

Main Matter 2: The Need for Waste Management Facilities

Key Issue: Whether the need for the Waste Management Facilities which are identified in the DPD is justified by the evidence base.

Objective: *To ensure that Scenario 2 is the most appropriate and is supported by robust and convincing evidence base.*

1. The response to the Inspectors Note 2 (**RD004**) specifically (e) sets out how the adoption of Scenario 2 came about and why this is the most appropriate option for the plan.
2. Scenario 2 was chosen by the Joint Waste Planning Committee and endorsed through later consultation, as it is the most ambitious of the scenarios proposed as it seeks to achieve maximum levels of recycling and recovery in line with local, regional and national targets. It also reflects the ambitions of the two WDAs.
3. Scenario 2 is based on a number of assumptions; these are set out in detail within the Needs Assessment 2007 (**TD009**). The assumptions include modifiers such as legislation and policy targets. These modifiers can be easily adjusted to accommodate future policy changes such as new national waste policy where these include new targets for recycling/reduction of waste. They can also be adjusted to account for local changes /targets as a result of updates to the two MWMS which cover Greater Manchester. Updates to the Needs Assessment would be undertaken every other year and any changes to the modifiers would be modelled against up to date information of waste capacity in greater Manchester. The Needs Assessment was updated in 2010 but Scenario 2 remained unchanged, illustrating the robustness of the Strategy.
4. The Waste Plan indicates that a review/update of the Needs Assessment would take place every other year following adoption of the Waste Plan (Chapter 5, pg 77, paragraph 5.4) as there is unlikely to be major changes that would need to be remodelled more frequently. Annual monitoring of the Waste Plan would still be required outside of this, and the findings from this would feed in to such updates. Such updates would ensure that the evidence base underpinning the achievement of Scenario 2 is kept up to date.

5. The evidence base for the Needs Assessment has been informed by the two Commercial & Industrial waste studies undertaken at the regional level with the other Waste Planning Authorities in the North West as well as the Environment Agency (EA). The results of the studies have been broken down to sub-regions and this information has been used to inform the Needs Assessment. Defra and the EA have used the model developed in the NW to undertake national surveys which recognise the robustness of the approach used in the North West. Through the national survey, local authorities have been given the option to pay additional costs for more detailed analysis of their own areas, and it is hoped this work will continue to allow national, regional and local monitoring of Commercial & Industrial waste throughout the Plan. However, if these national surveys were not to be continued, information would be obtained through the use of the EA waste interrogator which is updated annually.
6. Data on Construction, Demolition and Excavation wastes (CDEW) has been gained from the Environment Agency interrogator as this has proven to be the most accurate data source for this waste stream recognising the difficulties in obtaining accurate information on CDEW. Data for Local Authority Collected Waste has been gained directly from the two Waste Disposal Authorities.
7. It is considered that together this information provides the most appropriate and robust dataset for informing the Needs Assessment.

Objective: To ensure that any flows of waste into and out of Greater Manchester are appropriate to its general location in relation to adjoining Waste Planning Authorities

8. GMGU have written to all adjoining authorities and authorities where there are known exports of waste from Greater Manchester asking for their acknowledgement that it is accepted that such movements take place. The letter and responses are detailed in **RD023**.
9. Current contracts for the export of MSW by GMWDA to landfill in Humberside are due to end in 2012 therefore GMGU have not written to this authority as the Plan will not impact on their future assessment of need. From 2013 residual waste resulting from the PFI contract will be managed at Viridor sites within Greater Manchester and this has been accounted for in the production of the Needs Assessment and the identification of future landfill requirements.
10. The majority of future known exports from Greater Manchester will be to Merseyside, specifically the CHP facility at Ineos Chlor in Runcorn (currently

under construction) and the Orchid facility in Huyton (operational since late 2007), both of which have been accounted for by Merseyside in the production of their Needs Assessment (see response from MEAS **RD023**).

11. Waste exported to other neighbouring authorities tend to be hazardous wastes for treatment and currently as a whole Greater Manchester imports more than it exports to these areas, as such these exports are not envisaged to be a problem. Export to such facilities is however required as they are nationally significant facilities and developing another facility so close would not be financially viable, nor would there be the waste stream available.

Objective: To test whether there is a capacity gap for dealing with any particular waste stream.

