

Greater Manchester Joint Waste Development Plan

Authority Monitoring Report April 2020 – March 2025

July 2025

Introduction

1. This is the seventh Authority Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Waste Plan (Waste Plan), which was adopted on 26th April 2013.
2. This AMR covers the period from 1st April 2020 to 31st March 2025.
3. The Waste Plan forms part of the statutory development plan for the following Authorities: Bolton; Bury; Manchester; Oldham; Rochdale; Salford; Stockport; Tameside; Trafford; and Wigan. This AMR reports on behalf of the ten authorities.

Background to the Waste Plan

4. 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.
5. 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.

Waste Plan Policy Monitoring

Policy 1: Commercial and Industrial Waste: Energy Recovery Capacity

6. This policy sets out the annual requirement for recovery of energy from waste that planning applications for new facilities would be assessed against. The target and variance for capacity required in this reporting period is:

Year	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

7. No additional energy recovery capacity was recorded during the period 1st April 2020 – 31st March 2025. The available capacity is 128,000 tonnes per annum. The variance is greater than 10% and the target not met.

Policy 2: Non hazardous Waste: Disposal

8. This policy sets out the indicative cumulative capacity required (tonnes per annum) for non-hazardous landfill that planning applications for new facilities would be assessed against. The target and variance for capacity required in this reporting period is:

Year	Target –capacity required (cumulative)	Variance
2020	3,336,000 tonnes	Capacity is 10% more or less than the capacity required for the year in question
2021	3,692,000 tonnes	
2022	4,048,000 tonnes	
2023	4,404,000 tonnes	
2024	4,792,000 tonnes	

9. The dataset *Remaining Landfill Capacity: England as at end 2023*¹ lists two landfills in Greater Manchester with capacity remaining at the end of 2023 and site type of either 'Non hazardous landfill with SNRHW² cell' or 'Non

¹ [Remaining Landfill Capacity - data.gov.uk](https://data.gov.uk/dataset/remaining-landfill-capacity-england-as-at-end-2023)

hazardous'. However, one of these, Harwood Quarry Landfill (Bolton), only accepted inert waste during the monitoring period.

10. The only landfill taking non-hazardous waste in Greater Manchester with capacity at the end of 2023 was Pilsworth South Landfill (Bury), which was recorded as having a remaining capacity of 5,634,597 cubic metres. Therefore the target has been met. The end date of the planning permission at this landfill is 31st December 2028.

Policy 3: Hazardous Waste: Disposal Capacity

11. 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:

Year	Target – capacity required	Variance
2020 to 2023	No additional capacity required	Capacity is 10% more or less than the capacity required for the year in question
2024	68,000	Capacity is 10% more or less than the capacity required for the year in question
2025	136,000	Capacity is 10% more or less than the capacity required for the year in question

12. No additional disposal capacity for hazardous waste was permitted during the reporting period.
13. Pilsworth South Landfill in Bury has a specialist cell for the disposal of stable, non-reactive hazardous waste. The end date of planning permission at this site is 31st December 2028. Therefore this specialist cell continues to be available and the target has been met. A total of 4,577 tonnes hazardous waste, predominantly asbestos wastes, was received here in 2023².

² Source – [2023 Waste Data Interrogator](#)

Policy 4: Site Allocations

14. 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 is:

Target: Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.

Variance: Less than 100% of appropriate applications granted permission / demonstrate the highest level of recycling.

15. No new planning permissions for waste management were granted during the period 2020-2023 on the site allocations identified in the Waste Plan. An application for a waste facility at OL5 Land at Millstream Lane, Oldham, was refused in 2021 on the basis of risk to groundwater and risk of odour/pest nuisance. The applicant did not appeal this decision. This target is not applicable.

16. With the exception of W4 CA Site, Makerfield Way (which had an existing use for waste management when the Waste Plan was adopted), none of the sites allocated for waste management facilities in the Waste Plan have been developed for waste uses.

