

GREATER MANCHESTER MUNICIPAL WASTE MANAGEMENT STRATEGY

REVIEW 2006/7

Headline Strategy

GMWDA

Adopted April 2007

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GMWDA

April 2007

Headline Strategy

1. Introduction

- 1.1 Management of Municipal Solid Waste (MSW) is one of the most important and challenging environmental issues we face today. The challenge to adopt more sustainable waste management systems and long term global environmental protection is now backed by substantial legislation and guided by detailed policies at European, national and regional level.
- 1.2 In response to these new drivers, the Greater Manchester Waste Disposal Authority (GMWDA) and its partner authorities¹ formulated a Municipal Waste Management Strategy (MWMS) based on joint working and an integrated waste management system. The initial Greater Manchester MWMS was prepared during 2003 following extensive public consultation and detailed work on residual waste management, and approved in its final format in May 2004. The 2004 strategy included a provision undertaking for a formal review in 2006.
- 1.3 Whilst the document was compliant with prevailing DEFRA requirements it was prepared in advance of publication the Landfill Allowance Trading Scheme (LATS) and the recent DEFRA guidance on municipal waste management strategies. The GMDWA has therefore revised the MWMS to take into account the new legislation, technical developments in waste management systems and technologies and 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 strategies².
- 1.4 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”).
- 1.5 The SEA/SA processes have identified the environmental and wider sustainability implications of the MWMS, so that negative impacts can be eliminated or minimised within the basis direction of the strategy and through its implementation by action plans.

¹ Throughout this document, references made to Greater Manchester refer to the area covered by the nine District Councils which participate in the GMWDA

² Practice Guide on Municipal Waste Management Strategies (DEFRA November 2005), Planning Policy Statement 10: Planning for Sustainable Waste Management (PPS10) (ODPM July 2005)

- 1.6 Following the substantive MWMS and SEA/SA work being carried out, the requirement to assess plans and strategies against the conservation objectives of European conservation sites was implemented (referred to as a Habitat Regulations Assessment and effective from 1 October 2006). The background information required for such an assessment had already undertaken through the SEA and further technical change has been required through this assessment. Draft guidance prepared for Natural England³ has identified possible statements that could be included within an existing policy to ensure compliance with the Habitats Directive. The MWMS strategy therefore includes an appropriate caveat qualification. This qualification is consistent with caveats included with respect to the draft waste policies of the Regional Spatial Strategy produced by the North West Regional Assembly, which has undergone development in consultation with Natural England and the Environment Agency.
- 1.7 This MWMS answers the following questions:
- Where are we today? (The current situation as regards municipal waste management)
 - Where do we want to get to and when? (The objectives for future sustainable waste management).
 - What do we need to do to get there? (The actions which are planned to achieve the objectives).
- 1.8 This **Headline Strategy** covers the period up to 2030 and is designed to provide a clear and succinct statement of the key objectives, targets and the policies being introduced to ensure they are met. This Headline Strategy document therefore sets out the key policies, strategic objectives and targets and together with background information on the partners and their roles and a summary of key contextual information. The Headline Strategy also explains broadly how services will change as a result of the strategy, how the changes are supported by elected Members and senior management within all authorities, and how the changes will be financed.
- 1.9 The baseline information on where are we today is covered in the GM MWMS Baseline Report (2006)⁴. Preferred options for achieving the targets and objectives are set out in the **Environmental Report** of the Strategic Environmental Assessment and Sustainability Appraisal. This document has also been subject to stakeholder and public consultation and its results and the outputs of the consultation have been taken into account in the revised MWMS.
- 1.10 The revised MWMS provides 'a route-map' showing how objectives will be achieved. Further detail is included in seven Action Plans. This Headline

³ *The Assessment of Regional Spatial Strategies and Sub-Regional Strategies under the provisions of the Habitats Regulations - Draft Guidance*, David Tyldesley and Associates (2006)

⁴ MWMS SEA Environment Report - Appendix A, MWMS Baseline Report (2006)

Strategy and Action Plans make a clear statement of how the GMWDA and the constituent Waste Collection Authorities (WCAs) will move from the position today to where they wish be in future, taking into consideration who will need to do what and by when. There is provision for comprehensive monitoring of the implementation of the strategy with the flexibility to respond to unexpected changes including contingencies and what and when must be done if things do not go according to plan.

- 1.11 The strategy is designed to meet all known and anticipated duties of the authorities and is an overall approach based on the aim of managing Greater Manchester's municipal waste high in the waste management hierarchy.

2. Structure of the MWMS 2006

2.1 The revised MWMS has the following structure.

2.2 Headline Strategy Document

Where are we today?

- Summary information (detailed baseline information is contained in the Environmental Report, GM MWMS Baseline Report (2006) Annex A)

Where do we want to go and when?

- Strategic objectives and targets
- Key policies and principles
- Background information on the partners and their roles
- A summary of key contextual information

What we need to do to get there?

- A summary of policy objectives with a reference to Action Plans that will deliver these objectives
- A summary of the headline targets and objectives and the proposed delivery option and reference to specific Action Plan (Details of the preferred options for achieving the targets and objectives are set out in the accompanying Environmental Report)
- A summary of the 7 Action Plans including lead responsibilities, key actions, resources and mechanisms and time frame.

2.3 **7 Action Plans** set out the processes of implementation. These detailed Action Plans are produced in a separate document to this Headline Strategy. Implementation will include integration and coordination of specific actions to deliver the targets and objectives of the MWMS. The Action Plans include a risk assessment, monitoring arrangements and provisions for supplementary actions in the case of slippage against targets and objectives. Action Plans to implement the MWMS are documented under the following headings;

- Waste Minimisation Action Plan (AP1)
- Recycling and Composting – (WCA segregated collection and 'bring' provisions) (AP2)
- HWRC Recycling and Composting (AP3)
- Waste Treatment and Disposal (AP4)

- MWMS Support Actions (AP5)
- Community & Communications Action Plan (AP6)
- Data and Management Information Framework (AP7)

2.4 **Technical Appendices** – The Environmental Report for the SEA and its supporting technical documents provide the evidence for the MWMS and will also provide the framework for ongoing and necessarily detailed monitoring of the MWMS implementation. The appendices include;

- SEA/SA Environmental Report (and Non Technical Summary)
- Baseline report
- Alternatives assessments
- Modelling assumption and sensitivity models.

2.5 **Other Supporting Documents** - These documents provide evidence of how the MWMS was produced and how the consultation and decision making process has informed the agreed strategy.

- ‘How This Strategy Was Produced’
- A summary of the consultation process and a response to consultation outcomes on the Headline Strategy and Environmental Report.

3. Where are we today?

- 3.1 The GMWDA serves approximately 958,000 households and a resident population of 2.18 million (2001 census) with municipal waste arisings for 2004/5 amounting to over 1.4m tonnes (2004/5). The environmental impacts of this waste are considerable. Current waste management practice and performance will not achieve legislative and policy targets for the management of municipal waste or accord with long term sustainable development.
- 3.2 Most collection services are delivered in-house by the WCAs themselves (by their Direct Service Organisations where these still exist) with the exception of Manchester, Stockport and Trafford. Manchester operates a joint venture for refuse collection with Greater Manchester Waste Ltd (GMWL). Stockport has recently extended its waste collection contract with GMWL and refuse collection in Trafford is delivered under contract by Viola.
- 3.3 All WCAs within Greater Manchester provide kerbside collection services for dry recyclable materials such as plastic, cans, glass and paper. All WCAs also provide separate collection services for green garden waste. The collection services are provided primarily in-house or by GMWL or by community and voluntary organisations via arrangements made by the WCAs.
- 3.4 In line with its statutory obligations, the GMWDA provides a network of 26 household waste recycling centres (HWRCs) throughout Greater Manchester. The sites are confined to the deposit of household sourced wastes and unwanted materials delivered by members of the public, free of charge. The GMWDA and the WCAs are currently reliant upon external service providers for the composting of green waste received at the HWRCs and green garden waste collected at the kerbside by the WCAs.
- 3.5 GMWDA has made arrangements with GMWL to provide short-term waste management services for the reception, recycling, treatment and disposal of waste, in accordance with an output specification and in an environmentally and economically sustainable manner. The contract is for a period of up to 2 years, commencing on 1 April 2006. As part of the contract, the GMWDA has made existing assets available for use in delivery of the services.
- 3.6 The current range of waste management facilities includes:-
- Four road and rail connected material recovery facilities (MRFs) based on a Dano pulverisation process located in Stockport, Salford, North Manchester and South Manchester;
 - Three road connected transfer loading stations in Bury, Oldham and Rochdale; and
 - A road connected thermal recovery facility in Bolton.

