



Urban Vision

Service Area - ZUVR

Greater Manchester Joint Waste Development Plan Authority Monitoring Report 2015-2016

December 2016



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1. Introduction

- 1.1. This is the fourth Authority Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Waste Development Plan Document (Waste Plan), which was adopted on 1st April 2012.
- 1.2. This AMR covers the 12 month period from 1st April 2015 to 31st March 2016. However, the targets in the Waste Plan run from January – December and the data used to inform the AMR (namely the Environment Agency Waste Data Interrogator - WDI) is for 2015.
- 1.3. The Waste Plan forms part of the statutory development plan for the following Authorities: Bolton Metropolitan Borough Council; Bury Metropolitan Borough Council; Manchester City Council; Oldham Metropolitan Borough Council; Rochdale Metropolitan Borough Council; Salford City Council; Stockport Metropolitan Borough Council; Tameside Metropolitan Borough Council; Trafford Metropolitan Borough Council; and Wigan Metropolitan Borough Council. This AMR reports on behalf of the ten authorities.

2. Background to the Waste Plan

- 2.1. The Association of Greater Manchester Authorities (AGMA) agreed to produce a Joint Waste Plan in 2006. AGMA consists of all ten Greater Manchester Authorities. The Waste Plan forms part of each Authority's statutory development plan and runs from 2012 to 2027. It was prepared on behalf of the 10 Greater Manchester Authorities by Urban Vision's Minerals and Waste Planning Unit.
- 2.2. The purpose of the Waste Plan is to set out a waste planning strategy to 2027 which enables the adequate provision of waste management facilities in appropriate locations for Local Authority Collected Waste, commercial and industrial waste, construction, demolition and excavation waste, and hazardous waste. The Waste Plan includes a set of plans identifying the potential locations for development of future waste management facilities within each of the ten Authorities. It also includes a set of development management policies which will assist in the consideration of waste planning applications.
- 2.3. This AMR monitors the policies in the Waste Plan to determine the extent to which they are being effectively implemented.

3. Policy 1: Commercial and Industrial Waste: Energy Recovery Capacity

3.1. This policy sets out the identified capacity requirements for energy recovery under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required	Variance
2015: 351,000	Capacity is 10% more or less than the capacity required for the year in question

3.2. There are no new energy recovery facilities in Greater Manchester which provide capacity for handling these wastes.

3.3. Additional capacity is available outside the Plan area at the Inovyn plant at Runcorn which is contracted to accept pelletised fuel processed from Greater Manchester Waste Disposal Authorities residual Local Authority Collected Waste (LACW). The facility has capacity to handle up to 850,000 tonnes of refuse derived fuel (RDF) annually and generates up to 70MW of electricity and up to 51MW of heat. A number of other Energy from Waste facilities including sites in Cheshire West and Chester, Knowsley and Wirral have planning permissions in place but are still at an early stage of development.

3.4. Wigan has a separate waste disposal contract which results in treatment of residual LACW into solid recovered fuel (SRF) for Energy from Waste facilities, but both thermal and non-thermal treatment occur outside the Plan area.

3.5. Unfortunately monitoring performance is complicated because movements of waste to EfW facilities are not reported in sufficient detail that the origins can be identified.

Action

3.6. The capacity of energy recovery available and that required will be reviewed as part of the AMR update annually and picked up through the more detailed review of the needs assessment next year. Information will be monitored at a regional level with other WPA's in the NW to assess what capacity is permitted within the region and how this can be utilised to meet local needs.

4. Policy 2: Non Hazardous Waste: Disposal

- 4.1. This policy sets out the identified capacity requirements for non-hazardous landfill under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required	Variance
2015: 1,399,000	Capacity is 10% more or less than the capacity required for the year in question

- 4.2. WDI 2015 identifies 3 non-hazardous landfills in Greater Manchester; however, one of these, Harwood Landfill (Bolton), has only ever been identified by the Waste Plan as accepting inert waste, despite the EA permit allowing for non-hazardous waste. The site has received planning consent for a 2.32 ha. extension to the existing Harwood Quarry and a time extension of 15 years to complete the extraction of shale, siltstone and sandstone, with backfilling of the site via imported inert and non-hazardous waste materials, to effect restoration. However, as stated evidence suggests that the landfill accepts inert only and the Waste Plan will continue to monitor the site as providing inert capacity.
- 4.3. The following landfills accepted a total 540,493 tonnes of non-hazardous waste in 2015:
- Pilsworth South Landfill (Bury)
 - Whitehead Landfill (Wigan / Salford)
- 4.4. During 2016, Whitehead Landfill secured planning permission for the early closure of the site and to have restoration completed by 2020 so it can be used for the planting and harvesting of bio-crops. As such, all remaining non-hazardous waste void space at the site will be lost. This will be picked up within next year's AMR. The early closure of Whitehead Landfill is directly linked to a drop in the demand for landfill. Similarly, the identified extension for Pilsworth as identified in the plan may not come forward due to a lack of demand.
- 4.5. The Waste Plan identified a capacity gap of 1,399,000 tonnes for non-hazardous waste disposal in 2015. The capacity gap was based on an available capacity identified as being 450,000 tonnes per annum. Both of these factors should be reviewed as part of the next Needs Assessment update as clearly the situation has since changed.

