

GMWDA

CORPORATE PLAN 2008 - 2011

(Incorporating requirements for Best Value Authorities)

JUNE 2008

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1. FOREWORD

Message from the Executive Director

This Corporate Plan sets out our agenda for Greater Manchester Waste Disposal Authority for the next three years reflecting local, regional and national priorities.

Greater Manchester has faced a huge challenge to reduce the amount of waste produced and to recover value through recycling, composting and diverting waste from landfill over the last three years with great success. Our strategy for Greater Manchester for the next three years will see us continue the progress we have made, with a target of zero growth in the waste we produce, and increasing our recycling rates from 30% in 2007/08 to 38% for 2010/11 with diversion from landfill rising from 38% in 2007/8 to 48% in 2010/11.

During this period we will be replacing the old processing equipment and enhancing the majority of our Household Waste Recycling Centres (HWRCs), this will enable recycling to achieve over 50% by 2014/15 and diversion from landfill to 80%.

The strategy implementation is planned through a major PFI contract, recognised to be the largest of its kind in Western Europe. The project will divert waste from landfill and hence benefit climate change since methane emissions have 23 times more impact than CO₂. The 25 year contract will bring technology which is proven in Europe but never before seen on such a scale in the UK.

New facilities will bring more than £300 million of local investment and 100 new jobs to the area. They will provide long-term environmental benefits, dramatically reducing the waste we landfill. They will help provide green energy to power homes and businesses. And as each of us recycles more of our waste, the facilities will help Greater Manchester become a cleaner, greener place to be.

To deliver the long-term financial and environmental benefits, we all need to take more responsibility for the waste we produce. We will also be promoting ways in which residents and producers of waste can play their part.

This plan sets the direction and priorities for the Authority to ensure that we achieve our aims for reducing waste and diverting it from landfill.

Paul Dunn
Executive Director
Greater Manchester Waste Disposal Authority

2. INTRODUCTION AND PURPOSE

THE PURPOSE OF THE CORPORATE PLAN

This Corporate Plan provides a layout of our activities for the next three years. It is intended to be a clear statement of what the Authority seeks to achieve and the priorities it will concentrate on. Not everything we do is included in this plan but it allows us to focus our attention and resources on the priorities.

It makes it clear to our stakeholders, including the residents of Greater Manchester, what we aim to achieve and by when.

It makes our priorities clear to members of the Authority and its officers and hence how they shape our decision making and use of resources.

The officer responsible for the Corporate Plan is the Executive Director and the plan will be reviewed regularly and updates brought to the Authority on an annual basis.

THE AUTHORITY

GMWDA is the local authority responsible for managing and disposing of the waste produced by local residents in the area covered by the Metropolitan Districts: Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and Trafford. These districts are Waste Collection Authorities (WCAs). The authority is the largest Waste Disposal Authority in the UK, managing around one and a half million tonnes of waste each year.

GMWDA was one of six statutory authorities created under the Local Government Act 1985 to carry out the waste management functions and duties of the Metropolitan County Councils after their abolition in 1986. Wigan Metropolitan Borough Council is a statutory waste disposal authority in its own right and is represented on the Authority for administrative purposes.

WHAT WE DO

In summary, the Authority:

- Manages the municipal waste collected by the nine Greater Manchester WCA's (detailed in section 3);
- Manages the waste delivered by Greater Manchester householders to the Authority's 25 Household Waste Recycling Centres (HWRCs) (detailed in section 3);
- Develops and implements the Joint Municipal Waste Management Strategy (MWMS) for Greater Manchester in partnership with the WCAs; and
- Undertakes environmental monitoring, maintenance and restoration of closed landfill sites previously used by the Authority and its predecessors.

In order to comply with European and UK legislation the Authority has established its primary role which is:

- To make arrangements (with contractors, following competition) –

- for the reception, treatment, recycling, recovery, transport and final disposal of municipal waste collected by the constituent District Councils (as WCAs); and
- for the provision and management of HWRCs, and for the reception, recycling, transfer, transport and final disposal of waste and other materials deposited at such sites/centres;
- To make arrangements for the recycling and separate recovery of waste materials via the HWRCs;
- To comply with the allowances of permitted quantities of Biodegradable Municipal Waste (BMW) that can be landfilled;
- To investigate and develop recycling and resource recovery initiatives, including research and development and to work in partnership with Viridor Laing (VL), the WCAs, and other parties to provide integrated waste minimisation, recycling, composting and resource recovery from the municipal waste stream;
- To undertake the payment of recycling credits in the form of mandatory and discretionary disposal credits and collection credits (on behalf of a number of constituent WCAs). (The payment of mandatory credits to WCAs or their agents ceased on 1st April 2006);
- To manage and assume after-care responsibilities for completed landfill sites in the ownership or under the control of the Authority, including site and infrastructure maintenance, management and control of leachate and landfill gas systems (e.g. pump and gas flare/power generation equipment maintenance, gas monitoring and control) and bore-hole drilling operations (for monitoring and other purposes); and
- To manage other lands in the ownership of the Authority and ensure maintenance of infrastructure owned by the Authority.

CONSTITUTION

The membership of the Authority comprises of two elected Members from each of the constituent District Councils, with the exception of Manchester City Council which has three Members. For the 2007/08 Municipal Year the Chair and Vice-Chair were as follows: -

Chair: Councillor Neil Swannick (a member of Manchester CC)

Vice-Chair: Councillor Michael Young (a member of Trafford MBC)

The Chair and Vice-Chair for the coming 2008/09 Municipal Year will be:

Chair: Councillor Neil Swannick (a member of Manchester CC)

Vice-Chair: Councillor Michael Young (a member of Trafford MBC)

The Officers of the Authority are as follows:

Clerk to the Authority:	Charlie Parker, (Chief Executive, Oldham MBC)
Treasurer to the Authority:	John Bland
Executive Director:	Paul Dunn
Director of Contract Services:	David Taylor
Director of Resources :	Mark Newall
Director of Strategy and Communications:	Jane Hawkes
Solicitor to the Authority:	David Swallow

The current constitution is to be revised in conjunction with new governance arrangements for the Authority for the PFI contract.

EMPLOYEES

Over the past year the Authority has increased its capacity to 49 by appointing additional members of staff to develop the Authority's data management, communications and awareness roles.

