



Greater Manchester Joint Waste Development Plan Authority Monitoring Report 2019-20

December 2020



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1. Introduction

- 1.1. This is the sixth 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 2019 to 31st March 2020. 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)) covers the calendar year 2019.
- 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.

2.4. Paragraph 062 Reference ID 61-062-20190315 of the National Planning Practice Guidance states that:

‘To be effective plans need to be kept up-to-date. The National Planning Policy Framework states policies in local plans and spatial development strategies, should be reviewed to assess whether they need updating at least once every 5 years, and should then be updated as necessary.’

2.5. Following the same logic, a review of the Greater Manchester Waste Plan was undertaken in 2018. The review highlighted the need to update parts of the plan and this was picked up throughout the previous iteration of the Waste Plan AMR.

2.6. However, this review has not yet been published for examination, and has therefore not been adopted. As a result, this AMR will assess the effectiveness of the policies against the original targets detailed in the adopted 2012 Waste Plan. That said, the work undertaken in producing the review has highlighted the need to update parts of the Waste Plan and this is picked up throughout this AMR.

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
2017-2027: 354,000 tonnes per annum	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. The Barton Combined Heat and Power Plant (CHP), a proposed 20MW biomass-fired plant located on land owned by Peel Group adjacent to the Manchester Ship Canal near Trafford Park surrendered its permit. Trafford Council approved planning permission for amendments to the scheme design in 2016. The plant was to consume approximately 200,000 tonnes of biomass per annum and was due to be operational by 2019. A Certificate of Lawfulness application was approved in August 2018 to confirm that

development had been commenced lawfully but the future of this site continues to be in doubt as development has ceased.

- 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 the 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 St Helens and Lancashire 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. No update on this contract has been provided in for the period 2019/20.
- 3.5. Unfortunately monitoring performance is complicated because movements of waste to Energy from Waste (EfW) facilities are not reported in sufficient detail that the origins can be identified, and facilities are not covered by returns recorded through the WDI due to the different permitting system.

Action

- 3.6. The capacity of energy recovery available and 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 Waste Planning Authorities in the North West (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
2018: 2,618,000	Capacity is 10% more or less than the capacity required for the year in question

- 4.2. The WDI 2019 identifies three non-hazardous landfills in Greater Manchester; however, two of these, Harwood Landfill (Bolton) and Whitehead (Wigan), only accept inert waste, despite the EA permits allowing for non-hazardous waste. However, as evidence suggests that these landfill sites accept inert waste only, the Waste Plan will continue to monitor the sites as providing inert capacity.
- 4.3. That said, in 2016, planning permission was granted for the early closure of the Whitehead site with restoration to be completed by 2020 so that it can be used for the planting and harvesting of bio-crops. Therefore, 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. As part of the review of the Waste Plan, Viridor were contacted in regard to existing policies in the Waste Plan; the operator indicated that they have no plans to take forward the extension to Pilsworth and proposals at Whitehead were lost following the sale of the site in 2016. With this site now closed, and with only 10 years left on the current permission at Pilsworth, future years are likely to show a greater reliance on exportation of non-hazardous waste. A review and update of the waste Needs Assessment is required to better understand the implications of the loss of the allocations in the Waste Plan.
- 4.4. According to the WDI, Pilsworth South landfill accepted a total of 273,135 tonnes of non-hazardous waste in 2019, down from 317,590 tonnes in 2018.
- 4.5. The Waste Plan identified a capacity gap of 2,618,000 tonnes for non-hazardous waste disposal in 2018. The capacity gap was based on an available capacity identified as 450,000 tonnes per annum. Both factors should be reviewed as part of the next Needs Assessment update as clearly the situation has changed since 2012.