Action

- 4.6. The void space will be reviewed annually as part of the monitoring of the Waste Plan, and should a continued trend be seen in a reduction of landfill requirements over the plan period, this may prompt a need to review this policy within the plan. This will be assessed annually as part of the AMR and every 2 years as part of the needs assessment update. Inputs into Harwood will also be reviewed in detail to see if material imported continues to be inert.

5. Policy 3: Hazardous Waste: Disposal Capacity

- 5.1. This policy sets out the identified capacity requirements for disposal capacity under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required	Variance
2015: no additional capacity required	Capacity is 10% more or less than the capacity required for the year in question

- 5.2. No additional disposal capacity for hazardous waste was permitted in 2015. As no capacity was identified as being required, the variance is 0%. The existing capacity is sufficient to meet current needs and no new requirement is identified.

Action

- 5.3. Any new data on throughputs will be used to inform the Needs Assessment update in 2016. If throughputs have been lower than expected then this could extend the life of existing sites. This will be reported on in the next AMR. It is also noted that future provision of Stable Non Reactive Cells for disposal of hazardous waste at Pilsworth will be linked to the further extension of this site, should that extension not come forward, then there is likely to be capacity requirement towards the end of the plan period.

6. Policy 4: Site Allocations

- 6.1. This policy sets out the sites which have been identified as potentially suitable for built waste management facilities. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

6.2. No new planning permissions were granted / refused in 2015/16 on the site allocations as defined in the Waste Plan.

Action

6.3. No action is required.

7. Policy 5: Area Allocations

7.1. This policy sets out the areas which have been identified as potentially suitable for built waste management facilities. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

7.2. Two applications were received for development on areas allocated as suitable in the Waste Plan (Table 1):

- OL1 Higginshaw Lane – Oldham
- W1a Miry Lane Employment Area – Wigan

Table 1: Applications for development on allocated areas

Job No and App No	Council	Site Address	Proposal	Status (as of Dec 2015)
PA/3360 52/14	Oldham	Unit 4, Meek Street, Royton, Oldham, OL2 6HL	Change Of Use To Scrap Metal & Dismantling of cars	Approved with Conditions

Job No and App No	Council	Site Address	Proposal	Status (as of Dec 2015)
A/15/812 19/CU	Wigan	Ainscough Skip Hire Unit 18 Miry Lane Industrial Estate Miry Lane Wigan	Change of use from offices & workshops (B2) to waste transfer station and skip hire for general household, commercial and industrial non hazardous waste (sui-generis) - Plant process installation and canopy building	Approved with Conditions

- 7.3. Seven applications which will result in additional waste management capacity were received which were not within sites or areas identified in the Waste Plan. These applications were assessed in line with Waste Plan Policy 10.

Action

- 7.4. No action required.

8. Policy 6: Inert Residual Waste Disposal

- 8.1. This policy sets out the criteria under which permission will be granted for inert residual waste disposal.

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

- 8.2. Six planning permissions for inert residual waste disposal were granted in 2015/16 and related to the deposition of relatively small quantities of material for land restoration / improvement schemes. Two were extensions of time for the completion of previously approved schemes.
- 8.3. In respect of Harwood, Planning Permission was granted in 2013 (when the S106 Agreement was signed) with the Decision Notice stating it was for: *extension of existing quarry to allow extraction of brick shale followed by complete restoration of extended quarry void with non-hazardous waste*. The application form states that there will be additional void space of 1.5m tonnes with a maximum input of 300k tonnes in any one year. It is however assumed this will

be inert, but monitoring will identify the type of waste managed and this will be reported in future iterations of the AMR.

8.4. The void space is as below:

Site Name	2015 remaining capacity (tonnes)
Harwood Quarry Landfill Site	1,652,631
Morleys Quarry	615,387
Offerton Sand And Gravel Landfill	1,500,000*
Pilkington Quarry	1,280,780

*care should be taken relying upon this void space as it has been brought to Stockport Council's attention that the site is no longer an active quarry and has been partially infilled. There is no current intention to extract the remaining mineral reserve and so any remaining landfill void space may be lost.