The Management Team is made up of the Executive Director and the Directors of Procurement, Contract Services, Resources, Strategy and Communications and the Treasurer.

3. GMWDA STRUCTURE, PROFILE AND BUDGET

A NEW SERVICE PROVIDER FOR GMWDA WASTE SERVICES

Achievement of the targets and objectives of the Municipal Waste management Strategy MWMS¹ is intrinsically linked to the PFI procurement process. The new PFI waste management services contract will deliver the objectives of the MWMS.

Extensive partnership working has been established on the procurement of future services with the primary aim of ensuring that, on behalf of the partnership, the Authority has in place a new PFI waste management services contract that will deliver the objectives of the MWMS; and the service provider to whom the contract is awarded has been selected following a procurement process that has adhered to the necessary legislative requirements, has involved and is being informed by all stakeholders, and has been managed in a professional manner so as to secure Best Value.

The Authority and its team of advisors have done well in keeping to its adopted timescale for this procurement. It has proceeded faster than many PFIs even though it is recognised as the biggest and most complex of its type and therefore would militate against such progress being achieved. The procurement project has continued at a rapid pace following the submission of an Outline Business Case to DEFRA in October 2004. The Authority was awarded £100 million of PFI credits on 18th January 2005. A Contract Notice was published in the Official Journal of the European Union (OJEU) on 4th February 2005. Invitations to tender were issued to short listed bidders in 2006.

On 26th January 2007 GMWDA appointed a consortium made up of Viridor Waste Management Limited and John Laing plc (Viridor/Laing) as the Preferred Bidder for the Authority's waste services contract. Viridor/Laing was selected following an evaluation that adhered to the necessary legislative requirements, involved and was informed by all stakeholders, and has been managed in a professional manner so as to secure Best Value, thus meeting the aim of the procurement process.

NEW AND IMPROVED WASTE FACILITIES

Viridor Laing's solution for waste management services contract provides for new and improved waste facilities² with an associated investment of more than £300 million. Proposals are as follows:

¹ GMWDA's MWMS is summarised in section 6 and can be seen in full at www.gmwda.gov.uk

- Public education facilities;
- A major overhaul of the current network of HWRCs;
- New 'clean' Materials Recovery Facilities (MRFs) to sort the metal, glass and plastic recyclable materials and to bulk up paper and card that is collected by local recycling services;
- New Mechanical Biological Treatment (MBT) and Anaerobic Digestion (AD) plant;
- New enclosed ('In Vessel') Composting facilities to treat garden and kitchen waste; and
- The continued use of garden waste facilities;
- Major refurbishment or the creation of new Transfer Loading Stations (TLS').

COMPLIANCE WITH LANDFILL ALLOWANCES

The reliance upon landfill will continue to reduce as a consequence of the expanding waste reduction, recycling and composting initiatives being pursued through the partnership and will be driven by the obligations of the Landfill Allowance Trading Scheme (LATS) introduced in 2005/06. The LATS governs the permitted quantities of Biodegradable Municipal Waste (BMW) that can be landfilled in any one year and provides for opportunities to bank, buy or sell allowances under specified terms and conditions. The GMWDA is under a statutory obligation to ensure that the amount of BMW sent to landfill in any particular scheme year does not exceed the GMWDA's landfill allowances available for that year.

Compliance with the landfill allowances represents a considerable challenge. The projections set out in Table 1 demonstrate the margins that face the Authority, even with a recycling performance that doubles for 2009/10 (i.e. from 16.5% in 2004/05 to 33%) and a reduction in municipal waste arisings that must be sustained, if compliance is to be achieved. The Authority is seeking to maximise the value of any relevant surpluses that may be accumulated during the intervening period to 2009/10.

Table 1 contains a projection of the LATS balances up to and including 2009/10. The projection is based upon:

- A forecast annual increase of 1% in total arisings in 2006/07 until and including 2009/10 (an effective annual reduction in overall arisings to 2009/10);
- A forecast incremental reduction in commercial waste delivered by WCAs to 25,000 tonnes in 2009/10; and
- An incremental improvement in recycling / composting from the levels achieved in 2005/06 to an overall performance of 33% for 2009/10.

² Details of new facilities and processes are at www.gmwda.gov.uk

Table 1: Biodegradable Municipal Waste: Allowances and Performance

	Biodegradable Municipal Waste ('000 tonnes)					
	2004/05 Actual	2005/06 Actual	2006/07 Actual	2007/08 Projected	2008/09 Forecast	2009/10 Forecast
Total Municipal Solid Waste (MSW)	1407.2	1383.0	1340.3	1288.0	1359.0	1372.0
BMW Landfill	758.7	620.0	613.4	582.5	614.0	550.0
LATS Allowances	850.0	820.7	776.8	718.3	645.1	557.3
Surplus / (Deficit)	91.3	200.7	163.4	135.8	31.1	7.3
LATS allowances sold	-	23.5	-	-		

The new PFI contract directs that, as a minimum there should be compliance with the LATS allowances.

OUR CURRENT WASTE FACILITIES AND SERVICES

Major reception facilities

Current major facilities are as follows:

- Eight major reception points for WCAs, strategically located throughout the GMWDA area, for the reception of household and quantities of commercial and non-household wastes collected and delivered by the WCAs, via their contractors;
- A thermal recovery facility at Raikes Lane, Bolton. The facility has an electrical power output of 10 megawatts gross; and
- Bulking facilities at three locations for dry recyclables and shredding and bulking facilities for green garden waste collected at HWRCs and via a number of WCA kerbside collection services.

Household Waste Recycling Centres³ (HWRCs)

The major reception facilities are supported by a network of HWRCs provided by the Authority and its contractor, to meet the needs of the general public. A total of 25 facilities are provided throughout the GMWDA area, all of which provide opportunities for the recycling and separate recovery of household wastes.

In line with its statutory obligations, the Authority provides sites, confined to the deposit of household wastes delivered by the general public, free of charge. Height barriers are in place to deter abuse of the sites by traders. The sites also make separate arrangements for the disposal of household-sourced special and difficult wastes including white cement-bonded asbestos, unwanted chemicals (up to 5 litres) such as herbicides, pesticides, paint thinners, and Liquid, Petroleum, Gas (LPG) bottles.

