment, remanufacturing and reprocessing.	
SEPA	Purpose	Protecting and improving the environment (including managing resources in a sustainable way). As long as it is not inconsistent with the above we will also contribute to (a) improving the health and well-being of people in Scotland and (b) achieving sustainable economic growth.			
	Corporate Outcomes (relevant to Zero Waste)	Scotland is developing in a way which is environmentally sustainable, taking advantage of the economic benefits presented by a move to a low carbon economy and greater use of renewable energy sources - resources are managed and used more sustainably and waste is managed as a resource. More materials are recycled and landfilling has been virtually eliminated.	Champion sustainable resource use and management of all resources and explain the environmental, social and economic benefits - We will work with Government and other partners to develop the necessary policies, regulatory framework, incentives and clear information to encourage citizens, public authorities and businesses to choose the most sustainable and resource-efficient products and services.		
	Position Statement	Planning, Energy and Climate Change			
	Planning Objectives	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To maximise opportunities to recover heat for use from thermal treatment of waste proposals.	To promote a move up the waste hierarchy through good design in development proposals.	
	Supporting Objectives	Protecting the environment and human health from the effects of waste management and disposal and applying the principles that underpin the waste hierarchy.	'Headline ambition' to have heat from renewable sources recognised as the first choice option for new developments in areas of the gas grid and maximising opportunities for retrofitting.	The importance in our role to help deliver the renewable heat aspects of the Renewables Action Plan by actively engaging in the preparation of development plans to help identify favourable locations for thermal treatment of waste infrastructure in relation to potential end users and the need to achieve high energy efficiencies through heat recovery from energy from waste infrastructure.	
	Planning Guidance	Development Plan Guidance	Development Management Guidance	Background Paper	Standing Advice

7. To deliver an efficient environmental protection system we must be able to plan, monitor and report on our work. Within [SEPA's Corporate Plan 2012-2017](#), we focus our efforts on working towards four outcomes for Scotland:

(i) Scotland's environment is protected and improving;

- Scotland is enjoying the economic and social benefits of a good quality environment, with businesses, communities and individuals all taking responsibility for reducing their environmental impacts. We protect the environment, communities and human health by practising world class environmental regulation, implementing legislation proportionately and rewarding good performance while taking tough action against those who fail to meet acceptable standards. Our activity is targeted towards tackling specific environmental problems through problem-solving projects, adopting innovative methods and partnerships, and working with key industry sectors.
- We deliver important environmental services for Scotland including air quality monitoring, flood warning, flood risk management, river basin management and emergency response.

(ii) Scotland's environment is understood and SEPA is an influential and respected authority;

- Scotland has a sound understanding of the environment, the resources and services it provides, the way it is impacted by climate change and human activity, and the effects it can have on human health and wellbeing. There is a co-ordinated approach to the monitoring of, and reporting on, Scotland's environment, which makes it easy for businesses, individuals and the academic community to obtain information, advice and guidance. The information and advice we provide is trusted.
- International legislation ensures a high level of environmental protection for Scotland. Policy makers in the EU, UK and Scotland have a good understanding of the issues affecting our environment.

(iii) Scotland is preparing for a sustainable future and is taking steps to limit climate change;

- Scotland is developing in a way which is environmentally sustainable, taking advantage of the economic benefits presented by a move to a low carbon economy and greater use of renewable energy sources. Resources are managed and used more sustainably and waste is managed as a resource.
- More materials are recycled and landfilling has been virtually eliminated. The environmental and economic benefits of more sustainable resource use and waste minimisation are understood, along with the need to choose low carbon products and services.

Strategic Objectives:

- Champion sustainable resource use and management of all resources and explain the environmental, social and economic benefits - We will work with Government and other partners to develop the necessary policies, regulatory framework, incentives and clear information to encourage citizens, public authorities and businesses to choose the most sustainable and resource-efficient products and services.
- Scotland has taken significant steps to tackle climate change. Collaborative efforts across society are reducing greenhouse gas emissions, supported by changes to behaviours. Statutory targets to reduce greenhouse gases are being met through policies and proposals across all sectors and energy

production is decarbonising. Communities are more resilient to the impacts of climate change with key areas of risk and vulnerability addressed.

- Scotland is sustainably managing the use of resources, taking advantage of economic benefits presented by resource efficiency and the move to a low carbon economy. Our ecosystems are protected and the value of our resources to the economy and society is recognised. We are moving to a more circular economy where materials and products are kept in use for as long as possible.

(iv) SEPA is a high performance organisation.

- We are a flexible, responsive and innovative organisation, doing a better job and providing best value for taxpayers and charge payers, confirming our position as a world class environment protection agency. We work in partnership with public, private and third sector organisations to deliver high-quality, customer-focused services. We seek every opportunity to reduce the environmental impact of our activities.

Statutory Context

8. We have a duty under the Town and Country Planning (Scotland) Act 1997 and Planning etc. (Scotland) Act 2006 to provide comments to Local Planning Authority consultations on proposed Strategic and Local Development Plans and to respond to planning applications for major waste and energy related proposals.
9. The provision and promotion of Zero Waste advice through our Planning Service accords with the statutory requirements in the table below. Our advice supports the aspirations of Scotland’s Zero Waste Plan and associated Waste Regulations by promoting the provision of plans and developments that help the realisation of strategic Zero Waste targets through materials reuse/recycling and reductions in carbon based emissions. Encouraging strategies and proposals that divert waste from landfill also supports the delivery of our duties as a public body under the Climate Change (Scotland) Act 2009.