Action

8.5. No action is required.

9. Policy 7: Non Hazardous Residual Waste Disposal

9.1. This policy sets out the sites which have been identified as potentially suitable for non-hazardous residual waste disposal. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

9.2. No new planning permissions for non-hazardous residual waste disposal were granted / refused in 2015/16.

9.3. The void space is as below:

Site Name	District	2015 remaining capacity
Pilsworth South Landfill	Bury	5,460,168

Whitehead Landfill Site*	Wigan/ Salford	1,839,105
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*Site has been subject in 2016 to an early closure planning application so the site can be restored and used for the production of energy crops. The capacity will therefore be zero for non-hazardous waste disposal; this will be picked-up in the next monitoring report.

Action

9.4. No action is required.

10. Policy 8: Requirements for Combined Heat and Power

10.1. This policy sets out a requirement for waste management facilities that have the potential to utilise biogas or energy from waste technologies to provide combined heat and power (CHP) unless it can be demonstrated that they have the potential to deliver important waste infrastructure.

Target	Variance
Eligible energy recovery facilities generate heat and energy	Less than 75%

10.2. Barton Renewable Energy Plant Combined Heat and Power Plant was refused planning permission in November 2011. The decision was appealed and recovered for determination and in May 2013 a decision was issued by the Secretary of State upholding the appeal. Construction work is due to commence towards the end of 2017 with commissioning programmed for mid-late 2019.

10.3. Heineken UK operates a biomass plant at their Royal Brewery in Moss Side, Manchester, which burns locally sourced woodchip to generate electricity to supply all of the site's energy requirements (up to 37,600MWh annually). In the future more equipment will be added to allow the plant to burn spent grain, a by-product of the brewing process.

Action

10.4. No action is required.

11. Policy 9: Restoration and Aftercare

11.1. This policy sets out a requirement for applications for landfill/landraise to demonstrate that the site will be adequately restored.

Target	Variance
Restoration and aftercare will be carried out in accordance with Annex A of MPG7 to meet standards required by DEFRA for restoration to agriculture, Forestry Commission Bulletin 110 for restoration to forestry and Natural England for restoration to nature conservation.	Non compliance with the standards

- 11.2. Six planning permissions for inert residual waste disposal were granted in 2015/16 and related to the deposition of relatively small quantities of material for land restoration / improvement schemes. The sites meet the requirements of the GM Waste Plan.

Action

- 11.3. No action is required.

12. Policy 10: Unallocated Sites

- 12.1. This policy sets out the criteria under which applications for waste management facilities on unallocated sites will be permitted.

Target	Variance
<p>Planning permission is granted for developments which contribute to achieving the Waste Plan and take place on sites considered appropriate by the Plan.</p> <p>HRA Screening is applied to applications for waste management facilities on unallocated sites and site based mitigation is implemented where appropriate.</p>	<p>Non compliance with the standards</p> <p>Less than 100% of applications granted permission</p> <p>Less than 100% of appropriate applications apply HRA Screening</p>

- 12.2. Thirteen applications (see Table 2) which would result in a change in waste management capacity which are not within sites or areas identified in the Waste Plan were approved in 2015/16.

Table 2: Applications on unallocated sites

Job No and App No	Council	Site Address	Proposal	Status (as of 31st March 2016)
DC/0587 55	Stockport	UNIT 5 Crossley Park Industrial Estate, Crossley Road, Heaton Moor, Stockport, SK4 5BF	Asbestos waste transfer station for companies own use. It will not trade waste from other users.	Approved
14/00779 /VRCON	Rochdale	Hares Hill Farm, Hareshill Road, Heywood, OL10 2TB,	Variation of condition to allow an 18 month extension (until 11th February 2016) to the period for the deposit of materials and restoration of the site	Approved
A/16/819 72/MAJ MIN	Wigan	Land At Bryn Gates Lane (rear Of 120A- 214 Lily Lane) Bamfurlong Wigan	Application to import 81000m3 of inert material to enable the restoration of the site to agricultural use. Resubmission of A/15/81242 (withdrawn)	Approved
92927/14	Bolton	Land at rear of Horwich Loco Works, Chorley New Road, Horwich	Change of use from open storage to waste transfer (sui Generis) to process demolition waste materials into recycled aggregate	Approved
14/65768 /FUL	Salford	Urban Skip Hire and Recycling Ltd, Mode Wheel Road South, Salford, M50 1DG	Change of use on the land to a skip waste storage, treatment and recycling centre and the erection of buildings to house processing equipment and a picking station.	Approved
A/14/802 21/MAJ MIN	Wigan	Former Ince Moss Landfill Cemetery Road Ince	Importation of 291,000 tonnes of inert materials, soils and clays to allow for capping off and restoration of former landfill site.	Approved
59266	Bury	Unit F Bornmore	Retrospective application for vehicle dismantling and	Approved

