

Resource Greater Manchester: Programme Plan 2016-18



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1. Executive Summary

Resource Greater Manchester was established in 2016 as a jointly funded partnership between Greater Manchester Waste Disposal Authority (the Authority) and Waste and Resources Action Program (WRAP) to maximise resources for the benefit of Greater Manchester.

2016/17 is the first year of the partnership and its programme will aim to contribute to the 'Zero Waste' agenda by achieving improvements and greater efficiencies in recycling, reuse and waste prevention.

The objective of the programme is to enable Greater Manchester to achieve its targets to increase household recycling to 60% by 2025 and to reduce household residual waste to 400kg per household.

The aims of the partnership is to achieve the following:-

- ❖ Deliver common objectives associated with the 'Zero Waste' agenda;
- ❖ Capture efficiencies from joint working, and in wider delivery (better value for money); and
- ❖ Increase opportunities arising from Manchester's Devolution agenda.

The 2016/17 programme of work has been designed around gaining the maximum impact to enable Greater Manchester to move forward in its primary objectives by:-

- ❖ increasing and improving the capture of unavoidable food waste;
- ❖ improving the quality of dry recyclates;

To move forward in the two identified areas support will be delivered through four work streams:-

1. Road Map to 60% - Support the development of strategies and implementation plans to enable waste authorities to achieve 60% recycling rate by 2025;
2. Behavioural Change
 - a. Utilise the WRAP's Tracker and segmentation tools specifically for Greater Manchester to enable the findings of data analysis to drive and focus communication strategies to maximise the impact of future communication campaigns;
 - b. Deliver Greater Manchester wide & local communication support under the Recycle for Greater Manchester brand, plus tailored Love Food Hate Waste and Love your Clothes campaigns;

- c. Innovation and Development – Test and learn new campaigns by using innovative approach;

2. What is Resource Greater Manchester

Resource Greater Manchester was established in 2016 as a joint funded partnership between the Authority and WRAP to deliver a programme of support to Greater Manchester to contribute to the Zero Waste agenda by achieving improvements and greater efficiency in recycling, reuse and waste prevention.

3. Programme Objectives

The objective of the Programme is to enable Greater Manchester to move towards its 2025 targets through delivering waste and recycling services that:

- ❖ Achieve the required step-change increases in recycling to enable the delivery of 60% by 2025;
- ❖ Make its contribution to the Greater Manchester Combined Authority's (GMCA) carbon reduction performance targets; and
- ❖ Reduce to 400kg household residual waste.

To achieve these targets, a programme of work has been scheduled focusing on:

- ❖ Increasing and improving the capture of unavoidable food;
- ❖ Minimising the amount of waste produced and maximising re-use; and
- ❖ Improving the quality of dry recyclates.

To enable resources to be placed in the most effective areas, the programme plan will also include research into options to enable the Authority and Waste Collection Authorities to maximise efficiencies and deliver national, regional and local targets.

4. Current Position

- 4.1 The Authority is responsible for dealing with the 1.1 million tonnes of waste produced each year from 1,017,000 households and resident population of over 2.42 million in Bolton, Bury, Manchester, Oldham, Salford, Stockport, Tameside and Trafford. This waste comes from household waste collection services and 20 household waste recycling centres (HWRCs) provided and serviced by the Authority, which accounts for around 4% of England's municipal waste.
- 4.2 In 2015-16 the Authority's recycling was 44.2%, which is slightly above England's overall rate of 43.9%.

- 4.3 By the end of 206-17 all household waste collection services delivered to the Authority will have introduced a restricted waste service by either moving to a three weekly collection service or maintaining a two weekly service but reducing the residual waste capacity. Even with these changes, the Authority's collective recycling rate is not anticipated to exceed 50% in 2017-18.

5. The Challenges

- 5.1 As identified above 2016/17 will see the last of the Waste Collection authorities within the Authority implementing a reduced residential waste capacity service either through a three weekly collection service or by reducing the bag capacity whilst maintaining a fortnightly collection service. Even with these changes, the Authority will not achieve 50% recycling rate therefore doing nothing further is not an option.
- 5.2 Whilst recycling is generally becoming the 'social norm', the Authority has witnessed a steady increase in contamination through the Materials Recovery Facility (MRF) from 10.37% in 2012/13 to 15.97% in 2015/16.