Action

- 4.6. The void space will be reviewed annually as part of the monitoring of the Waste Plan. The loss of the proposed extension sites in the Waste Plan was flagged up as part of the review, indicating that work on an updated Waste Needs Assessment is required to better understand what the likely landfill need for Greater Manchester will be for the remainder of the Plan period, and if Pilsworth is sufficient to meet the non-hazardous capacity requirement. 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 under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required	Variance
2018: 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 2019/20. 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. It is not clear if any extension will come forwards at all to Pilsworth South, and no guarantee that if this does it will include a further cell to take such waste, Viridor have indicated that this would be a decision based on market need nearer the time. If Pilsworth does not come forward for an extension of time, then there will be a gap in provision from 2028 when the site is currently scheduled to close (when the extant planning permission lapses).

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 Pilsworth. This will be reported when data on this has been captured through the update to the Waste Needs Assessment. As discussed above, it is noted that future provision of Stable Non-Reactive Hazardous Cells (SNRHC) for disposal of hazardous waste at Pilsworth will be linked to the further extension of this site; Viridor have previously indicated that this is not going to happen and have asked for this information to be removed from the Waste Plan.

6. Policy 4: Site Allocations

- 6.1. This policy sets out the seven sites which have been identified as potentially suitable for built waste management facilities (Watersmeeting C South Triangle, Bolton; 226-228 Waterloo Street, Bolton; Land off Mossdown Road, Oldham; Land at Millstream Lane, Clayton Bridge, Oldham; Plot 5, Bredbury Parkway, Stockport; Land adjacent to Tank Farm Chemical Treatment Works, Trafford; and CA Site, Makerfield Way, Wigan). 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 or refused in 2019/20 on the site allocations identified in the Waste Plan.

Action

6.3. The review of the Waste Plan has indicated that the site allocations policy has not helped to deliver any new waste infrastructure, with most sites being delivered as a mix of land in allocated areas and on unallocated land. This policy has effectively resulted in the safeguarding of land for waste use which could potentially come forward for non-waste development, see details under the safeguarding policy.

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. No applications came forward in an allocated area during 2019/20.

Action

7.3. No action required. The review of the Waste Plan has indicated that the area allocations policy has helped to deliver new waste infrastructure, but the majority have come forward on unallocated sites. This indicates that this policy is not working as it should and this issue needs to be addressed through a review of the Waste Plan

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. No planning permissions for inert residual waste disposal were granted in 2019/20.
- 8.3. As reported within last year's AMR, Offerton Sand and Gravel Quarry in Stockport is no longer active 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.
- 8.4. The assumed remaining permitted void space is as below:

Site Name	2019 remaining capacity (m ³) ¹
Harwood Quarry Landfill Site	1,336,188
Morleys Quarry	499,490
Pilkington Quarry	892,962

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 or refused in 2019/20. As previously explained, Whitehead landfill will no longer be receiving any non-hazardous residual waste.

¹ <https://environment.data.gov.uk/portalstg/home/item.html?id=23e73243c2da494f9370897173221885>

9.3. The void space is as below:

Site Name	District	2019 remaining capacity (m ³) ²
Pilsworth South Landfill	Bury	4,442,145

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. As discussed above, the future of Barton Renewable Energy Plant Combined Heat and Power Plant is now in doubt, but the situation will be kept under review.

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.

10.4. No new applications for CHP have been permitted in 2018/19.

Action

10.5. No action is required.

² <https://environment.data.gov.uk/portalstg/home/item.html?id=23e73243c2da494f9370897173221885>

11. Policy 9: Restoration and Aftercare

11.1. This policy sets out a requirement for applications for landfill/land raise 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. No new permissions were granted for the disposal of inert waste in 2019/20.