- 3.7 Landfill disposal services for residual municipal waste are provided via a joint venture currently between GMWL and Biffa Waste Services Ltd (BWSL). The principal sites are at Roxby, Humberside - for rail-borne wastes; Risley and Arpley in Warrington and Withnell, Chorley - for road-borne wastes.
- 3.8 Recent trends in municipal waste arisings have shown a small decline in the total quantity of municipal waste. Whilst household waste, including separated recyclable waste, has remained at a consistent level over the last three years, structural changes in the collection of bulky and commercial waste have accounted for the overall reduction. Demographic projections indicate a relative stability in population which, together with social and economic factors, suggests that waste growth should be below the national average projection of 1.5%. Socio-economic conditions also indicate that municipal waste arisings expressed as per head of population should be lower than the national average; however, benchmarks indicate that waste arisings are some 10% higher than the national average. (Detailed baseline information is contained in the GM MWMS Baseline Report {2006} that forms part of the SEA Environmental Report)
- 3.9 The Greater Manchester authorities have a recent history of effective partnership working on waste that has levered in substantial external funding to help increase the recycling performance from 5.07% in 2001/02 to a planned level of 20% in 2005/06. This has arisen from effective working practices at all levels and an increasing recognition that very much more can be achieved working together than individually.

4. Where do we want to go and when?

4.1.1 This section of the MWMS sets out the objectives for how waste will be managed over the strategy's time horizon, including the performance targets that the strategy is designed to achieve. Objectives and targets serve several purposes. They provide clear statements of the direction of travel and are designed to provide benchmarks against which performance or direction can be easily monitored.

4.1.2 The corporate strategic objectives of the GMWDA are as follows:

- To continue to reduce the amount of waste that is currently landfilled
- To manage the municipal waste stream higher up the waste hierarchy, based on the descending options of waste reduction, re-use, recovery and disposal
- To seek to maximise environmental benefits from its services at a cost that is affordable
- To derive best value through its existing contractual arrangements
- To procure future municipal waste management services in accordance with the MWMS and Best Value principles
- To fulfil all of its statutory obligations in accordance with the principles of sustainability and Best Value
- To consult with and be responsive to service users
- To recognise the need for the conservation of natural resources and the protection of the natural environment
- To provide encouragement and opportunity for community involvement
- To ensure equality of access for all service users
- To invest in and promote the training and development of its employees
- To review and seek to continuously improve its performance.

4.2 MWMS Strategic objectives

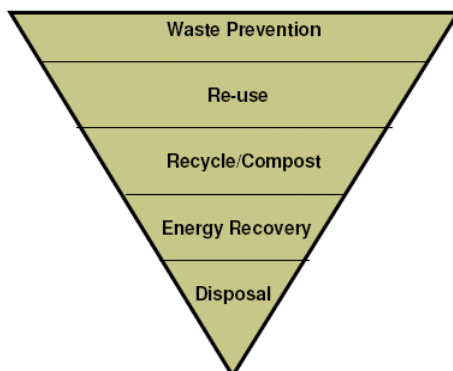
4.2.1 The 2004 MWMS covered a period to 2020. This is the minimum recommended period. The revised MWMS has been extended to cover the period to 2030. This takes into account the link between the MWMS and the proposed period of the PFI contract.

4.3 Sustainable Waste Management

4.3.1 The overall strategic objective is the protection of human health and the environment of Greater Manchester through more sustainable waste management by producing less waste and by using it as a resource

wherever possible. Priority is given to driving management of waste up the waste management hierarchy as illustrated in Figure 1.

Figure 1 - The Waste Management Hierarchy⁵



- 4.3.2 The highest priority is 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 essentially confined to residues and materials for which no productive treatment or use can be found.
- 4.3.3 Through introducing this strategy there will be economic benefits through 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. Assessment of these factors is given in more detail in the sustainability appraisal as recorded in the SEA Environmental Report.
- 4.3.4 The strategy is designed to meet all known and anticipated duties of the authorities based on the aim of waste reduction and minimisation having the highest priority whilst managing Greater Manchester's waste high in the waste management hierarchy.

4.4 Landfill Allowance Trading Scheme (or "LATS")

- 4.4.1 The Landfill Allowance Trading Scheme (or "LATS") is the instrument that has been set up to regulate and monitor compliance with the Landfill Directive obligations in England. Legislation provides for a scheme of allowances for permitted quantities of biodegradable municipal waste (BMW) that can be landfilled. The scheme started in 2005/06 and allocates a landfill allowance for each WDA for each year of the scheme

⁵ 'Waste Not, Want Not', Cabinet Office Strategy Unit, November 2002

- until 2020. WDAs are under a duty to ensure that the amount of BMW sent to landfill by them in any particular scheme year does not exceed the amount authorised by the landfill allowances available to them for that year.
- 4.4.2 Each WDA can determine how to use its allocation of allowances in the most effective way for itself. It can save unused allowances for use in later years (banking) or it can use up to 5% of its future year's allocation in advance (borrowing), subject to restrictions. Additionally allowances can be traded with other WDAs. A WDA with surplus allowances may choose to sell rather than bank its surplus or conversely a WDA with a shortfall will be able to buy allowances to meet its requirements.
- 4.4.3 A WDA that landfills more BMW than it has allowances for (whether allocated, borrowed or bought) will suffer penalties of £150 per tonne on the excess effective from 2005/06 plus potential additional financial penalties in future years. Analysis shows that residual waste treatment will be required by 2010 if a deficit in allowances is to be avoided, with potential fine increasing year on year. If commencement of residual waste treatment is delayed until 2013 the total value fines may exceed £50 million.
- 4.4.4 The basic strategy of the GMWDA is to ensure that it meets its allocated allowances in each year without having to resort to buying additional allowances in the market. The targets set out below are designed to minimise the risk of penalties under the scheme.
- 4.4.5 Compliance with the scheme will continue to be a major focal point for the Authority.

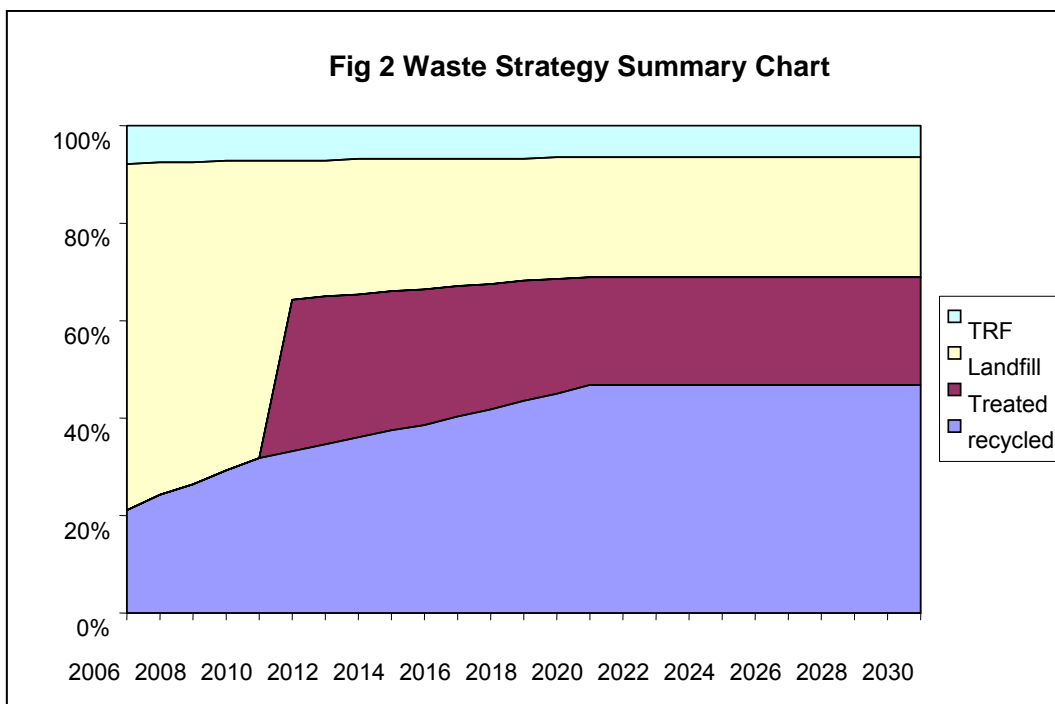
4.5 MWMS Targets

- 4.5.1 Key targets of the strategy are;
- To arrest the increases in municipal waste arisings 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%