Job No and App No	Council	Site Address	Proposal	Status (as of March 2016)
		Industrial Centre, Leigh Lane, Bury, BL8 1NR	recycling	
15/00866 /FUL	Rochdale	Stand Lees Farm Ashworth Road Heywood OL11 5UN	Importation of inert material for the purposes of agricultural improvement to land	Approved
DC/0587 55	Stockport	Unit 5 Crossley Park Industrial Estate, Crossley Road, Heaton Moor, Stockport, SK4 5BF	Asbestos waste transfer station for companies own use. It will not trade waste from other users.	Approved
94738/15	Bolton	Union Road Civic Amenity Site	Change of use of Union Road Civic Amenity Site to vehicle storage.	Approved
A/16/819 72/MAJ MIN	Wigan	Bryn Gates Lane Bamfurlong Wigan	Application to import 81000m3 of inert material to enable restoration of the site to agricultural use. Resubmission of A/15/81242 (withdrawn)	Approved
16/00108 /VRCON	Rochdale	Land At Hares Hill Farm	Variation of condition 2 of planning approval 14/00779/VRCON in order to allow a two year extension (until 11th February 2018) to the period for the deposit of materials and restoration of the site	Approved
94263/15	Bolton	Arches 57a, 58a & 59a, Plot 1, Back Darbishire Street, Bolton,	Change of use from waste transfer station (Blass B2) to car breaker's yard (sui generis).	Approved

Job No and App No	Council	Site Address	Proposal	Status of March 2016) (as of 31st)
		BI1 2tn		
106866/ FO/2014/ N1	Manchester	Hillbit House New Street Miles Platting Manchester M40 8AW	Retrospective Application for the change of use of industrial unit (Use Class B8) to waste recycling for plastic (Sui Generis)	Refused
109361/ FO/2015/ N2	Manchester	Land Off Lawton Street, New Smithfield Market Bradford Manchester M11 2WJ	Erection of anaerobic digestion (AD) facility including waste and office building along with associated digestate tank, two fermenters, a desulphurisation chimney and hydrolysis tank with associated landscaping, car parking and boundary treatment following demolition of existing buildings	Approved
109665/ WST/201 5/N1	Manchester	Reliance Street, Newton Heath, Manchester M40 3EZ	Retrospective application for the installation of iso-container, waste oil tank, waste storage bays and waste storage containers	Approved
108653/ WST/201 5/N1	Manchester	Reliance Street, Newton Heath, Manchester M40 3EZ	Part retrospective application for the installation of 6 cabins	Temporary Approval (until 30/06/18)
109857/J O/2015/ S2	Manchester	Refuse Treatment Plant, Longley Lane, Sharston, Manchester M22 4RQ	Variation of condition 9 attached to 083953/FO/2007/S2 to allow waste reception at the MBT to enter and leave the site for an additional two hours from 07:00 to 20:00 Monday to Sunday for a temporary period of 12 months	Temporary Approval for 12 months (until 22/10/16)
109858/J O/2015/ S2	Manchester	Refuse Treatment Plant,	Variation of condition 9 attached to 083920/FO/2007/S2 to	Temporary Approval for 12 months

Job No and App No	Council	Site Address	Proposal	Status (as of March 2016) (as 31 st)
		Longley Lane, Sharston, Manchester M22 4RQ	allow waste reception at the Material Recycling Facility between 06:00 to 20:00 Monday to Friday and the Green Waste Processing Facility between 07:00 to 20:00 Monday to Friday	(until 22/10/16)

Action

12.3. No action is required.

13. Policy 11: Safeguarding of Allocated Sites

13.1. This policy sets out the requirement to safeguard sites allocated for waste management in the Waste Plan and safeguarding of sites required for the delivery of the Municipal Waste Management Strategies.

Target	Variance
Sites of key importance for the achievement of the Waste Plan Retained	100% of sites retained

13.2. The following HWRCs have been closed, and the sites either sold or returned to Districts so the capacity does not need to be safeguarded for delivery of the Waste Strategy.

