

Planning, Housing & Environment Overview & Scrutiny Committee

Date: 5th June 2018

Subject: Waste and Resource Strategy

Report of: Report of Councillor Alex Ganotis, Portfolio Lead, Green City-Region and David Taylor, Executive Director, Waste and Resources Team, GMCA

1. PURPOSE

- 1.1 The report sets out the work that has commenced in relation to the review of the Waste and Resource Strategy.

2. RECOMMENDATION

- 2.1 That the Committee endorses the work that the Waste and Resources Team is undertaking in relation to reviewing the Waste and Resource Strategy.

3. CONTACT OFFICERS

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4. EXECUTIVE SUMMARY

- 4.1 The Waste Disposal Authority (WDA) refreshed its 2008 Waste Management Strategy (WMS) in 2012 and committed to reviewing the Strategy every 5 years. Whilst the review should have been undertaken in 2017, it was delayed to obtain further clarity in both European Union (EU) & National Policy.
- 4.2 In January 2018, key information, targets and Plans have been released. The EU released waste targets, and the Government published its 25 year Environment Plan which now enables the review of the WMS to fully gain momentum.

5. BACKGROUND

- 5.1 The Waste and Resource Team (previously the Greater Manchester Disposal Authority (WDA)) is responsible for the disposal of waste collected by its constituent Waste Collection Authorities (namely Bolton MBC, Bury MBC, Manchester CC, Oldham MBC, Rochdale MBC, Salford CC, Stockport MBC, Tameside MBC and Trafford MBC) and at the 20 Household Waste Recycling Centres (HWRCs). This equates to

approximately 1.1 million tonnes per annum which is just over 4% of England's municipal waste.

- 5.2 The team's vision is to achieve Zero Waste. This means we will do everything we can to save resources (by preventing waste at source and recycling more) and to produce green energy. We also aim to not landfill anything that we can use.
- 5.3 In 2009, the WDA entered into a Private Finance Initiative (PFI) Contract which had an extensive construction programme to create an environmentally sustainable solution. This comprised of:
- 20 Household Waste Recycling Centres (HWRCs);
 - 5 Mechanical Biological Treatment (MBT) facilities (4 with Anaerobic Digestion);
 - 4 Transfer Loading Stations;
 - 1 Thermal Recovery Facility;
 - 1 Materials Recovery Facility;
 - 4 In-vessel Composting;
 - 2 Green Waste Shredding Facilities; and
 - 1 Energy Recovery Facility.
- 5.4 In September 2017, due to increasing costs and performance issues with the MBT facilities, the PFI contract was terminated and a short term (12 to 18 month) operating contract was entered into with Viridor Waste (Greater Manchester) Ltd (VWGM). GMCA is currently procuring future waste management providers to operate the facilities and to assist in delivering the aims of the Waste and Resource Strategy.
- 5.5 Currently the WMS focuses on how we waste less and recycle more, only burn waste to produce electricity or heat when we cannot recycle it and send nothing to landfill unless we have to. This is delivered by working alongside our partner Waste Collection Authorities and our contract partner VWGM, and finally but crucially, the communities we service across Greater Manchester.
- 5.5 In 2012 the WMS was reviewed and developed to achieve eight core policy objectives that support the delivery of 'our aim is zero waste' across four key themes:
- a) Saving resources;
 - b) Connecting with the community;
 - c) Protecting the environment; and
 - d) Supporting business.
- 5.6 The eight policy objectives were:

1. Reduce residual household waste to 400 kg per household by 2025 (equivalent to a 50% reduction across Greater Manchester against a 2008/09 baseline), through waste prevention, re-use and recycling;
2. To meet the 50% recycling target across Greater Manchester by 2015, stretching to 60% by 2025, focusing on providing quality materials for closed loop recycling, thus promoting resource efficiency and supporting the economy by providing access to secondary raw materials;
3. To reduce the amount of residual waste landfilled to the minimum that can be technically and economically achieved, using a combination of prevention, reuse, recycling and recovery with a target to achieve 90% diversion from landfill by 2015;
4. To increase understanding of the actions that individuals can take to prevent, reuse, recycle and recover wastes through education leading to a sense of community ownership;
5. To support behavioural change through a combination of measures that increase the opportunity and motivation to prevent, reuse and recycle wastes, and reduce the opportunity to throw away wastes that have not been separated;
6. To utilise the wider community sector to communicate with residents and businesses, and to financially back the best community sector innovations to deliver services that will reduce, reuse and recycle wastes;
7. To improve the environmental management of waste by using the waste hierarchy (supported by life cycle assessment) to identify the most appropriate way to treat wastes, thus saving material resources or replacing fossil fuels; and
8. To support business to reduce, reuse, recycle and recover waste, and increase understanding of the actions government and business can take to develop increased producer responsibility.

