

**GREATER MANCHESTER WASTE & RECYCLING COMMITTEE**

**DATE:** Wednesday, 17th January, 2024

**TIME:** 10.00 am

**VENUE:** The Mechanic's Institute, The Hall,  
103 Princess Street,  
Manchester, M1 6DD

**AGENDA**

**1. Apologies**

**2. Chairs Announcements and Urgent Business**

**3. Declarations of Interest**

1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer 48 hours in advance of the meeting.

<b>BOLTON</b>	<b>MANCHESTER</b>	<b>ROCHDALE</b>	<b>STOCKPORT</b>	<b>TRAFFORD</b>
<b>BURY</b>	<b>OLDHAM</b>	<b>SALFORD</b>	<b>TAMESIDE</b>	<b>WIGAN</b>

Please note that this meeting will be livestreamed via [www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk), please speak to a Governance Officer before the meeting should you not wish to consent to being included in this recording.

- |    |  |         |
|----|--|---------|
| 4. | <b>Minutes of the GM Waste &amp; Recycling Committee</b><br>To consider the approval of the minute of the meeting held on 11 October 2023.                                       | 5 - 16  |
|    |  |         |
| 5. | <b>Contract Update</b><br>Report of Justin Lomax, Head of Contract Services and Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached.                | 17 - 28 |
|    |  |         |
| 6. | <b>Review of the Impact of the Household Waste Recycling Centre Access Policy</b><br>Report of Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached. | 29 - 40 |
|    |  |         |
| 7. | <b>Asset Management Project Updates</b><br>Report of Michael Kelly, Head of Engineering and Asset Management, GMCA Waste and Resources Team attached.                            | 41 - 56 |
|    |  |         |
| 8. | <b>Biowaste Management Strategy</b><br>Report of Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached.   | 57 - 64 |
|    |  |         |
| 9. | <b>The Management of Carbon Emissions from Non-Recyclable Residual Waste</b><br>Report of Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached.      | 65 - 72 |

**10. Budget and Levy 2024/25 and Medium-Term Financial Plan to 2026/27 73 - 88**

Report of Steve Wilson, GMCA Treasurer attached.

**11. Sustainable Consumption and Production Update 89 - 108**

Report of Sarah Mellor, Head of Sustainable Consumption and Production, GMCA Environment Team attached.

**12. Dates and Times of Future Meetings**

Thursday 14<sup>th</sup> March 10am-12noon

**13. EXCLUSION OF THE PRESS AND PUBLIC**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business on the grounds that this involved the likely disclosure of exempt information, as set out in the relevant paragraphs of Part 1, Schedule 12A of the Local Government Act 1972 and that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

**PART B**

**14. Contracts Update 109 - 116**

Report of Justin Lomax, Head of Contract Services and Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached.

**15. Provision of Future Waste Disposal Services 117 - 148**

Report of Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team attached.

For copies of papers and further information on this meeting please refer to the website  
[www.greatermanchester-ca.gov.uk](http://www.greatermanchester-ca.gov.uk). Alternatively, contact the following  
Governance & Scrutiny Officer: Kerry Bond, Senior Governance & Scrutiny Officer  
✉ [kerry.bond@greatermanchester-ca.gov.uk](mailto:kerry.bond@greatermanchester-ca.gov.uk)

This agenda was issued on Tuesday, 9 January 2024  
on behalf of Julie Connor, Secretary to the Greater Manchester Combined Authority,  
Churchgate House, 56 Oxford Street, Manchester M1 6EU

# **Greater Manchester Waste & Recycling Committee – 17 January 2024**

## **Declaration of Councillors' Interests in Items Appearing on the Agenda**

Name: \_\_\_\_\_

Date: \_\_\_\_\_

<b>Minute Item No. / Agenda Item No.</b>	<b>Nature of Interest</b>	<b>Type of Interest</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>
		<b>Personal / Prejudicial / Disclosable Pecuniary</b>

Please see overleaf for a quick guide to declaring interests at GMCA meetings.

## Quick Guide to Declaring Interests at GMCA Meetings

Please Note: should you have a personal interest that is prejudicial in an item on the agenda, you should leave the meeting for the duration of the discussion and the voting thereon.

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

1. Bodies to which you have been appointed by the GMCA
2. Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

**You are also legally bound to disclose the following information called Disclosable Personal Interests which includes:**

1. You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated).
2. You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
3. Any sponsorship you receive.

**Failure to disclose this information is a criminal offence**

### **Step One: Establish whether you have an interest in the business of the agenda**

1. If the answer to that question is 'No' then that is the end of the matter.
2. If the answer is 'Yes' or Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

### **Step Two: Determining if your interest is prejudicial**

A personal interest becomes a prejudicial interest:

1. where the wellbeing, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
2. the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

**For a non-prejudicial interest, you must:**

1. Notify the governance officer for the meeting as soon as you realise you have an interest.
2. Inform the meeting that you have a personal interest and the nature of the interest.
3. Fill in the declarations of interest form.

**To note:**

1. You may remain in the room and speak and vote on the matter
2. If your interest relates to a body to which the GMCA has appointed you to, you only have to inform the meeting of that interest if you speak on the matter.

**For prejudicial interests, you must:**

1. Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting).
2. Inform the meeting that you have a prejudicial interest and the nature of the interest.
3. Fill in the declarations of interest form.
4. Leave the meeting while that item of business is discussed.
5. Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

**You must not:**

Participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business, participate in any vote or further vote taken on the matter at the meeting.

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## **MINUTES OF THE ANNUAL MEETING OF THE GMCA WASTE AND RECYCLING COMMITTEE HELD ON WEDNESDAY 11<sup>TH</sup> OCTOBER 2023 AT GREATER MANCHESTER COMBINED AUTHORITY**

### **PRESENT:**

Bolton Council	Councillor David Chadwick
Bolton Council	Councillor Richard Silvester
Bury Council	Councillor Alan Quinn (in the Chair)
Manchester CC	Councillor Lee-Ann Igbon
Manchester CC	Councillor Shaukat Ali
Rochdale Council	Councillor Peter Rush
Salford CC	Councillor David Lancaster
Salford CC	Councillor Arnold Saunders
Stockport Council	Councillor Dena Ryness
Stockport Council	Councillor Mark Roberts
Trafford Council	Councillor Stephen Adshead
Trafford Council	Councillor Tom Ross

### **OFFICERS IN ATTENDANCE:**

GMCA Chief Executive	Eamonn Boylan
GMCA Waste & Resources	David Taylor
GMCA Deputy Monitoring Officer	Gwynne Williams
GMCA Waste & Resources	Justin Lomax
GMCA Waste & Resources	Michael Kelly
GMCA Waste & Resources	Paul Morgan
GMCA Environment	Michelle Lynch
GMCA Finance	Lindsey Keech
GMCA Waste & Resources	Michelle Whitfield
GMCA Environment	Sarah Mellor
GMCA Governance & Scrutiny	Kerry Bond

**DISTRICT OFFICERS IN ATTENDANCE:**

Bury Council

Daniela Dixon

**WRC 23/21 APOLOGIES**

Apologies for absence were received and noted from Councillors Josh Charters (Oldham), Pam Byrne (Oldham), and Karl Bircher (Rochdale)

Apologies were also received and noted from Steve Wilson (GMCA).

**WRC 23/22 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS**

There were no announcements or items of urgent business reported.

**WRC 23/23 DECLARATIONS OF INTEREST**

Members were reminded of their obligations under the GMCA Members' Code of Conduct and the requirement to complete an annual declaration of interest form. Members noted that once completed, their respective declarations of interest will be published on the GMCA website.

**RESOLVED/-**

1. There were no Declarations of Interest reported.

**WRC 23/24 MINUTES OF THE MEETING HELD ON 13<sup>TH</sup> JULY 2023**

The minutes of the previous meeting of the committee, held on 13<sup>th</sup> July 2023 were submitted.

**RESOLVED/-**

1. To approve the minutes of the meeting held on 13<sup>th</sup> July 2023.

## **WRC 23/25 CONTRACTS UPDATE**

Justin Lomax, Head of Contract Services, GMCA Waste and Resources Team introduced a report which provided an overview of the performance of the Waste and Resources Management Services (WRMS) and the Household Waste Recycling Centre Management Services (HWRCMS) contracts that commenced on 1 June 2019.

The report presented cumulative annual data, for the period up to the end of Quarter 1 (April 2023 to June 2023) of the financial year 2023/24 (Contract year 5), for the two Contracts held by Suez. An overview of the cumulative data, total waste arisings, and contamination levels, landfill diversion, HWRC recycling rates and HWRC visit levels were also provided.

The report outlined an event that had occurred over the last year that is reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR).

Members highlighted further concern about the contamination of the paper and card and other waste streams with disposable vapes. Members added that there is a serious risk of fire at the sites. Officers were made aware of a Home Office video of the risk of fire from the recycling of battery-operated products.

Members requested an overview of the impact of the introduction of the HWRC access restriction policy and van permit policy, in particular the vehicle length restriction of 5.3m.

Members supported officers in raising awareness of recycling across the city region. It was highlighted that more information could be made available to the public on

hard plastics. Officers stated that there would be a session with members, looking at what further products could potentially be collected for recycling and the costs and benefits. The outputs of this session would be used to inform whether an interim GM waste strategy is required.

Members noted the right direction of travel for recycling rates.

Members also complimented the staff at the Salford Road HWRC for their professionalism during visits to the site.

**RESOLVED /-**

1. That the report be noted.

**WRC 23/26      2023/24 BUDGET UPDATE AND BUDGET AND LEVY SETTING  
PROCESS FOR 2024/25 UNICATIONS AND BEHAVIOURAL  
CHANGE PLAN UPDATE**

Lindsay Keech, Head of Capital & Treasury Management, Finance GMCA, presented a report updating members on the forecast 2023/24 budget position as of quarter 1 and the timeline for setting the budget and levy for 2024/25.

The report highlighted the forecast revenue outturn for 2023/24 as of quarter 1. The forecast capital outturn for 2023/24 as at quarter 1, the medium-term financial plan to 2024/25 and the budget consultation and timeline.

**RESOLVED /-**

1. That the report be noted.

Michael Kelly, Head of Engineering and Asset Management, GMCA Waste and Resources Team provided an update on current asset projects presented at the last committee.

The report presented an update on the Reliance St HWRC Redevelopment, fire risk reduction measures, rail container weighing equipment, Every Street – access road, and other Category A Asset Projects.

Members raised awareness of the capacity of complaints due to the size of resident bins within the local area and that larger families may need larger bins. Officers noted that discussions with SUEZ had led to an understanding that additional material such as pots, tubs and trays may need to be recycled going forward and that members would be updated as this progresses.

The issue of fire risk reduction measures was once again highlighted by members who felt that the safety of staff at HWRCs was paramount. Members asked for capital investment to help secure these sites and pledged further support for health and safety.

Members were advised that a whole scale fire safety review will take place.

Officers confirmed that the Materials Recovery Facilities (MRF) review at Longley Lane and other facilities continues to look at capacity and availability and that an update will be brought to the January meeting.

Members thanked officers for the staff visit to a site in Bredbury.

Members raised the importance of climate change during this process and requested that future updates include carbon reduction and climate resilience measures within asset management.

Officers noted the threat of disposable vapes at the sites and the need to not be anti-vaping from a population health perspective. Members added that the introduction of a vape deposit return scheme could be a way of reducing the amount of vapes being disposed of inappropriately and littered.

**RESOLVED /-**

1. That the report and updates be noted.
2. To agree that a detailed update on the Materials Recovery Facilities (MRF) review be brought to the January meeting.
3. To agree that future updates include carbon reduction and climate resilience measures within asset management.

**WRC 23/28      COMMUNICATIONS AND BEHAVIOURAL CHANGE PLAN  
UPDATE**

Michelle Whitfield, Head of Communications and Behavioural Change, GMCA Waste and Resources Team introduced a report seeking feedback on the Recycle for Greater Manchester Communications & Engagement Behaviour Change Plan 2024/25.

The report highlighted the development of the R4GM Communications Plan, updates to the In the Loop campaign as well as the textiles and food waste contamination campaigns, the engagement sessions taking place at the education and visitor centres, and next steps.

Officers stated that there is a battery safety campaign to encourage people to recycle batteries correctly. Officers added that there are discussions with BBC producers about a 7-minute campaign film on how to correctly recycle batteries. Members requested that officers liaise with the designated officer at the Local Government Authority (LGA) on this issue.