4.5.2 The short term targets for WCAs and HWRCs are set out in the table 4.1

			Overall %
2006/07	21	42	25.5
2007/08	24	45	29
2008/09	27	50	32
2009/10	30	50	33

4.5.3 Whilst maximising recycling and composting the introduction of residual waste treatment is essential in order to reduce reliance on landfill disposal and the meet the allowances under LATS. The performance and balance of activities within the reviewed strategy over the period to 2030 is shown graphically below (Fig2).



4.6 Key Policies and Principles

4.6.1 The key policies and principles that will be used to achieve these targets and the strategic objective of sustainable municipal waste management are set out under the following headings:

Sustainability

- To continue to reduce the environmental impact of municipal waste by moving waste management up the waste hierarchy, based on the descending options of waste reduction, re-use, recovery and disposal
- To accord the highest priority to waste reduction and minimisation
- To reaffirm the commitment to a recycling and composting led approach to waste management with **no restriction** to the development of recycling and composting
- To continue to reduce the amount of waste that is currently landfilled
- With the full implementation of residual waste treatment, only residues or wastes for which there is no market or alternative outlet or treatment process will eventually be disposed to landfill
- To manage waste in ways that protect human health and the environment and in particular:
 - without risk to water, air, soil, plants and animals;
 - without causing a nuisance through noise or odours;
 - without adversely affecting the countryside or places of special interest.
- To continue to assess the environmental impacts of possible options both for the long and short term
- To seek the best environmental outcome taking account of what is feasible and what is an acceptable cost.

Partnership

- To foster the partnership between the GMWDA and the WCAs, founded on the Inter-Authority Agreement, and to extend the partnership to include the PFI main service contractors and other service providers
- To achieve the targets and objectives of the MWMS via the partnership, including the recycling and composting targets
- To develop the links between the MWMS and the PFI main services contract by highlighting those areas where collaborative working can be of benefit
- To develop and integrate waste collection, processing, treatment and disposal systems to ensure “Best Value” is delivered from WCA and WDA services

- To collect and exchange adequate and reliable data on individual waste streams and management methods to provide a robust basis for strategy and financial planning.

Services and infrastructure

- Wherever feasible, to use current assets for the reception, processing and treatment of municipal waste
- To invest in new recycling and composting facilities to support delivery of the MWMS and the recycling / composting targets via the partnership, as appropriate
- To meet LATS allowances and bio-diversion targets through investment in residual waste treatment processes to maximise diversion of BMW, including recovery of energy through the production of refuse derived fuels (RDF)
- To develop an approach that takes account of new and emerging technologies
- To promote a preference for the location of new facilities on brown-field sites or those on sites that have been used historically for industrial purposes
- To retain and optimise the use of Bolton Thermal Recovery Facility (TRF) throughout the life of the strategy
- To continue to promote household waste recycling centres to meet the needs of service users, with a focus on segregation of materials for recycling, composting and diversion from disposal by landfill
- To support the MWMS by encouraging individuals, communities and organisations to take responsibility for their waste and to participate in the use of services and facilities that are available for the sustainable management of those wastes
- To secure and promote the development of end markets for diverted waste
- To build on synergies for dealing with commercial and industrial waste where these will assist in the delivery of the MWMS as a whole.

Habitats Directive Assessment

The policies and strategies required to implement this MWMS review are wide ranging in nature and unspecific in terms of location and it is assessed that no likely significant effect is identified for any specific European Site. Draft guidance prepared for Natural England has identified possible statements that could be included within an existing policy to ensure compliance with the Habitats Directive. The following caveat is therefore included as an overarching avoidance measure to ensure no likely significant effect on European sites will occur as a result of implementation of the MWMS. Within the MWMS policies and plans it should be recognised that:

Any strategy, policy, action plan, development or proposal, that could have any negative effect on the conservation objectives of a European site⁶ would not be consistent with this MWMS.

This caveat is included to ensure that development generated from policies for which effects on European sites are possible, but not specifically identifiable, does not itself result in significant adverse effects on these sites. Development that could have a negative effect on the conservation objectives of a European site is not provided for in the policy.

Any future development that would be likely to have a significant effect on the European site, either alone or in combination with other plans and projects will, of course, be subject to assessment under Part IV of the Habitats Regulations at project application stage."

4.7 Sensitivity Assessment of preferred Scenario

4.7.1 The potential performance of potentially viable scenarios for the integrated MWMS was subject to Strategic Environmental Assessment/Sustainability Analysis. The performance of the preferred scenario has also been assessed by taking into account its sensitivity to changes in primary assumptions. Primary assumptions include;

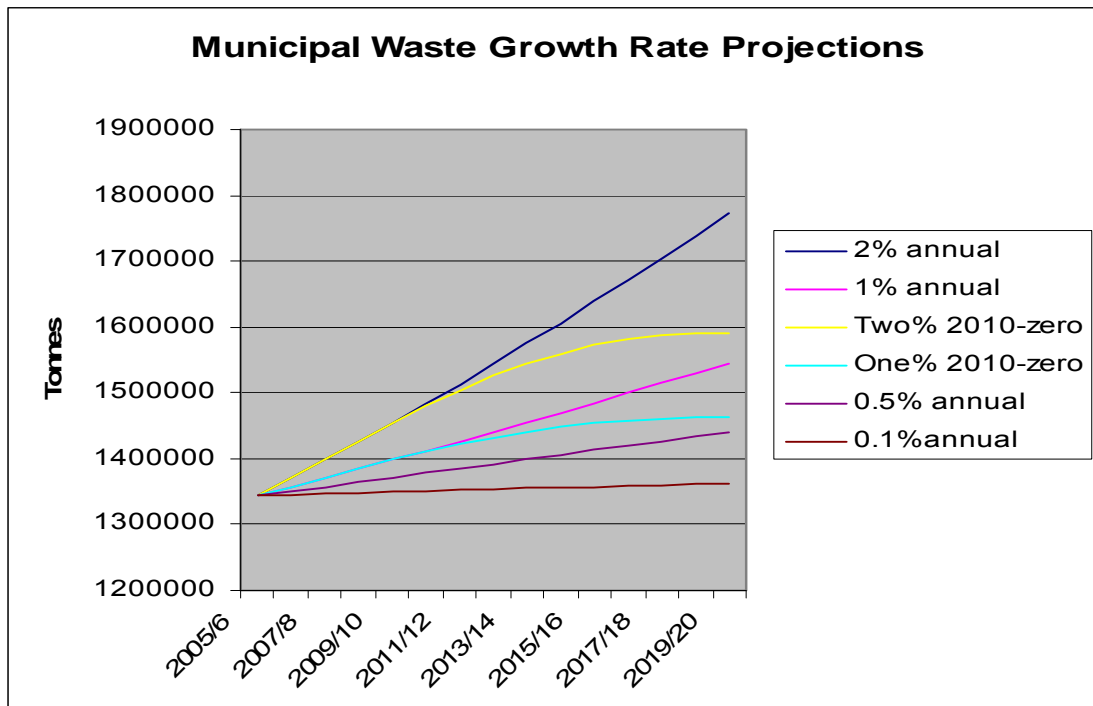
- Quality of Performance (i.e. performance of strategy Action Plans against targets, e.g. Waste minimisation/waste growth, recycling and composting targets, residual waste treatment performance)
- Timescales for implementation of Action Plans (sensitivity to delays in Action Plan implementation such as, internal decision making, and external factors such as planning permission issues)
- Costs (which were assessed in the 2004 MWMS and PFI business case).