Disposal of Difficult and Special Wastes

The objective of the Authority is to arrange for the provision of reliable, cost-effective and flexible services for the reception, handling and disposal of difficult and special

³ Details of the HWRCs including locations can be found on our web site at <http://www.gmwda.gov.uk/recycling-sites.htm>

wastes collected or delivered by the WCAs and delivered by members of the public to main reception points and to HWRCs.

Household-sourced difficult and special wastes dealt with are as follows:

- 'Yellow bag' clinical waste delivered by WCAs;
- 'Sharps' clinical waste (i.e. glass, syringes) delivered by WCAs;
- Animal carcasses delivered by WCAs and members of the public;
- Tyres and rims delivered by WCAs and members of the public;
- White cement-bonded asbestos delivered by WCAs and members of the public;
- Abandoned vehicles, via arrangements with WCAs and its contractor;
- Small quantities of unwanted chemicals (e.g. herbicides, pesticides, paint thinners) delivered by members of the public to HWRCs; and
- LPG bottles delivered by WCAs to reception points and by members of the public to HWRCs.

Waste Electrical and Electronic Equipment (WEEE)

The EU WEEE Directive aims to reduce the amount of Waste Electrical and Electronic Equipment (WEEE) currently being disposed of into landfill by promoting separate collection, treatment and recycling. It seeks to achieve implementation by making producers responsible for financing the collection, treatment, and recovery of waste electrical equipment, and by obliging distributors to allow consumers to return their waste equipment free of charge.

Under the WEEE Directive, the Government has to ensure that the UK has an adequate network of collection facilities for household WEEE to minimise its disposal as unsorted municipal waste. Although there is no direct obligation on local authorities in their capacity as Waste Collection or WDAs, the Government has encouraged the routing of household WEEE collected via local authority facilities. GMWDA has registered 25 HWRCs and all (TLS'), and received Department of Trade and Industry approval for their use as Designated Collection Facilities (DCFs).

LANDFILL SITE AFTERCARE

The Authority is responsible for the after-care of 23 completed landfill sites owned or under the control of the Authority and is under a statutory obligation embodied in the Environmental Protection Act 1990 to ensure that those sites do not cause harm to human health or pollution of the environment.

The Authority retains an in-house team, with engineering support, to fulfil the statutory after-care obligations. Activity includes site and infrastructure maintenance, management and control of leachate and landfill gas systems (e.g. pump and gas flare/power generation equipment maintenance, gas monitoring and control) and bore-hole drilling operations (for monitoring and other purposes).

FINANCIAL INFORMATION

Financial Overview

The Authority's total expenditure in 2008/09 is estimated to be £96 million, of which £84 represents the contracted costs of waste management services for dealing with nearly 1.4 million tonnes of municipal waste arising.

The net expenditure of the Authority is recovered from the constituent District Councils, primarily via a levy. The method of apportionment of the levy is a matter for unanimous agreement and the authorities have supported a local agreement that apportions the levy on a predominantly tonnage basis.

Capital Programme

In order to provide a historical context of investment by the Authority, the outturn of the capital programme for 2007/08 is set out below:

Table 2: Capital Programme 2007/08 Outturn

	£000
<u>GMWDA Projects</u>	
Acquisition of property in advance of PFI Contract	680
Expenditure on existing land and buildings	213
Closed landfill management: Methane stripping, leachate control	121
Improvements to infrastructure at HWRC sites	434
Electronic Decision Recording System	25
Total	1,473

The priorities in the capital programme for 2008/09 and amounting to £17.86 million include:

- Site acquisition for use within PFI Contract;
- Landfill aftercare provision to deal with gas and leachate; and
- HWRC infrastructure contingency in advance of new contract.

Revenue Budget and Levy 2007/08 and 2008/09

A summary of the revenue budgets for 2007/08 and 2008/09 are set out below.

Table 3: Revenue Budget and Levy 2007/08 and 2008/09⁴

	Original Estimate 2007/08 £000	Revised Estimate 2007/08 £000	Original Estimate 2008/09 £000
EXPENDITURE			
Employees	2325	2021	2542
Premises	918	676	731
Advisory Costs	1800	4089	2250
Supplies and Services	230	584	547
Statutory Fees	143	139	0
Site Investigations	175	69	400
Transport	75	26	27
Establishment	175	236	233
Payments to Contractors	81757	77028	76776
Recycling Credits	250	119	200
Gershon Investment Fund	0	0	0
Central Support Costs	600	550	615
Debt Charges/Cap Financing	4080	2869	4584
Contingency	500	500	500
	93 028	88907	89405
INCOME			
Other income.	0	-449	-72
Interest	-370	-950	-230
Dividend	0	0	0
Comm/Ind Charges	-1688	-1688	0
	-2058	-3087	-302
NET EXPENDITURE	90970	85820	89,103
Contribution to PFI "Smoothing"	0	0	7,052
Use of/Contribution to BALANCES	0	421	0
LEVY	90970	90970	96155
% LEVY INCREASE	7.35%	7.35%	5.70%

⁴ Source: Report to GMWDA meeting 15th February 2008

Levy and Apportionment

The Authority funds its net expenditure requirements by Levy on its constituent District Councils. There is a statutory default basis for allocation of the levy between the District Councils but if an alternative allocation basis is unanimously agreed it can be substituted for the default basis. For the past 5 years the constituent District Councils of GMWDA have unanimously agreed alternative allocation bases that it was felt better incentivised waste minimisation and recycling.

For 2008/09 and subsequent years under the PFI Contract it is intended that the Levy will be allocated on the basis of a charging mechanism that is set out in the proposed Inter Authority Agreement. This will, in brief, allocate tonnage based costs to specific waste streams (e.g. recyclates, green waste, food waste and residual) and will further incentivise District Councils.

The agreed apportionment for 2008/09⁵ is as follows: -

Table 4: Levy Apportionment

GREATER MANCHESTER WASTE DISPOSAL AUTHORITY					
APPORTIONMENT OF LEVY 2008/09					
	2007/08 £'000		2008/09 £'000		Increase %
Bolton	10,685		11,161		4.45%
Bury	7,853		8,839		12.56%
Manchester	16,949		17,859		5.37%
Oldham	8,753		9,410		7.51%
Rochdale	7,657		7,619		-0.50%
Salford	9,328		9,934		6.50%
Stockport	11,504		12,091		5.10%
Tameside	8,901		9,140		2.69%
Trafford	9,340		10,102		8.15%
Total	90,970		96,155		7.052%

⁵ Source Report to GMWDA meeting 15th February 2008

STATEMENT ON CONTRACTS

All contracts awarded by the Authority during 2008/09 that involve the transfer of staff will comply, where applicable, with the requirements of the Code of Practice on Workforce Matters in Local Authority Service Contracts. No contracts awarded by the Authority during 2007/08 involved the transfer of staff.