Members agreed that communication is key for these campaigns and that influencers will be used to highlight key issues. Officers noted that an ethnographic study has taken place to see how members of the public access and use HWRCs and how this information can be used to develop policy strategy.

Officers noted the work taking place with SUEZ to support apprenticeships and traineeships alongside the GM Business Plan to decarbonise.

Members enquired about the performance of the Renew Shops. Officers stated that there are reports provided by SUEZ based on sale figures and targets. Officers stated that funds raised go into the Mayor's Charity and other community funds.

Members noted that providing pictorial information and in languages other than English for residents is critical as it allows for further inclusion. Members added that this could be added to a ward-level action plan on climate change, based on each neighbourhood and fed back into the Waste & Recycling Committee. Members highlighted the importance of the report being accessible for residents.

Members asked if there is a piece of work being undertaken to help cope with the policy changes that the National Resources and Waste Strategy will make once announcements are made. Officers confirmed that work is taking place on this and that officers continue to liaise with Defra.

Members noted the growing trend for sustainable fashion and the need for communication support around the future of fast fashion and recycling.

## **RESOLVED /-**

1. To note the progress made in developing the communications plan.
2. To agree that a report providing further details on the performance of the Renew shops be brought to a future meeting.

**WRC 23/29**

**HOUSEHOLD WASTE RECYCLING CENTRE ACCESS  
POLICY AND VAN PERMIT SYSTEM**

Paul Morgan Head of Commercial Services, GMCA Waste and Resources Team provided a clarification of the changes made to the Household Waste Recycling Centre Access Policy and Van Permit System approved by this Committee in July 2023.

Members received updates on how the policy revision of vehicles have had positive effects on reducing the delivery of commercial/trade waste to HWRCS, the ability of motorhomes and campervans to visit the sites and next steps.

Members asked officers for advice on how they can support waste disposal for residents who carry out community work. Officers confirmed that arrangements can be made to take this waste to transfer loading facilities and that community groups should liaise with districts to arrange this.

Officers stated that they were now confident with the proposals on aligning vehicle sizes and don't envisage further revisions. Any other vehicles that may have had any bespoke changes will be reviewed individually.

**RESOLVED /-**

1. To note and endorse the clarification of the changes made to the Household Waste Recycling Centre Access Policy and Van Permit System approved by this Committee in July 2023.
2. To agree that the enquiry response contact details be emailed to members.

**WRC 23/30**

**SUSTAINABLE CONSUMPTION AND PRODUCTION  
UPDATE**



Sarah Mellor, Head of Sustainable Consumption and Production and Michelle Lynch, Principal Environment Officer Sustainably Consumption and Production, GMCA Environment Team provided a report that updated Members on the progress of a number of key projects within the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan.

Members were updated on the 4 key priority areas of the SCP Plan:

- Moving to a Circular Economy
- Managing Waste Sustainably
- Reducing Food Waste
- Moving to Sustainable Lifestyles.

Officers gave an update on progress of the 2019 Single Use Plastic Pact and the progress made towards Greater Manchester being single-use plastic free and key achievements, including:

- Plastic Free GM Campaign
- Green Carrier Bag Scheme
- Single Use Plastic Performance Toolkit
- Refill Destination Launch in September 2023
- Sustainability E-Module

Officers relayed information on the GM Green Summit that was held on Monday 2 October 2023 at the Lowry. Officers stated that there were over 1,500 people in attendance and over 2,000 people joining the summit online. Members welcomed the work that was done by officers for and at the Green Summit

Members asked whether there had been any analysis on budget reduction from pots, tubs and trays in possible deposit return schemes. Officers confirmed that analysis and work is ongoing with government and the industry.

Members noted the use of refillable cups and bottles to help give residents a cheaper refill price as well as supporting the reduction of waste in GM. Members

were advised that hygiene around this isn't an issue as clean cups are used when refills are requested.

Officers confirmed that refillable cup schemes are still in the early stages. Both members and officers felt that trial return schemes could be of use.

Officers stated that work on the preparation of various scenarios for the English Waste Strategy is ongoing in collaboration with district officers.

Members raised concerns about single-use plastics that are being used at Takeaways. Officers confirmed that these concerns will be taken to the Food Waste Task and Finish Group for discussion.

### **RESOLVED /-**

1. To note the progress of the key areas of activities currently being undertaken.
2. To agree that a workshops between Members and Officers be created to determine the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan.
3. To agree that a deep dive on food waste consumption data will be brought to a future meeting.
4. To agree that members concern around single use plastics in takeaway food outlets be taken to the Food Waste Task and Finish Group for discussion.

### **WRC 23/31                      WASTE PREVENTION PROGRAMME FOR ENGLAND**

Paul Morgan, Head of Commercial Services, GMCA Environment Team provided a report that updated the committee on the Government's Waste Prevention Programme published in July 2023 and its potential implications for the GMCA.

The report highlighted DEFRA's publication on waste prevention programmes for England: Maximising Resources, Minimising Waste and the governments priorities to manage resources and waste, across three cross cutting themes:

- Designing out waste,
- Systems and services
- Data and information

These themes will be applied to seven key sectors that combined will generate c.80m tonnes of waste per annum.

Next steps include a public consultation on new policy. The Plan aligns well with GMCA actions, work in sectors and collaboration with industry and academia.

#### **RESOLVED /-**

1. To note the report and the government's strategic approach to waste prevention.

#### **GMCA 23/32            DATES AND TIMES OF FUTURE MEETING**

Thursday 18th January 10am-12noon

Thursday 14th March 10am-12noon

#### **RESOLVED /**

1. The dates and times for future meetings were noted.

#### **GMCA 23/33            EXCLUSION OF THE PRESS AND PUBLIC**

#### **RESOLVED /-**

That, under section 100 (A)(4) of the Local Government Act 1972 the press and public should be excluded from the meeting for the following items on business because this involved the likely disclosure of exempt information, as set out in the relevant paragraph 3 of Part 1, Schedule 12A of the Local Government Act 1972 and

that the public interest in maintaining the exemption outweighed the public interest in disclosing the information.

## **GMCA 23/34            CONTRACTS UPDATE**

Justin Lomax, Head of Contract Services, Waste and Resources Team introduced a report updates the Committee on performance and commercial issues relating to the Waste and Resources (WRCMS) and Household Waste Recycling Centre Management Services (HWRCMS) Contracts that commenced on 1 June 2019.

### **RESOLVED/-**

1. To note the contract updates and key risks set out in the report.
2. To note the work programme in section 4 detailing the options appraisal for future service provision from April 2026.
3. To return to the committee in January 2024 with a full report on outcomes.

## Waste and Recycling Committee

Date: 17 January 2024

Subject: Contracts Update – Part A

Report of: Justin Lomax, Head of Contract Services & Paul Morgan, Head of Commercial Services, GMCA Waste and Resources Team

### Purpose Of Report

To update the Committee on performance of the Waste and Resource Management Services and Household Waste Recycling Centre Management Services Contracts that commenced on 1 June 2019 as well as an update on latest position on the English Resources and Waste Strategy.

### Recommendations:

Members of the Committee are recommended to:

1. Note and comment on all matters set out in the report.

### Contact Officers

Justin Lomax  
Head of Contract Services  
Waste and Resources Team  
[Justin.lomax@greatermanchester-ca.gov.uk](mailto:Justin.lomax@greatermanchester-ca.gov.uk)

Paul Morgan  
Head of Commercial Services  
[Paul.morgan@greatermanchester-ca.gov.uk](mailto:Paul.morgan@greatermanchester-ca.gov.uk)

## **Equalities Impact, Carbon and Sustainability Assessment:**

There are no equalities impacts arising from the matters set out in this report. A fundamental principle of the WRMS and HWRCMS contracts is the sustainable management of waste in order to reduce carbon emissions from landfill disposal. The carbon impacts of the contracts are monitored and provided annually by the contractor.

## **Risk Management**

Performance of the contracts and associated risks are captured in the GMCA corporate risk register.

## **Legal Considerations**

Activities set out in this report are in accordance with the terms of the WRMS and HWRCMS contracts.

## **Financial Consequences – Revenue**

Activities set out in this report are in accordance with the Waste revenue budget.

## **Financial Consequences – Capital**

Activities set out in this report are in accordance with the Waste capital budget.

**Number of attachments to the report:** None

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

19/1/2019 - Waste Procurement, Corporate Issues and Reform Committee

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

**Yes**

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## 1. Introduction

This report provides the Waste and Recycling Committee with an overview of performance of the Waste and Resources Management Services (WRMS) and the Household Waste Recycling Centre Management Services (HWRCMS) Contracts, with updates on key issues currently affecting the waste management services during this period.

## 2. Contract Performance

This report uses cumulative annual data, for the period up to the end of Quarter 2 (April 2023 to September 2023) of the financial year 2023/24 (Contract year 5), for the two Contracts held by Suez. This is the latest verified data available at the time of writing of the report.

### 2.1 Cumulative Data

Data is also provided for comparison with the current year to date, with the same period of the previous year, 2022/23:

<b>OVERALL Combined Performance (WCA + HWRC)</b>	<b>2023 / 2024</b>	<b>2022 / 2023</b>
<b>Cumulative data (Year to date)</b>		
Total arisings (t)	544,015	539,381
Recycling Rate*	48.94%	47.88%
Diversion Rate	100%	98.78%
<b>HWRC Combined Performance</b>		
Recycling Rate (Household Waste)*	58.33%	53.09%
Diversion (Household Waste)	98.81%	97.2%
<b>WCA Recycling Collections</b>		
Rejected Kerbside Recycling Collections (t)	420	834
MRF Contamination Rate (Commingled)	13.75%	13.45%

\*This Recycling Rate relates only to tonnage handled through the Suez contracts. It is not the same as the nationally reported Waste Data Flow recycling rate that will include other WCA waste and recycling streams that do not flow through the 2 Suez contracts.

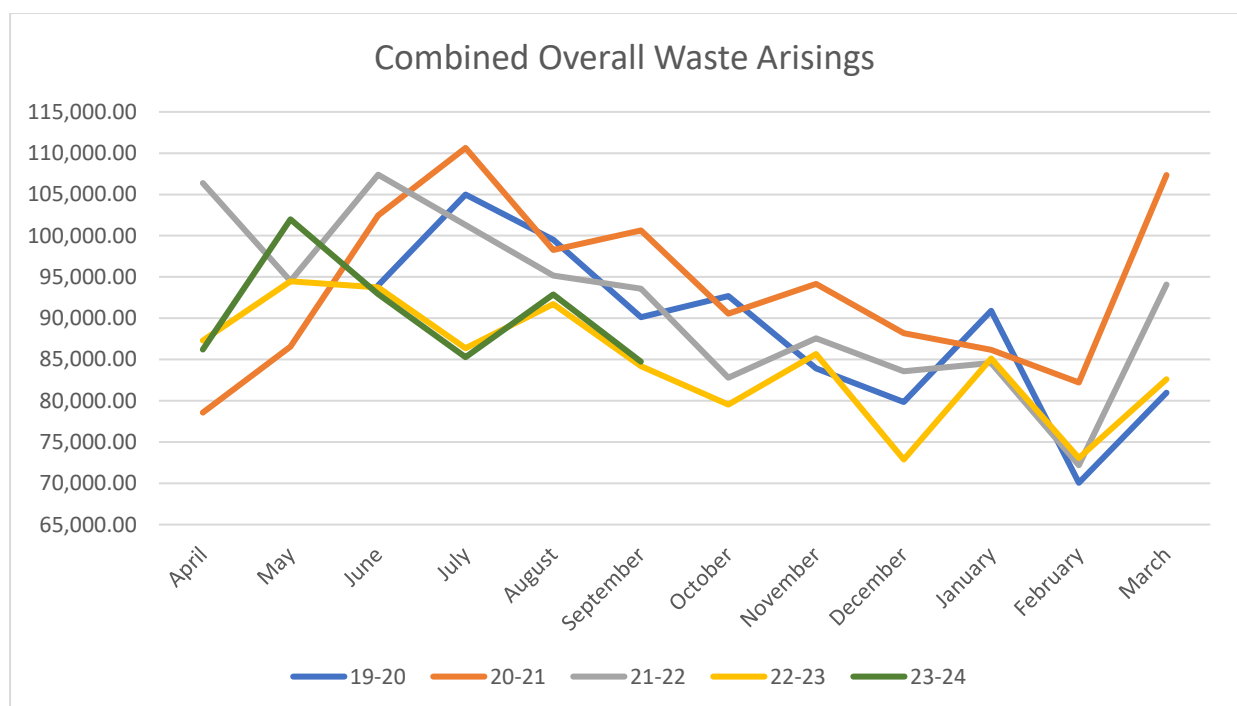


## 2.2 Total Waste Arisings

Total waste arisings for this period reached 544k tonnes(t), which was approaching 1% higher than for Quarter 2 of the previous year (2022/23).