⁶ As defined by Regulation 10 of the Conservation (Natural Habitats &c.) Regulations 1994

- 4.7.2 External factors can influence the any of the three major variables. However these three primary variables are also interactive such that increase in costs may have a significant impact on timescales and ability to meet overall performance targets. Given that the MWMS is a complex integration of processes with a very large number of variables the analysis is focused on a set of most reasonably argued potential variables. The modelled variables illustrated below are for changes in performance of Action Plans and timescales for implementation. Sensitivity for factors affecting costs was included in greater detail in the procurement “Business Case” which has underpinned the PFI procurement process.
- 4.7.3 The assumptions made and more details on the sensitivity analysis are given in the Technical Appendix - Base Data and Assumptions for Sensitivity Analysis.

4.8 Waste Growth sensitivities

- 4.8.1 Whilst an infinite number of growth scenarios are possible those plotted in the table illustrate the divergence that can be produced by a range of possibilities. The project target growth rates in the 2004 MWMS (based on growth data available up to 2002/3) was two percent growth to 2010 and reducing to zero by 2020. More recent data has indicated more stability in the quantities of household waste generated whilst structural to collection systems for non- household waste has reduced the baseline for this category and thus for MSW as a whole.
- 4.8.2 Fig.3 below illustrates some potential growth rate scenarios (the table excludes inert non household waste deposited at HWRCs which have no impact on LATS calculations).



4.8.3 A projection of one percent growth to 2010 and then to zero by 2020 now appears to be a more realistic assessment. The difference in total waste arisings between the two projected growth rates is significant being some 128,000 tonnes by 2020. The importance of the Waste Minimisation Action Plan in stabilising MSW arisings can be seen in that an ongoing growth of just 1% per annum would result in some 250,000 tonnes of addition waste generated by 2030 compared with a reduction of growth rate to zero by 2020.

Recycling and Composting Performance

4.8.4 If recycling/composting performance meets targets in terms of percentage diverted there is by definition no sensitivity to changes in waste growth. However, increases in waste growth rates will raise additional difficulties in meeting the diversion targets and will lead to increased costs in collection support infrastructure.

Residual waste

4.8.5 The table below sets out the results of modelling with respect to the quantity of waste that would require residual waste treatment in order to meet LATS allowance compliance. The annual treatment capacity rating of any treatment plant will in practice be somewhat higher than the quantities shown in the table in order to cope with seasonal fluctuations in waste arisings and to provide operational flexibility.

Modelled growth Rates	Residual Waste Quantity Requiring Treatment 2020 & on	
Waste growth 2% to 2010 and reducing to zero	540,000 Tonnes	
Waste growth 1% to 2010 and reducing to zero	450,000 Tonnes	
	At year 2020	At Year 2030
Waste growth 2% annual to 2030	675,000 Tonnes	840,000*
Waste growth 1% annual to 2030	500,000 Tonnes	615,000
Waste growth 0.1% annual to 2030	385,000 Tonnes	490,000
*At this rate the proposed scenario fails the LATS threshold by 2030 without modification to proposed MWMS recycling and treatment options		

4.9 Performance of Recycling and Composting Waste Diversion Action Plan

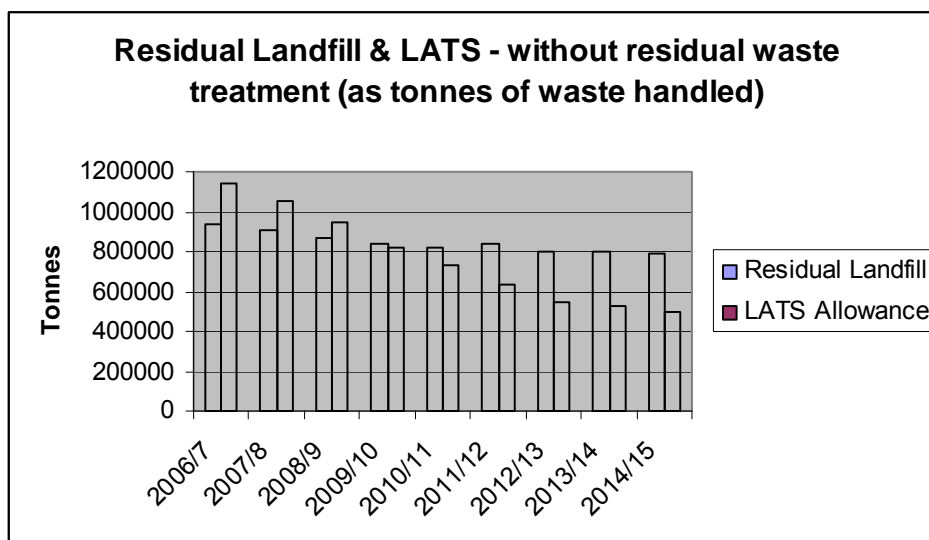
4.9.1 The variables modelled are for reduced performance against the recycling and composting diversion targets by the WCAs. The modelling undertaken for these variables assumes a nominal residual waste treatment capacity at 600,000 tonnes per annum (Waste risings 1% growth to 2010 and zero by 2020).

Overall WCA Performance 10% below target for target years		
	No residual treatment in place	With residual waste treatment
2010	20,000 increase in LATS deficit	19,000 decrease in LATS surplus
2013	22,000 tonne increase in LATS deficit	5,000 tonne decrease in LATS surplus
2020		59,000 tonne decrease in LATS surplus

Overall WCA Performance 25% below target for target years		
	No residual treatment in place	With residual waste treatment
2010	47,000 increase in LATS deficit	56,000 tonne decrease in LATS surplus
2013	54,000 increase in LATS deficit	11,000 tonne decrease in LATS surplus
2020		68,000 tonne decrease in LATS surplus

4.10 Sensitivity to Timescale for Residual Waste Treatment Implementation

- 4.10.1 Lead in time to the commissioning of residual waste treatment remains a key area of risk in order to comply with LATS allowance requirements. Prior to the commissioning of residual waste treatment (subject to meeting waste growth and recycling targets) there will be an initial phase in which the allowance exceeds projected landfill requirements. However, by year 2009/10 a deficit appears which grows rapidly with time as illustrated in the chart below (waste quantities shown as whole tonnes of waste deposited – assumes 68% degradable content).



- 4.10.2 The recently modelling exercises are in accord with the 2004 MWMS which projected that residual waste treatment would be required from 2010 onwards.
- 4.10.3 Without residual waste treatment in place by year 2009/10 the modelling projections based on achievement of MWMS targets show that LATS allowance would be exceeded by 18,000 tonnes in year 2009/10 and increasing to 95,000 tonnes in 2010/11, 171,000 tonnes in 2011/12 and 256,000 tonnes in 2012/13. These totals would produce fines under LATS totalling £1.83m, £9.69m, £17.44m and £26.11m in each year respectively.

4.11 Options to delay or reduce LATS penalties (Without residual waste treatment)

- 4.11.1 Increasing the rate of diversion of waste from landfill by minimisation, recycling and composting would reduce exposure to LATS fines although all of these options present significant costs and difficulties.

- 4.11.2 Practical measures to enhance minimisation could include early and increased investment in the suite of measures identified in the Waste Minimisation Action; Additional measures to prevent the deposit of trade waste at HWRCs and additional reductions on non-household waste (e.g. further reduction of commercial waste services).
- 4.11.3 Increasing diversion rates of diversion through recycling and composting could include bringing forward WCA recycling targets and HWRC recycling targets. Bringing forward HWRC diversion targets by 2 years to 65% by 2009/10 would have the effect of eliminating the projected fines in year 2009/10 (subject to meeting all other targets). In order to eliminate the projection of fines in the subsequent year 2010/11 it would be necessary to increase WCA diversion rates to the maximum target projected by this strategy (38.45%). However, this target would require both early commissioning of additional MRF facilities and kitchen waste closed vessel composting facilities.
- 4.11.4 Further details on risk analysis and potential remedial actions are given in the Action Plans which set out how this Headline Strategy will be implemented.