Statute	Relevant Sections	Our Advice
Town and Country Planning (Scotland) Act 1997 and Planning etc. (Scotland) Act 2006	Sections 4 and 15-18 – Town and Country Planning (Scotland) Act 1997. Section 2 – Planning etc. (Scotland) Act 2006.	Requirements to prepare Strategic and Local Development Plans under the aforementioned legislation ensures that SEPA are routinely consulted on Strategic and Local Development Plans to assess the acceptability of Zero waste policies and/or waste related strategic policy framework(s).
Development Management Procedure (Scotland) Regulations 2013	Schedule 5 – Consultation by the Planning Authority. The planning authority must consult with SEPA before determining an application for planning permission for the use of land for the deposit of any kind of refuse or waste, including slurry or sludge.	Local Planning Authorities have a statutory duty to consult SEPA as a statutory consultee for various waste-related development proposals to ensure adequate consideration of any potential environmental impacts.
Waste (Scotland) Regulations 2012	Sections 2-5.	To help ensure that developments support the implementation of the Regulations.

Climate Change (Scotland) Act 2009	Part 4 - Public Body Duties	To ensure that we exercise our planning advisory role in the way best calculated to contribute the delivery of national greenhouse gas emission reduction targets.
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Policy Context

10. Sustainable management of waste means managing waste as high up the waste hierarchy as possible. Article 4 of the revised [EU Waste Framework Directive \(Directive 2008/98/EC\)](#) ('The WFD') identifies the waste hierarchy and states that it applies 'as a priority order in waste prevention and management legislation'. The WFD requires member states to establish an integrated and adequate network of waste disposal installations, and for member states to have a national waste management plan or plans. The Zero Waste Plan (ZWP) performs this duty, and development plans will be required to comply with the ZWP in addition to the national planning framework.
11. Key objectives within the Zero Waste Plan, NPF3, SPP, the Scottish Government's Planning and Waste Management Advice and SEPA's Thermal Treatment of Waste Guidelines seek to ensure that waste is viewed as a resource. Maximising the resource value of waste will ensure that the ZWP re-use and recycling targets are met and that only waste which cannot be reused or recycled is treated in energy from waste facilities or disposed of to landfill.
12. The [Zero Waste Plan](#) provides the Scottish Government's strategic direction for waste policy for Scotland. The key targets are recycling 70% of all waste by 2025, a 5% maximum of waste to be landfilled by 2025 and separating key dry recyclates at source since 1 January 2014. The ZWP vision (page 3) states that '*The waste hierarchy will guide our overall approach to managing Scotland's waste.*' This means that more facilities will be required to sort, reuse, remanufacture, reduce, recycle, process and recover value (including energy) from waste as we move away from our reliance on landfill. Statutory [Guidance on Applying the Waste Hierarchy](#) has been prepared by the Scottish Government. The planning system is crucial to the delivery of the ZWP as new facilities will require planning approval and all new developments will be required to be designed to allow for the minimisation and proper management of waste. The Scottish Government has also produced a Waste Prevention Plan – [Safeguarding Scotland's Resources](#) (October 2013) which sets out targets to reduce Scotland's waste by 7% by 2017 (from 2011 levels) and to achieve a 15% reduction by 2025.
13. The Zero Waste Plan identifies areas of work to enable the delivery of the Zero Waste Plan targets. In the 'Resource Management Sector' section, action 15 states that: '*The Scottish Government, with local planning authorities and the Scottish Environment Protection Agency, will ensure the land use planning system supports the Zero Waste Plan through the consolidated Scottish Planning Policy (SPP), the revision of waste planning guidance (Planning Advice Note 63) in 2010 and the provision of local waste infrastructure mapping and data. Further information available in Annex B.*' ***For information, Scottish Planning Policy 2014 supersedes the information guidance contained within Annex B.***
14. Zero Waste Plan Action 21 also requires SEPA involvement 'The Scottish Government, with local authorities, the Scottish Environment Protection Agency (SEPA) and Zero Waste Scotland, will seek to raise awareness of the need to take local responsibility for waste, to support development of local infrastructure for resource management. Support will also include the development of a tool, based on SEPA data, to assist local authorities in identifying the infrastructure needed to collect, sort, recycle and recover all waste in Scotland.' This tool has now been prepared and is known as the [Waste Sites and Capacity Tool](#) (formerly known as the [Regional Capacity Table](#)) and is updated annually.

15. The Waste (Scotland) Regulations 2012 make the following provisions:
1. All businesses, public sector and not-for-profit organisations are required to present metal, plastic, glass, paper and card (including cardboard) for separate collection from 1 January 2014;
 2. Food businesses (except in rural areas) which produce over 50 kg of food waste per week to present that food waste for separate collection from 1 January 2014;
 3. Food businesses (except in rural areas) which produce over 5 kg of food waste per week to present that food waste for separate collection from 1 January 2016;
 4. Local authorities to provide a minimum recycling service to householders;
 5. Waste contractors to provide collection and treatment services which deliver high quality recycling;
 6. A ban on any metal, plastic, glass, paper, card and food collected separately for recycling from going to incineration or landfill from 1 January 2014;
 7. All new incinerators must ensure that metals and dense plastics have been removed for recycling from residual municipal waste prior to incineration; and,
 8. A further ban limiting the disposal of Biodegradable Municipal Waste to landfill will be implemented from 1 January 2021.
16. These provisions will impact on planning for new developments by ensuring that there is sufficient space to enable waste segregation. There will also be an impact on waste management infrastructure as we move waste up the hierarchy and aim to divert more waste from landfill.
17. NPF3 National Planning Outcomes which contribute towards the consideration and incorporation of this issue within development plans include:
- **A successful sustainable place** – supporting sustainable economic growth and regeneration, and the creation of well-designed sustainable places.
 - **A low carbon place** – helping to reduce our carbon emissions and adapt to climate change, and supporting the transition to a low carbon place.
18. [SEPA's Corporate Plan 2012-2017](#) identifies a range of outcomes that seek to contribute towards the delivery of the Scottish Government's National Performance Framework, one of which states that: 'Scotland is preparing for a sustainable future and is taking steps to limit climate change'. When stating what this would look like, our Corporate Plan indicates that: *'Scotland is developing in a way which is environmentally sustainable, taking advantage of the economic benefits presented by a move to a low carbon economy and greater use of renewable energy sources. Resources are managed and used more sustainably and waste is managed as a resource. More materials are recycled and landfilling has been virtually eliminated. The environmental and economic benefits of more sustainable resource use and waste minimisation are understood, along with the need to choose low carbon products and services.'*
19. The Corporate Plan also identifies various strategic objectives. Of particular relevance is the 'champion sustainable resource use' objective which indicates that:
- 'We will champion the sustainable management of all resources including raw materials, energy, carbon, water, air, land, soil and waste, and explain the environmental, social and economic benefits. We will work with Government and other partners to develop the necessary policies, regulatory framework, incentives and clear information to encourage citizens, public authorities and businesses to choose the most sustainable and resource-efficient products and services.'*