4. OUR VISION, KEY AIMS AND OBJECTIVES

OUR VISION

GMWDA recognises that the management of waste is one of the most important and challenging environment issues we face today. Our Vision is

“to provide a world class solution for the sub region’s municipal waste”.

GMWDA has committed that it will ensure that the necessary building blocks are in place to underpin its future success. Key actions are drawn up under:

- Strategy and Direction;
- Governance Arrangements – Internal and External (with partners);
- Performance Management – Internal and External (with contractor and partners);
- Communications – internal/external;
- Data and Information management – systems and processes;
- Project and programme management;
- Risk management; and
- Financial management.

Partnerships will continue to be the key to success. Figure 1 below shows the effective working needed with all stakeholders.

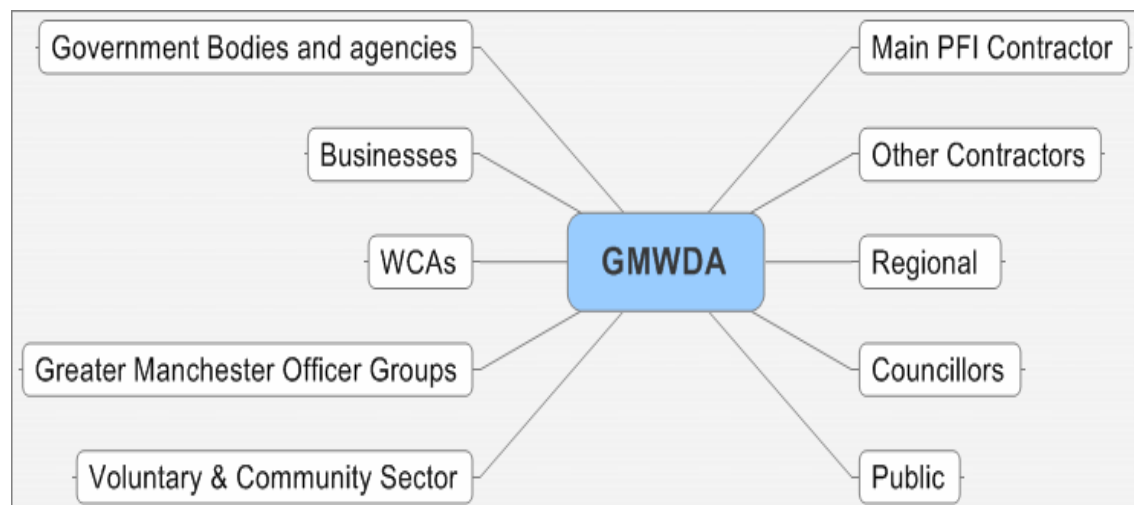


Figure 1: Working in Partnership

Initial stakeholder audit activity has shown that other organisations see GMWDA as a potential national and international leader and are keen to work with us. Delivering our vision will be achievable with their collaboration.

OUR KEY AIMS

To achieve our vision we have four key aims. These are:

- WA1. To deliver the Greater Manchester Municipal Waste Management Strategy – with the highest priority of waste reduction, then re-use, recycling and composting, followed by maximising resource recovery through energy use;
- WA2. To ensure the provision of quality services which are responsive to users, give value for money and equality of access;
- WA3. To recognise and contribute positively to the climate change agenda as a service provider, asset manager and employer; and
- WA4. To achieve the prevention of waste by engaging, influencing and campaigning with the public, Government departments and the commercial sector.

OUR OBJECTIVES

These aims will be achieved by the following objectives:

- WO1. To deliver modern facilities aimed at maximising recycling, composting and recovering energy from waste materials;
- WO2. To fulfil our statutory obligations in accordance with the principles of sustainability and Best Value;
- WO3. To raise waste awareness and promote our services;
- WO4. To consult with and be responsive to service users and others affected by our services and facilities;
- WO5. To work in partnership with our district and other partners and stakeholders;
- WO6. To provide encouragement and opportunity for community involvement;
- WO7. To ensure equality of access for all service users;
- WO8. To invest in and promote the training and development of our employees; and
- WO9. To review, and seek to continuously improve, our performance.

5. HIGHLIGHTS OF LAST YEAR'S PERFORMANCE

Significant progress towards our waste management PFI contract

There was significant and continued rapid progress with the procurement of a Private Finance Initiative (PFI) waste management services contract during 2007/08. This project is recognised as the largest of its kind in Europe. Following the January 2007 appointment of Viridor/Laing as the preferred bidder - to provide a world class solution of Greater Manchester's municipal waste - the Authority progressed well towards negotiating the final scope of the project, establishing a project agreement, setting out the governance arrangements and preparing for contract commencement.

Continuing excellent partnership working with Districts leading to continued improving recycling performance

The Greater Manchester authorities have achieved effective partnership working on waste that has levered in substantial external funding to help increase the recycling performance from 7% in 2002/2003 to 26.85% in 2006/2007, with close to 30% projected for 2007/08. This has arisen from effective working practices at all levels and an increasing recognition that effective partnership working has delivered improved performance across the GMWDA area.

In 2007/08 the authorities spent the second year of the successful WRAP (Waste Resources Action Programme funded by DEFRA) £734,000 bid. The resulting campaigning activity has achieved a measured growth in increased recycling efforts by residents.

Meeting and exceeding LATS

GMWDA's strategy has been to meet its obligations under LATS (Landfill Allowance Trading Scheme) without having to resort to buying additional allowances in the market. Compliance with the landfill allowances has represented a considerable challenge. However, due to successful and sustained activity in partnership to divert waste from landfill, the Authority has exceeded its obligations for a further year, with a projected surplus of 135,832 tonnes.