The combined (overall) Contract Recycling rate was almost 49%, which has also increased, by just over 1% compared to the same period of last year. Across the HWRC network, the significant increase in the combined Recycling performance has been sustained, over 5% higher than this time last year, reaching over 58% for the first six months of the Contract year.

The graph below gives a comparison of the waste arisings for the previous 4 years of the Contracts with the year-to-date trend (green) line for 23/24 (noting that the blue line for 19/20 begins in June 19, reflecting the start date of the Contracts and the orange line for 20/21 reflecting quarter 1 Covid lockdown impacts). The trend line shows that, following the difference in May, the following four months have tracked the waste levels seen in the same period of the previous year, with a small increase in overall arisings (circa 5kt).



### **2.3 Landfill Diversion**

During Quarter 2, continuing the trend over Quarter 1, we have had further good performance at both Energy Recovery Facilities (ERF) in Runcorn and Bolton TRF. As covered in the Quarter 1 report, improvement and optimisation works have facilitated 100% diversion of residual (non-recycled) materials away from landfill. It must be noted, however, planned maintenance for both facilities carried out during Quarter 3, will affect the ability to maintain these levels.

### **2.4 Contamination Levels**

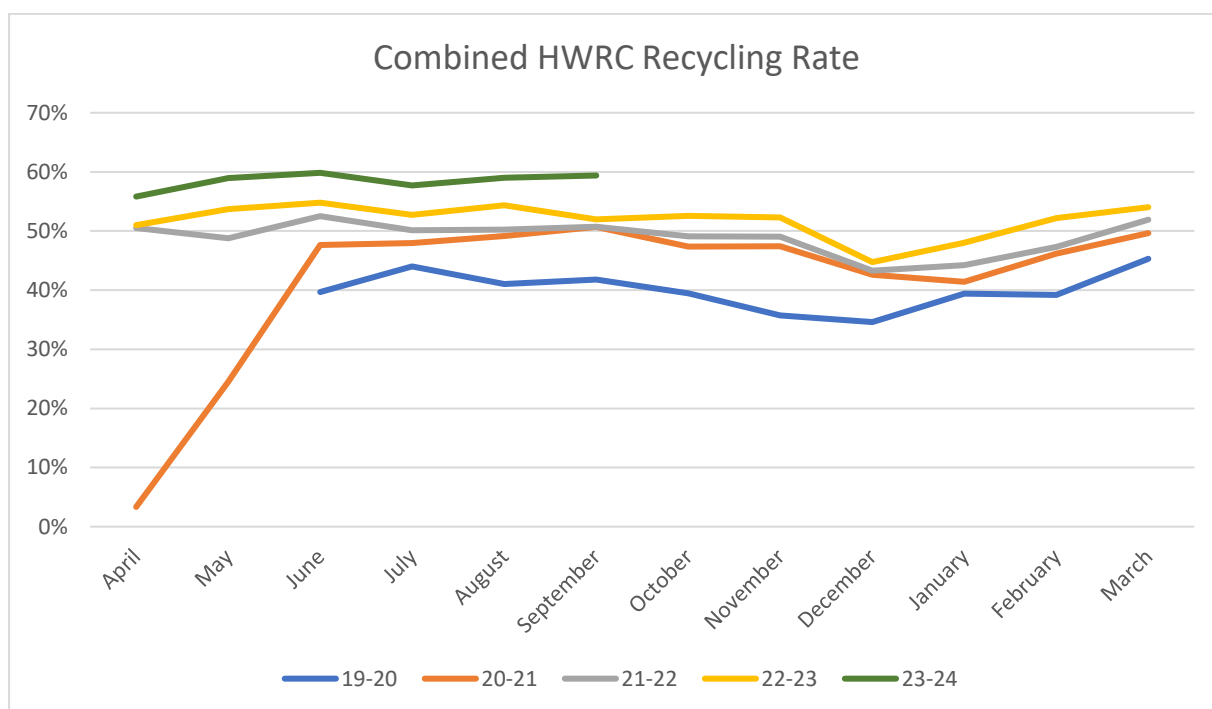
Contamination levels of kerbside collected recyclate, from unacceptable materials extracted by the MRF process, has risen slightly to 13.75% for Quarter 2. Additionally, 420t of materials had to be rejected at reception points due to excess unacceptable materials in the delivered loads.

### **2.5 Overall Combined Rates**

In summary, the overall performance for Quarter 2 of Contract year 5, across both Contracts combined (incorporating both WCA and HWRC tonnages), achieved a recycling rate of circa 49%, with a landfill diversion rate of circa 100%.

### **2.6 HWRC Recycling Rate**

For HWRCs across both Contracts (= 20 sites in total - WRMS has 9 sites, plus 11 in HWRCMS contract) the combined recycling rate for Quarter 2 of 23/24 was over 58%. The graph below gives a comparison of the combined recycling rates against the previous 4 Contract years to date. The trend for 23/24 (green line) shows the recycling rate across the HWRCs increased by over 5%, when compared to the same period last year. The graph below demonstrates that there has been a continued year on year increase in the recycling rates across the Contracts.



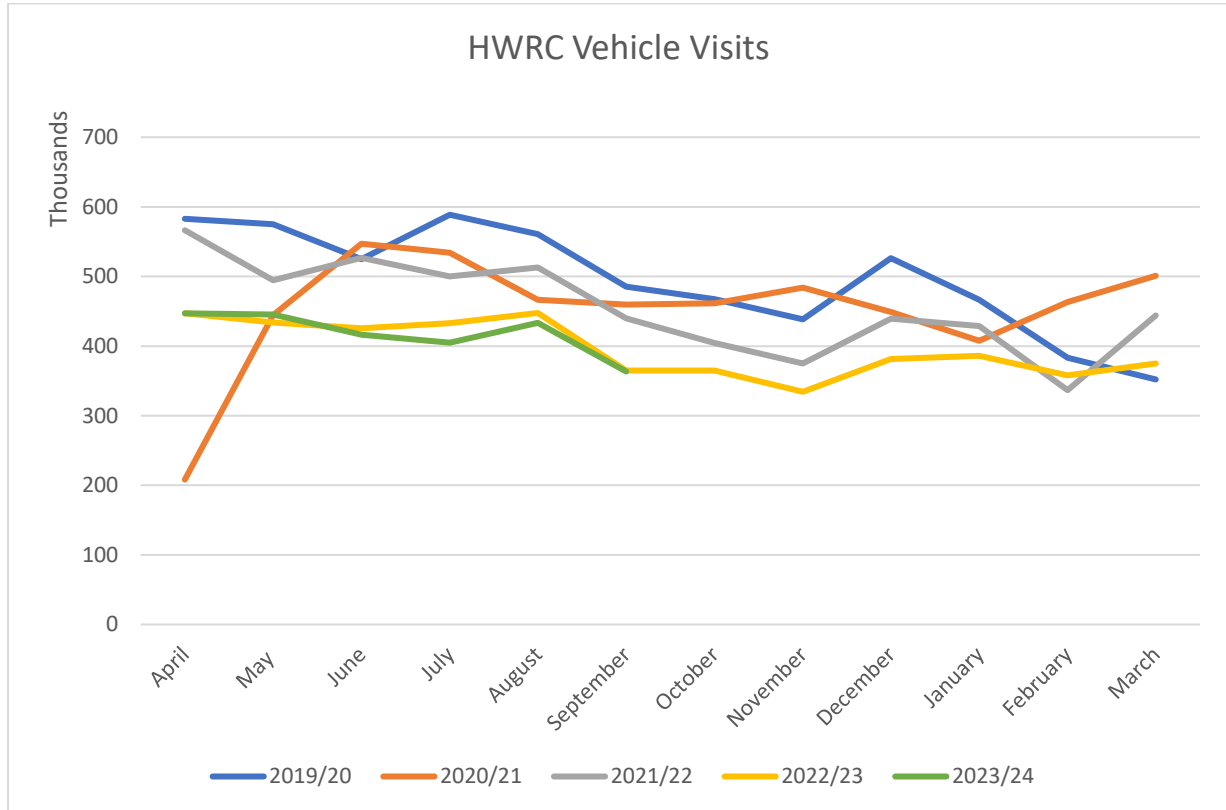
During Quarter 2 of 23/24 measures to maintain and increase recycling on the 20 HWRCs included the prevention of trade and cross-boundary waste via the ongoing Access Policy controls (meet and greet; ANPR system; van permit scheme). This has clearly had an impact on the numbers of site visits (see section 2.7) and the consequent delivered tonnage. Ongoing work from the Recycling Officers (employed by Suez in the Quarter 4 of 22/23), to specifically target the areas that will help promote and encourage recycling at the HWRC sites. The impact of these measures is being tracked and reported to monitor the outcomes.

For this fifth Contract year, 2023/24, further measures are to be implemented, including sampling of residual waste to analyse the composition and identify what recyclable materials are still being inaccurately disposed of. This information will allow the targeting of the particular streams being lost into the residual waste, both operationally on site and in communications to residents.

## 2.7 HWRC Visit Levels

The graph below shows monthly HWRC visit levels up to Quarter 2 of Contract Year 5 (April 23 to September 23 - green line on graph), compared with the previous four years.

There were over 2.5million(M) visits in the period, however, the trend of lower visitor numbers has continued, with a circa 40k less vehicles attending site (-1.6%) than seen in the first 6 months of last year.



### 3. Health And Safety

Health and Safety statistics are provided in the Contractor Monthly Services Reports for each Contract and are scrutinised at the monthly Suez Contract Management meeting.

#### 3.1 Reporting Categories

Health and Safety data is reported in key categories, separating incidents involving the Contractor staff and operations, from those involving members of the public (MoP), plus a Near Miss category. Near Miss, Incident and Notifiable Incident data is collected centrally and analysed to feed into local, regional and national lessons learned across the Contractor organisation and communicated to all staff.

### 3.2 RIDDORS

For the first six months of Contract year 5 (April 2023 to September 2023), year to date position, unfortunately there have been 3 events reportable under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (RIDDOR) 2013.

- 1) Location: Adswood HWRC - operative opening the front gate fell on a pothole causing grazes to his right hand, left forearm and injury to ribs. Pothole depth was circa 40mm. A temporary repair has been carried out and a full resurface has been programmed; and
- 2) Location: Longley Lane MRF. An operative sustained a cut and soft tissue damage to their finger during regular daily cleaning of MRF machinery. Suez has added an extra panel to block off this area to prevent reoccurrence.

Further to these incidents, we are also aware of an incident that has occurred in October that will fall under the RIDDOR category, for Quarter 3 reporting:

- 3) Location: Longley Lane MTR. It was reported a driver had twisted his ankle while closing the doors of a container on his RORO wagon. The driver was taken to Bolton hospital where an x-ray has shown a broken lower leg bone. An independent occupational health provider was immediately tasked to make contact with the employee to provide support to aid rehabilitation and return to work.

### 3.3 Year on Year Comparison

The table below shows a comparison of the number of RIDDOR incidents that have occurred by Contract year:

Year End	19-20	20-21	21-22	22-23	23-24 (Qtr 2)
RIDDORS	5	3	3	4	2

## 4. English Resources and Waste Strategy Update

Since the flurry of activity following the announcements around Simpler Recycling and the publication of government's response to the Consistency consultation progress has settled.

In November we attended the National Waste Collections Conference where some further information was forthcoming from various speakers. At this conference Defra confirmed:

- A lot of administrative and process work for the Packaging Extended Producer Responsibility (pEPR) was happening behind the scenes. The Shadow Scheme Administrator steering group meets for the first time after Christmas;
- The Recyclability Assessment Methodology will be completed in 2024. This is the methodology that will assess the characteristics of a packaging material and determine how much the producer will need to pay to cover its waste management costs;
- Illustrative base fees for the producers to be published in January.
- The payment model has been built and the first figure it produced was in the realms it was expected to be;
- The cost model is still in development;
- Street litter bin payments will come in 2nd scheme year (2026/27). There is not enough information on street litter bin waste quantities and compositions currently;
- The 'Effective and Efficient' project is creating Local Authority metrics and this workstream is scheduled to finish in spring 2024;
- Further information on the New Burdens capita to be announced "this year";
- Funding for the transition to weekly separate food waste collections to be announced 2024/25; and
- Ongoing food waste New Burdens funding to be announced after 2025/26.