Table 1 Planning applications on sites allocated through the Waste Plan during the reporting period

Site Ref	Authority	Site Name	Site Developed for waste?	Planning Ref	Decision and Date
BL9	Bolton	Watersmeeting C South Triangle	No		
BL11	Bolton	226-228 Waterloo Street	No		
OL4	Oldham	Land off Mosssdown Road	No		
OL5	Oldham	Land at Millstream Lane	No	FUL/346610/21	Refused 11.8.2021
ST2	Stockport	Plot 5, Bredbury Parkway	No		
TR8a	Trafford	Land adjacent to Tank Farm Chemical Treatment Works	No		
W4	Wigan	CA Site, Makerfield Way	Part of this site is in use as a waste management facility		

Policy 5: Area Allocations

17. 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: Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant

Variance: Less than 100% of appropriate applications granted permission / demonstrate the highest level of recycling.

18. Planning permission was granted for 3 waste developments on area allocations across Greater Manchester between 1st April 2020 and 31st March 2025. These applications demonstrated the highest level of recycling and therefore this target has been met.

Table 2 Planning applications on areas allocated in the Waste Plan during the reporting period

Site Ref	Authority	Site Name	Planning Ref	Address	Description	Decision and date
TR17	Trafford	Land at Trafford Park	100117/FUL/20	Electricity Sub Station On The West Side Of Trafford Park Road	Use of the site as a waste transfer station and ELV depollution site. [...]	Approve with conditions - 10.10.2020
SL2	Salford	Clifton Industrial Estate	20/76423/FUL	Units 1 To 3, Junction Business Park, Rake Lane	Erection of building for B2 Use (general industrial) to form extension to existing recycling facility [...]	Approve with conditions – 04.03.2021
TR17	Trafford	Land at Trafford Park	106592/FUL/21	Ocean Estates Trafford Park Road	Erection of a purpose built waste transfer building to be erected for the sortation of off-site food waste [...]	Approve with conditions – 15.07.2022

Policy 6: Inert Residual Waste Disposal

19. This policy sets out the criteria under which permission will be granted for inert residual waste disposal.

Target: Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.

Variance: Less than 100% of appropriate applications granted permission / demonstrate the highest level of recycling.

20. No planning permissions for inert residual waste disposal were granted or refused between 1st April 2020 – 31st March 2025 so this target is not applicable.

21. There are 2 inert landfills recorded as having remaining capacity at the end of 2023. These are Pilkington Quarry (Bolton) and Morley's Quarry (Wigan). The total recorded remaining capacity at these sites at the end of 2022 was 1,018,532 m³. As set out in paragraph 15, Harwood Quarry in Bolton has a license to accept non-hazardous waste landfill but in practice accepted inert materials during the reporting period. The remaining capacity at Harwood Quarry at the end of 2023 was 729,282 m³.

22. Permission was granted on 04.07.2023 to vary conditions 2, 3, 10, 17 & 18 of Application Reference Number: A/20/90250/MAJMIN: to amend the timescales for completion of works to 31st December 2030 at Whitehead Landfill.

23. The assumed remaining permitted void space is below:

Table 3 Remaining Capacity and Waste received at inert landfill, 2023

Site Name	Remaining capacity as at end 2023 (cubic metre) ³	Waste Received 2023 (tonnes) ⁴
Pilkington Quarry (Bolton)	696,677	148,566
Morley's Quarry (Wigan)	321,855	37,532
Whitehead Landfill (Wigan)	0	224,627

Policy 7: Non Hazardous Residual Waste Disposal

24. 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 is:

Target: Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.

Variance: Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

No planning applications for non-hazardous residual waste disposal were determined during the monitoring period 1st April 2020 – 31st March 2025 therefore this target is not applicable.

Policy 8: Requirement for Combined Heat and Power

25. 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

³ [Remaining Landfill Capacity - data.gov.uk](https://data.gov.uk)

⁴ [2023 Waste Data Interrogator](#)

heat and power (CHP) unless it can be demonstrated that they have the potential to deliver important waste infrastructure.

Target: Eligible energy recovery facilities generate heat and energy.

Variance: Less than 75%

26. No applications for combined heat and power were decided between 1st April 2020 – 31st March 2025 therefore this target is not applicable.

Policy 9: Restoration and Aftercare

27. This policy sets out a requirement for applications for landfill/land raise to demonstrate that the site will be adequately restored.

Target: 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.

Variance: Non-compliance with the standards.

28. No planning permissions were granted for the disposal of inert waste between 1st April 2020 – 31st March 2025 therefore this target is not applicable.

Policy 10: Unallocated Sites

29. This policy sets out the criteria under which applications for waste management facilities on unallocated sites will be permitted.

Target: 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.