- Blackhorse Street (Bolton)
- Union Road (Bolton)
- Clifton Road/Drinkwater Park (Bury)
- Peel Lane (Rochdale)
- Chandos Street (Oldham)

13.3. Wigan Waste Disposal Authority have identified two sites for safeguarding:

- Kirkless Waste Transfer Station and HWRC, Makerfield Way, Ince WN2 2PR
- Organic Waste Transfer Station, Makerfield Way, Ince WN2 2PR

13.4. For information purposes the Wigan Residual Waste Treatment contract commenced 1st April 2015, which is a 25 year contract to manage waste, transfer stations, HWRC's and bulking

facilities with FCC Waste Services UK Ltd. The treated residual waste goes to SSE Ferrybridge as fuel. Wigan also has several short term contracts in place to transport and process paper; cardboard and waxed cardboard food and drink containers; glass bottles; plastic bottles and tubs; cans; and green and food waste.

Action

13.5. No action required

14. Policy 12: Safeguarding Existing Waste Management Capacity

14.1. This policy sets out how existing waste management capacity will be safeguarded. Applications for non-waste uses on sites with a permitted waste use will be permitted where it is demonstrated (by the applicant) that there is no longer a need for the facility, that the capacity will be met elsewhere in Greater Manchester, or that there is an overriding need for the non-waste development in that location.

Target	Variance
Sites of key importance for the achievement of the Waste Plan Retained	100% of sites retained

14.2. Two applications were submitted in 2015/16. One application was approved. One application was registered and validated.

- Change of use of Union Road Civic Amenity Site to vehicle storage (Bolton)
- Asbestos waste transfer station for company’s own use. It will not trade waste from other users. (Stockport)

Action

14.3. No action required.

15. Monitoring of Scenario 2 of the Needs Assessment

15.1. A Waste Needs Assessment was prepared to inform the development of the Waste Plan. This illustrated the impacts of increasing recovery and recycling of C&I and CD&E waste on future capacity requirements against maintaining the status quo. Members of the ten Greater Manchester councils agreed to adopt Scenario 2 (Maximised Recycling and Recovery).

Target	Variance
Achievement of Scenario 2 targets: 100% of the recyclable C&I waste going to landfill is recycled, 50% of the possibly recyclable C&I waste is recycled and 25% remaining use for energy recovery by 2015.	Year specific targets not achieved

15.2. C&I targets for 2010 were 50% recyclable, with 10% recyclable and 50% of remaining materials used for energy recovery. In 2012 the recycling rate was 64.8%. However, only 4% of the remaining was sent to energy recovery. Targets for 2015 are 75% recyclable with 25% recyclable and 50% of remaining materials used for energy recovery. Work is continuing to achieve these targets.

15.3. The 50% target for LACW was not met in 2015/16. The current recycling rate is ~40%, which has been exasperated by a problem with waste wood markets in 2015. The revised targets are as follows:

- 50% recycling and composting by 2017/18, increasing to 60% by 2025
- 90% waste diverted from landfill by 2020.

15.4. Most Districts now have plans in place to restrict residual waste capacity over the forthcoming year, in order to achieve the 50% target in 2017.

15.5. The LACW waste arisings during 2015/16 for Greater Manchester are shown in Table 3.

Table 3: Performance rates for 2015/16.

	Waste arisings (tonnes)	Recycling rate	Diversion from landfill rate	Landfill rate
Greater Manchester*	1,088,564.04	41.04%	74.74%	25.26%

*Excludes Wigan Waste Disposal Authority. No data was provided by the organisation.

Action

15.6. Work to meet the 2017/18 and 2020 (LACW) targets.

16. Conclusion

- 16.1. The data is not showing evidence of increased movements to RDF/SRF production, yet waste to landfill is dropping considerably. This could possibly be a result of increased waste reduction and prevention measures. Landfill tax will continue to increase and will rise from £84.30 to £86.10 per tonne from April 2017 and to £88.95 per tonne from April 2018.
- 16.2. There may be a shortfall in landfill provision during the plan period if Pilsworth does not get extended and the void space of Offerton is lost, resulting in a reliance on export. The Greater Manchester councils fulfil the Duty to Cooperate by regularly liaising with other authorities with regards to waste matters. For example, during 2015 the Minerals and Waste Planning Unit responded, on behalf of the Greater Manchester councils, to a consultation from Leicester City Council on the production of its Waste Plan.
- 16.3. The targets in the Waste Plan have not changed as a consequence of the changes in tonnage to landfill discussed above. However, the targets and figures in the Waste Plan may need to be reviewed in 2017, as these changes will impact on the viability of the plan should available capacity significantly change.



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