#### **4.1 Transitional Arrangements**

An area of concern is the timing of the necessary regulations and supporting guidance. This impacts a number of areas including the application for Transitional Arrangements deferring the introduction of the food waste collection requirements for six of the nine GMCA authorities, the formalisation of the exemption for the collection of mixed organic waste and dry recycling. It is hoped these will reach the relevant documentation before a general election is announced.

## **4.2 MRF Regulations**

Associated with the pEPR is a change to the Materials Facilities Regulations. These regulations specify how the operators of materials recycling facilities (MRFs) should sample incoming material to ascertain its composition. As a result many MRFs had to set up small sampling processes (GMCA's Longley Lane MRF s no exception). From 1 October 2024, more materials facilities will need to sample and report their waste and in a more detailed and more frequent manner. This will impact processes at Longley Lane and we await proposals from Suez on how the changes will be introduced.

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## Waste and Recycling Committee

Date: 17 January 2024

Subject: Review of the impact of the HWRC Access Policy

Report of: Paul Morgan, Head of Commercial Services, Waste and Recycling Team

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### Purpose of Report

This report presents several strands of evidence to assess the impact of the restricting access to the Household Waste Recycling Centres on achieving the aims of the Policy.

### Recommendations:

Members of the Committee are requested to:

1. Note the report and the findings of the impact assessment; and
2. Note the amendment of the Controlled Waste Regulations as regards “DIY waste”.

### Contact Officers

Paul Morgan

Head of Commercial Services

Waste and Resources Team

[paul.morgan@greatermanchester-ca.gov.uk](mailto:paul.morgan@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

*To note that the HWRC Access Policy has reduced the use of the network by vans which (i) are favoured by traders who should not be using the network, and (ii) have the ability to carry larger quantities of waste. As a consequence, sites are less congested, staff are placed in positions of lower confrontation, tonnages are reduced and whilst recycling rates have grown.*

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment	G	Increased recycling rates contribute positively to the GMCA's net zero progress.
Consumption and Production	G	The HWRCs are a key provider of secondary materials for the circular economy.
Contribution to achieving the GM Carbon Neutral 2038 target	It contributes to the continuing promotion of reuse and recycling of household waste at the HWRCs and also encourages traders who may have previously used the HWRCs unlawfully to dispose of waste often without segregating for recycling.	
Overall	<div> <div>G</div> <div>Positive impacts overall, whether long or short term.</div> </div>	<div> <div>A</div> <div>Mix of positive and negative impacts. Trade-offs to consider.</div> </div> <div> <div>R</div> <div>Mostly negative, with at least one positive aspect. Trade-offs to consider.</div> </div> <div> <div>RR</div> <div>Negative impacts overall.</div> </div>

## Risk Management

There are no risk considerations arising from this report.

## Legal Considerations

There are no legal considerations arising from this report.

## Financial Consequences – Revenue

There are no revenue considerations arising from this report.

## Financial Consequences – Capital

There are no capital considerations arising from this report.

**Number of attachments to the report:** None.

**Comments/recommendations from Overview & Scrutiny Committee**

N/A

**Background Papers**

- 11<sup>th</sup> October Committee Meeting report [GMCA Part A Report Template \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk/gmca-part-a-report-template)
- 13<sup>th</sup> July Committee Meeting report - [GMCA Part A Report Template \(greatermanchester-ca.gov.uk\)](https://greatermanchester-ca.gov.uk/gmca-part-a-report-template)
- For the amendments to the Controlled Waste Regulations: [The Controlled Waste \(England and Wales\) \(Amendment\) \(England\) Regulations 2023 \(legislation.gov.uk\)](https://legislation.gov.uk/uk/2023/11/12/the-controlled-waste-regulations-2023) and [The Controlled Waste \(England and Wales\) \(Amendment\) \(England\) Regulations 2023 \(legislation.gov.uk\)](https://legislation.gov.uk/uk/2023/11/12/the-controlled-waste-regulations-2023)

**Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

Yes

**Exemption from call in**

N/A

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

N/A

# 1. Introduction/Background

In July 2019 the Waste and Recycling Committee approved GMCA's Household Waste Recycling Centre Access Policy. This Policy was introduced to address the abuse of the HWRC network by traders seeking to dispose of their commercial waste illegally. This caused a number of problems including:

- congestion on site, which may deter other site users;
- difficulties of segregating commercial and household waste, and associated reporting;
- additional service vehicles being required on site;
- the costs of additional disposal;
- effects on the morale of site staff if they know abuse is taking place and they are not supported in taking preventative action; and
- commercial waste not being segregated into different recyclable streams, thereby affecting the recycling rate of the affected HWRC facility.

The Policy introduced threshold levels for visits:

- Cars and cars with single axle trailers – threshold level of 52 visits per year; and
- Cars with twin axle trailers and all vans and pick up trucks to be considered as trigger vehicles and subject to enhanced checks<sup>1</sup>.

Proposed Trigger vehicle visit thresholds:

- Up to 3.5t gross vehicle weight – 18 visits per year;
- Above 3.5t gross vehicle weight – 12 visits per year;
- Car plus double axle trailer – 18 visits per year; and
- All trigger vehicles limited to no more than 5 bags of rubble per visit.

After period of operation (and punctuated by the pandemic) the Access Policy was revised to introduce a permit system for vans, pick-ups and double-axle trailers. Most recently the Policy was further revised to exclude vans of greater than 5.3 metres in length and direct pick-ups and cars greater than 5.3 metres to specific sites.

This report assesses the impact of the Access Policy on visitor numbers, waste tonnages and the recycling performance.

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<sup>1</sup> Enhanced checks being assessment of the waste and enquiring of the driver the source of the waste by site operatives.

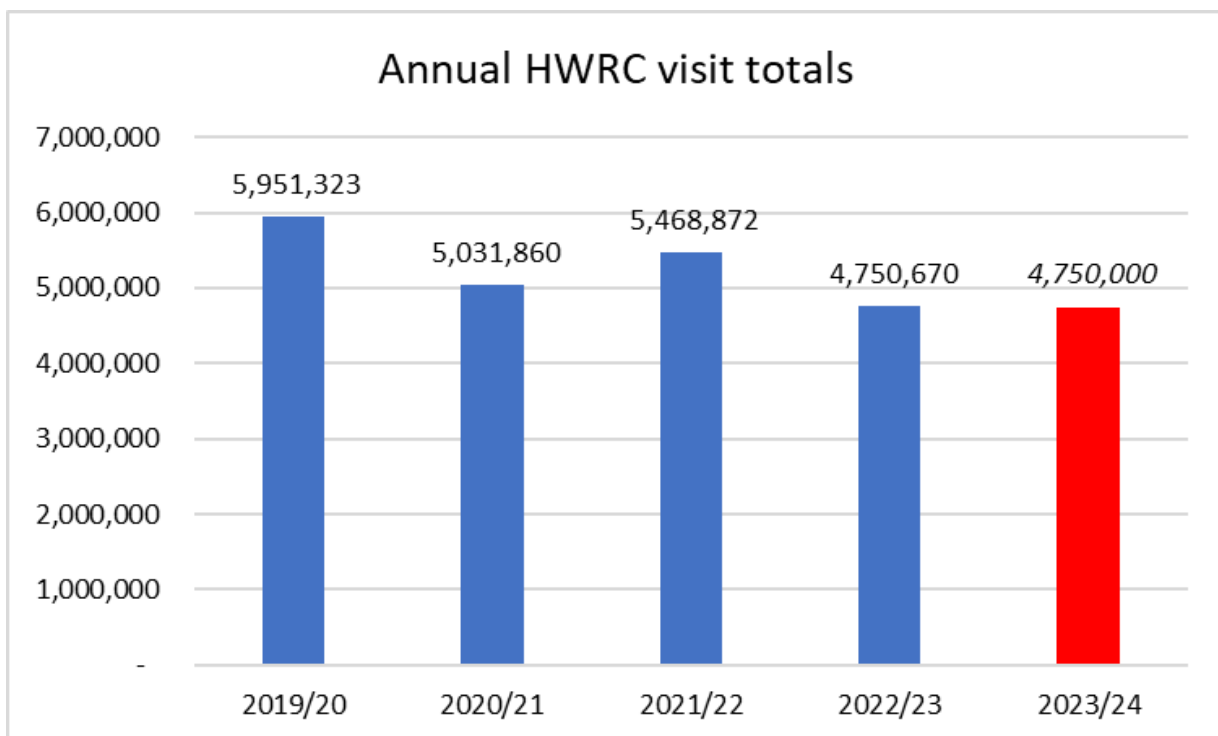
## 2. HWRC User Visits

On all the HWRCs automatic number plate recognition (ANPR) is in place. This records the total number of visits to site by vehicles – both in total and by individual registration numbers. Previously we have reported site usage based on registration numbers and identified that the overwhelming majority of users visit the network well within the threshold levels detailed in section 1 above.

There are several ways to present the wider analysis of the usage of the HWRC network from total annual visits across the network down to monthly visits to individual sites.

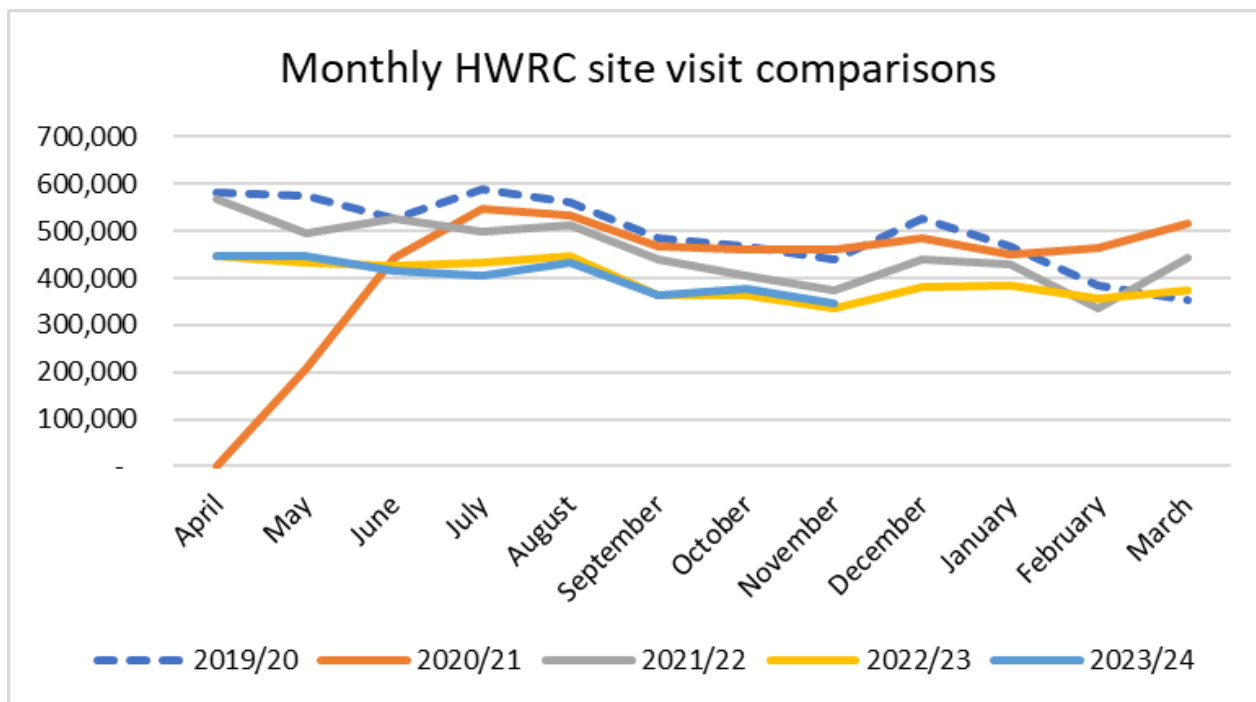
### 2.1 Annual Visit Totals

The bar chart below presents the site user visits for each year from 2019/20 to the present year (with this final figure being a forecast). It can be clearly seen that there is a consistent downward trend – the COVID year of 2020/21 when the sites closed and had restricted access for a period is a small deviation from the trend. With the forecast for 2023/24 we are starting to see a levelling off of total visit numbers.