Advances in GMWDA communications with all stakeholders

The Authority has made good progress in keeping its key stakeholders informed and involved, particularly in progressing the development of the infrastructure for the new contract. This has involved:

- Councillor information packs and presentations;
- Community and resident presentations;
- Media and press briefings;
- Householder leaflets; and
- Stakeholder audit (which reported stakeholders wanted to continue and increase involvement with the Authority).

Development of Climate Change Action Plan

Following the Authority signing up to the Nottingham Declaration on Climate Change at its Annual General Meeting in June 2007, it has put in place a member led Climate Change Working Group in order to look at what the Authority is currently doing to take action against climate change and what more could be done. An Action Plan has been drafted showing how implementation of the Authority's waste strategy will make a significant beneficial contribution to climate change in the sub region.

6. THE AUTHORITY'S PLANNING FRAMEWORK

The starting point for an effective performance management framework is planning. To manage performance we need to be clear about where we are going and have a full understanding of priorities. These are written in plans and cascaded down to staff. The following diagram helps explain how this happens in the GMWDA.

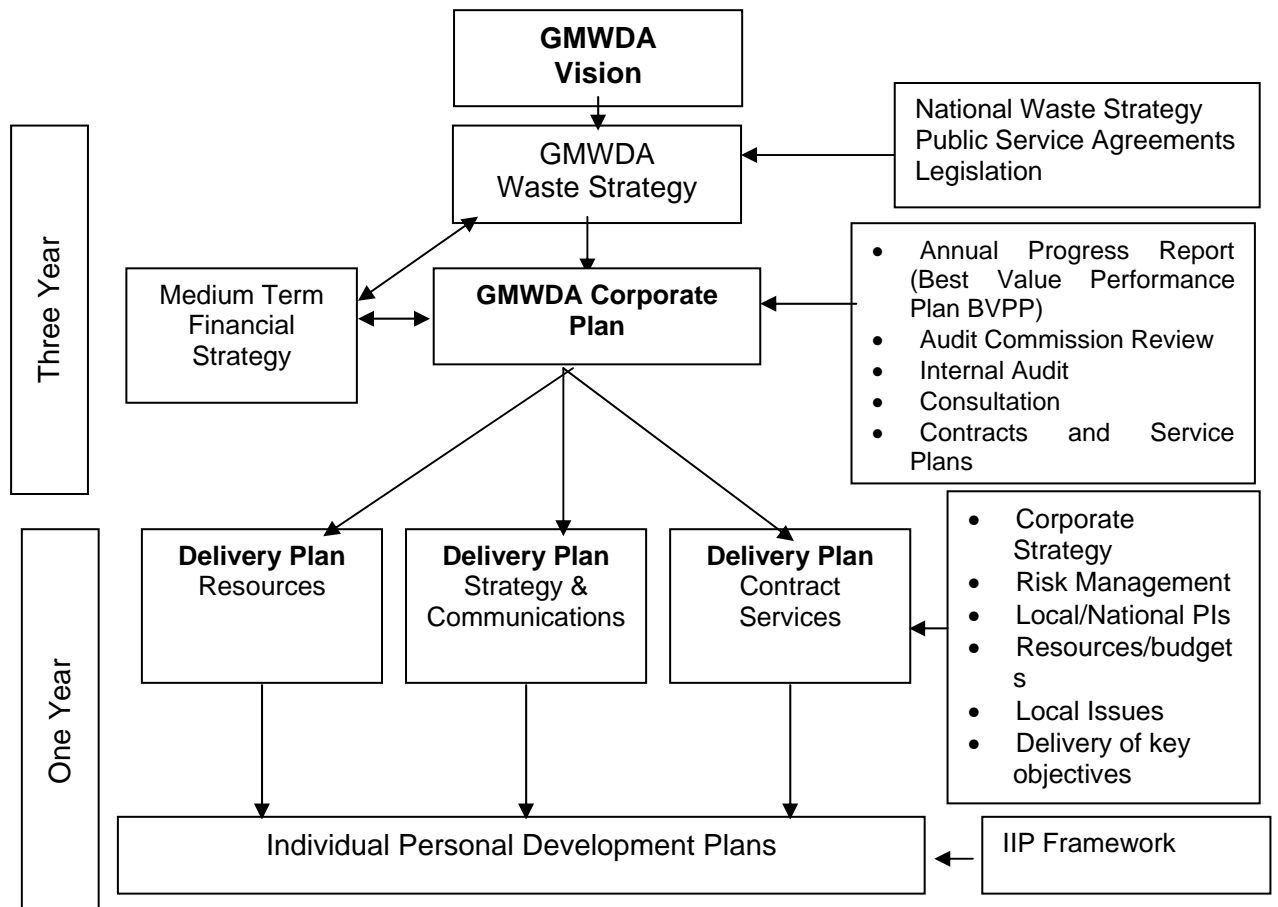


Figure 2: Outline Planning Framework

THE KEY DOCUMENTS

GMWDA Municipal Waste Management Strategy (MWMS)

In response to Government Policy, legislation and EU policy the Waste Strategy identifies, following extensive consultation, priority areas for Waste Management and how we will deliver the strategy.

The waste authorities in Greater Manchester concluded a joint MWMS in May 2004, aimed at managing municipal waste as high as possible within the waste management hierarchy. A revised MWMS was adopted by the Authority in April 2007.

To take account of the comprehensive guidance published by DEFRA in 2005 GMWDA carried out a review in 2006/07 of its 2004 MWMS. This revision took into

account the new legislation, technical developments in waste management systems and technologies, a much improved database on municipal waste streams, together with implementation of the new guidance on planning for sustainable waste management and on municipal waste management strategies.

In accordance with the guidance, revision of the MWMS has been accompanied by a Strategic Environmental Assessment (SEA) and Sustainability Appraisal (SA) which meet the requirements of the European Directive 2001/42/EC (the “strategic environmental assessment” or SEA Directive), and the Environmental Assessment of Plans and Programmes Regulations 2004 (‘the Regulations’)

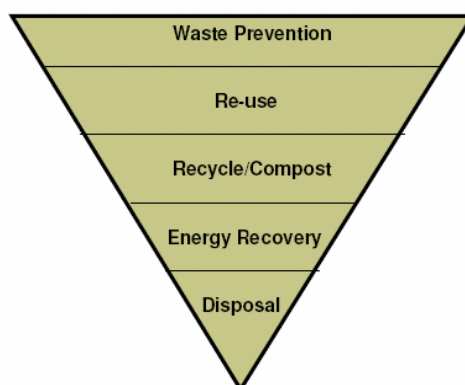


Figure 3: The Waste Hierarchy

The highest priority continues to be waste reduction, then re-use, recycling and composting, followed by using waste as a source of energy. With full implementation of the MWMS, landfilling will be confined to residues and materials for which no productive treatment or use can be found.