20. Our [Interim Position Statement on Planning, Energy and Climate Change](#) recognises the link between our waste planning role and mitigation of climate change. In particular it recognises the need to achieve high energy efficiencies through heat recovery from energy from waste infrastructure in accordance with our Thermal Treatment of Waste Guidelines 2014 and the Scottish Government's Renewable Heat, Renewable Energy and draft Energy Efficiency Action Plans. It states in paragraph 15 that:

'We will also seek to take an effective lead on achieving high energy efficiencies through heat recovery particularly in relation to energy from waste infrastructure. The Scottish Government recognises the important role of renewable heat in its Renewables Action Plan. This includes a 'headline ambition' of 'having heat from renewable sources recognised as the first choice option for new developments in areas of the gas grid and maximising opportunities for retrofitting.' In addition to woody biomass, waste biomass is now recognised a major contributor to renewable bio-energy in Scotland.

We have an important role to play in helping to deliver the renewable heat aspects of the Renewables Action Plan by actively engaging in the preparation of development plans to help identify favourable locations for thermal treatment of waste infrastructure in relation to potential end users. Maximising the energy efficiency of thermal treatment facilities through heat recover should be a key consideration in site allocation.'

21. [SEPA's Thermal Treatment of Waste Guidelines 2014](#) sets out our approach to permitting thermal treatment of waste facilities. On page 4 our position relating to such facilities in development planning is identified: '*SEPA considers that it is important for new developments to maximise the opportunities to use existing and proposed heat and energy sources. We will continue to encourage planning authorities to consider this an integral element in their assessment of land allocations for their development plans. We will expect that where heat networks and heat generators do exist that any new development proposed in the vicinity will be connected to these sources.*' Our complementary roles in relation to development management planning and regulating thermal treatment of waste facilities is also identified within Section 3.0 (Our Role in Planning) of these Guidelines.
22. SEPA prepares a range of data and information on waste which can be found within the [Waste Data section](#) of our website. This includes [Waste sites & capacity](#) tables and [landfill sites & capacity](#) tables, both updated annually. SEPA's [Waste Site and Capacity Tool](#) provides further details of waste license information using the aforementioned waste and capacity information. There is also [Zero Waste Plan Data](#) prepared to support the Zero Waste Plan and to help monitor policies and targets. Additionally, [Guidance for Local Authorities on the use of data to support the Zero Waste Plan](#) (including Local Authority recycling targets, landfill diversion and the landfill allowance scheme) has also been prepared by SEPA.
23. Critically, SEPA produces a [calculation methodology](#) to expressly identify shortfalls in national and regional waste capacities required to meet waste and recycling targets within the Zero Waste Plan.

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How we comment on this topic

24. In relation to planning for Zero Waste, our role is to ensure the delivery of sustainable management and zero waste principles within Strategic and Local Development Plans and to ensure that waste proposals achieve compliance with waste principles in the context of Scotland's waste planning policy framework.
25. This document seeks to provide concise, consistent and robust advice to outline SEPA's position in relation to planning for sustainable waste management and Zero Waste.

SEPA's overarching objectives in providing advice to planning authorities on Zero Waste related matters are:

- To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment;
 - To maximise opportunities to recover heat for use from thermal treatment of waste proposals; and
 - To promote a move up the waste hierarchy through good design in development proposals.
26. Our approach to Zero Waste is set out in the following documents. This background paper provides the context and justification for the advice contained within the guidance notes. It also explains how our requirements and recommendations can be achieved.
 - SEPA Interim Position Statement on Planning, Energy and Climate Change.
 - SEPA Energy Position Statement.
 - SEPA LUPS-DP-GU2c: Development Plan Guidance on Sustainable Resource Use and Energy.
 - SEPA LUPS-GU6: Guidance on input to development management consultations in relation to Zero Waste Plan issues 2013 (and any revised versions / updated Zero Waste Development Management Guidance).
 - SEPA Thermal Treatment of Waste Guidelines 2014.

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Development Plans

27. The central issue we will consider when consulted on a Development Plan and/or the proposed development of waste management facilities is whether the proposed Plan objectives or alternatively the proposed development will support delivery of the ZWP objectives.
28. Maximising the resource value of waste will ensure that the ZWP re-use and recycling targets are met and that only waste which cannot be reused or recycled is treated in energy from waste facilities or disposed of to landfill.
29. Initially applicable assessments on this issue should consider:
 - SEPA's Development Plan Guidance: Sustainable Resource Use and Energy (LUPS-DP-GU2-c).
30. This will be backed by key policy documentation and guidance to support the assessment of such proposals including:
 - [Zero Waste Plan Scotland \(2010\)](#) – Objectives, Waste Targets and Actions 1 -22.
 - [Scottish Planning Policy \(2014\)](#) – Zero Waste Planning Chapter (pages 41-44).
 - [National Planning Framework 3 NPF3](#).
 - [Scottish Government's Planning and Waste Management Advice \(2015\)](#).
 - [SEPA Interim Position Statement on Planning, Energy and Climate Change](#).
 - [SEPA Thermal Treatment of Waste Guidelines \(2014\)](#).
 - [National Heat Map for Scotland](#).