6. A Partnership Approach

- 6.1 2016-17 will be the first year of Resource Greater Manchester, which is a jointly funded partnership between the Authority and WRAP to deliver common objectives.
- 6.2 The Authority's aim is to promote waste as a valuable resource through the vision of 'zero waste'; meaning that everything possible will be done to resources (by preventing waste to source and recycling more) and producing green energy. The Authority's aim is not to landfill anything that can be used.
- 6.3 WRAP is a not for profit organisation and registered charity whose vision is a world where resources are used sustainability. WRAP works with government and business to deliver practical solutions to improve resource efficiency. WRAP manages a Defra policy steer, especially in relation to achieving the 50 percent household recycling target in 2020 and supporting their waste prevention plan.

7. Authority's Current Delivery Method

- 7.1 To deliver the challenging targets set out within the Authority's Waste Management Strategy, the Authority endorsed a three pronged approach, which is set out below,



1. Restrict Residual Waste Capacity

Currently 7 of the 9 Districts have already implemented services with restricted residual waste capacity by either moving from fortnightly to 3 weekly collection services or have reduced the capacity of residual waste through providing households with a smaller bin. The remaining 2 Districts will be implementing their services changes during this financial year. Even with these changes, the Authority is unlikely to achieve the total Contract recycling target of 50%, therefore doing nothing further is not an option.

2. Behavioural Change

With restricting the residual waste capacity not being fully effective alone to achieve the Authority's targets, additional behavioural change work is required with residents of Greater Manchester to ensure that all residents are participating fully in recycling and that they are recycling accurately.

A number of behavioural change and communication methods have been utilised in the past ranging from drip-feeding key messages (pre 2015) to more recently delivering solely undertaking targeted campaigns in intervention areas (post 2015).

The Authority has also been able to pilot new approaches through community led campaigns as part of the European co-funded LIFE+ Up and Forward Project, which has provided some valuable insights to what methods work well and which do not.

Whilst both approaches have had some success, a mix and match approach should be considered moving forward so that all residents of Greater Manchester receive key messages and that areas which need direct intervention can be targeted.

3. Targeted Enforcement

Targeted enforcement should also be considered to work as a deterrent to residents who are not participating in recycling, if the first two approaches are

not working effectively. Currently this method is not pro-actively used by Districts.

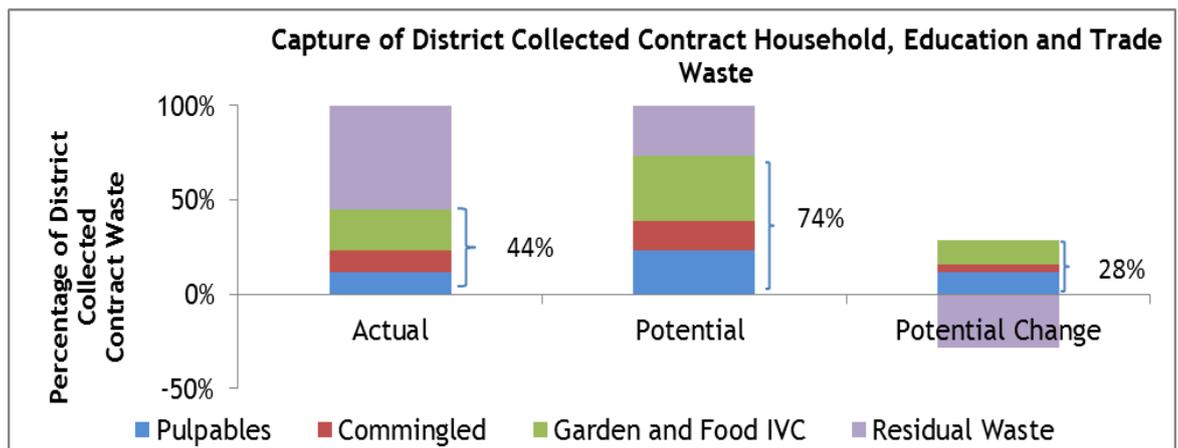
7.2 The partnership will look to test, support and build on this delivering method.

8. Programme Focus

8.1 With Greater Manchester still striving to meet its targets, the programme for this year primarily focuses on assessing how Greater Manchester can achieve 60% by 2025 and reduce the average residual household waste to 400kg per household and working to drive behavioural change through a consistent approach to communication.

8.2 The Plan will draw on waste composition analysis undertaken by the Authority on 2011, supported by a Trafford specific waste specific analysis which reconfirms the waste streams that still need further targeted communications to change recycling behaviour and increase recycling rates.

8.3 The chart below shows the percent of possible recyclable material against the Authority's current recycling rate.



8.4 With changes to collection services being completed by waste collection authorities delivering to the Authority, the Programme over the next two years will focus on information gathering to drive further efficiencies and testing new approaches to engage with residents of Greater Manchester to change behaviour and attitudes to waste, covering 4 key areas:

1. Research: Information Gathering

As part of the information gathering work stream 4 important strands have been identified:

a) Roadmap to 60% Recycling by 2025

A desktop study will be undertaken analysing the waste collection data within the 9 Districts the Waste Disposal Authority (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside and

Trafford) to assess whether a 60% collective recycling rate can be achieved and whether any efficiency savings can be made.