Through introducing this strategy there will be economic benefits from the creation of jobs in kerbside collection services, development of new and emerging environmental technology and the reprocessing of the recyclates and compostable materials extracted from the waste stream. Environmental benefits will flow from reductions in the current levels of carbon emissions, the need for virgin materials and the requirement for future landfill sites.

The Authority is restricted in the amount of waste it can send to landfill under the obligations of the LATS introduced in 2005/06. As far as landfill allowances are concerned, the basic strategy of the GMWDA is to ensure that it meets its allocation without having to resort to buying additional allowances in the market. The landfill allowance position is detailed in Section 3, while the targets referred to below are designed to minimise the risk of penalties under the scheme.

The targets for the MWMS adopted in 2007 are:

- To arrest the increases in municipal waste to:
 - No more than 1% per annum by 2010;
 - Zero by 2020; and
 - No growth through to 2030
- To achieve levels of recycling and composting of household waste:
 - 33% by 2010
 - A minimum of 50% by 2020 and through to 2030

- To reduce non-household waste by 50% in proportion to current municipal waste arisings which will reduce total tonnage by 10%.

The GMWDA Corporate Plan (3 year plan)

Provides a three-year framework for the GMWDA to work within when determining its priorities and allocating its resources in order to achieve service improvement. It sets out how the Waste Strategy will be delivered in terms of timescales, key accountabilities and responsible officers. It reflects the key issues raised by the public, service users and partners. It also incorporates the views of external inspectors to help to determine its priorities for improvement.

Directorate Delivery Plans

Cascades the priorities from GMWDA Delivery Plan into specific actions in three key areas:

1. Strategy and Communications
2. Contract Services
3. Resources.

Individual Personal Development Plan

Identifies through the Personal Development Review process an individual's responsibility in delivering the Directorate Delivery Plans and thereby his/her contribution to the Waste Strategy and Corporate Plan.

7. GMWDA IMPROVEMENT ACTIONS 2008/2011

This Authority has demonstrated a good track record in performance in recent years. Our Corporate Plan takes this success forward by setting out our priorities and improvement actions for the period 2008/2011 which will contribute to achieving our overall aims:

- WA1. To deliver the Greater Manchester Municipal Waste Management Strategy – with the highest priority of waste reduction, then re-use, recycling and composting, followed by maximising resource recovery through energy use;
- WA2. To ensure the provision of quality services which are responsive to users, give value for money and equality of access; and
- WA3. To recognise and contribute positively to the climate change agenda as a service provider, asset manager and employer.

Our key priorities are set out in the following Table 5.

Table 5: GMWDA Key Priorities

Our key priorities for 2008-2011	GMWDA aim supported	Milestones
Delivery of the infrastructure to implement the GMWDA Waste Strategy through the PFI contract: Complete acquisition of sites, secure planning permissions and commission new infrastructure.	WA1 & WA3	Majority of new infrastructure commissioned by 2010/11.
Achieving GMWDA recycling targets.	WA1	33% recycling by 2010. [leading to 50% minimum by 2020].
Mobilisation of the PFI contract, including introduction of support systems and processes.	WA1 & WA2	Implemented directly after contract close.
Implementation of Governance arrangements for PFI contract.	WA1 & WA2	Governance arrangements to be implemented directly after contract close.
Development of a revised Constitution for the Authority.	WA2	Revised Constitution in 2008.
Waste prevention, education and awareness raising to arrest waste growth.	WA1 & WA4	No more than 1% growth by 2010. [Leading to zero growth by 2020 and beyond].
To provide more effective services by updating our internal processes.	WA2	Improved data management through the introduction of an Authority intranet (2008).
Managing the assets and liabilities of GMWDA closed landfill sites.	WA3	Development of Asset Management Plan, draft prepared and to be finalised July 2008.
GMWDA Climate Change action plan.	WA3 & WA4	Publication and launch of action plan 2008.
Authority approach to Risk Management.		Embedding risk management into the planning and reporting process. Implementing a joint risk register with VL aligned to the Authority's Waste Strategy and Corporate Plan. Establish risk management reviews; implement mitigation plans for each risk depending upon agreed tolerance levels; and implement programmes of control assurance.
Commitment to Employee development.		Embedding staff development planning and appraisal process.

8. KEY PERFORMANCE MEASURES AND TARGETS

PERFORMANCE INDICATORS

As part of the performance management system the Authority has monitored performance using Best Value Performance Indicators (BVPI) set by Government. Up until 2007/08 These are:

- Corporate Health Indicators – to provide information on how the Authority is performing on an organisational level;
- Environmental Indicators – to provide information on an environmental level in relation to waste management, including recovery and recycling; and
- Local Indicators – developed to highlight particular areas of interest for the Authority, such as performance against targets set within the MWMS to arrest the growth in total municipal and HWRC arisings

The following Tables 6 and 7 set out the Authority's progress against the relevant indicators.

Table 6: Corporate Health Indicators 2007/08

	Actual Performance 2004/05	Actual Performance 2005/06	Actual Performance 2006/07	Target Performance 2007/08	Actual Performance 2007/08	Target Performance 2008/09	Target Performance 2009/10	Target Performance 2010/11
BVPI 11a Top 5% of Earners: Women	50%	50%	25%	50%	25%	50%	50%	50%
BVPI 11b Top 5% of earners: Ethnic Minorities	50%	0%	0%	50%	0%	50%	50%	50%
BVPI 11c Top 5% of Earners with a disability	0%	0%	0%	0%	0%	0%	0%	0%
BVPI 12 Working Days Lost Due to Sickness Absence	26.60 days	20.55 days	22.97 days	18 days	25.81 days	15 days	15 days	15 days
Short term sickness rate	7.45 days	5.37 days	4.49 days		1.89 days	1.8 days	1.75 days	1.75 days
BVPI 14 Percentage of Early Retirements	0%	0%	2.94%	0%	2.70%	0%	0%	0%
BVPI 15 Percentage of Ill Health Retirements	3.6%	0%	0%	0%	0.0%	0%	0%	0%
BVPI 16a Percentage of Employees with a disability	3.6%	3.6%	8.82%	9%	0%	9%	9%	9%
BVPI 17a Ethnic Minority Representation in the workforce - employees	3.60%	6.45%	5.88%	6.45%	5.71%	8.57%	8.57%	8.57%
BVPI 156 Buildings Accessible to People with a Disability	100%	100%	100%	100%	100%	100%	100%	100%