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SDP Requirement 1: Strategic Waste Management Facilities

Strategic Development Plans: Strategic Waste Management Facilities

1. Strategic waste management facilities are identified and promoted to support the delivery of the Zero Waste Plan objectives through the provision of a policy framework and identification of any strategic sites which:
 - Identifies and protects existing strategic waste management facilities in the area;
 - Requires waste management facilities to be identified in development plans, to support the delivery of the Zero Waste Plan objectives;
 - Identifies the need for any new or additional strategic waste management facilities to provide extra capacity where there remains a national shortfall in infrastructure. Such facilities should manage waste from both within and outwith the plan area, in line with the Scottish waste sites and capacity tables (previously ZWP Annex B tables); and
 - Development plans must not restrict waste management facilities in their areas to managing waste that is solely generated within the boundary of the development plan area.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.	
	Planning principles	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy.	Support achievement of Scotland's zero waste targets.	Support the emergence of a diverse range of new technologies.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To promote a move up the waste hierarchy through good design in development proposals.	

How this can be achieved

31. In addition to these requirements, it is recommended that the following approaches are implemented to ensure the delivery of strategic waste management facilities that support the Zero Waste Plan priorities and actions:
 - Identify any strategic waste management facilities within the SDP Spatial Strategy, support their retention/development within waste, employment or industrial SDP policies.
 - Ensure that the SDP spatial strategy and waste, employment or industrial policies do not undermine the ongoing operational and/or development of waste management facilities.
 - Ensure that SDPs or background documents refer to SEPA's [waste site information and capacity tables](#) to identify Scottish-wide ZWP waste capacity and potential shortfalls (formerly superseded ZWP Annex B).
 - Ensure that waste LDP policies do not restrict waste management facilities from accepting waste sources that could have been generated elsewhere within Scotland in order to ensure that new waste facilities help address national Scottish-wide waste capacity shortfalls.

- Identify opportunities to encourage the collection, recovery, recycling, processing of potential waste streams in waste management facilities within SDP policies and the SDP spatial strategy to meet (nationwide) waste capacity requirements.

Justification

32. Strategic Development Plans (covering the four main city regions) should provide the approach that will be taken to inform decisions about strategic waste management facilities and the management of waste within the spatial strategy area. The spatial strategy should identify the headline waste management changes that the plan seeks to achieve up to year 12 from plan approval, and a broad indication of scale and direction of growth up to year 20. Strategic waste management facilities which are required to manage *all* waste types and help achieve the Government's waste targets should be set out in this Strategic Development Plan. We will therefore seek Strategic Development Plans to identify waste as a 'Strategic Issue' and contain a policy framework for waste facilities.
33. At the national level, NPF3 (paragraph 4.8) indicates a requirement for a decentralised network of processing facilities in order to promote a 'circular economy' with waste treated as an opportunity, not a burden. SPP (paragraph 178) then goes on to specifically require that SDPs and LDPs give effect to the aims of the Zero Waste Plan and promote the waste hierarchy - i.e. waste prevention, reuse, recycling, energy recovery and finally waste disposal.
34. In addition, SPP (paragraph 176) sets out 'Key Principles' for the planning system in relation to waste seeking to deliver waste infrastructure in appropriate locations and prioritising development that meets the waste hierarchy.
35. SPP (paragraph 185) also promotes that SDPs and LDPs outwith city regions set out spatial strategies to provide for the provision of new waste infrastructure on land designated for employment, industrial or storage and distribution.
36. Finally, the ZWP (Action 15) requires that the land use planning system supports the delivery of the ZWP through the provision of a supportive planning policy framework (SPP, SDPs, LDPs, local waste infrastructure mapping and data). In a similar vein, Action 21 requires that LPAs take local responsibility for waste and identify waste infrastructure requirements across Scotland.

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SDP Recommendations 1-2: Waste Management Facilities

Key Recommendations: Waste Management Facilities

1. The SDP should indicate types of waste management facility considered appropriate in order to give full guidance to LDPs as to the preferred approach for the sustainable management of waste, and to help deliver the national waste capacity requirement.
2. We will support development plans which reflect the Scottish Government's position and set out policies which enable development of waste management facilities which will contribute towards delivering the additional capacity required in Scotland.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.	
	Planning principles	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy.	Support achievement of Scotland's zero waste targets.	Support the emergence of a diverse range of new technologies.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To promote a move up the waste hierarchy through good design in development proposals.	

How can this be achieved

37. The type of waste management facilities encouraged by individual local authorities will differ, depending on local circumstance. Objectives to encourage the delivery of sustainable waste management facilities can be achieved by:
 - Ensuring that SDP policies identify a preferred approach to waste management that the strategic development authority would be willing to support.
 - Ensure that plans are prepared to identify waste sites.
 - Ensure that SDPs or background documents refer to SEPA [waste site information and capacity tables](#) to identify Scottish-wide ZWP waste capacity and potential shortfalls (formerly superseded ZWP Annex B).
 - Ensure that waste policies indicate the potential for waste to cross local authority boundaries to meet national waste capacity requirements.

Justification

38. By identifying acceptable forms of waste management facilities within SDPs and strategic areas of search for waste facilities, SDPs should facilitate the provision of a co-ordinated approach to sustainable waste management at both the regional and local levels. This approach should provide strategic guidance to help inform the preparation of LDPs and identify strategic objectives to key stakeholders / members of the public in relation to the provision of waste management facilities within their area.
39. Specifically, SPP (paragraph 180) seeks to ensure that development plans enable investment in a range of technologies to maximise the value of secondary resources and waste to the economy. This policy also promotes enhanced engagement between LPAs and waste operators to encourage the co-location of waste facilities with potential users.