To enable a robust analysis to be undertaken this piece of work will be undertaken at the start of the 2017-18 financial year, when sufficient data will be available from all the recently implemented collections which changed during the 2016-17 financial year

b) Greater Manchester Tracker

The Partnership will utilise WRAP's Tracker to target households within Greater Manchester to strengthen the evidence base of residents' attitudes and barriers to waste. Through this work, the partnership will obtain critical inform to inform and act as the foundation to future behavioural change campaigns.

c) Segmentation

Additional segmentation analysis will additional be undertaken to further support the findings within the tracker to drive and focus communication delivery plans to maximise the impact of those communication campaigns.

d) Waste Composition Analysis

A refresh of the Authority's waste composition analysis will be undertaken, starting August 2017, to build upon the 2011 analysis to assess how much recyclates still remain within the residents' residual bins. The analysis will provide an insight into all 'acorn' groups which will then enable Resource Greater Manchester (RGM) through the Authority's public facing brand Recycle for Greater Manchester (R4GM) to develop targeted campaigns to specific groups and materials.

2. Minimising Waste Production and maximising re-use

2.1 At the top of the waste hierarchy sits waste minimisation and re-use. To enable further reduction in the residual waste stream particular focus needs to be taken to promote waste minimisation and re-use.

2.2 Within the Programme Plan a range of activities will be undertaken to promote waste minimisation and re-use. These include:-

a) Love Food Hate Waste campaigns (LFHW); and

b) Love your Clothes campaigns.

3. Increasing and improving the capture of unavoidable food waste

3.1 Currently within Greater Manchester food waste is collected within the organics waste stream (garden and food) however within come collection

services food caddies are provided to enable food waste to be collected separately.

- 3.2 The waste composition analysis undertaken by the Authority in 2011, supported by a further analysis was undertaken by Trafford MBC in 2016 shows that food waste is the highest percentage of waste within the residual waste stream.
- 3.3 Organics is also the waste stream within Greater Manchester that the highest loads of waste rejected at facilities due to contamination. During 2015/16, 233 loads were rejected equating to 1,598 tonnes. For RGM to fully understand the reasons behind contamination an in-depth study will be undertaken reviewing kerbside and facility practices to gain a full picture.
- 3.4 From this study an action plan will be designed and delivered, to not only focus on increasing food waste capture but also improve the quality of the organics waste stream to reduce contamination.

4. Improving the quality of dry recyclables

- 4.1 Whilst Greater Manchester has a consistent four-bin collection service and rejection rates at the kerbside on dry recyclates is relatively low (23 loads equating to 120 tonnes), the rejection rate, for 2015-16, going through processing at the MRF was 15.98% (equating to 13,095 tonnes), which indicates there are still materials being placed within the wrong bin.
- 4.2 To gain further insight, a composition analysis will be undertaken to understand what materials are being rejected so that communication strategies can be produced to educate residents.
- 4.3 Resource Greater Manchester will work to with collection authorities to improve participation and yield in targeted areas. This will include apartments, which is a particularly critical importance to a number of collection authorities who have a high proportion of housing stock.

9. Delivery – How the Programme will be delivered

- 9.1 To enable the delivery of the programme and meet its objectives Resource Greater Manchester will utilise a range of support, through working with the collection authorities on a targeted basis. The support will be tailored to meet the objectives within the programme. For 2016-18 the Programme is structured into 3 work streams:
 1. Service Review;
 2. Behaviour Change; and
 3. Development & Innovation.

1. Service Review

With restricted residual waste services almost complete in all waste collection authorities, a review of service provisions will be undertaken to help waste collection authorities understand where further savings could be made to drive efficiencies and increase recycling rates. The review will also seek to find a 'road map' to enable the Authority to achieve 60% recycling by 2025.

2. Behaviour Change

The behaviour change element of the Programme will build on existing foundations of the work undertaken by R4GM and be delivered at both a Greater Manchester wide and local level through two methods.

a) Waste Collection Services – Communication Support

This work stream will focus on working with waste collection authorities to increase the quality and consistency of key messages to residents. Support will include both communications advice along with the delivery of targeted campaign. All communication materials will be produced in line with the R4GM, LFHW or Love your Clothes brand guidelines.