12. Section 2 of the Submitted Waste Plan sets out the future waste management requirements for Greater Manchester over the plan period 2012-2027. Paragraph 2.2, page 27 provides the headline capacity requirements for which there is likely to be a requirement during this time.
13. The Needs Assessment 2007 and the update in 2010 have assessed the future waste treatment and disposal capacity requirements based on known existing/planned capacity and the achievement of targets set under scenario 2 and modelled this against future growth levels predicted through the Greater Manchester Forecasting Model (GMFM -which has been used to inform each of the district Core Strategies and information on agreed exports).
14. The Needs Assessment has identified capacity gaps for energy recovery, non hazardous waste disposal and hazardous waste disposal based on current known existing and planned capacity¹ and predicted waste arisings over the plan period. The capacity gap is calculated on a yearly basis so it is easy to identify when new capacity is required to come on stream. The Plan also comments that there is sufficient recycling, composting and treatment capacity for all other waste streams, however for each waste stream, e.g. CDEW and C&I, the Needs Assessment has dealt with these requirements as a whole as it is not possible to break down the specific categories of recycling capacity to relate it to arisings information. As such, there may well be a requirement for material specific facilities during the plan period. Such sites could be provided through site/area allocations or unallocated sites or by additional plant/equipment on existing sites.

¹ Planned capacity is capacity which has been granted planning permission and EA approval (through an Environmental Permit if required) but is not yet operational but for which an operational date is known.

15. Annual monitoring of the Waste Plan would review information on new waste management capacity permitted that year as well as existing capacity lost (Tables 27 & 28 page 84 of the Waste Plan). This information would be used to monitor the capacity gap for dealing with any particular waste stream. Information collated as part of the annual monitoring would also be used to keep the capacity database up to date². This information is taken from Planning Applications which are received by GMGU as part of AGMA work. The capacity database is used to keep track of available waste management capacity in Greater Manchester and to inform updates to the Needs Assessment. This database provides details of all permitted waste management capacity, its permitted annual throughput and life of the site (e.g. end date planning permission). As part of the update to the Needs Assessment, the information in the capacity database is used to indicate if there is sufficient capacity of treatment/ recovery/disposal facilities available for the waste being produced or if new capacity is needed.
16. Except where there are known imports/exports of waste, the Needs Assessment assumes that any available capacity is available for use to manage arisings of waste from within Greater Manchester. However, it should be noted that, with the exception of those facilities provided under the GMWDA PFI scheme, all other facilities are commercially operated and as such can take waste from within Greater Manchester or elsewhere. As such it may be that although Greater Manchester does not require all the capacity available, neighbouring areas which may have little or no capacity could look to import waste in to Greater Manchester and manage waste at such sites.
17. The updates to the Needs Assessment will use all the information discussed above and will help provide the most accurate picture on what capacity gap is and what that means in terms of facilities to be provided

To be satisfied that the proposed level of energy recovery is founded on a sound evidence base (Policy 1).

18. Information under Objectives 1 and 4 above provide evidence on the soundness of the evidence base.

² The capacity database is an access database which is used to record information on waste management capacity, i.e. how much is available, yearly throughputs and end date if applicable. If new capacity is permitted or existing capacity is lost (facility closes), this information is recorded and used to inform updates to the Needs Assessment. For new capacity, information is recorded on when permission was granted and when capacity is likely to be available, as some facilities require a lengthy build period.

19. In relation to Energy Recovery, the capacity requirement is set out under paragraph 2.2, p 27 'Headline waste capacity requirements' of the Submitted Waste Plan and in more detail between pages 35- 38.
20. Scenario 2 of the Needs Assessment sets targets for diversion of C&I waste from landfill, this includes energy recovery. Through the update in 2010, provision of capacity for new energy recovery facilities was the only target not met and this identifies a pressing need to provide such facilities in Greater Manchester.
21. Page 29 of the Needs assessment (**TD010**) sets out the targets for the Waste Plan in relation to achieving the aspirations of Scenario 2. Page 30 of the same document sets out the current position in relation to achieving those targets which, with the exception of energy recovery, have all been met. The results show that there has been a lack of progress in diverting waste from landfill to energy recovery. For C&I and CDEW, the end goal is for 100% of recyclable waste going to landfill to be recycled (this means all wastes which can be recycled are recycled instead of being sent to landfill), 50% of those wastes which are classed as possibly recyclable (wastes which could be recycled but would need some treatment such as source separation or processing through a MRF first, but which currently are sent to landfill) are recycled, and 25% of the remaining waste (waste that has undergone recycling and/or treatment and for which there is no further recycling or treatment option) to be used for energy recovery. The current target for energy recovery is yet to be met, therefore the Plan has an existing capacity gap for energy recovery for 2010 of 53,000 tonnes and from 2011 an additional 112,000 tonnes of capacity needs to be found.
22. The targets set through Scenario 2 seek to achieve the ideals of the waste hierarchy and over time the amount of waste being recycled, reused and recovered increases, whilst that sent to landfill reduces. This is represented through the capacity gap requirement for energy recovery with capacity increasing yearly until 2015 after which a steady capacity required remains throughout the plan period (see Figure 5, p 36 of the Waste Plan).