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LDP Requirement 1: Waste Management Facilities

Waste Management Facilities Requirement

Waste management facilities are identified and promoted to support the delivery of the Zero Waste Plan objectives through the provision of a policy framework and land allocations which:

- Support the development of new waste management facilities and infrastructure facilities for the management of all types of waste;
- Identify on the proposals map and safeguard existing waste management sites, including safeguarding or protecting land for expansion surrounding existing waste facilities, to allow for growth without being prejudiced or restricted by adjoining land uses;
- In line with the Waste Hierarchy, identify the preferred means of managing all waste and the types of waste management facilities that will be supported;
- Identify in policies and on proposals maps clear locations and/or site allocations appropriate for waste management facilities. Sites considered suitable for waste management facilities include employment and industrial land, storage and distribution land and re-use /extensions of existing waste management sites. Other sites may be considered suitable by the Planning Authority; and
- Ensure that waste management facilities accept waste generated from both within and outwith the development plan area to address Scotland-wide shortfalls in the provision of waste infrastructure.

Context

National	Planning outcomes	A natural, resilient place.		A low carbon (and adapted) place.	
	Planning principles	Support achievement of Scotland's zero waste targets.	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.	Support the emergence of a diverse range of new technologies.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.		To promote a move up the waste hierarchy through good design in development proposals.	

How this can be achieved

40. In addition to the requirements identified above it is recommended that the following approaches are implemented:
- Identify any existing and proposed local waste management facilities within the Spatial Strategy.
 - Ensure that LDP waste policies support a preferred approach for the development of waste management facilities to manage all types of waste.
 - Support the retention and development of waste management facilities within LDP policies relating to waste, employment or industry.

- Ensure that the spatial strategy and waste/employment/industrial policy approach does not undermine the ongoing operational and development of waste facilities.
- Identify opportunities to encourage the collection, recovery, recycling, processing of potential waste streams in waste management facilities within LDP waste policies and the LDP spatial strategy in order to meet (nationwide) capacity requirements.
- Ensure that waste LDP policies do not restrict waste management facilities from accepting waste that could have been generated elsewhere within Scotland (i.e. outside the Plan area) whilst a Scottish-wide waste capacity shortfall remains.
- Ensure that LDPs or background documents refer to SEPA [waste site information and capacity tables](#) to identify Scottish-wide ZWP waste capacity and potential shortfalls (formerly superseded ZWP Annex B).

Justification

41. There is a pressing need to move waste management away from landfill and towards sustainable waste management. Positive planning guidance needs to be in place to help deliver new facilities and infrastructure required to facilitate this move, as well as to support the new methods of waste collection.
42. We require compliance with the abovementioned requirements within Local Development Plans to ensure adequate planning for the sustainable management of waste. The majority of waste management facilities are developed by the private sector rather than Local Authorities. The provision of a clear position and guidance (from Local Authorities) confirming appropriate locations for new waste management facilities will provide greater certainty to developers and members of the public. While there remains a national shortfall in waste management capacity that will support the delivery of the ZWP objectives, planning authorities will be required to provide a positive framework for the development of new waste management facilities. We consider that criteria based policies do not always provide a positive basis for assessing proposed waste management facilities.
43. Modern waste management infrastructure is designed and regulated to high standards and is similar to other industrial processes. Subject to detailed site specific considerations, waste management facilities can be considered appropriate land uses within industrial and employment sites; this position is consistent with SPP.
44. The [statutory guidance on the waste hierarchy](#) sets out the 'preferred means' of waste management and can be used by planning authorities to inform their development plans.
45. In addition, we recommend that development plans provide adequate land surrounding existing waste facilities to allow for potential growth without being prejudiced or restricted by adjoining land uses. We will support this approach within development plans as expansions to existing waste facilities to allow for additional technologies / enhanced facilities / co-location with other facilities can often be more 'sustainable' than creating new waste management sites. Care should be taken to ensure that new competing uses on adjacent sites do not compromise existing waste handling operations, which may operate 24 hours a day and partly outside buildings. Planning authorities should also consider the potential for co-location issues where sites are allocated adjacent to existing, proposed or allocated waste management facilities. SPP (paragraph 191) provides guidance relating to buffer distances between waste management facilities and sensitive receptors, and we recommend that this is taken into account when identifying sites within development plans.
46. SEPA now provides a [Waste Sites and Capacity Tool](#) (formerly Waste Infrastructure Maps) that can be applied to each development plan authority area (SDPs and LDPs) to identify waste sites within their development plan maps. These maps are prepared using data from the [Waste](#)

[Sites and Capacity Information](#), which is updated annually. The maps and information provide details in relation to site location, type of waste management activity that takes place and capacity. This information can also help planning authorities consider appropriate sites for the co-location of waste management activities, and to identify where there may be potential conflict between existing waste management facilities and other planned development allocations. For example, housing allocated immediately adjacent to landfill facilities. SPP provides guidance about appropriate distances between waste facilities and other development land uses, and planning authorities can use this guidance together with SEPA's waste site information.

47. With regards to Proximity and Need, the Scottish Government has identified through the Regional Capacity Requirements that there is a national shortfall in waste management capacity throughout Scotland, and has expressed this on a regional basis. This is updated periodically and is based on operational capacity, taking into account new waste management facilities that have been built and are operating/accepting waste. Throughout each year, whilst additional waste management facilities may be allocated within development plans or gain planning consent, there is no guarantee that these will be built or developed.
48. **SEPA does not comment individually on the proximity of waste sources to waste management facilities nor the need for such waste facilities within a Plan area. Notwithstanding this, it is important that development plans are not restrictive on the source of the waste being managed within waste facilities. As a result, when considering the potential for new waste management facilities we will require that LDPs do not restrict the movement of waste to/from respective Plan areas whilst there remains a national shortage in waste infrastructure.**
49. Scottish Government has stated in SPP that the achievement of a sustainable strategy may involve waste crossing planning boundaries (paragraph 182) and we consider that development plans should not restrict this from happening. The reason for this is that it may be appropriate for waste to travel across the country to be managed in the most appropriate facility – for example it may be appropriate for there to be a small number of larger scaled glass or plastic reprocessing facilities rather than a large number of small scale facilities, which may need to operate as national facilities rather than regional in order to be commercially viable. To maximise economies of scale, there may be a limited number of facilities reprocessing or recycling certain types of material (for example those that are capable of being recycled and have been restricted from processing in energy from waste facilities such as plastics, paper etc.) and waste can be sourced from across Scotland.
50. The outer house [Judicial Review opinion](#) on the proposed Carnbroe energy from waste facility provides some consideration of the ZWP Annex B (now superseded) and SEPA's interpretation of need and proximity (end of document).
51. Similarly, [The inner house Judicial Review opinion](#) on the proposed Carnbroe energy from waste facility also provides further opinion and consideration on this issue.