5. Roles and Responsibilities

5.1 Introduction

- 5.1.1 If sustainable municipal waste management is to be achieved and maintained, it is important that clear roles and responsibilities are set out for those parties who are involved in the management of municipal waste. This section is intended to provide a brief overview of the role of the key stakeholders.

5.2 Government

- 5.2.1 Under an overseeing policy to establish more sustainable waste management across England and Wales, the Government continues to introduce, monitor and amend various legislative and economic instruments and to promote policies and initiatives, all of which are aimed at supporting a national focus on the need to reduce, reuse and recycle municipal waste. The Department for Environment, Food and the Regions (DEFRA) consultation on the review of the national waste strategy for England (March 2006) has been taken into account in this review of the Greater Manchester MWMS.
- 5.2.2 In economics terms, Government continues to make financial support and other assistance available to waste authorities to develop waste minimisation and recycling related initiatives. The Greater Manchester partnership has successfully secured funding and other support since 2002/03. Government commitments of support currently extend to 2007/08, under initiatives variously involving WIP, WRAG, WPRG and WRAP. Of even more significance has been the award by Government of £100M in PFI credits in January 2005 to support delivery of the joint MWMS adopted by the partnership in 2004. The amount of support is conditional upon the performance of services under the MWMS principles and the detailed output specifications agreed under the PFI contract.
- 5.2.3 Government has increasingly promoted an integrated approach to municipal waste management and an increased measure of co-operation between local authorities, particularly between the two tiers of collection and disposal authorities in areas such as Greater Manchester. The adoption of a joint MWMS is seen as a further step to improving co-operation and collaboration between authorities and between the two tiers.

5.3 Greater Manchester Waste Disposal Authority

- 5.3.1 The waste authorities in Greater Manchester (the constituent District Councils as Waste Collection Authorities and by the Greater Manchester Waste Disposal Authority as the statutory WDA) are responsible for the collection, management and disposal of municipal waste arising within the Metropolitan District Council areas of Bolton; Bury; Manchester;

- Oldham; Rochdale; Salford; Stockport; Tameside and Trafford. Wigan MBC is a statutory waste disposal authority in its own right and is represented on the GMWDA for administrative purposes.
- 5.3.2 The corporate aims of the GMWDA are to provide quality and sustainable municipal management waste services, and in doing so, to optimise the benefit of joint working with the constituent authorities.
- 5.3.3 The Greater Manchester Waste Disposal Authority has statutory powers and responsibilities for, inter alia:-
- making arrangements with contractors for disposal of waste collected by the WCA's
 - providing and making arrangements with contractors for the provision and operation of household waste recycling centres and the removal of wastes deposited at those sites
 - making arrangements for the recycling and composting of waste and meeting its statutory performance standards and
 - complying with the allowances of permitted quantities of biodegradable municipal waste that can be landfilled.
- 5.3.4 The Greater Manchester Waste Disposal Authority 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. Since 1986, the functions of the Authority have been realigned in accordance with the statutory provisions of the Environmental Protection Act 1990 ("the EPA"), the Environment Act 1995 and subsequent legislation.
- 5.3.5 Since April 1996, the primary role of the Authority (also referred to as the "GMWDA") has been:-
- (a) To make arrangements (with contractors, following competition):-
- For reception, treatment, recycling, recovery, transport and final disposal of municipal waste collected by the constituent District Councils (as Waste Collection Authorities -WCA's); and

- For the provision and management of civic amenity sites (re-branded household waste recycling centres) and for the reception, recycling, transfer, transport and final disposal of waste and other materials deposited at such sites/centres.
- (b) To investigate and develop recycling and resource recovery initiatives, including research and development and to work in partnership with its contractors, the WCAs and other parties to provide integrated waste minimisation, recycling, composting and resource recovery from the municipal waste stream.
- (c) To undertake the payment of recycling credits in the form of discretionary disposal credits and collection credits (on behalf of a number of constituent WCAs).
- (d) 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/power generation equipment maintenance, gas monitoring and control) and bore-hole drilling operations (for monitoring and other purposes).
- (e) To manage other lands in the ownership of the Authority.
- (f) To maintain the structural fabric of household waste recycling centres owned by or otherwise provided by the Authority and to meet other obligations in respect of those facilities (e.g. provision of mains services, maintenance of shared access etc).

5.4 Waste Collection Authorities

5.4.1 Waste collection authorities have statutory powers and responsibilities, inter alia:-

- for making arrangements with service providers for the collection, within their area, of:-
 - Household waste, (except in prescribed circumstances)
 - Commercial waste, if requested to do so by the waste producer
 - Industrial waste (if requested to do so by the waste producer and provided the GMWDA can make arrangements to dispose of that waste).

- for making arrangements with service providers for the recycling and composting of collected waste and meeting statutory performance standards;
- for the delivery of residual waste to the GMWDA for disposal;
- for the making of charges for the collection (and disposal) of specified waste types from specified sources.

5.4.2 The WCAs are crucial to the process of formulating and delivering an optimum MWMS. Not only is it essential to integrate collection, treatment, and disposal services but there must be a clear and common understanding and commitment by the parties to the respective roles and responsibilities within the partnership. This is particularly relevant to those elements of the services where both tiers have common and therefore potentially overlapping areas of influence. The key point at issue is the respective approach to the recycling and composting of WCA collected materials. The proposed Inter-Authority Agreement (referred to below) and the PFI procurement process will address this issue.

5.5 Waste Planning

5.5.1 A Joint Waste Development Plan Document (JWDPD) for Greater Manchester is currently in the early stages of preparation. This process will be conducted in co-ordination with and in support of the review of the MWMS.

5.5.2 The GMWDPD will form part of the Local Development Framework (LDF) for each of the 10 Greater Manchester Districts. The LDF produced by each district will replace the adopted Unitary Development Plans with a suite of local development documents, including DPDs (of which this document will be one), SPDs, and Area Action Plans (AAP). The GMWDPD will make provision for waste development in the Joint Plan area, and will replace the existing policies in each individual UDP.

5.5.3 The GMWDPD will address the following matters in relation to waste:

- Disposal
- Treatment (including recycling and re-use)
- Sorting
- Site identification

5.5.4 The adopted UDP policies for waste may have been built on information which in some cases is now out of date. Even though this was thoroughly researched and evidenced, more recent information and changes to technologies mean that some policies may need revision. The shortcomings in the waste policies are largely due to the advancement in waste treatment and the emergence of new technologies.

- 5.5.5 There is also a need to address the requirements of emerging Government Policy contained in policy statements PPS10 and MPS15 which place an onus on planning authorities to identify sites for processing of waste, including the use of construction and demolition waste, preferred areas for waste facilities and provide for waste minimisation activities in new developments.
- 5.5.6 The North West Regional Assembly (NWRA) advised by the Regional Technical Advisory Body (RTAB) has the role of preparing the Regional Waste Strategy and Regional Spatial Strategies (RSS) with respect to waste. The Regional Waste Strategy was published in September 2004 and the RSS is currently under development, including those policies concerning waste management.

5.6 Environment Agency

- 5.6.1 The Environment Agency, in its capacity as regulator, is responsible among other things for operating a waste regulation, licensing and permitting regime that provides an integrated and consistent approach to the regulation of the deposit, storage, recovery or disposal of waste, including municipal waste. The regime ensures that licensed waste operations and activities are carried out in a way that protects the environment and human health. The regime also incorporates permits for industrial and other installations, based on the application of best available techniques across a range of environmental impacts aimed at achieving a high level of protection for the environment as a whole.
- 5.6.2 The Agency's role and influence extends across the full spectrum of cradle to grave management of municipal waste, including minimisation, audits of facilities and data management.

5.7 Waste Management Industry

- 5.7.1 The partnership will be looking to the industry to work with the waste authorities to develop services in Greater Manchester, both for the benefit of local people and the national performance. The intention is that under an agreed set of contractual arrangements, including risk apportionment, a selected partner(s) will help to meet the key objectives of the MWMS i.e.:-
- Landfill allowance and bio-diversion targets;
 - Meet and exceed the defined recycling and composting targets;
 - Arrest the growth in municipal waste arisings and

- Develop an approach that takes into account new and emerging technologies.

