

GREATER MANCHESTER MUNICIPAL WASTE MANAGEMENT STRATEGY

REVIEW 2006/7

Headline Strategy Executive Summary

GMWDA

Adopted April 2007

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Executive Summary

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Executive Summary

1. Introduction

- 1.1 Management of Municipal Solid Waste (MSW) is one of the most important and challenging environmental issues we face today. The change to 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 The initial Greater Manchester Municipal Waste Management Strategy (MWMS) was prepared during 2003 by the Greater Manchester Waste Disposal Authority (GMWDA) and its partner waste authorities. It was completed, following extensive public consultation and detailed work on residual waste management, and approved in its final format in May 2004. Whilst the document was compliant with prevailing DEFRA requirements, it was prepared in advance of publication of the Landfill Allowance Trading Scheme (LATS) and DEFRA guidance on municipal waste management strategies.
- 1.3 The GMWDA has therefore revised the MWMS to take 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 strategies¹.
- 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 Assessment of the MWMS review under the requirements of the habitats Directive concludes that no likely significant effect is identified for any specific European Site.
- 1.6 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 Practice Guide on Municipal Waste Management Strategies (DEFRA November 2005), Planning Policy Statement 10: Planning for Sustainable Waste Management (PPS10) (ODPM July 2005)

1.7 This document summarises the **Headline Strategy** which 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. The overall approach is based on the aim of managing Greater Manchester's municipal waste high in the waste management hierarchy.

2. **Where are we today?**

2.1 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.

2.2 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 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. (Detailed baseline information is contained in the GM MWMS Baseline Report 2006 that forms part of the SEA Environmental Report).

3. **Where do we want to go and when?**

3.1 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.

3.2 The policy objectives of the Authority (*Best Value Performance Plan 2005/6*) 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. Strategy objectives

- 4.1 The 2004 MWMS covered a period to 2020. The reviewed MWMS has been extended to cover the period to 2030.
- 4.2 The overall strategic objective is more sustainable waste management by producing less waste and by using it as a resource wherever possible. 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 Implementation of this strategy will produce 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.
- 4.4 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.
- 4.5 Any WDA that landfills more BMW than it has allowances for under the Landfill Allowance Trading Scheme (LATS) (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. Modelling and analysis shows that residual waste treatment will be required by the year 2010, if a deficit in allowances is to be avoided. If commencement of residual waste treatment is delayed until 2013 the total value fines may exceed £50 million.
- 4.6 The basic strategy of the GMWDA with respect to the LATS 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.

5. MWMS Targets

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%

6. Key Policies and Principles

6.1 The key policies and principles that will be used to achieve the MWMS 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 options of waste reduction, re-use, recovery and disposal.

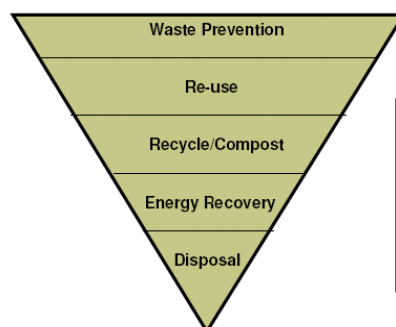


Figure 1 - The Waste Management Hierarchy¹

- 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
- 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.

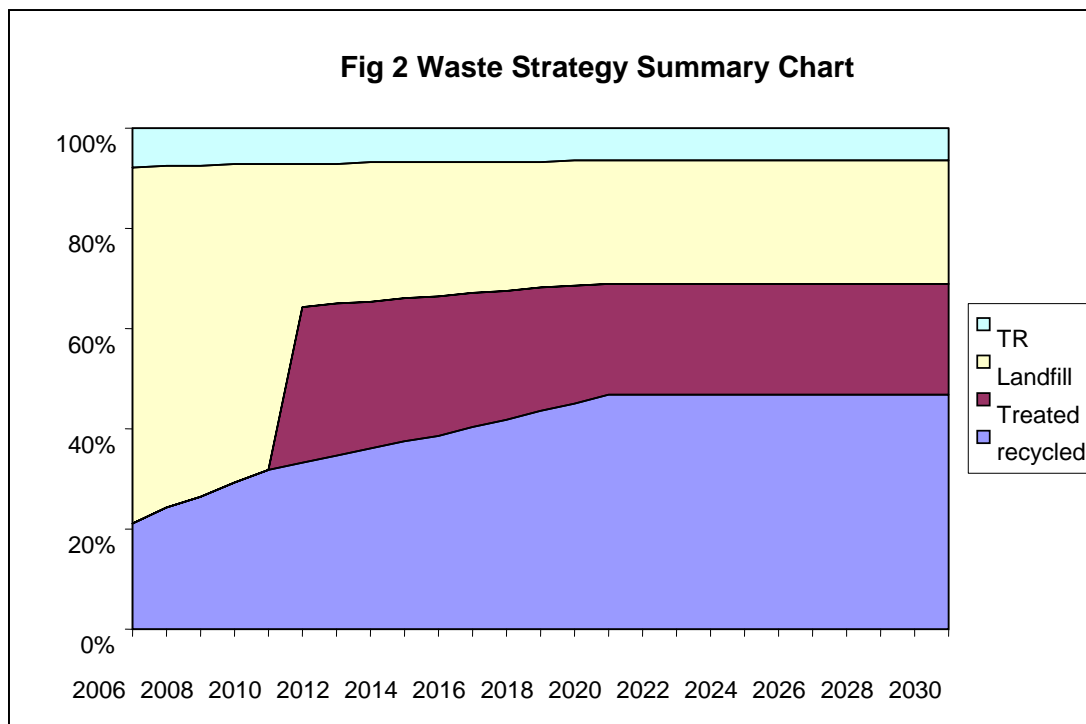
Services and infrastructure

- 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 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 promote and secure 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.

7. What do we need to do to get there? The Action Plans

- 7.1 Whilst maximising recycling and composting through source segregated collection, 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 MWMS over the period to 2030 is shown graphically below.



7.2 The process of implementation “What we need to do to get there” is set out in the 7 Action Plans. These detailed Action Plans are produced in a separate document to this Headline Strategy. Integration and coordination of specific actions and Action Plans is required to deliver the targets and objectives of the MWMS.

7.2 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.

7.4 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)

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