Context and Policies

52. In this regard, the ZWP (Actions 15 and 21) sets the frameworks to support waste hierarchy principles and ensure adequate provision of waste facilities to meet ongoing nationwide capacity for all waste.
53. In addition, SPP (paragraph 96) requires that development plans support opportunities to incorporate waste and energy innovation. SPP (paragraph 176) also sets out 'Key Principles' regarding waste that the planning system should deliver, including '*help deliver infrastructure*

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

54. Similarly, additional SPP principles (paragraphs 178 – 182) require that plans give effect to the aims of the Zero Waste Plan, promote the waste hierarchy and encourage resource efficiency and the minimisation of operational and construction waste for all new developments.
55. In this regard SPP (paragraph 180) also requires that the economic benefits associated with the utilisation of secondary resources is strengthened, in line with the waste hierarchy. That is, the reuse, refurbishment and remanufacturing of high value materials combined with an integrated approach for the co-location of innovative technological industries close to potential 'waste' sources.
56. In terms of an assessment of waste capacity, SPP (paragraph 181) requires that LPAs make reference to the annual capacity requirements for waste, mindful of national 'all-Scotland' operational capacity. It is also stressed that capacity is not viewed as a 'cap' on capacity. Rather, LPAs should encourage opportunities to develop the waste and sustainable resource management sectors.
57. Under SPP (paragraph 182) principles to encourage the provision of waste management facilities within this sector are established to emphasise the need for such facilities over the proximity of waste sources. It is accepted that waste is likely to be required to cross local authority boundaries to meet national waste capacity requirements. This is especially pertinent where there are shortfalls in the provision of certain types of waste management facilities.
58. Specific requirements to safeguard waste management facilities are advocated within SPP (paragraph 184-187) where plans should not compromise ongoing operations - particularly where waste operations take place 24 hours a day.
59. In terms of allocating waste sites, SPP (paragraph 185) requires that provision is made within SDPs to identify and provide for new waste infrastructure, requiring support for such facilities on industrial, employment and storage and distribution land. At the local level, SPP (paragraph 186) requires that LDPs identify appropriate locations for new infrastructure and support their delivery on similar site allocations.
60. Finally, for strategic sites, LDPs are required to identify masterplans and/or development briefs that would be able to guide the development of appropriate waste installations.

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LDP Requirement 2: Minimising Waste

Local Development Plans: Minimising Waste Requirement

Incorporation of waste minimisation principles within local development plan policies to minimise waste generation during construction and provide adequate space/provision for waste and recycling facilities within new developments, for example, within 'general design', 'sustainable design' or 'general waste' development plan policies.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.
	Planning principles	Support achievement of Scotland's zero waste targets.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To promote a move up the waste hierarchy through good design in development proposals.

How this can be achieved

61. Objectives encouraging the attainment of waste minimisation principles can be achieved by:
 - Drafting LDP waste, employment and industrial policies that require effective management of site waste; the control/recovery of construction and demolition waste with particular reference to waste minimisation requirements within SPP (paragraph 179) and the Scottish Government's Planning and Waste Management Advice (paragraphs 36 and 48).
 - Identifying 'waste minimisation' within the LDP vision.

Justification

62. The planning system has an important role to play in supporting the delivery of the ZWP objectives. It is crucial to the implementation of the Zero Waste Plan that sustainable waste management is fully considered within in all new development. It is therefore important for waste management and recycling opportunities to be incorporated into development proposals within the initial design stage to minimise waste, ensure collection efficiencies and maximise opportunities for recycling.
63. Designing new developments to accommodate recycling and allowing for the storage of separated waste, for example by safeguarding floorspace/land for the provision of segregated waste bins, can facilitate recycling attitudes. This is particularly pertinent since the implementation of the Waste (Scotland) Regulations 2012 restrictions and enhanced requirements to separate recyclable materials. By ensuring that the recycling opportunities are incorporated into design at the earliest stages, we can support the delivery of these regulations and support the achievement of the ZWP recycling targets. Additional details that could be incorporated into development plan policy or supplementary guidance are identified within our LDP recommendations (below).
64. Minimising the generation of waste during construction supports the ZWP objectives, but can also provide an opportunity for businesses to save money by, where possible, reducing materials ordered and reducing waste created.
65. This position is based on national policy support within SPP (Paragraph 179) which requires that LDPs promote waste minimisation during construction/operation and to implement

resource efficiency within all new developments. This is backed by the Scottish Government's Planning and Waste Management Advice (para 48) advocating that development plan policies encourage developers to adopt waste minimisation approaches and re-use/recycle waste generated during demolition and construction. In addition, this policy highlights that the implementation of sustainable waste management approaches within all new development is crucial to the delivery the ZWP objectives. Finally, the provision of Site Waste Management Plans (SWMPs) is encouraged to enable the efficient management of on-site materials and to allow for adequate consideration of waste within all stages of the construction/demolition process.

66. The good design and layout of new buildings is considered to be vital to an effective waste management strategy (under Paragraph 36) whereby provision would be required within development sites to allow for the segregation and storage of waste without resulting in detrimental impacts to site manoeuvrability or/ or streetscape character.