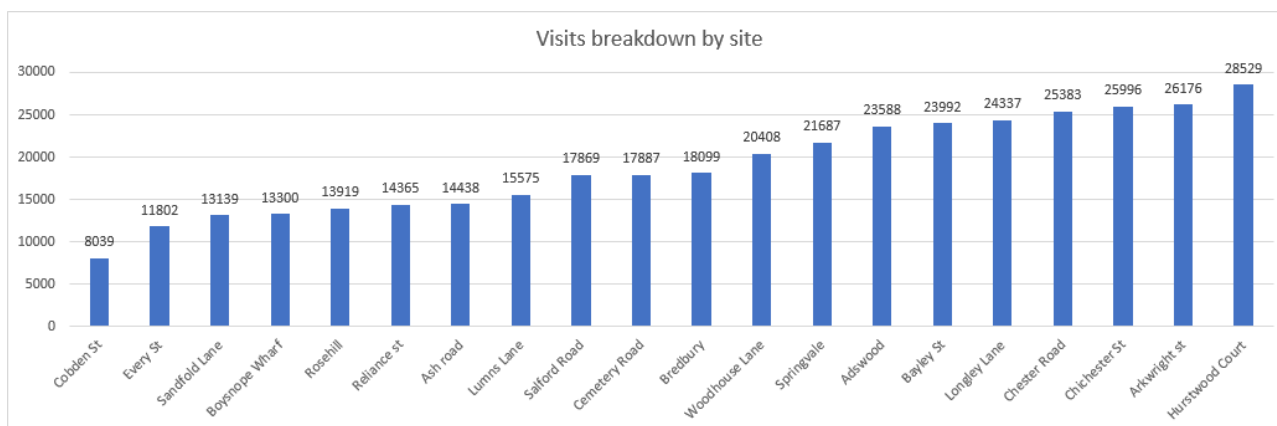
### 2.2 Monthly Visit Totals

Looking at the monthly usage comparisons on an annual basis (line graph below) you can see the year-on-year reductions in visits as well as monthly and seasonal trends in usage emerge. As touched upon above, the stabilisation of usage can be seen in the close mirroring of the visit numbers in 2022/23 and 2023/24.



The network is forecast to receive 100,000 fewer monthly visits in the current year compared to 2019/20.

Looking at individual sites – a snapshot of site visits for October 2023 (the latest data available at the time of writing) is presented in the bar graph below.



This shows a wide range in usage levels from the most used – Hurstwood Court with 28,529 visits – to the least - Cobden Street with 8,039 visits.

It is interesting to note that the number of visits made to Hurstwood Court in October 2023 would not have been high enough to be in the top five of visited sites in 2020.

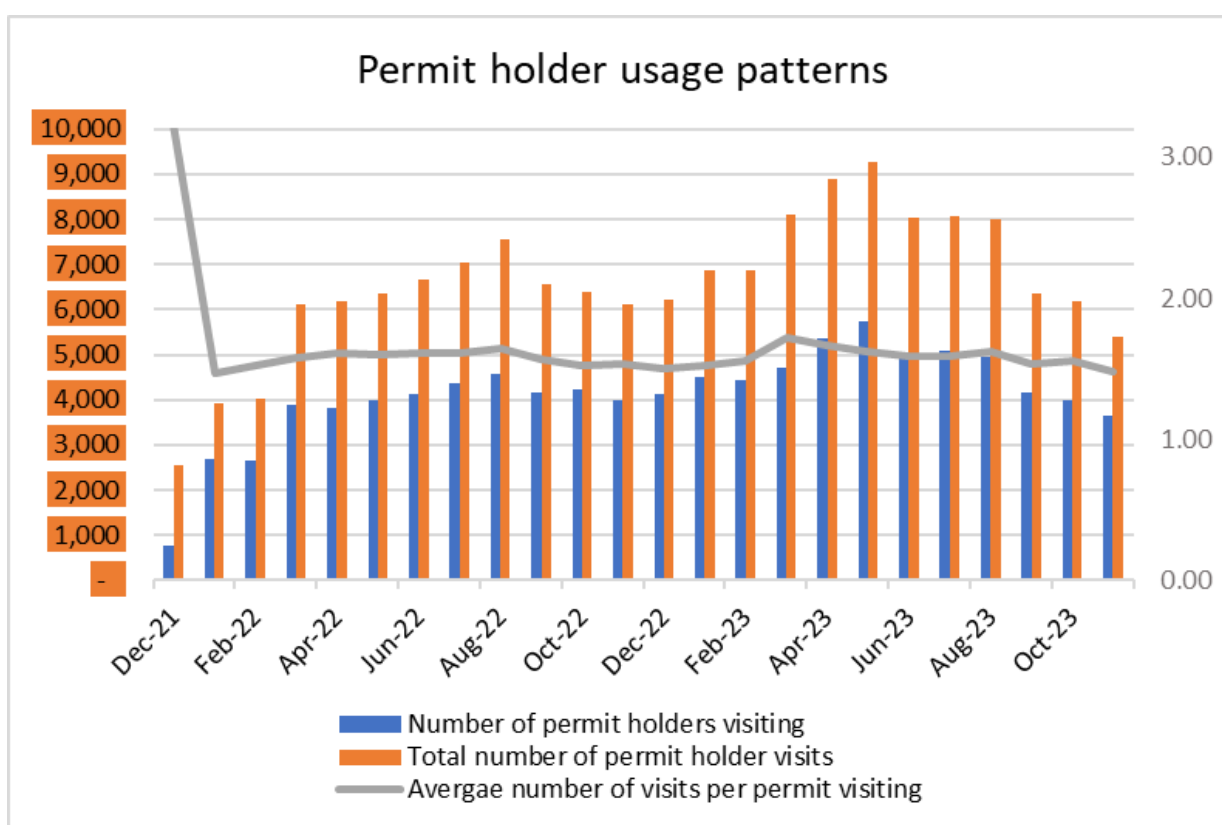
## 2.3 Visits by Permit Holders

The van permit system went live in December 2021. The impact of the introduction of the system can be seen in the following graph which shows van visits to HWRCs in the year 2021/22.



At 8th December 2023 the number of permit holders stood at 25,836 having recently excluded 2,712 permits because of vehicle length (9% reduction due to the introduction of the 5.3m length restriction).

The graph below shows the number of visits individual permit holders make to the HWRC network on a monthly basis and the total number of visits made by permit holders.



This shows that:

- Permit holder visits now comprise around 2% of total visit numbers; and
- Permit holders now visit the HWRCs on average 1.6 times each month.

### **3. HWRC Tonnages**

One of the arguments for the introduction of the van restrictions was that these vehicles have a far greater capacity for carrying waste compared to a family car and that is the reason any traders using the network did do so in vans. As a consequence of the restrictions we would expect to see a marked reduction in key waste streams.

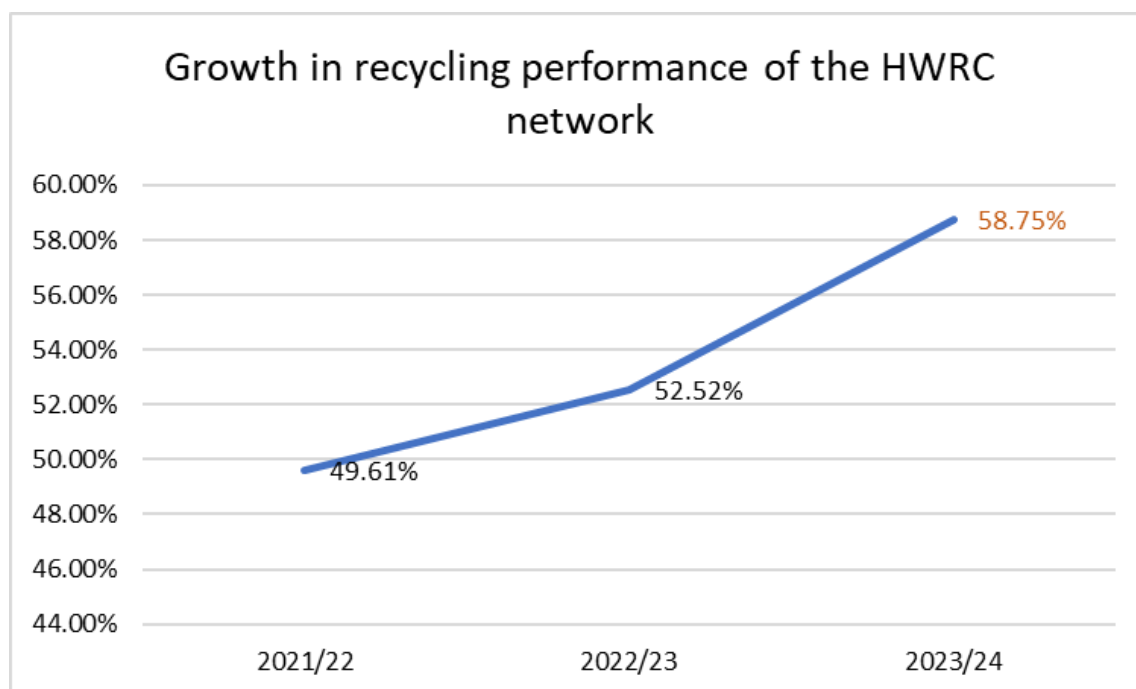
The notable reductions from 2021/22 to 2022/23 include:

- Contract Waste – 17% reduction (40,595 tonnes);
- Rubble – 19% reduction (7,492 tonnes);
- Wood - 6,069t (14% reduction);
- Thermally Recovered waste - 19,555 tonnes (20% reduction); and
- Green - 2,938 tonnes (22% reduction).

### **4. HWRC Recycling Performance**

With the loss of wastes at the HWRCs you could presume that recycling performance also reduced. It was noted that many suspected traders did not segregate waste for recycling consigning their materials to residual waste – presumably for speed and personal convenience. As a result the loss of this mixed waste has been a benefit to recycling performance alongside the many other measures Suez have introduced on site. The line graph below shows the growth in recycling rate across the period demonstrating that the restrictions have not had a negative impact on recycling performance (noting that the figure for the current year is an estimate).





## 5. Evidence that the Access Policy is Achieving its Aims

There are a number of lines of evidence that together indicate the HWRC Access Restrictions Policy is achieving its aims:

- The data presented in section 2 above clearly demonstrates the overall reduction in usage of the HWRC network. There are seasonal trends but between 2019/20 and 2023/24 the network is receiving 100,000 fewer visits each month on average;
- In terms of total van visits, prior to the access policy the network received around 15,000 van visits per month, it is now on average around 7,200 – over 50% reduction in van usage;
- Tonnages of key waste streams (particularly those most associated with the trades) have reduced significantly in line with the reduction in van usage; and
- Crucially, the network's recycling performance has grown strongly over the period as the quantities of mixed non-recyclable wastes have reduced.

One final telling piece of analysis is the reduction in usage at sites that were known to be favoured by traders - Sandfold Lane in Levenshulme was one such site. This HWRC is located in a mixed use area close to residential properties and small industrial units and levels of visits by (sometimes sign written) vans and trailers carrying significant amounts of certain waste types was known to be high.

In October 2020 Sandfold Lane received 29,052 visits and was the 5<sup>th</sup> busiest site. In the same month in 2023 the site was the 18<sup>th</sup> busiest site with 13, 139 visits – a reduction of

54% usage compared to the 'global' 18% reduction in usage across those two comparable months.

The HWRC Access Restriction Policy has made a significant contribution to:

- reducing congestion on sites;
- improving the segregation of recyclable waste;
- reducing the numbers of HGV-type service vehicles having to service sites and used Greater Manchester's congested road network;
- reducing disposal costs; and
- improving the working conditions and morale of staff as conflict between suspected traders and staff has reduced.

Suez continue to monitor the evolution of the behaviour of suspected traders as they seek to find ways to evade the access restrictions (such as through the use of self-adapted cars). If and when patterns emerge we will address them through future revisions to the Van Permit Scheme which will be brought to the Waste and Recycling Committee when appropriate.

## **6. Amendment to the Controlled Waste Regulations**

In 2022 the government undertook a public consultation to changes to the existing Controlled Waste Regulations as regards the delivery of household "DIY waste" to HWRCs. This sought views on the definition of DIY waste, the prohibition of charging for such waste and limiting quantities that households could deliver.