5.7.2 The solution is likely to include:-

- Investment in materials recycling facilities as a key requirement for increasing recycling performance;
- Investment in facilities to significantly increase composting capacity through open windrow and in-vessel composting facilities; and
- Investment in mechanical and biological treatment facilities to divert waste from landfill.

5.8 Voluntary / Community Sector and Not For Profit Groups

5.8.1 This sector is involved primarily via the WCA's, through links with existing collection arrangements (e.g. door step collections) and the operation and development of kerbside collection regimes, as agents for the WCA's. This sector is not a major player in current disposal arrangements.

5.8.2 The partnership has previously stated that implementation of the MWMS will be dependant in part upon fostering links with this sector within Greater Manchester. Historically, there is an established base of activity within the conurbation, including a total of 280 organisations that are registered with the Authority under the recycling credits scheme. Although the level of activity of these organisations varies, the importance of their contribution is recognised by the partnership. The partnership's association with this sector will be reviewed as part of the review process.

5.9 Joint Working

5.9.1 The GMWDA and the constituent WCAs have agreed this Municipal Waste Management Strategy Review (MWMS 2006) following consultation with stakeholders, including members of the public. The MWMS is founded on a recycling and composting led-approach and is based on joint working and the development of integrated waste management systems. The strategy is driven by a fundamental need to maximise the value of waste resources, increase recycling and composting, minimise waste production at source and, as a minimum, meet legislative targets.

5.9.2 The Greater Manchester authorities have a recent history of effective partnership working on waste that has levered in substantial external funding to help increase the recycling performance. This has arisen from effective working practices at all levels and an increasing recognition that we can achieve very much more working together than we can individually.

5.9.3 Achievement of the targets and objectives of the MWMS is intrinsically linked to the PFI procurement process. The decision-making and stakeholder engagement that is in place to handle key process issues and ensure successful delivery under the PFI contract has evolved and is demonstrated and supported by the following:-

- The statutory composition of the GMWDA that comprises Member level representatives from the constituent District Councils;
- An agreed framework for the apportionment of costs incurred by the GMWDA (other than for disposing of commercial waste) via a levy on the constituent District Councils;
- Established levels of engagement between the two tiers at Leader/Chief Executive, Portfolio Holders/Chief Officer and other levels of representation on all major procurement decisions (and their impact on other waste service/policy issues);
- The approval and adoption of an agreed joint MWMS in May 2004, signed off by all of the waste authorities;
- The success achieved by the partnership in securing Government etc funding for disbursement, on an agreed basis, to prioritise service improvements and collection/disposal infrastructure across the MWMS area;
- The agreement of statutory based pooled recycling and composting targets for 2005/06.

5.9.4 All of these and other factors provide evidence to reinforce the level of partnership that has been established.

5.10 Memorandum of Understanding / Inter-Authority Agreement

5.10.1 In order to deliver the aims and objectives of the MWMS, GMWDA and the WCAs have confirmed their commitment to the common goals that have been defined. All of the authorities have signed a Memorandum of Understanding that sets out the broad principles of the partnership, including environmental guidelines, payment mechanisms, waste inputs, siting of facilities and sale of recyclables. The terms of the Memorandum of Understanding are set out in the Annex accompanying the Baseline Report.

5.10.2 It is intended that the Memorandum of Understanding will lay the foundations for the Greater Manchester Waste Partnership and a formal Inter-Authority Agreement to set alongside the PFI contract. The IAA will take the broad principles outlined in the MOU and define the joint approach to achieving the strategic objectives of the PFI contract/MWMS. This will include:-

- Commitment by WCAs as to projected tonnage of materials delivered to facilities;
- Defining changes in collection regimes;
- Agreement of strategic changes that may impact on achievement of recycling ambitions;
- Payment mechanisms;
- Penalty allocations;
- Distribution of benefits accruing from over performance.

5.10.3 The IAA will be concurrent with the PFI contract term and will be a binding financial and contractual agreement on all parties that incentivises efficient and effective service delivery. Its primary purpose is to provide a robust basis for the GMWDA to share the liabilities it is likely to have to accept on waste delivered for disposal.

5.11 Decision Making Structures

5.11.1 Under existing under constitutional arrangements, decisions in connection with the PFI procurement will be made by the GMWDA following the prior stakeholder engagement principles.

5.11.2 During 2005/06 the Authority concluded a comprehensive review of the machinery that is in place to govern its policies and procedures.

The new constitution aims:-

- To explain how GMWDA operates, how decisions are made and the procedures which are in place to ensure efficient, effective, and transparent accountable decision making;
- To ensure that high standards of conduct are exercised by Members and officers;
- To ensure that those responsible for decision making are clearly identifiable to local people and that they explain the reasons for decisions;
- (The document is published on the GMWDA website www.gmwda.gov.uk).

6. Summary of Key Contextual Information for MWMS Development

6.1 Introduction

- 6.1.1 Contextual information includes data on factors that influence the quantity and nature of waste arisings in the authorities' area, and the likely reactions of the community to waste initiatives. Such factors include population size, types of housing, and the state of the local economy.
- 6.1.2 Greater Manchester is one of Britain's largest metropolitan conurbations. There are ten district authorities within Greater Manchester (although Wigan is not included within GMWDA's responsibilities and is not included within the MWMS). According to the 2001 census the population of Greater Manchester stood at 2.23 million, of which almost 26% were aged under 20, 54% aged 20-59 with 20% aged over 60. Ethnic minorities made up 12.1% of the total population and 5.1% of England's black minority ethnic population are resident in the County.

6.2 Greater Manchester's Economy

- 6.2.1 The constituent towns and boroughs of Greater Manchester saw rapid growth in the nineteenth and early twentieth centuries, being at the heart of the industrial revolution. Since the 1950's there has been a continuing decline in manufacturing. Although manufacturing and associated infrastructure continues to be an important factor in the local economy with manufacturing jobs continuing to fall by 2.2% per year whilst service sectors are predicted to grow, Greater Manchester is now a regional focus for financial, professional and business services, media, cultural, leisure and tourist activities.
- 6.2.2 Greater Manchester is also characterised by patchy economic performance and competitiveness with GDP levels varying greatly between the north and east, and the south of the conurbation; and similar variations in terms of unemployment, gross earnings and business performance.
- 6.2.3 The city centre has a high concentration of employment in both finance and business services (the largest sector) and cultural and creative industries. Manchester has the second highest proportion of employees in both sectors compared with other core cities in the United Kingdom. However, GDP for Greater Manchester is only 88% of the national average, although there is considerable variation between the south at 5% above the national average and the north at 31% below the national average. Productivity measured by gross value added (GVA) at £29,400 is below both regional and national averages at £33,400 and £33,100 respectively. In its publication "Projections for Selected Environmental Indicators for the North West using the REEIO Model" the NWDA

prediction is for Gross Value Added (GVA) per capita growth at just over 2% per annum.

6.3 Socio-Economic Analysis

6.3.1 Socio-economic conditions will impact on the types and quantities of waste arisings and the design and success of any new waste management provisions implemented as part of a new waste management strategy. Whilst there are significant variations between local authorities within Greater Manchester, all Greater Manchester local authority areas come within the worst 33% of the Government's deprivation index. Statistics taken from the 2001 census for a wide range of socio-economic indicators illustrate this position with a high deprivation index and relative divergence from the national average.

6.4 Population

6.4.1 Demographic data and trends are an essential component when developing models of projected waste arisings. The total population trend for Greater Manchester for the period 1991 to 2001 has been that of slight decline. The demographic profile for the 9 constituent WCAs are set out in Table 6.1 below.