5.7 SAVING RESOURCES

5.7.1 Within this area, there are 3 hard targets:

- a) 400kg residual waste per household by 2025;
- b) 50% recycling by 2015 & 60% by 2025; and
- c) 90% diversion from landfill by 2017

5.7.2 In 2016/17 we achieved:

- a) 462kg residual waste per household;

- b) 46.77% combined recycling rate; and
- c) 88% overall diversion rate.

5.8 CONNECTING WITH THE COMMUNITY

5.8.1 Within this area, the current WMS focuses on the following:

- a) access to information through the Recycle for Greater Manchester (R4GM) website;
- b) awareness raising;
- c) education service;
- d) increasing performance through campaigns;
- e) engaging with the wider community sector; and
- f) promoting behavioural change.

5.8.2 Since the approval of the WMS, the WDA has invested significantly in this area, through GM wide and targeted campaigns. In 2017, the WDA agreed a long term Behavioural Change & Communications Strategy, which in turn transferred the existing communications team from the Waste Management Contractor back in-house.

5.8.3 Over the last 12 months the Behavioural Change Team have focused on reviewing and researching the above areas to maximise performance in delivering the Behavioural Change & Communications Strategy. Moving forward an 18 month action plan has been agreed to proactively raise awareness and promote behavioural change.

5.9 PROTECTING THE ENVIRONMENT

5.9.1 Within this section, a number of environmental targets were set, these included:

- a) improving environmental management of waste by using the waste hierarchy, supported by the life cycle assessment;
- b) supporting the Greater Manchester Climate Change Strategy; and
- c) Supporting the renewable energy industry.

5.9.2 Since the commencement of the PFI Contract in 2009, which incorporated £621m investment in an environmental

sustainable solution, the Authority continues to focus on, where possible, reducing carbon emissions and renewable energy. In 2015, the WDA procured the installation of a solar farm which became functional in 2016. Moving forward the Waste and Resources Team proposes to continue to have strong links with the Green Cities agenda.

5.10 SUPPORTING BUSINESSES

5.10.1 The WMS sets out how the Authority can support business through:

- a) increasing producer responsibility;
- b) better business waste management;
- c) smarter procurement; and
- d) offering recycling services to businesses(Districts operate commercial collection and trade waste recycling facilities).

5.10.2 This is an area which, whilst is subject to ongoing development and will receive greater focus under GMCA. A number of initiatives have been trialled, including a Trade Waste Pilot to increase recycling, working with retailers on producer responsibility (eg Co-operative Food Group changing pizza packaging) and pilots trialled through the LIFE+ Communications scheme.

6. EUROPEAN UNION (EU) WASTE MANAGEMENT TARGETS

6.1 Over the last two years the WDA has been lobbying and attending Eurocities meetings to influence the direction and metrics of the EU's Circular Economy Directive which incorporates waste management targets.

6.2 The Waste Management Targets for reuse and recycling of municipal waste in the Circular Economy Directive have been published:

2025	2030	2035
55%	60%	65%

The metrics around the above targets however have yet to be released.

6.3 In addition to the above targets the Directive also sets out some additional targets:

- a) by 1 January 2025, separate collections for textiles and hazardous-waste from households;

- b) by 31 December 2023, Biowaste is either collected separately or recycled at source (e.g. home composting);
- c) by 2030 Member states must endeavour that waste suitable for recycling or other recovery, in particular in municipal waste, shall not be accepted in landfill. The only exception is for waste for which landfilling delivers the best environmental outcome; and
- d) specific targets for packaging have been set for 2025 and 2030.