As a consequence, in November 2023 the existing Regulations were amended so now householders can take "waste from construction or demolition works, including preparatory works" to HWRCs but:

- That waste can only come from that occupier's domestic property;
- Cannot be waste from work for which a charge has been made (i.e. it can only be waste generated by the householder – not a tradesperson);
- The amount cannot exceed 100 litres and be capable of being fitted into two 50 litre bags;
- A single item cannot exceed 2,000mm x 750mm x 700mm in size; and
- The waste delivered does not exceed four single visits per household in any four-week period.

This amendment prohibits charges for DIY waste (some authorities charged for rubble for example) that is delivered as above. Greater quantities/deposit frequencies can be charged.

As the changes have only recently been made (and come into effect of 1st January 2024) their impact has not been assessed. The impacts will be assessed over the coming weeks and if changes are required to the current HWRC Access Policy then these proposals will be presented to a future meeting of the Committee.

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## Waste and Resources Committee

Date: 17 January 2024

Subject: Asset Management – Project Updates

Report of: Michael Kelly, Head of Engineering and Asset Management,  
Waste and Resources

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### Purpose of Report

To present the following proposals for two projects set to be commence in 2024:

1. Investment in recyclate sorting infrastructure to deliver a new Mechanical Recovery Facility (MRF), required to meet the national Resources and Waste Strategy for consistency of collections (now referred to as Simpler Recycling) and to enable the collection for recycling of additional materials at the kerbside; and
2. City of Trees planting proposals at two former Landfill sites.

### Recommendations:

Members of the Committee are recommended to:

1. Note the report and updates provided; and
2. Approve the planting proposals and arrangements with City of Trees for the Bredbury and Chichester St sites.

### Contact Officers

Michael Kelly

Head of Engineering and Asset Management, Waste and Resources

[michael.kelly@greatermanchester-ca.gov.uk](mailto:michael.kelly@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

To approve the use of reserves to fund the investment in recycle sorting infrastructure and to delegate to the Chief Executive GMCA and TfGM the conclusion of documentation to initiate a procurement process and the agreement of a Notice of Change for the ongoing operating costs with the contractor.

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	
Mobility and Connectivity		
Carbon, Nature and Environment	G	
Consumption and Production	G	
Contribution to achieving the GM Carbon Neutral 2038 target		
<b>Further Assessment(s):</b> Carbon Assessment		
<div> <div>G</div> <div>Positive impacts overall, whether long or short term.</div> </div> <div> <div>A</div> <div>Mix of positive and negative impacts. Trade-offs to consider.</div> </div> <div> <div>R</div> <div>Mostly negative, with at least one positive aspect. Trade-offs to consider.</div> </div> <div> <div>RR</div> <div>Negative impacts overall.</div> </div>		

### Carbon Assessment

<b>Overall Score</b>		
<b>Buildings</b>	<b>Result</b>	<b>Justification/Mitigation</b>
New Build residential	N/A	
Residential building(s) renovation/maintenance	N/A	
New build non-residential (including public) buildings		The proposal is to use an existing building at Salford Road to house the new mechanical sorting machinery
<b>Transport</b>		
Active travel and public transport	N/A	
Roads, Parking and Vehicle Access	N/A	
Access to amenities	N/A	
Vehicle procurement	N/A	
<b>Land Use</b>		
Land use	N/A	
No associated carbon impacts expected.		High standard in terms of practice and awareness on carbon.
		Mostly best practice with a good level of awareness on carbon.
		Partially meets best practice/ awareness, significant room to improve.
		Not best practice and/ or insufficient awareness of carbon impacts.

## **Risk Management**

The English Resources and Waste Strategy and its implementation has been captured in the GMCA's Strategic Risk Register with the necessary mitigation actions identified.

## **Legal Considerations**

Legal considerations of any consequences of undertaking actions contrary to the English Resources and Waste Strategy are captured within the report and have been more specifically considered in the Review and Options Appraisal processes carried out by external consultants WSP.

## **Financial Consequences – Revenue**

Financial Revenue considerations are captured within the report.

## **Financial Consequences – Capital**

Capital implications associated with a proposed new MRF facility are set out in section 1.7. There are no capital implications associated with the City of Trees proposals.

## **Number of attachments to the report:**

Appendix A – City of Trees proposed planting plan at Bredbury; and  
Appendix B – City of Trees proposed planting plan at Chichester St.

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

- Waste Strategy Update – Part A Waste and Recycling Committee 15<sup>th</sup> March 2023
- [Resources and waste strategy for England - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england)
- [Near elimination of biodegradable waste to landfill - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/near-elimination-of-biodegradable-waste-to-landfill)
- [Consistency in Household and Business Recycling in England - Defra - Citizen Space](https://www.gov.uk/government/publications/consistency-in-household-and-business-recycling-in-england)
- [Extended Producer Responsibility for Packaging - Defra - Citizen Space](https://www.gov.uk/government/publications/extended-producer-responsibility-for-packaging)
- [Introducing a Deposit Return Scheme in England, Wales and Northern Ireland - Defra - Citizen Space](https://www.gov.uk/government/publications/introducing-a-deposit-return-scheme-in-england-wales-and-northern-ireland)

- The GMCA's combined and submitted responses to the EPR, DRS and Collection Consistency consultations – available from the Contact Officer

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

Yes

### **Exemption from call in**

**Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?**

No

### **GM Transport Committee**

N/A

### **Overview and Scrutiny Committee**

Briefing note, Investment in new Waste Mechanical Sorting Infrastructure, provided to the Committee in November 2023.



# **1. Proposed New MRF Facility**

## **1.1 Introduction/Background**

The existing Materials Recovery Facility (MRF) located at Longley Lane, Sharston has been operational since 2013 and processes c.90ktpa – 100ktpa of kerbside collected dry, mixed recyclable materials (referred to as commingled collections). The input specification for the commingled collections is based on glass, plastic bottles, ferrous and non-ferrous cans, aluminium foil, and aerosols. Plastic bottles are sorted using near infrared (NIR) separation equipment into High Density Polyethylene (HDPE), Polyethylene Terephthalate (PET) and a low-grade mixed plastic stream. The Longley Lane facility is the only MRF that GMCA operates, so maintaining facility availability is critical to continuity of collection services. The plant is now 10-years old and is showing age related issues.

## **1.2 National Resources and Waste Strategy (RaWS)**

The Department for Environment, Food and Rural Affairs (Defra) has been consulting on the national Resources and Waste Strategy (RaWS) over the last 4 years with a series of prolonged delays in publishing consultation responses. The central purpose of the RaWS is to create a circular economy principally through products being designed for recyclability, improved labelling, fewer plastic polymers being used for packaging and a plastic packaging tax. All these measures are intended to make recycling easier, to stimulate demand and create markets for pots, tubs, and trays (PTTs) and to reduce consumption of resources.

The latest element of the RaWS to be published are the details on Simpler Recycling (formerly known as consistency of collections). Under these proposals, all local authorities will be obligated to collect additional materials at the kerbside which will include PTTs (from 2026) and plastic films/soft flexible plastics (from 2027).

In July 2023, Defra announced that it will be delaying some elements of the RaWS until at least October 25 and has yet to confirm all details on Simpler Recycling requirements. This is raising significant uncertainty within the waste industry as to whether the RaWS will be implemented in its current proposed form and when it will be necessary to have infrastructure in place to meet the policy requirements. Due to the delays and uncertainty, many local authorities are waiting to see what the final policy will look like before making changes to their collection and sorting infrastructure.

This means that once clarity is provided there will be a rush to appoint contractors and for investment in facilities to be made leading to constraints in the technology supply and construction markets. It is therefore essential to move quickly on decisions relating to investment in treatment capacity and to establish links with reprocessors and end markets for these additional materials.

### **1.3 WSP MRF Review**

Given these incoming policies, the current MRF has been reviewed to determine whether it can be adapted to operate on the changing mix of materials or whether an alternate approach may be required. Consequently, GMCA has commissioned WSP to conduct a technical review of the facility and to develop an options appraisal for future service delivery. The review was based on a series of site visits and tonnage data modelled over a 10-year time frame allowing for the inclusion of PTTs, soft plastics and the likely impact of DRS, household growth and the impact of educating residents on what can and cannot be recycled.

The modelling output demonstrated that commingled collection volumes are expected to collect around 136,000 tonnes per year once fully embedded. This is significantly higher than the design capacity of the existing MRF facility, principally due to adding plastic film and PTTs to the targeted materials. The existing plastic separation systems at the MRF are not designed to capture these additional material types, film capture requires specialist air classification technology not installed at the facility. Based on the modelling outcomes, the existing MRF at Longley Lane will not be able to process this quantity of material and will require significant modifications to process additional material streams. It would also require significant additional third-party capacity (c. 45,000 tonnes per year) to be contracted. As a result of these initial findings an options appraisal was carried out to consider modifying the existing plant alongside alternative options at other GMCA assets.

### **1.4 Options Appraisal**

WSP's options appraisal considered the following options to accommodate the forecast increase in the commingled stream tonnage and changes in composition:

#### **1 Option 1 – Retain Longley Lane MRF**

The current Longley Lane MRF would require extensive modifications to process the increased volume and to separate the additional materials. The existing MRF's layout is constrained by a lack of space, making it difficult to modify and extend the equipment in its

current location. Therefore, a building extension would be required to accommodate a larger material reception hall, polymer collection, and baled material outputs.

Capital costs for the required modifications are likely to be in the order of £4.0m – £8.0m. The works are forecast to take 24-36 months including planning/permitting process, building modification/extension, removal of current MRF equipment and installation of new MRF equipment. Taking this facility out of service for circa 24 months will also result in significant disruption to district collections and would require the use of third-party facilities to process the materials with haulage and gate fees estimated at circa £5m pa for the construction period.

## **2 Option 2 - Refurbish Bredbury IVC and Install a New MRF**

Under this option, the redundant In-Vessel Composting (IVC) building at Bredbury would be repurposed through installation of new MRF processing equipment to replace the existing Longley Lane MRF. Half of the IVC building at Bredbury is currently used for bulking of mixed garden and food waste (biowaste) delivered by Stockport primarily with lower tonnages delivered by Tameside and Manchester. Should a MRF be installed in this building an alternative delivery point would be required for biowaste.

The capital cost for the process element of this new MRF is estimated at £15m–£18m and site development and refurbishment of the existing building is estimated at £1m–£2m. Development time is forecast to be 12 months for planning and permitting of the new facility and 24 months construction. This option also avoids the cost (circa £8m–£10m) of constructing a separate building to house the MRF as all proposed materials reception, processing and storage activities can be contained in the existing structure. This is subject to structural surveys to confirm the integrity of the steel work given the former use of the building as a composting facility.

This option would not result in any disruption to districts commingled collections as the Longley Lane facility remains operational while the development at Bredbury takes place. However, an alternate delivery point for biowaste would be required. There is not sufficient space at Bredbury to develop another facility for this waste stream meaning that either an existing third-party site would be required, or a site acquisition would be required followed by development which will add significantly to costs/timescales and would require district collection rounds to be reconfigured to deliver to an alternate location which may bring

additional resource and cost implications. Site traffic volumes, access and management would also need careful consideration due to the wider site access network.

### **3 Option 3 - Refurbish Salford Road IVC and Install a New MRF**

Under this option, the IVC building at Salford Road, Over Hulton would be refurbished with new MRF processing equipment to replace the existing Longley Lane MRF. The IVC building is currently used for bulking biowaste waste in one half and houses a mattress recycling facility in the other half. These operations would need to be relocated if the building were to be use for a new MRF. Biowaste could be accommodated (subject to Environment Agency approval) in an existing transfer loading station (TLS) on site with no disruption to district deliveries. The mattress recycling operation could be relocated to either the Bredbury IVC or at Arkwright St, Oldham where GMCA has a redundant asset.

The capital cost for the process element of this new MRF is estimated at £15m – £18m and site development and building refurbishment costs are estimated at £2m - £3m. This figure includes an allowance for creation of additional carparking capacity and a new amenity building to house the increased staff numbers at this site. This development would require 12 months for planning and permitting and circa 24 months construction. The selection of this site is subject to structural surveys to confirm the integrity of the steel work given the former use of the building as a composting facility.

The significant advantages of this option are the ability to develop the new MRF without disrupting district collections and relocating current activities carried out in the building by repurposing other GMCA assets at alternate locations. This option also avoids the cost (circa £8m - £10m) of constructing a new building to accommodate a new MRF as all proposed materials reception, processing and storage activities can be contained in the existing structure.

Another significant advantage of this location is the adjacent GMCA owned ground mounted 2.2MW solar farm that is currently generating electricity for export to the National Grid. The connections are available on site to switch the power generated by the solar array to a direct wire feed for the operation of the MRF. This will reduce operational costs to run the facility and contribute towards our decarbonisation ambitions of the GMCA waste estate.