By taking this approach it will ensure that high quality consistent communications are produced and delivered to residents.

b) Greater Manchester Recycling & Waste Reductions Initiatives

This work stream will be broken down into two areas:

i. Co-ordination of Greater Manchester activities

RGM co-ordinate with its waste collection authorities to maximise national campaigns such as Recycle Now, Recycle week and European Waste Awareness week, whilst providing a regional feel and approach.

ii. During 2016-17 R4GM is undergoing a rebranding exercise, to provide a new look appeal to its target audiences. R4GM campaign materials will also be refreshed, not only for Greater Manchester (GM) wide campaigns but also to provide flexibility for local campaign whilst maintaining the GM wide look and feel. As part of this rebrand a new and engaging website, which is scheduled to be launched in April 2017, along with a scheduled digital communication plan to engage with residents through 'call for action' campaigns/messaging to aid the delivery of the Programme and the Authority's Behavioural Change and Communication Strategy.

3. Development and Innovation

With local and waste authorities facing increased budget constraints finding methods to raise recycling participation and drives tonnage away from the residual waste stream is of paramount importance.

The partnership will test and learn from new innovative campaigns which will test assumptions and the Authority's currently delivery method, especially in relation to targeted enforcement as a means to raise participation in recycling.

This work stream will work with its partners to contribute to innovation projects to support the delivery of the Programme trials and research. As part of this work stream R4M will look to:

- a) undertake a contamination analysis;
- b) Work with Manchester Metropolitan University (MMU) exploring barriers to recycling of the student population; and
- c) Support MMU's symposium on innovation in textile recycling, which looks towards developing a more sustainable use of textile materials.

10. Evaluation of the Programme

A comprehensive evaluation process will be established against all of the campaigns to ensure that all measures are consistency with the key performance indicators.

11. Key Performance Indicators (KPIs)

The programme has established six set out below to demonstrate how effective the plan has been in achieving its objectives. The primary mechanism for measuring the KPIs will be from Waste Data Flow (WDF). Due to the time required by Defra to audit WDF returns, audited data only becomes available in the December following the financial year end. To enable the board to track the programme progress, unaudited data will be used (with the caveat that data is subject to change) until the audited data becomes available.

The WDF returns for 2015-16 released in December 2016 will provide the baseline for the Resource Greater Manchester programme.

	KPI	Objective	Indicator
1.	Levels of Recycling (household waste)	Contribute to an increase in the amount of Greater Manchester's household waste	Recycling rate
2.	Waste sent to Landfill	Reduce the amount of Greater Manchester's waste sent to landfill	Diversion Rate
3.	Reduce household residual waste	Reduce household residual waste	Average kg per household

4.	Organic waste recycling	Increase the amount of organic waste sent for recycling	Kg per household sent to recycling
5.	Quality of Recyclate	Decrease the amount of contamination in the commingled local authority collected recyclate sent to the Materials recovery facility (MRF)	Average % of contaminate sent to the MRF
6.	Recycling at HWRCs	Increase the amount of waste collected for recycling at HWRCs	Tonnage of waste collected

Along with these KPI's individual targets will be set against behavioural change campaigns to evaluate their success, ranging from participation and tonnage monitoring and behavioural change surveys.

12. Income

The budget allocation for 2016/17 and 2017/18 activities is £200,000 per annum.

13. Budget

To deliver to the above Programme Plan an high level budget will be incorporated within the Action Plan

14. Resourcing

14.1 The Partnership Board

14.1.1 As part of the Partnership Agreement, new governance arrangements have been established through a Partnership Board. It has been agreed that the Board sits as a Task Group/sub-committee of the GM Low Carbon Hub Board.

- a) Mark Atherton, GM Director of Environment, New Economy
- b) Cllr Cheryl Brock (GMWDA Member, appointed at the Authority's Annual General Meeting); and
- c) Peter Maddox, Director – Government Programmes, WRAP.
- d) John Bland, Treasurer & Deputy Clerk, GMWDA

14.2 The Programme Steering Group

- a) Jennifer Baker, Head of Programme, GMWDA;
- b) David Taylor, Director of Contract Services, GMWDA;

- c) Claire Shrewsbury, WRAP; and
- d) Todd Holden, Manchester Solutions.

14.3 Programme Staffing

The Resource Greater Manchester team is based in the GMWDA Offices and comprises:

- ❖ Head of Programme: Jennifer Baker
- ❖ Communications Lead: Michele Whitfield

The above team will draw on resources from the R4GM team to undertake targeted campaigns.

Additional support is provided within WRAP from:

- ❖ Behaviour Change Manager: Rachel Gray
- ❖ Special Adviser - Collections and Recycling: Chris Mills