Table 7: Environmental Indicators 2007/08 (All data is subject to final verification)

	Actual Performance 2003/04	Actual Performance 2004/05	Actual Performance 2005/06	Actual Performance 2006/07	Target Performance 2007/08	Actual Performance 2007/08
BVPI 82a(i) Percentage of household waste arisings sent for recycling	7.41%	11.58%	15.03%	25.72% (combined with 82b)	28.0% (combined with 82b))	29.27% (combined with 82b)
BVPI 82a(ii) Total tonnage of household waste arisings sent for recycling	-	140,029 tonnes	177,383 tonnes	301,966 tonnes (combined with 82b(ii))		335,739 tonnes (combined with 82b(ii))
Quantity of material recovered at household waste recycling centres (excluding green waste) sent for recycling	18,299 tonnes	33,946 tonnes	49,275 tonnes	65,942 tonnes	70,000 tonnes	70,562 tonnes
BVPI 82b(i) Percentage of household waste arisings sent for composting or treatment by anaerobic digestion	2.69%	4.92%	7.03%	(combined with 82a(i))	(combined with 82a(i))	(combined with 82a(i))
BVPI 82b(ii) Total tonnage of household waste sent for composting or treatment by anaerobic digestion	-	59,558 tonnes	82,916 tonnes	(combined with 82a(ii))	(combined with 82a(ii))	(combined with 82a(ii))
Quantity of green waste recovered at household waste recycling centres sent for composting	13,280 tonnes	23,559 tonnes	23,130 tonnes	25,301 tonnes		24,544 tonnes
BVPI 82c(i) Percentage of household waste used to recover heat, power and other energy sources	8.24%	8.40%	9.13%	9.25%		7.13%
BVPI 82c(ii) Total tonnage of household waste used to recover heat, power and other energy sources	108,252 tonnes	101,638 tonnes	107,673 tonnes	108,612 tonnes	110,000 tonnes	81,737 tonnes
BVPI 82d(i) Percentage of household waste arisings which have been landfilled	81.63%	75.07%	68.81%	64.99%		63.56%
BVPI 82d(ii) Tonnage of household waste arisings which have been landfilled	1,072,949 tonnes	908,469 tonnes	811,973 tonnes	763,113 tonnes		728,844 tonnes

	Actual Performance 2003/04	Actual Performance 2004/05	Actual Performance 2005/06	Actual Performance 2006/07	Target Performance 2007/08	Actual Performance 2007/08
BVPI 84a Kg of household waste collected per head of population	594	539	528	524		510
BVPI 84b Percentage of change from previous year in Kg of household waste collected per head of population	-	-9.3%	-2.0%	-0.8%		-2.6%
BVPI 87 Cost of waste disposal per tonne for municipal waste	£47.65	£53.12	£57.92	£58.86		£61.37

FUTURE INDICATORS

The start of the new GMWDA PFI contract coincides with a change in the performance indicators required to be reported to Government. From 2008/09 these will be:

- N191 Residual waste per head
- N192 Household waste recycled and composted
- N193 Municipal waste landfilled

Monitoring and management of the PFI contract will be by means of a robust performance framework. This will ensure achievement of the waste strategy objectives, as a minimum requirement.

The Authority will continue to monitor appropriate Corporate Health Indicators to ensure it meets its aims for giving value for money and equality of service.

COMPARISONS WITH OTHERS

For the purposes of benchmarking and the identification of best practice, the Authority has established liaison with the other five statutory Joint Waste Disposal Authorities established in 1985 (i.e. Merseyside WDA and the four London Waste Authorities). A process of validation of BVPI data has been agreed by this group to ensure a consistent approach.

Table 8 contains comparative information on the performance of the six authorities. Whilst the table of environmental indicators provide a basis for comparison, it is limited to some extent by local conditions which are material factors -

- The methods of treatment and disposal vary between authorities. This is partly historical. For example, in one authority, almost 40% of household waste is used to recover energy in a facility established in the late 1960s. This method remains the mainstay of current operations in that authority; and
- The range of services provided by the authorities varies. Three of the London authorities do not provide and operate HWRCs, unlike the other authorities listed.

Table 8: All Joint Waste Disposal Authorities (All data is subject to final verification)

STATUTORY ENVIRONMENTAL INDICATORS 2007/08

BVPI	Description	ELWA	GMWDA	MWDA	NLWA	WLWA	WRWA
82a	Percentage of total tonnage of household waste arisings which have been recycled.	15%	227,095 19.8%	135,048 18.05%	131,659 16.99%	124,854 20.41%	83193 24.26%
82b	Percentage of total tonnage of household waste arisings which have been sent for composting.	5%	108,644 9.47%	84,192 11.25%	56,986 7.35%	70,003 11.44%	6312 1.84%
82c	Percentage of total tonnage of household waste arisings which have been used to recover heat, power and other energy sources.	5.5%	81,737 7.13%	300 0.04%	305,365 39.40%	600 0.10%	450 0.13%
82d	Percentage of total tonnage of household waste arisings which have been landfilled.	55%	728,844 63.56%	528,841 70.66	36.26%	68.05%	252919 73.77%
84a	Number of kilograms of household waste collected per head	472kg	510kg	547kg	464kg	425 kg	381 kg
84b	Household Waste Collection (% change in kilograms per head)	0.06%	-2.62%	-2.54%	Dealt with by WCA's	-2.3%	-0.31%
87	Cost of waste disposal per tonne for municipal waste.	79.78	£61.37	£59.42 TBC	TBC	TBA	£59.33
90c	The percentage of people satisfied with waste disposal		N/A	N/A		Not required	Not required