	By 2025	By 2030
All Packaging	65%	70%
Plastic	50%	55%
Wood	25%	30%
Ferrous metals	70%	80%
Aluminium	50%	60%
Glass	70%	75%
Paper & Cardboard	75%	85%

7. 25 YEAR ENVIRONMENT PLAN/GREEN GROWTH PLAN

- 7.1 In January 2018 the Government launched its [25 year Environment Plan](#) which sets out a long term approach to protecting and enhancing England's natural landscapes and habitats.
- 7.2 As part of the plan, it sets out ambitious actions in relation to 'Increasing resource efficiency and reducing pollution and waste' (Chapter 4). These targets include:
 - a) zero available waste by 2050 by looking at the whole life-cycle from production to usage and what we do at the end of their lives;
 - b) achieving zero avoidable plastic waste by the end of 2042;
 - c) reducing food supply chain emissions and waste working towards no food waste entering landfill by 2030;
 - d) improving management of residual waste;
 - e) no waste to landfill by 2042; and
 - f) the intention to launch the Resource and Waste Strategy in 2018, by leading in resource efficiency.

8. ENGLAND'S RESOURCE & WASTE STRATEGY

- 8.1 On 22 and 23 February 2018, meetings took place with Defra and WRAP to discuss the England's Resource & Waste Strategy.
- 8.2 Defra confirmed that the new Resource and Waste Strategy would be published in Autumn 2018 and is likely to cover the following areas, building on the aspirations in the 25 year Environment Plan:
- a) an increase in municipal waste targets (55% by 2025, 60% by 2030 and 65% by 2035). Definition still to be determined. These may be different to the EU's Waste Management targets as whilst the EU's Circular Economy Directive will be formally adopted in to law (within 2 years) this will be after the UK have left the EU;
 - b) a performance dashboard approach to reach the above target rather than a blanket hard target set against previous performance and potential;
 - c) resource consumption (maximising resources minimising environment impacts);
 - d) consistency of collection regimes, including collection of similar range of materials from households;
 - e) product rationalisation, including on-package labelling; and
 - f) increase end producer responsibilities, by funding requirements and recycling.
- 8.3 Clearly it is important that, if possible, prior to publication of the Strategy, we fully understand the impact of any targets and where possible influence any definitions/metrics which may be included. It was therefore suggested, agreed and welcomed by the Department for Food and Rural Affairs (Defra) and the Waste Resources Action Programme (WRAP) that a meeting with all the joint Waste Disposal Authorities and Lancashire C.C (approximately 20% of England's Municipal Waste), be arranged to discuss the Strategy in more detail.

9. GREATER MANCHESTER STRATEGY

- 9.1 In October 2017 GMCA launched the Greater Manchester Strategy, which sets out key priority areas in relation to waste. These are:
- a) Priority 2: Young people equipped for Life:
 - i. carbon literacy embedded within School Curriculum including Resource Management and Behavioural Change programmes.

- b) Priority 4: A thriving and Productive Economy in all parts of Greater Manchester:
 - i. Regional reprocessing capacity and demand for secondary raw materials recovered from GM Waste Streams; and
 - ii. Waste and Resource Management infrastructure built into planning requirements for new town centre and urban developments.
- c) Priority 7: A green city region and a high quality culture and leisure offer for all:
 - i. District Heating Network supplied by Energy from Waste;
 - ii. zero waste to landfill;
 - iii. establish a waste to energy pathway for residual commercial waste;
 - iv. influence consumer behaviour/choice (Circular Economy); and
 - v. 60% recycling of household waste by 2025.
- d) Priority 10: An age friendly Greater Manchester:
 - i. influence consumer behaviour/choice; and
 - ii. enhanced opportunities for environmental volunteering.

10. WASTE AND RESOURCES STRATEGY

- 10.1 With the review of the WMS commencing at the time when national and GM Strategies/Plans have either been published or are emerging, it's timely to reflect whether the current WMS should be extended to incorporate the 'Resource' (Circular Economy) element.
- 10.2 As part of the review of the Strategy it is proposed that an extensive consultation with all key stakeholders and the public take place over the next three months to enable a draft strategy to be considered by the Committee in October/November 2018 prior to the approval programmed for March 2019.

11. RISK ASSESSMENT

- 11.1 There are currently no risks associated with the content of this report, however as the Strategy develops any risks identified will be incorporated within the Risk Register.

The following is a list of the background papers on which this report is based in accordance with the requirements of Section 100D(1) of the Local Government Act 1972. It does not include documents, which would disclose exempt or confidential information as identified by that Act.

- Environment Plan & Waste Management Strategy

The above papers and documents may be inspected during normal office hours at GMCA, Churchgate House, 56 Oxford Street, Manchester M1 6EU.