### **4 Option 4 - Develop Nash Road with a Purpose Built New MRF**

Under this option, a new MRF of around 136,000 tonnes per year would be built at the Nash Road, Trafford site on a spare parcel of land in GMCA ownership and would replace the existing Longley Lane MRF. The cost of this new MRF is estimated at £30m based on

reported capital costs for recent MRF developments of similar size and processing capacity. The development timetable is forecast to be 12 months for planning and permitting of the new facility and 24 months construction.

Significant advantages of this option are the ability to develop the new MRF without disrupting district collections and continuing to use Longley Lane while construction progresses. This is, however, offset by the increased capital cost required for development of a building to house the processing equipment.

## **1.5 Preferred Option**

Based on the options appraisal it is recommended a phased approach is taken. Under phase 1 the replacement MRF would be developed at Salford Road, Over Hulton in the existing IVC building (subject to structural surveys confirming the suitability of the building structure). The Longley Lane MRF will continue to operate during construction minimising operational impacts. Once the new plant is constructed and commissioned, the existing processing plant at the Longley Lane MRF will then be repurposed and decommissioned creating operational space for alternative future uses.

Once the new MRF is operational and there is a clearer position in relation to reprocessing capacity in the market and whether additional capacity has been developed in response to the RaWS, an assessment can be made to develop a washing and flaking plant in the vacant Longley Lane building to produce plastic flakes that can be sold directly to reprocessors. This development would be subject to a future decision and development as phase 2 of the GMCA approach to plastic recycling.

## **1.6 Development Timeline**

Following the approval of the decision to develop a facility at the Salford Road, Overhulton site by GMCA at the 15<sup>th</sup> December meeting, then the following programme will be implemented:

- January 24 to December 24 – structural surveys, detailed design, planning application, variation of environmental permit, procurement and appointment of technology provider and construction contractor;
- January 25 to December 26 – relocation of food and garden waste bulking activity, relocation of mattress recycling activity, IVC building modification, installation, and commissioning of MRF equipment; and
- January 27 – commence operation of facility and decommissioning of Longley Lane MRF.

## **1.7 Financial Considerations**

Final costs will be subject to a detailed inspection of the IVC building, remedial works specification and procurement for a technology provider and construction contractor. Capital costs of circa £20m will result in a revenue cost of circa £1m plus interest per annum for the anticipated 20-year life span of the facility. Capital repayments would start to flow in the 2025/26 financial year once construction activity commences.

Operating costs for the facility will need to be reviewed and developed once the detailed design stage has been completed. Given the additional separation equipment there will be some increase in maintenance/life cycle replacements and utilities consumption (however this will be offset through provision of electricity from the solar array).

## **2. City of Trees Planting Proposals**

### **2.1 Introduction and Background**

City of Trees (CoT) are a charitable organisation based in Greater Manchester (GM) who's key aim is to tackle climate change through planting and woodland restoration across GM. Their key ambition for the GM region is to plant 1 tree for every resident and restore greenspace and woodlands that can benefit local communities and wildlife. CoT have been active in GM since 1991 and delivered a wide range of diverse planting schemes across the whole of GM. The waste and resources team have linked up with CoT through GMCA to evaluate if our waste portfolio offered any opportunities for planting. After initial discussions it was evident that we could offer two parcels of land from landfill sites for planting at Bredbury in Stockport and Chichester Street in Rochdale. Both landfills are former dilute and disperse sites managed by waste and resources as part of our wider waste estate. The areas offered for consideration are not required for any operational needs and were deemed suitable for planning purposes.

### **2.2 Bredbury - Proposal**

GMCA have offered an area of 0.27 hectares, which can accommodate a planting opportunity for 297 trees based on a planting density of 1100 trees per hectare.

CoT are proposing to provide a lowland mixed broadleaved woodland in line with The National Vegetation Classification W10. This would include sessile and pedunculate oak, birch, rowan, holly, hawthorn, and hazel. It is also advised that some wetter loving

species such as alder, willow, and downy birch will be better to plant in the boggy parts of the planting area.

A vegetation cut will be needed prior to the planting but rather than cutting the whole site, considering the gradient issue, it is proposed that brush cutting and hand screening would be more suited. Trees will be protected from deer using 1.2m tree shelters (non-plastic and biodegradable) mulch mats will also be provided around the trees to help keep vegetation down that would compete with the trees for water.

Over a 3-year establishment period there will probably be a need to replace some trees and to manage vegetation around the trees and remove vegetation growing inside the tree shelters. Please refer to appendix A – Proposed Planting Plan – Bredbury.

### **2.3 Chichester Street – Proposal**

GMCA have offered an area of 0.43 hectares, which can accommodate a planting opportunity for 473 trees based on a planting density of 1100 trees per hectare.

CoT are proposing to provide a planting scheme more suited to existing wet ground conditions in line with the National Vegetation Classification W6, providing alder and willow as the main tree species with shrubs in the very wet areas while pedunculate oak, downy birch, holly, hawthorn and guelder rose could be planted in the drier areas.

A vegetation cut will be needed prior to the planting, this will be provided by GMCA. Mulch mats may also be advisable here to help keep the vigorous grass and rush growth down. Over a 3-year establishment period there will probably be a need to replace some trees and to manage vegetation around the trees and remove vegetation growing inside the tree shelters. Please refer to appendix B – Proposed Planting Plan – Chichester Street.

### **2.4 City of Trees Offer**

CoT will provide all trees and shrubs for each site, including all materials needed. All costs associated with planting will be absorbed by CoT, this will also include cutting back of a steep embankment area at Bredbury in preparation for planting. GMCA will cut back the area at Chichester Street at our cost through our existing grass cutting contractor.

CoT will plant both sites, replace any failures and manage the vegetation in and around the trees over a 3-year period after planting. After 3 years the trees are expected to reach establishment which enables them to develop into mature specimens. For a period of 15-years CoT will make intermediate site inspections to ensure that planted

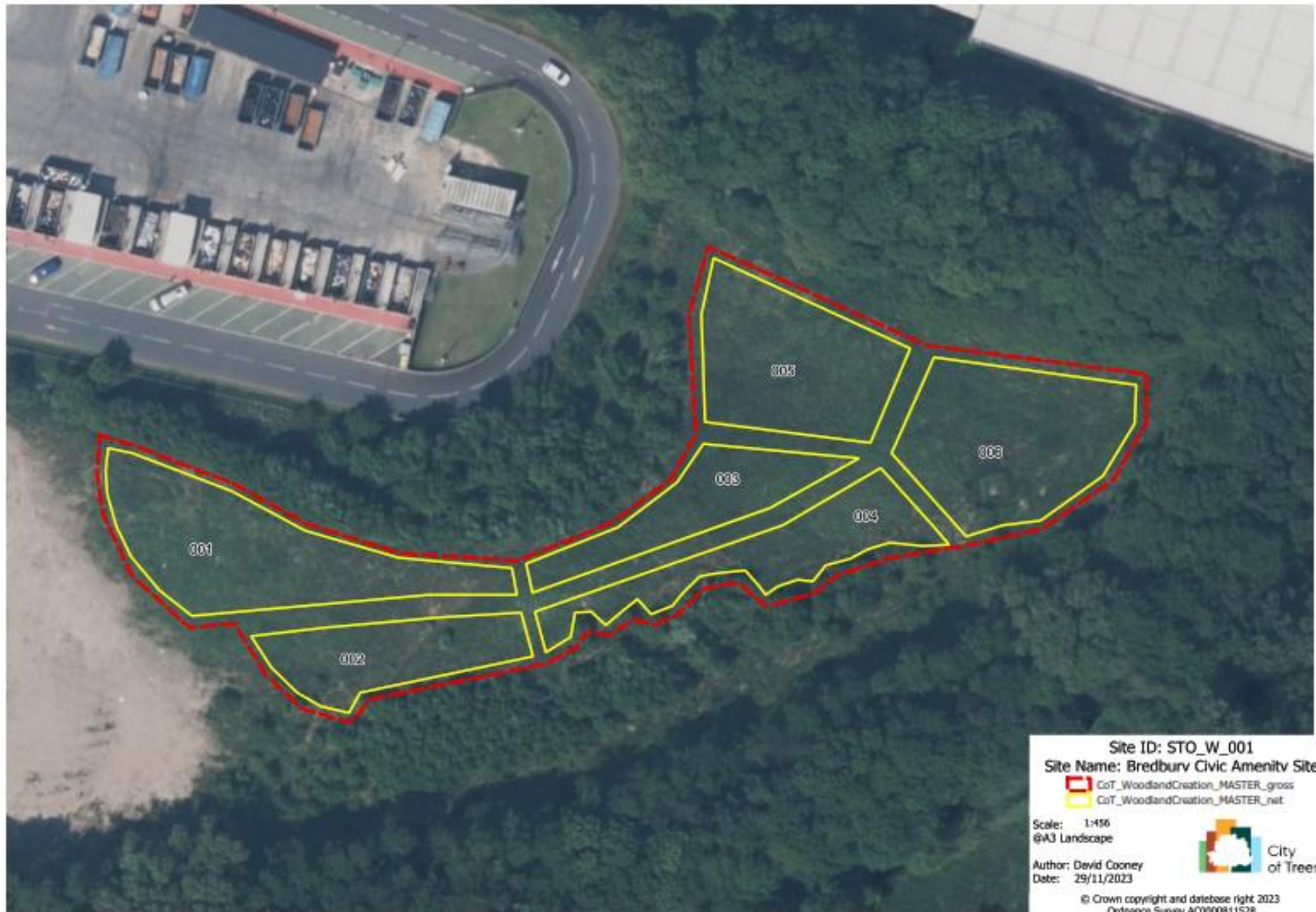
areas are established as expected, should any remedial works be required CoT will undertake these within reason and agreement with GMCA. After 15-years, all trees will be the responsibility of the landowner to manage and maintain. CoT and GMCA would enter into a partnership agreement for both sites which sets out the responsibilities of both parties.

Planting at both locations will form part of our decarbonisation plans for the waste estate by enhancing biodiversity across the portfolio.

## **2.5 Recommendations**

To approve the CoT planting proposals.





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## Waste and Recycling Committee

Date: 17 January 2024

Subject: Biowaste Management Strategy

Report of: Paul Morgan, Head of Commercial Services, Waste and Resources Team

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### Purpose of Report

This report sets out the steps required to develop a strategy to manage kerbside collected biowaste from across the conurbation in light of the English Resources and Waste Strategy. By the nature and scale of the decision it has to be approved by the GMCA so this report is outlining the need and process for the procurement of biowaste treatment contracts under a framework for information and for the Committee to comment on the proposed strategy.

### Recommendations:

Members of the Committee are requested to :

- Note the contents of the report and comment on the proposed strategy.

### Contact Officers

Paul Morgan

Head of Commercial Services

Waste and Resources Team

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## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

The Waste & Recycling Committee is asked to note the report as the decision by its scale and nature is one to be made by the GMCA.

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation		
Housing		
Economy	G	If future infrastructure developments are made in the conurbation the economic benefits will be derived locally.
Mobility and Connectivity		
Carbon, Nature and Environment	G	The recycling of organic waste is an important contributor to carbon reduction and the proposals may increase the contribution to net zero further.
Consumption and Production	G	Treated residues can be returned to land as a soil improver.
Contribution to achieving the GM Carbon Neutral 2038 target		The proposal sees the continued recycling of mixed organic waste (including food waste) with the possibility of creating capacity for the growth in the capture of this waste stream.
<b>Overall</b>	<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.
<b>Future</b>	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.	<b>RR</b> Negative impacts overall.

## Risk Management

As part of the development of the proposed biowaste strategy a risk assessment will be undertaken of options. However, at this stage key risks are considered to be:

- Market appetite for the GMCA's biowaste in the short and longer terms;
- Market capacity to accommodate the GMCA's biowaste; and
- The capital and revenue implications of change.

## Legal Considerations

Procurement law – final options will be assessed to ensure compliance with applicable procurement legislation.

## **Financial Consequences – Revenue**

The current contract costs have been inflated by indexation and included in the Waste Medium Term Financial Plan and levy projections for the next five years to ensure the procurement outcome is captured in the revenue budget.

## **Financial Consequences – Capital**

As with the revenue consequences, work will consider the whole life costs to inform our future new burdens claim.

