Greater Manchester Joint Waste Development Plan
Authority Monitoring Report 2016-2017

urbanvision

December 2017

Contents

1. Introduction

1.1. This is the fifth 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 2016 to 31st March 2017. 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 2016.

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
2016: 353,000	Capacity is 10% more or less than the capacity required for the year in question

3.2. There are currently no new energy recovery facilities in Greater Manchester which provide capacity for handling these wastes. However, the Barton Combined Heat and Power Plant (CHP) is a proposed 20MW biomass-fired plant which will be located on land owned by Peel Group adjacent to the Manchester Ship Canal near Trafford Park. Trafford Council approved planning permission for amendments to the scheme design in 2016. The plant will consume approximately 200,000 tonnes of biomass per annum and is due to be operational by 2019.

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 future review of the needs assessment. 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
2016: 1,827,000	Capacity is 10% more or less than the capacity required for the year in question

4.2. WDI 2016 identifies 4 non-hazardous landfills in Greater Manchester; however, two of these, Harwood Landfill (Bolton) and Stars Brow (Wigan), only accept inert waste, despite the EA permits allowing for non-hazardous waste. However, as evidence suggests that these landfill sites accept inert only, the Waste Plan will continue to monitor the sites as providing inert capacity. The Stars Brown consent is currently to cease infilling operations in February 2017, whereas Harwood is to continue until 2026.

4.3. The following landfills accepted a total 501,260 tonnes of non-hazardous waste in 2016:

- 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 has been lost. 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 1,827,000 tonnes for non-hazardous waste disposal in 2016. 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
2016: 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 2016. 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 a Needs Assessment update. 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 for waste management were granted / refused in 2016/17 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 determined for development within an area allocated as suitable in the Waste Plan, ref. W1a – Miry Lane Employment Area (Wigan).

Table 1: Applications determined for development on allocated areas

Job No and App No	Council	Site Address	Proposal	Decision
A/16/82389/MAJ MIN	Wigan	Land off Miry Lane	Waste Transfer Station for skip hire business	Approved - 31/08/2016
A/16/83346/MAJ MIN	Wigan	Unit 19 Miry Lane	Construction and operation of a waste transfer facility for commercial and recyclable waste, including storage buildings and temporary office building	Approved 10/03/2017

7.3. One application which will result in additional waste management capacity was determined which was not within a site or area identified in the Waste Plan. This application was 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. One planning permission for inert residual waste disposal was granted in 2016/17 and related to the deposition of relatively small quantity of material for a land restoration / improvement scheme. Three further permissions were variations 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 if 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. There is an application pending for an extension to Morley's Quarry in Wigan,

8.4. As reported within last year's AMR, Offerton Sand and Gravel is no longer an active quarry and has been partially infilled with waste. There is no current intention to extract the remaining mineral reserve and so any remaining landfill void space has been lost.

8.5. As Stars Brow will have ceased operations in early 2017, this void space has not been identified below as is considered negligible.

8.6. The assumed remaining permitted void space is as below:

Site Name	2016 remaining capacity (tonnes)
Harwood Quarry Landfill Site	1,442,391
Morleys Quarry	422,614
Pilkington Quarry	1,219,189

Action

8.7. 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 2016/17. As previously explained, Whitehead landfill will no longer be receiving any non-hazardous residual waste.

9.3. The void space is as below:

Site Name	District	2015 remaining capacity
Pilsworth South Landfill	Bury	5,291,960

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. One planning permission for inert residual waste disposal was granted in 2016/17 and related to the deposition of relatively small quantity of material for a land restoration / improvement scheme. There was a further approval for the early closure of Whitehead landfill and for the site to have restoration completed by 2020 so it can be used for the planting and harvesting of bio-crops. 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
Planning permission is granted for developments which contribute to achieving the Waste Plan and take place on sites considered appropriate by the Plan. HRA Screening is applied to applications for waste management facilities on unallocated sites and site based mitigation is implemented where appropriate.	Non compliance with the standards Less than 100% of applications granted permission Less than 100% of appropriate applications apply HRA Screening

12.2. One application (see Table 2) which would result in a change in waste management capacity which is not within a site or area identified in the Waste Plan was approved in 2016/17.

Table 2: Applications on unallocated sites

App No	Council	Site Address	Proposal	Decision
DC/058755	Stockport	UNIT 5 Crossley Park Industrial Estate, Crossley Road, Heaton Moor, Stockport, SK4 5BF	Asbestos Waste Transfer Station	Approved – 24/05/2016

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.

13.5. The Recycling and Waste Management PFI Contract held between the Greater Manchester authorities and Viridor Laing (Greater Manchester) Ltd (VLGM) is to finish early and so the Greater Manchester Waste Disposal Authority are commencing a procurement processes imminently for future contractors to operate the facilities. It does not anticipate any changes/reduction in the number of facilities that will operate in the future. Ownership of VLGM

has now passed to GMWDA and it has been renamed Greater Manchester Combined Waste and Recycling (GMCWR). Through the renamed company GMCWR the provision of the existing operations contract with Viridor Waste (Greater Manchester) Ltd as an interim position allowing for the continuation of service whilst re-procurement happens will be in place for approximately 18 months.

13.6. The GMWDA will continue to supply fuel to the Runcorn facility under revised contract arrangements between GMWDA and the Thermal Power Station Company (TPSCo).

Action

13.7. 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 such applications were determined in 2016/17. One application was approved. One application was refused.

Table 3: Applications for loss of a waste use

App No	Council	Site Address	Proposal	Decision
16/68594 /FUL	Salford	Units 1 - 4 Dakota Avenue Salford M50 2PU	Change of use of units 1 and 2 from hazardous waste to dual use B1 (Business) and B8 (storage and distribution)	Approved – 26/09/2016
16/01297 /FUL	Rochdale	Speedyhire Grimshaw Lane Middleton M24	Change of use from waste transfer station and skip hire depot to any use within Use	Refused – 16/02/2017

App No	Council	Site Address	Proposal	Decision
		2AE	Classes B1(c), B2 and B8	

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. The 50% target for LACW was not met in 2015/16. 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.

15.3. 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.

15.4. The LACW waste arisings during 2016/17 for Greater Manchester are shown in Table 4.

Table 4: Performance rates for 2016/17.

	Waste arisings (tonnes)	Recycling rate	Diversion from landfill rate	Landfill rate
Greater Manchester*	1,162,919	46.6%	88.8%	11.2%

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

Action

15.5. 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 £86.10 per tonne 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, 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 2016/17 the Minerals and Waste Planning Unit responded, on behalf of the Greater Manchester councils, to consultations through the North West Waste network and directly to Local Plan consultations.

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 the near future, as these changes will impact on the viability of the plan should available capacity significantly change.

16.4. The Waste Plan will also need to be reviewed in light of any changes to European/National targets. For instance, the European Parliament's Environment Committee voted early in 2017 in favour of proposed amendments to the EU Circular Economy Package supporting an increase of the recycling target up to 70% by 2030. Existing recycling targets stand at 50% by 2020, although the European Commission has instead put forward a proposed target of 65% by 2030. Negotiations over the Circular Economy proposals have been identified as a priority area for the European Commission and the Council. If any proposed changes are adopted, they will be identified in future AMRs.

Civic Centre

Chorley Road

Swinton

Salford

M27 5AS

www.urbanvision.org.uk

Registration Number: 5292634.