STATUTORY CORPORATE HEALTH INDICATORS 2007/08

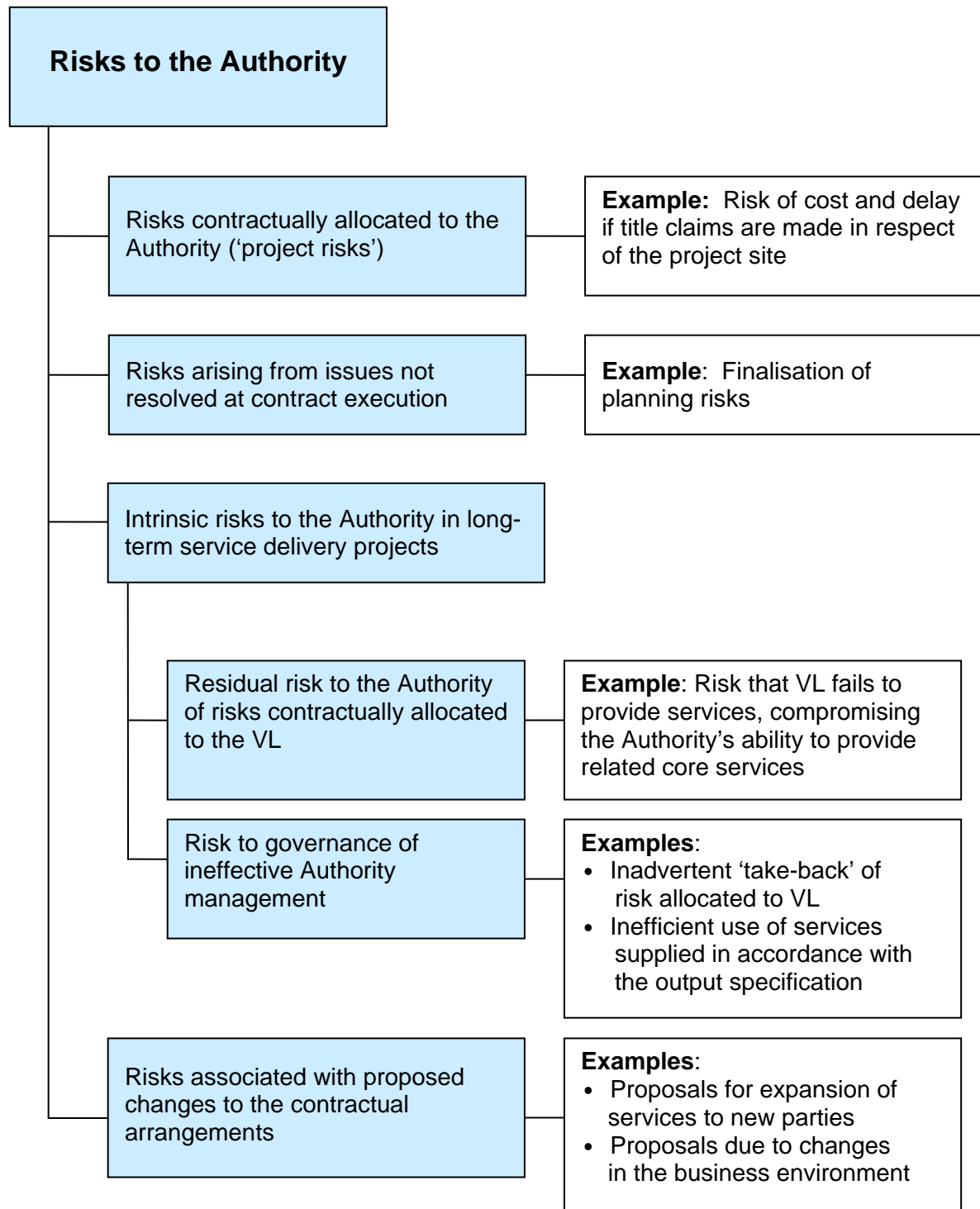
BVPI	Description	ELWA	GMWDA	MWDA	NLWA	WLWA	WRWA
156	The percentage of Authority buildings open to the public in which all public areas are suitable for and accessible to disabled people		100%	100%			100%
157	The number of types of interactions that are enabled for electronic delivery as a percentage of the types of interactions that are legally permissible for electronic delivery	Deleted	Deleted	Deleted	Deleted	Deleted	Deleted
11a	The percentage of top 5% of earners that are women	Not Applicable – no direct employees	25%	0%	Not Applicable – no direct employees	0%	0%
11b	The percentage of top 5% of earners from black and minority ethnic communities		0%	0%		0%	0%
12	The number of working days/shifts lost to sickness or absence		25.81 days	12.43 days		11.85 days	2.76 days
14	The percentage of employees retiring early (excluding ill health retirements) as a percentage of the total work force		2.7%	0%		0%	0%
15	The percentage of employees retiring on grounds of ill health as a percentage of the total work force		0%	0%		0%	0%
16	The percentage of local authority employees declaring that they meet the Disability Discrimination Act 1995 disability definition compared with the percentage of economically active disabled people in the authority area (shown in brackets).		0%	0%		1.26% (11.80%)	0% (11.06%)
17	The percentage of local authority employees from minority ethnic communities.		N/A	(3.5%)		10.08% (35.20%)	0%
			5.71%	6.25%			

ELWA – East London Waste Authority
MWDA – Merseyside Waste Disposal Authority
WLWA – West London Waste Authority

GMWDA - Greater Manchester Waste Disposal Authority
NLWA - North London Waste Authority
WRWA - Western Riverside Waste Authority

9. RISK MANAGEMENT

Risk management will mainly focus on managing the main PFI contract. Effective contract management incorporates identifying, monitoring and managing all risks and opportunities over the life of the contract to achieve project objectives and value for money outcomes. This is outlined in the diagram below:



As part of the process to date, risk management has been strengthened in the following areas:

- The Director of Resources has been nominated to lead and promote the risk management function with effect from October 2007;
- A Draft Risk Management Policy was agreed at the GMWDA management team on 22/01/08;
- A risk register is in place as part of the PFI procurement process; and
- Work has begun to incorporate risk management into the business planning process.

Work for 2008/09 will focus on:

- Embedding risk management into the planning and reporting process;
- Implementing a joint risk register with VL aligned to the Authority's Waste Strategy and Corporate Plan;
- Establish risk management reviews; implement mitigation plans for each risk depending upon agreed tolerance levels; and implement programmes of control assurance.