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. As shown in the following table, two applications which would result in a change in waste management capacity which are not within a site or area identified in the Waste Plan were approved in 2019/20. They are listed in the below table:

App No	Council	Site Address	Proposal	Decision
19/00760/FUL	Rochdale	Chichester Street, Rochdale, OL16 2AU	Development of a biowaste transfer station and wheel wash with two 10m high fire water tank on the site of a former in-vessel composting facility and erection of 3 kiosks	04/10/2019 Approved subject to conditions
20/74631/COU	Salford	28 - 30 Holloway Drive Worsley M28 2LA	Change of use to allow for the use of the units as a waste transfer station and storage facility (Sui Generis), whilst retaining the ability of the units to be used for B1(b), B1(c), B2 and B8 Use Classes in line with the existing consent	Approved 15/05/2020

Action

12.3. No action is required.

12.4. The review of the Waste Plan noted that the majority of new applications for waste sites have been on unallocated sites, with the remainder (around 40%) within Areas of Search. This has highlighted a need to review the existing allocations to assess if they are fit for purpose or of a new approach to identifying land for waste development 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. No planning applications (waste management related) were determined in 2019/20 on safeguarded sites.

13.3. The Recycling and Waste Management PFI Contract held between the Greater Manchester authorities and Viridor Laing (Greater Manchester) Ltd (VLGM) finished before time and the waste authority is currently out to contract for delivering future options. 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 Zero Waste Greater Manchester (Formerly 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. This interim contract was to last for approximately 18 months until at least 31st March 2019. On 31st March 2019, GMCWR signed a new operating contract with Suez Recycling and Recovery Ltd with the new contracts to commence on 1st June 2019.

Action

13.4. 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. No such applications were determined in 2019/20.

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 Commercial and Industrial Waste (C&I) and Construction, Demolition and Excavation Waste (CD&E) on future capacity requirements against maintaining the status quo. Members of the ten Greater Manchester Authorities agreed to adopt Scenario 2 (Maximised Recycling and Recovery) as outlined in the following table:

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. Since the Waste Plan was published, new targets have been introduced by the EU which the UK committed to delivering. The new targets require the recovery of at least 70% by weight of Construction and Demolition waste (C&D) by 2020.
- 15.3. The National Waste Management Plan and National Planning Policy for Waste (NWMP) was also introduced following the adoption of the Waste Plan but does not include any C&I targets. An update to the Needs Assessment will need to look at the specific requirements of the circular economy targets, including the diversion from landfill requirements (10% to landfill by 2030).
- 15.4. Most Districts have now implemented plans to restrict residual waste capacity to achieve the 50% target; levels in 2018/19 improved from the previous monitoring period but remained slightly below the target at 47.9% for the 9 Districts which are part of Zero Waste Greater Manchester. Recovery rates improved from 2017 to 92.35% so are on track to achieving the 90% target by 2020. The data for the 2019/20 period has not yet been released but is expected in January or February of 2021³

Performance rates for 2018/19⁴

	Total LACW (tonnes)	Recycling rate	Diversion from landfill rate	Landfill rate
Greater Manchester	1,119,080	47.9%	92.35%	7.65%
Wigan	138,839	53.5%	99.9%	0.01%

Action

- 15.5. Continue to work toward meeting the 2020 (LACW) targets.

³ <https://www.gov.uk/government/statistics/announcements/local-authority-collected-waste-management-for-england-for-201920>

⁴ <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables>

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 increased again from £91.35 per tonne to £94.15 per tonne from April 2020.
- 16.2. There is likely to be a shortfall in landfill provision during the plan period if Pilsworth does not get extended as discussed above. At present, an extension of time is more likely for this site with the operator indicating that the current proposal for increased capacity should be removed from the Waste Plan. This could require an increase in export of waste to landfill outside Greater Manchester and potentially the North West. The Greater Manchester councils fulfil the Duty to Cooperate by regularly liaising with other authorities with regards to waste matters and the unit have been working with all NW Waste Planning Authorities to prepare a position paper on landfill in the region.
- 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 do not now reflect the requirements of the Circular Economy and as explained in the Defra Resource and Waste Strategy, the targets that authorities will need to meet will change in future. These changes will impact on the viability of the Plan and an update to the Needs Assessment will be required to assess if local capacity can meet expected changes in demand.