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LDP Requirement 3: Energy from Waste (EfW)

Energy from Waste Requirement:

Sites identified for energy from waste facilities are designed to enable links to be made to potential users of the heat and/or power generated at the site.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.	
	Planning principles	Support the emergence of a diverse range of new technologies.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.	
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To maximise opportunities to recover heat for use from thermal treatment of waste proposals.	To promote a move up the waste hierarchy through good design in development proposals.

How this can be achieved

67. Objectives that encourage the co-location of EfW facilities with potential 'heat and power users' can be achieved by:
- Identifying new EfW sites within the spatial strategy and LDP waste policies.
 - Identifying the location of existing EfW (incineration, co-incineration, anaerobic digestion etc.) facilities using the [SEPA waste sites and capacity tool](#) or respective excel tables (environmental permit/waste license data), SEPA GIS and the National Heat Map for Scotland.
 - Reviewing Local Authority Heat maps, if applicable, to identify the location of potential heat sources and 'heat and power users'.
 - Ensuring that LDP energy policies identify EfW facilities and all anchor development or potential areas of high heat demand (i.e. schools, hospitals, significant commercial development, major residential schemes etc.) for future heat connection;
 - Requiring that LDP heat/energy policies expressly encourage the co-location of heat and power facilities with high demand heat users.

Justification

68. In our Thermal treatment of Waste Guidelines, we establish the requirements for such facilities to capture heat and power, and it is our expectation that planning authorities will consider this as an integral element in the assessment of land allocations for development plans. Additional comments regarding the utilisation of heat generation can be found in the Heat Networks and District Heating background paper.
69. The opportunity to link energy, heat and waste planning should be undertaken when establishing a strategic policy framework for development plans. Heat recovery is also a key part of decision making when allocating sites for thermal plants and opportunities to locate new plants close to existing and potential users of heat and power should be undertaken.
70. Our national approach supporting the provision of Heat Networks can be found within SPP (Paragraphs 158- 160). In short, under SPP (paragraph 189) SEPA's Thermal Treatment of Waste Guidelines 2014 are identified as a material planning consideration when assessing development for thermal treatment plants. Section 2.4 of these Guidelines expressly identifies

the abovementioned requirement - indicating that new developments will be required to maximise opportunities for the use of heat and energy sources (both existing and proposed). The policy goes on to indicate that consideration of heat networks is an integral component in assessing land allocations for LDPs and that connection to heat networks and heat generators would be required for new development within the vicinity of such facilities.

71. In the same vein, SPP (paragraph 183) advocates that any sites identified specifically for energy from waste facilities should enable subsequent connection to potential high-demand long-term users of renewable heat and energy.

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LDP Requirement 4: Landfill

Landfill Requirement:

Existing landfill sites must be identified on the proposals map and proposals for new landfill sites will only be supported in specific circumstances and where required to meet the need for a 10 year rolling landfill capacity identified within the Zero Waste Plan Regional Capacity Table.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.
	Planning principles	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy.	
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To promote a move up the waste hierarchy through good design in development proposals.

How can this be achieved

72. To achieve this requirement we will:
 - Require that LDP waste policies and/or background supporting papers contain a review of the Scottish Government's [Landfill Regional Capacity Tables](#), providing justification that the required 10 year rolling regional landfill capacity would be met.
73. In this regard, the ZWP requires the production of the Landfill Regional Capacity Requirement table to inform strategic planning in relation to new and extended landfill developments.
74. To support this, SPP (paragraph 181) requires that LPAs have due regard to the annual update of required capacity for source segregated and unsorted waste, mindful of the need to achieve the all-Scotland operational capacity.
75. Critically, in line with SPP (paragraph 182), the landfill capacity must not be regarded as a cap to capacity and LPAs are expected to facilitate the provision and growth of sustainable resource and waste management sector. In addition, it is important that the provision of such facilities may involve a cross-boundary partnership between LPAs with the anticipated need for waste infrastructure taking priority over proximity of waste sources, in accordance with SPP (Paragraph 182) requirements.

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LDP Recommendations 1-5: Key Recommendations

Key Recommendations:

1. The inclusion of text within Vision Statement of LDPs which promotes Zero Waste to demonstrate a positive approach towards planning for sustainable resource use and Zero Waste in all new development. For example: *'The Development Plan has a Zero Waste vision for our people to live a zero waste lifestyle, minimising waste created and maximising the reuse and recycling of materials'*.
2. Minimise where possible the unnecessary transportation of waste by road and / or utilise access by rail or water.
3. Utilise existing minerals workings or industrial sites for construction and demolition waste, and identify opportunities to recycle construction and demolition waste either close to where it arises with mobile crushing plant on site or at a permanent processing site.
4. If waste is to be managed outwith the development plan boundary as part of a shared waste infrastructure facility, the development plan should confirm where and how waste will be managed.
5. Development plans should support the Scottish Government's position and set out policies which enable development of waste management facilities which will contribute towards delivering the additional capacity required in Scotland.

Context

National	Planning outcomes	A natural, resilient place.		A low carbon (and adapted) place.
	Planning principles	Support achievement of Scotland's zero waste targets.	Help deliver infrastructure at appropriate locations, prioritising development in line with the waste hierarchy.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.		To promote a move up the waste hierarchy through good design in development proposals.

How can this be achieved

76. In this instance, the detailed nature of the above-mentioned recommendations outlines clear measures to attain strategic objectives relating to waste minimisation and meeting national waste capacity targets.

Justification

77. Including a Zero Waste Vision within development plans will mean that working towards zero waste, and maximising the use of resource from waste materials, is an integral part of new development. This positive approach also clearly identifies to members of the public and developers that there are expectations to reduce, reuse and recycle.
78. Recommendations relating to minimising unnecessary transportation of waste, and identifying appropriate locations for construction and demolition waste originated from PAN63 – Waste Management Planning and are now found within the Scottish Government's Planning and Waste Management Advice.