Table 6.1. Demographic Data for Greater Manchester⁷:

Total number of people 1991	2266000 ⁸
Total number of people 2001	2233683 ⁹
Males	1060321
Females	1120592
Aged 0 to 15	465392
Aged 16 to 74	1561686
Aged 75 and over	153835
Households with residents	915135
GM Average household size	2.35
Greater Manchester	-3.75% (-85087)
NW Region	-1.7%
English Average	+ 2.75%

⁷ (Met County, minus Wigan) (based on National Statistics Office Census Data 1991/2001)

⁸ Linking 1991 population census with 1998 LG boundary changes

⁹ 2001 Census updated with 2006 projections

- 6.4.2 The small decline in population between 1991 and 2001 has been most pronounced in Salford, although most of the constituent local authority boroughs have seen some significant decline. Only Bury and Rochdale have seen increases, although these are small and do not represent significant divergence from the general trend. This population trend must be considered in the light of the national trend which was for an average increase of 2.75% in England (1991-2001) which corresponds to a relative decline of over 6% over ten years. Increases and decreases in population may be interpreted as significant factors influencing potential waste production. A relative stabilisation in population which has been is significant in terms of benchmarks against national trends.
- 6.4.3 Increasing economic activity may not translate directly into economic growth and employment within the resident population. Whilst Greater Manchester has some 37% of the North West population, it provides 46% of the region's employment and 42% of the region's GDP. This indicates that a substantial and perhaps increasing number of those employed within Greater Manchester are commuting from outside the conurbation. It must be noted however that the non-resident commuting working population will contribute to the total waste generated within Greater Manchester, although a significant level of uncertainty must remain about how much of such waste will be managed through the municipal waste stream. Much of this waste will arise within the commercial sector, some of which will be managed through municipal waste collection, whilst there will also be impacts on general street litter.
- 6.4.4 The Draft RSS (2006) does include a significant projected increase in housing units to 2020 it remains uncertain where the indicative number will in fact result or result in waste arising that are significantly higher than those allowed for in the strategy. Between 2002 and 2005 the recorded number of households has risen by 35,000 whilst the total household waste arisings have fallen by 84,000 tonnes. This increase in households has not demonstrated any impact on total waste arisings or waste growth.

6.5 Analysis and Conclusions for Growth in Municipal Waste

- 6.5.1 The overall demographic trend on the basis of past projections is for a long term slow decline in population number. The strategy published by the Association of Greater Manchester Authorities is for the population to be stabilised at 2002 levels. Current information does not indicate a significant increase in population size.
- 6.5.2 Economic and socio-economic indicators are all indicative of greater social disadvantage than is found when benchmarked against national averages. These factors are significant in terms of the implications for waste arisings in terms of waste types and quantities and are indicative of lower pressure on waste growth than may be expected from national averages.

7. What do we need to do to get there?

- 7.1 The process of implementation “What we need to do to get there?” is set out in the Action Plans. Integration and coordination of specific actions and Action Plans is required to deliver the targets and objectives of the MWMS. This section therefore sets out how the policy objectives, targets have been translated into key actions and referenced in 7 Action Plans (Tables 7A and 7.B).
- 7.2 These detailed Action Plans are produced in a separate document to this Headline Strategy. The Action Plans include a risk assessment of actions which has been built on the examination of risks undertaken as part of the options appraisal. The risk assessments have been used to avoid these, or to mitigate negative impacts which may subsequently occur.
- 7.3 Section 8 provides a high-level summary in table form of the key elements of the Action Plans.
- Waste Minimisation Action Plan (AP1)
 - Recycling and Composting – (WCA segregated collection and ‘bring’ provisions) (AP2)
 - HWRC Recycling and Composting (AP3)
 - Waste Treatment and Disposal (AP4)
 - MWMS Support Actions (AP5)
 - Community & Communications Action Plan (AP6)
 - Data and Management Information Framework (AP7)

Table 7.A Summary of Policy Objectives with Reference to Implementation through Actions Plans

	Implementing Actions and Action Plan References
<p>To arrest the increases in MSW arisings to: no more than 1% per annum by 2010 and zero by 2020 and through to 2030</p> <p>Secure reduction of 50% in non household municipal waste, principally collected commercial waste, Council waste and unauthorised deposits at HWRCs.</p>	<p>Waste Minimisation Action Plan (AP1)</p> <p>Communications Action Plan (AP6)</p>
<p>To achieve recycling and composting levels of:</p> <p>33% of household waste by 2010 and</p> <p>a minimum of 50% of household waste by 2020 and through to 2030</p>	<p>Recycling and Composting (WCA) and Implement the Communications Strategy (AP2 & AP6)</p> <p>HWRC recycling and composting (AP3)</p> <p>Recycling from residual waste treatment and TRF (AP4)</p>
<p>To ensure that the WDA meets its allocated allowances in each year without having to resort to buying additional allowances in the market. With the full implementation of residual waste treatment only residues or wastes for which there is no market or alternative outlet or treatment process will eventually be disposed to landfill.</p>	<p>LATS strategy (AP4)</p>
<p>To continue to reduce the environmental impact of municipal waste by moving waste management up the waste hierarchy; based on the descending options of waste reduction, re-use, recovery and disposal.</p>	<p>Cross cutting these issues are included as relevant in all action plans.</p> <p>Adoption of a sequential approach to the assessment of options within both the decision making process for Headline MWMS and in subsequent details</p>
<p>To accord the highest priority to waste reduction and minimisation.</p>	<p>Refer to Waste Minimisation Action Plan (AP1)</p>
<p>To continue to reduce the amount of waste that is currently landfilled.</p> <p>With the full implementation of residual waste treatment only residues or wastes for which there is no market or alternative outlet or treatment process will eventually be disposed to landfill.</p>	<p>LATS Strategy (AP4)</p>
<p>To manage waste in ways that protect human health and the environment</p>	<p>Cross cutting these issues are included as relevant in all action plans</p>

<p>and in particular:</p> <ul style="list-style-type: none"> • without risk to water, air, soil, plants and animals; • without causing a nuisance through noise or odours; • without adversely affecting the countryside or places of special interest; <p>To continue to assess the environmental impacts of possible options both for the long and short term and to seek the best environmental outcome taking account of what is feasible and what is an acceptable cost.</p>	
Wherever feasible, to use current assets for the reception, processing and treatment of municipal waste.	Waste Treatment and Disposal Action Plan (AP4)
To invest in new recycling and composting facilities to support delivery of the MWMS and the recycling / composting targets via the partnership, as appropriate. Early decision on investment in new MRF sorting facilities is required to maximise long term dry recyclable collection and reduce overall integrated costs	Set out progress and timelines for composting procurement and development of MRFs for mixed dry recyclables (AP4)
To meet LATS allowances and bio-diversion targets through investment in residual waste treatment processes to maximise diversion of BMW, including recovery of energy through the production of refuse derived fuels (RDF).	Set out progress and timelines for main PFI services contract (AP4)
To develop an approach that takes account of new and emerging technologies.	Procurement process for main PFI service contract (AP4)
To promote a preference for the location of new facilities on Brownfield sites or on sites that have been used historically for industrial purposes.	Waste Treatment and Disposal Action Plan (AP4)
To retain and optimise the use of Bolton Thermal Recovery Facility (TRF) throughout the life of the strategy.	LATS Strategy (AP4)
To continue to promote household waste recycling centres to meet the needs of service users, with a focus on segregation of materials for recycling, composting and diversion from disposal by landfill.	HWRCs plan (AP3)
To support the MWMS by encouraging individuals, communities and organisations to take responsibility for their waste and to participate in the use of services and facilities provided.	Community and Communications Action Plan (AP6)

<p>To secure and promote the development of end markets for diverted waste.</p>	<p>Development of markets recycled materials and compost is included in Action Plan 4 (AP4)</p>
<p>To build on synergies for dealing with commercial and industrial waste where these will assist in the delivery of the MWMS as a whole.</p>	<p>Reference to PFI procurement (AP4)</p>

Table 7.B Summary of Targets/Objectives with Proposed Waste Management Method and Action Plan Reference