Variance: Non-compliance with the standards. Less than 100% of applications granted permission. Less than 100% of appropriate applications apply HRA Screening.

30. The following planning decisions were made on applications for waste uses on unallocated sites that would result in a change in waste management capacity during the period 1st April 2020 – 31st March 2025. These applications were determined in line with the requirements of Policy 10 therefore this target was met.

Table 4 Planning applications for waste management facilities at unallocated sites during the reporting period

Authority	Planning Ref	Address	Description	Decision and date
Bolton	12956/22	Unit 1A Slater Lane	Change of use to a waste transfer station and recycling facility (sui generis) for the receipt and treatment of mixed, dry, non-hazardous household, commercial and industrial and construction, demolition and excavation waste [...]	Approve with conditions – 20.09.2022
Wigan	A/22/93756/RET	Unit 2A Mort Lane Tyldesley	Change of use of land to mixed use Sui Generis scrap yard and storage/distribution. Retrospective application.	Approve with conditions – 20.01.2023
Tameside	23/00347/FUL	4 Groby Road North Audenshaw	Change of use from commercial vehicle breaker, repairs and sales to waste transfer station [...]	Approve with conditions – 15.12.2023
Bury	69956	Pilsworth Quarry, Pilsworth Road	Erection and operation of a Material Recycling Facility and associated works	Approve with conditions – 21.12.2023
Bury	71273	Pilsworth Quarry, Pilsworth Road	Erection and operation of Material Recycling Facility	Approve with conditions – 19.3.2025

Policy 11: Safeguarding of Allocated Sites

31. 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: Sites of key importance for the achievement of the Waste Plan Retained

Variance: 100% of sites retained

32. No planning applications were determined between 1st April 2020 and 31st March 2025 on safeguarded sites therefore this target is not applicable.

Policy 12: Safeguarding Existing Waste Management Capacity

33. 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: Sites of key importance for the achievement of the Waste Plan Retained

Variance: 100% of sites retained.

34. No such applications were determined during the period 1st April 2020 – 31st March 2025 therefore this target is not applicable.

Monitoring of Scenario 2 of the Needs Assessment

35. 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: 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.

Variance: Year specific targets not achieved

36. This target is no longer applicable as it refers to a 2015 target date. New national waste targets have been introduced since the Waste Plan was adopted and these will be used to inform evidence base work on a new joint Minerals and Waste Plan.

Conclusion of Monitoring Report

37. Plans are required by law to be reviewed at least once every five years, starting from the date of adoption. Such a review is focused on deciding whether plan policies remain relevant and effective in addressing local needs. Where policies are no longer considered to be relevant or effective, the plan should be updated in whole or part. Minerals and waste planning authorities are also required to prepare and maintain a 'minerals and waste plan timetable' which sets out key information relating to the coverage of their minerals and waste plans, as well as a timetable for preparation.
38. There have been numerous national policy and legislative changes since adoption of the Waste and Minerals Plans, including the publication of the Greater Manchester Sustainable Consumption and Production Plan 2022- 2025. The policies in the plans are no longer effective in addressing specific local issues. With regards to the Waste Plan, the annual monitoring has shown that the monitoring target for Policy 1: Commercial and Industrial Waste: Energy Recovery Capacity has not been met. Monitoring of Policy 4: Site Allocations has shown that the sites allocated in the Waste Plan have not come forward for waste uses as envisaged in the Plan.
39. At a meeting held on 28th March 2025⁵, the AGMA Executive Board considered options on how to update the two plans and concluded that their replacement with a single, joint plan covering both minerals and waste matters offers benefits in terms of resource efficiencies (economy of scale) and will ensure that Greater Manchester can continue to deliver housing and infrastructure and ensure that recent policy changes relating to the environment and climate change are considered.
40. In order to progress a joint minerals and waste plan, each of the 10 GM authorities was required to obtain council approval. Approval from each Council was obtained in July 2025.

⁵ **Greater Manchester Combined Authority** – AGMA meeting information 28th March 2025

41. GMCA has also produced a monitoring report for the Minerals Plan. Further information on monitoring of the Minerals Plan can be found in the Greater Manchester Minerals Development Plan – Authority Monitoring Report April 2020 – March 2025 ([Greater Manchester Joint Minerals Development Plan - Greater Manchester Combined Authority](#)).