79. We also recommend confirmation within respective development plans if waste would be managed outwith the boundary of the development plan area as this can help clarify the Council's approach towards waste management within the development plan area.
80. In policy terms, SPP (Paragraph 180) requires that Development Plan enable investment opportunities for a range of technologies and industries in order to maximise the value of waste to the economy and - in line with the waste hierarchy - encourage opportunities for reuse, refurbishment, remanufacturing and reprocessing of materials.

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LDP Recommendations 6-8: Minimising Waste

Minimising Waste Recommendations:

6. Inclusion of a policy that requires developers to prepare and implement a site waste management plan in appropriate cases. This may form part of a construction method statement or sustainable design statement.
7. Inclusion of development plan policies which require all new development to provide adequate space within the site layout for well-designed waste storage, recycling (including kerbside collection and / or centralised mini-recycling stores and composting facilities) and collection to enable maximum waste reduction and materials to be separated at source.
8. The preparation of detailed supplementary guidance on waste storage, recycling and collection space to support development plan policy. The detailed design guidance on waste storage, recycling and collection space can be provided through supplementary guidance, but it must be referred to through policy contained within the development plan.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.
	Planning principles	Support achievement of Scotland's zero waste targets.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To promote a move up the waste hierarchy through good design in development proposals.

How can this be achieved

81. The detailed requirements outlined above identify various obligations that should be met in order to ensure that adequate provision is made for the management, control, reuse, recovery of site/demolition waste to meet national waste minimisation objectives.

Justification

82. Policy requirements seeking to ensure that applicants provide additional details relating to waste management within construction sites is supported, notwithstanding that there is no statutory requirement at the national level. We support development plans that include these requirements as this should establish commitments for sustainable approaches to site waste management at the local level.
83. The preparation of Supplementary Guidance (SG) on waste should provide greater clarity to help developers implement waste policy objectives within development plans. Requirements to provide adequate land for the provision of waste storage/segregation/recycling should help towards a step-change in waste separation attitudes and ultimately the attainment of updated waste separation obligations under the Waste (Scotland) Regulations 2012.
84. In policy terms, this is supported by SPP (paragraph 179) requiring that plans promote resource efficiency and waste minimisation during construction and operation of new developments and SPP (paragraph 192) requiring the preparation of site waste management

plans for construction sites. This approach is also supported by the Scottish Government's Planning and Waste Management Advice (paragraph 48) which advocates that development plan policies encourage the adoption of waste minimisation approaches. This guidance (Paragraph 36) also considers that the design and layout of new buildings is vital to encourage the provision of efficient waste storage and segregation facilities.

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LDP Recommendations 9-10: Energy from Waste

Energy from Waste Recommendations:

9. Policy coverage to ensure that new development proposals are enabled to connect to any adjacent existing or new heat networks, Energy from Waste facilities, or other heat providers. In order to ensure Energy from Waste (and other heat providers) comply with SEPA's Thermal Treatment of Waste Guidelines and meet the energy efficiency requirements, new developments are expected to make use of the energy generated.
10. Links should be made between waste and renewable energy policies.

Context

National	Planning outcomes	A natural, resilient place.	A low carbon (and adapted) place.		
	Planning principles	Support the emergence of a diverse range of new technologies.	Promote developments that minimise the unnecessary use of primary materials and promote efficient use of secondary materials.		
SEPA	Planning objective	To support waste management proposals that help deliver the objectives of the Zero Waste Plan in a way that minimises their impact on the environment.	To maximise opportunities to recover heat for use from thermal treatment of waste proposals.	To promote a move up the waste hierarchy through good design in development proposals.	

How can this be achieved

85. Compliance with the requirements identified above should provide adequate policy support for the provision of renewable heat and energy developments and help identify operational guidelines for potential operators.

Justification

86. We recommend the creation of development plan policies that ensure the connection of new developments to adjacent existing or new heat networks, energy from waste facilities or other heat providers. SEPA requires, through the permitting process, that the heat providers are designed to enable subsequent connection(s), however, there is currently no regulatory process that requires connection to be made from heat users. By establishing a position that requires connections to be made to surrounding uses at the development plan level, the planning authority will be able to encourage the utilisation of residual energy from such heat providers.
87. Additional guidance regarding heat networks and district heating is provided within the related guidance and background paper.
88. Waste and waste management is not a standalone issue - it is linked to climate change, economic, energy and infrastructure issues, and links between these topics should be made within the Development Plan. For example, waste should be seen as a resource, providing the opportunity to:
 - maximise recycling of materials for subsequent use; and
 - maximise recovery of heat and energy through thermal treatment processes.
89. SPP (paragraph 159) requires that LDPs support the development of heat networks in as many locations as possible, even where they are initially reliant on carbon-based fuels if there is potential to convert them to run on renewable or low carbon sources of heat in the future.

Additionally, this policy indicates that LDPs identify existing heat networks, storage and/or energy centres or locations that could facilitate their development, and include LDP heat policies that support the development of such networks.

90. This paragraph also recommends that LDP policies require land to be safeguarded to facilitate subsequent connections to existing and/or proposed heat network pipelines. Finally, this paragraph recommends that LPAs consider policies requiring the provision of heat infrastructure within areas close to existing/proposed heat networks to enable subsequent connection and/or utilisation of excess heat within such networks.
91. This approach is also advocated through SEPA's Thermal Treatment of Waste Guidelines 2014 (page 4) particularly the final paragraph which states that: 'SEPA considers that it is important for new developments to maximise the opportunities to use existing and proposed heat and energy sources. We will continue to encourage planning authorities to consider this an integral element in their assessment of land allocations for their development plans. We will expect that where heat networks and heat generators do exist that any new development proposed in the vicinity will be connected to these sources.'

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