		Action Plan
	<p>Waste minimisation campaigns and awareness raising (accompanying increased recycling system provision)</p> <p>Developer design awareness</p> <p>Home composting</p> <p>Reduction of collected commercial waste, Council waste and unauthorised deposits at HWRCs.</p>	<p>Waste Minimisation Action Plan (AP1)</p> <p>Community & Communications Action Plan (AP6)</p>
<p>A recycling & composting led approach to waste management with no restriction to the development of recycling and composting</p> <p>The target for 2005/6 is recycling and composting 20% of household waste and 33% for 2010. By 2020 the target for recycling and composting is a minimum of 50% of household waste.</p>	<p>Kerbside recycling schemes (dry recyclables)</p> <p>Green waste collection</p> <p>Kitchen waste for centralised composting (closed vessel)</p> <p>Develop and integrate waste collection, processing, treatment and disposal systems to ensure "Best Value" is delivered from WCA and WDA services</p> <p>Material Recovery Facilities (MRF)</p> <p>Improved Civic amenity (CA) sites for segregated reception and recycling</p> <p>Promote increased reprocessing Capacity</p> <p>Develop markets for recycled materials</p>	<p>WCA source segregated collection (AP3)</p> <p>HWRC recycling and composting (AP3)</p> <p>Partnership Plan Implementation of Inter-authority agreement (AP5)</p>
<p>Meeting landfill permit allowances and bio-diversion targets through implementation of residual waste treatment processes with use of refuse derived fuels (RDF)</p>	<p>Secondary and tertiary treatment including thermal treatment facilities as part of an integrated approach. Taking account of new and emerging technologies including:</p> <p>Working with external agencies and partner authorities to</p>	<p>Waste Treatment and Disposal Action Plan (AP4) (Includes LATS Strategic Plan)</p>

<p>Retain and optimise the use of Bolton Thermal Recovery Facility (TRF) throughout the life of the strategy.</p>	<p>develop and provide facilities and markets for waste derived materials</p>	
<p>Landfill of biologically active residues not to exceed quantities permitted under LATS</p>	<p>Non treatable residual waste Treated biologically active residues, Thermal treatment residues Inert residues develop marketable end use for non hazardous thermal treatment residues</p>	<p>Waste Treatment and Disposal Action Plan (AP4)</p>

8. Action Plan (AP) Summary Tables

AP1 Waste Minimisation Action Plan			
			Timeframe for action
GMWDA WCAs Recycling Officers Group	Identify priorities from the waste minimisation priority matrix	The <i>Waste Minimisation Priority Assessment Matrix Methodology</i> provides a framework to develop a prioritised action plan.	March 2007
	Development of priority waste minimisation projects	Project development for implementation by WDA, WCAs and und contract	2007 and on as rolling programme
GM Local Authorities	Setting the example by adopting comprehensive and coherent waste minimisation actions throughout each of the GM authorities	Local Authority internal management policies	2007 and on
WCAs	Reduction of collected commercial waste, Council waste and unauthorised deposits at HWRCs.	WCA management and collection systems	2006/7 and on
WCAs	Reduction of collected commercial waste, Council waste and unauthorised deposits at HWRCs.	WCA management and collection systems	2006/7 and on

AP2 WCA Collection and 'Bring Recycling' Action Plan			
	Action		Timeframe for action
WCAs	Agree and Implement changes to source segregated kerbside WCA Sign off of local detailed borough specific WCA action programmes	WCA Members and Officers	WCA political sign off 2007 and implement through to 2020 in accordance with detailed programme for each WCA
	Increase bring provisions	Housing Group 3 High rise – Mini Bring sites 96,000 households	Through to 2020 in accordance with detailed programme or each WCA
	Review the role of the community sector in delivering god participation from "hard to reach" communities	(See Action Plan 5)	End 2007

<p>GMWDA in partnership with WCAs (Main Contractor)</p>	<p>Provide 2 MRF's for the sorting of co-mingled dry recyclables</p>	<p>The future provision of MRF facilities will be covered principally in the PFI contract. Discussions are taking place with the WCAs regarding the early introduction of a MRF.</p>	<p>Timelines for procurement and development of MRFs for mixed dry recyclables subject to decisions on contract procurement</p>
	<p>Review the available markets & processing capacity for recyclates & compostables locally, regionally & nationally & develop opportunities for local processing of waste</p>	<p>Engagement with NWDA supported regional project (EnviroLink) to develop markets for recyclates and compost. Currently, paper and glass are processed outside the region.</p>	<p>2007</p>

AP3 Household Waste Recycling Centre Action Plan			
			Timeframe for action
GMWDA (Contractor)	Review HWRC provisions to ensure that these are readily accessible to users and that they provide a focal point to encourage members of the public to segregate and recycle;	The GMWDA's capital programme for 2006/07 and beyond contains an uncommitted provision for the construction of replacement HWRC facilities at least two locations, yet to be identified, as part of the MWMS implementation and to complement the PFI contract.	End 2007
	HWRCs located at a sufficient density of provision to meet the needs of service users (i.e. a notional 2 mile radius);	Review the equity and provision of facilities for waste treatment and HWRCs for the partnership	End 2007
	Deter abuse of sites by traders	Contract specifications manning levels and operational procedures	End 2007
	Sufficient green waste composting capacity to dispose of HWRC collected green waste provided.	The GMWDA has started a formal procurement process for a contract to deal with a minimum of 25,000 tonnes of green waste, including end use of the product.	The contract will be operational during 2006/07 for a period of 8 years.

AP4 Waste Treatment and Disposal			
			Timeframe for action
	Complete procurement under PFI Main Service contract	Procurement process – final evaluations, approvals and closures to complete	Full Service Delivery Commences March - June 2007

	Subject to the outcome of decisions on the main contract procurement there may be a requirement to develop markets for secondary treatment products (Including RDF and TRF (including inert residues)) Undertake a study of current capacity in the region of fossil fuelled power plants/high energy consumers that can either be converted or increase their capacity for RDF	The GMWDA has linked with neighbouring WDAs, and Government, in exploring the opportunities to utilise RDF in energy generation projects in a regional and national context. The dialogue is continuing.	A final decision on the way forward is expected for January 2007. RDF outlet require by 2012
	Implement LATS strategy	LATS Trading GMWDA has decided that any trading is carried out as soon as possible after the requirement for such is established	Ongoing
	Investigate and secure landfill capacity as required post 2008	The GMWDA is in the final stage of the process of procuring capacity to meet its landfill requirements to dispose of non-hazardous wastes.	5 year period, with effect from April 2008.
	Review existing assets and future needs and where possible seek planning approval for new facilities Secure planning permissions for waste treatment facilities (PFI Contractor)	All of the GMWDA assets have been made available to service providers under the PFI contract. The nature and siting of future facilities will be dependant upon the outcome of the current bidding process.	GMWDA will subsequently actively seek planning approval for new facilities, in support of the infrastructure investment.

AP5 Partnership and Support Action Plan			
			Timeframe for action
GMWDA	Partnership Plan Implementation of Inter-authority agreement	AGMA Review Group Joint Officers Group	2007
	Undertake joint evaluation of the opportunities and implement for collaborative working	Joint Officers Group	2007

& WCAs (Contractor)	Partnership/Efficiency plan (Links the 2 nd Kelly Report – refer to Regional Centre of Excellence)	Joint Officers Group	2007
	Commence integration of waste collection, processing, recycling/composting and disposal systems (links to AP3)	Develop integrated disposal services for recyclates and joint bulking and composting facilities for materials.	These services will be expanded as kerbside collection services are rolled out by the WCAs.
	Review the policies for charging for waste collection services across the partnership including charges for commercial waste	Charging policies are a fundamental feature of the Inter Authority Agreement that is to be finalised with WCAs.	2007

AP6 Community Involvement and Communications			
			Timeframe for action
GMWDA WCAs (PFI Contractor)	Identification of priorities and actions based on options identified within the 2006 MWMS Review process.	Media Awareness Group	2007
GMWDA WCAs (PFI Contractor)	Review of the role of the community sector involvement in the provision of waste and recycling services	WDA communications manager and WAC Recycling Officers	2007
GMWDA WCAs (PFI Contractor)	Develop new projects and initiatives on the basis of a review current and historic community and communications initiatives and benchmark best practice regionally and nationally	WDA communications manager and WAC Recycling Officers	2007

AP7 Data and Management Information Framework Action Plan			
			Timeframe for action
GMWDA (With information supplied by WCAs and the Contractor)	Produce Best Value Performance Plan and maintain performance management system	Contract Services Section	End of June annually
	Provide the Environment Agency with LATS analysis		August annually
	Provide Waste Data Flow information		Quarterly
	Provide information to Regional Technical Advisory Body		October annually
	Implement SEA Monitoring Programme		Annual
	Web based "Real Time" computer monitoring of operational performance	Contract Services Section with WCAs and Contractor	April 2007