**Number of attachments to the report:** None.

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

### **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

Yes

### **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

## **1. Introduction/Background**

Mixed biowaste (garden and food waste) collections form an important part of the recycling services provided by the authorities across Greater Manchester. The material collected is delivered to GMCA facilities for bulking up before being treated at contracted merchant facilities.

This report summarises:

- The implications of the Resources and Waste Strategy on district council biowaste collections;
- The consequential impacts on GMCA facilities and contracts;
- Treatment and technology options; and
- Proposals for a strategic approach to managing biowaste in the future.

## **2. Current Contractual Position**

The biowaste collected at the kerbside is delivered by the districts to our network of biowaste transfer loading stations and distributed to merchant treatment facilities (in-vessel composting sites) through two different contractual routes:

- Around 80,000 tonnes is managed by Suez through the Waste and Resources Management Services (WRMS) contract; and
- A framework of contractors is in place and through call-off arrangements two 'packages' of biowaste quantities are composted - an annual 'baseline' of around 100,000 tonnes and a seasonal amount of c.38,000 tonnes.

The Suez biowaste treatment contract is part of the WRMS Contract with the initial term expiring in May 2026. The biowaste framework and current call off contracts expire in May 2026.

## **3. Implications Of The Resources And Waste Strategy**

The English Resources and Waste Strategy proposes that food waste should be collected separately from garden waste and on a weekly basis from 100% of households. During consultation processes, Defra requested waste disposal authorities to identify if separate food waste collections would impact upon residual waste disposal arrangements. Where this could be demonstrated, then the waste collection authorities were able to apply for



Transitional Arrangements (TA) that would defer the requirement for weekly separate food waste collections.

In GM, this resulted in six of the collection authorities in the GMCA waste arrangements (Bolton, Bury, Manchester, Oldham, Rochdale and Salford) applying for and being granted TA until 2034. This means that those six authorities do not need to change services to weekly or to provide 100% household coverage until 2034.

Stockport, Tameside and Trafford did not apply for TA, instead seeking to rely on an assessment of technical, economic and environmental practicability (TEEP) to enable them to continue to collect mixed garden and food waste, albeit they would have to provide a weekly service to 100% of households. These 3 districts would also be able to receive financial support from a specific New Burdens fund of £295m to implement the change in services. This fund is ring fenced to collection activity only and is for the capital costs associated with additional vehicles/bins and, at the time of writing the allocation methodology remains unpublished.

In October 2023, Defra published its response to the previous consultation on consistency of waste collections (now known as Simpler Recycling) and confirmed that the requirement for weekly separate food waste collections was being pushed back to April 2026. The consultation response also proposed, subject to further consultation, an exemption that would enable the continuation of mixed garden and food waste collections and would remove the requirement for a TEEP assessment. This is a position that GMCA and districts strongly support as it enables current mixed collections of food and garden waste to continue.

The RaWS Simpler Recycling consultation response also states that Defra has a preference for the treatment of food waste in wet anaerobic digestion (AD) technology. This preference is based on the view that wet AD enables the generation of methane gas which can be used for energy generation and will play a future role in energy security for the UK.

Whilst this is a benefit of wet AD technology for processing of food waste, it does not give a complete picture of the overall economic and environmental factors. Alternate technologies do exist including dry AD treatment which enables collections of mixed garden and food waste to be treated thereby increasing the yield of methane and subsequent potential for electricity generation and carbon reduction (as it is not just the food being subject to AD treatment). GMCA Waste and Recycling team commissioned specialist organics consultancy WRM Ltd to undertake a review of the options for

collection and treatment of food and garden waste to consider environmental and financial aspects. This was based on 3 options:

1. Separately collected food treated using wet AD technology with garden waste being treated via open windrow composting (OWC);
2. Mixed garden and food waste collections with all material being treated via In Vessel composting (IVC) as now; and
3. Mixed garden and food waste collections with all material being treated via dry AD.

The options were analysed based on development of treatment facilities at a GMCA owned site, development at a 3rd party site and on a merchant facility basis. The analysis gave the following outcomes with all figures expressed as totals for a 20 year contract period:

#### **Treatment capacity developed at GMCA owned site**

<b>Cost/Carbon</b>	<b>Separate food to wet AD and garden to OWC (£M)</b>	<b>Mixed biowaste to IVC (£M)</b>	<b>Mixed Biowaste to dry AD (£M)</b>
Collection Cost (£)	492.6	360.08	360.08
Treatment Cost (£)	76.19	132.25	114.04
Total Contract cost (£)	596.34	492.33	474.12
Carbon saving (Tonnes)	-17,495,508	-6,264,324	-18,921,274

#### **Treatment capacity developed at 3rd party site**

<b>Cost/Carbon</b>	<b>Separate food to wet AD and garden to OWC (£M)</b>	<b>Mixed biowaste to IVC (£M)</b>	<b>Mixed Biowaste to dry AD (£M)</b>
Collection Cost (£)	492.6	360.08	360.08
Treatment Cost (£)	81.92	146.5	126.73

Total Contract cost (£)	618.27	538.42	519.16
Carbon saving (Tonnes)	-17,515,496	-6,247,958	-19,760,240

#### **Merchant Treatment Capacity**

<b>Cost/Carbon</b>	<b>Separate food to wet AD and garden to OWC (£M)</b>	<b>Mixed biowaste to IVC (£M)</b>	<b>Mixed Biowaste to dry AD (£M)</b>
Collection Cost (£)	492.6	360.08	See footnote*
Treatment Cost (£)	70.26	141.04	
Total Contract cost (£)	607.90	560.75	
Carbon saving (Tonnes)	-17,481,522	-5,498,144	

*\*There is currently no merchant dry AD capacity available so this was not modelled*

In all cases, the most expensive option is the Defra preferred approach of separate food waste collection with wet AD processing. This is due to the requirement for significant numbers of additional bespoke collection vehicles for separate food collections. The lowest cost and best performing option from a carbon perspective is dry AD. This is due to the ability to maintain the current mixed food and garden waste collection service and the ability to capture carbon from the full tonnage of material collected. This treatment could not be modelled under the merchant capacity route as no such capacity currently exists in the UK. IVC treatment performs well financially but has a lower carbon benefit as this technology does not enable gas capture for electricity generation.

## **4. Strategy For The Management Of Greater Manchester's Biowaste**

Based on the consultation response on Simpler Recycling, continuation of mixed garden and food waste collections will be permissible (subject to confirmation). This will avoid

significant increases in collection costs that would have resulted from mandated separate weekly food waste collections.

It is now necessary to ensure that GMCA has treatment capacity in place for the long term for mixed garden and food waste collected by the districts. Capacity does exist in the merchant IVC treatment facilities and there is the potential to consider dry AD treatment as an alternative.

The proposed strategy and timeline for provision of future biowaste treatment capacity is therefore:

- 2024 – run a procurement for a biowaste framework that runs from 2026 to 2029 with the ability to award call off contracts through to 2034 to permitted offtake for mixed garden and food waste for IVC treatment for c. 200ktpa. Call off contracts to be awarded for c.135ktpa for the period 2026 to 2029 and Suez will continue to manage the remainder of the tonnage through the WRMS contract in this period;
- 2024 – run a market testing exercise for expressions of interest in a design, build, finance, operate arrangement for 2 x 100ktpa treatment facilities with technology to be dry AD or IVC with the bidder to provide sites (either their own or 3rd party, ideally located in the North West) with facilities to be available for operations by 2029. If there is a positive, financially viable response, then GMCA to consider running a procurement process for the development of the 2 facilities; and
- 2029 – GMCA to start delivering 200ktpa to newbuild facilities if the market testing and subsequent procurement has been successful, or, continue with the framework and call off contracts for merchant IVC treatment from 2029 to 2034.

## **5. Next Steps – Procuring Biowaste Treatment Capacity**

Subject to approval by GMCA in early 2024, commencement of the procurement process for the framework/call off contracts will be April with tender responses anticipated in June. A short period of evaluation would follow, meaning that contract awards would occur mid to late July. A delegation to the GMCA Head of Paid Service in consultation with the GMCA Treasurer and the Portfolio Lead for Green Cities will be sought to approve the award of contracts under the biowaste framework.

The market testing exercise of dry AD/IVC treatment capacity would commence in April with submissions due in June. Evaluation and dialogue is anticipated to be carried out in July and further details would be presented to GMCA in September.

## Waste and Recycling Committee

Date: 17 January 2024

Subject: The Management of Carbon Emissions from Non-Recyclable Residual Waste

Report of: Paul Morgan, Head of Commercial Services, Waste and Resources Team

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### Purpose of Report

This report updates the Committee on progress on the introduction of the UK Emissions Trading Scheme for carbon emitted from energy from waste facilities and how this is likely to impact GMCA. The report also looks at a proposal for the capture and storage of carbon generated at the Runcorn thermal power station where around 75% of GMCA's residual waste is recovered. It also seeks approval from the Committee to write an initial in principle letter of support to Viridor to enable further discussions on how the scheme will operate and to identify risks and mitigations.

### Recommendations:

The GMCA is requested to:

1. Note the report and the potential implications of the UK Emissions Trading Scheme on GMCA residual waste management costs;
2. Note the proposal for the capture and storage of carbon emitted from the thermal recovery of residual waste at the Runcorn thermal power station and the potential implications for GMCA as a significant supplier of residual waste to that facility; and
3. Approve an in-principle letter of support for the carbon capture project and the exploration of the opportunities, implications and potential impacts.

### Contact Officers

Paul Morgan

Head of Commercial Services

Waste and Resources Team

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## Equalities Impact, Carbon and Sustainability Assessment:

### Recommendation - Key points for decision-makers

The thermal recovery of waste emits carbon dioxide (CO<sub>2</sub>). This is to be recognised through the UK Emissions Trading Scheme (ETS) resulting in a levy paid for every tonne of fossil-based CO<sub>2</sub> emitted from 2028. GMCA has the opportunity to have a significant proportion of this CO<sub>2</sub> captured rather than emitted at no greater cost than the ETS. This report seeks approval to provide an initial non-binding letter of support to enable further discussions.

### Impacts Questionnaire

Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion		
Health		
Resilience and Adaptation	G	
Housing		
Economy		
Mobility and Connectivity		
Carbon, Nature and Environment	G	
Consumption and Production	G	
Contribution to achieving the GM Carbon Neutral 2038 target	The proposal to capture and store carbon emitted from a significant proportion of GMCA's non-recyclable residual waste will significantly reduce the amount of carbon emitted through the thermal recovery of that waste. The application of the UK Emissions Trading Scheme to residual waste recovered at energy from waste facilities should further promote the recycling of fossil carbon-based products (plastics) as a means of avoiding the payment of the UKETS 'levy'.	
Overall	<b>G</b> Positive impacts overall, whether long or short term.	<b>A</b> Mix of positive and negative impacts. Trade-offs to consider.
	<b>R</b> Mostly negative, with at least one positive aspect. Trade-offs to consider.	<b>RR</b> Negative impacts overall.

## Risk Management

The risks associated with the UK Emissions Trading Scheme and the alternative option is captured in the Service's risk register.

## Legal Considerations

Legal considerations are summarised in the report. If we send waste to an energy from waste facility we will be obligated to pay the required amounts under the UK Emissions Trading Scheme.

## Financial Consequences – Revenue

There are revenue consequences as a result of the introduction of the UK Emissions Trading Scheme – these are estimated in the report.

## **Financial Consequences – Capital**

There are no capital implications resulting from this report.

**Number of attachments to the report:** None.

## **Comments/recommendations from Overview & Scrutiny Committee**

N/A

## **Background Papers**

- UK Emissions Trading Scheme consultation and government response [Developing the UK Emissions Trading Scheme \(UK ETS\) - GOV.UK \(www.gov.uk\)](#)

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

Yes

## **Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

N/A

## **GM Transport Committee**

N/A

## **Overview and Scrutiny Committee**

N/A

# **1. Introduction/Background**

The incineration of non-recyclable residual waste emits carbon dioxide (CO<sub>2</sub>) – about one tonne of CO<sub>2</sub> for every one tonne of residual waste incinerated. The source of the carbon within that one tonne of CO<sub>2</sub> is split approximately (depending on the composition of the waste) 50:50 fossil (anthropogenic or hydrocarbon based) carbon and biogenic carbon. Therefore, waste management is a considerable contributor to the UK's climate change emissions.

To seek to address this and as part of work to contribute to the UK's net zero target, the Government consulted on, the inclusion of the energy from waste (EfW) sector in the existing UK Emissions Trading Scheme (UK ETS) – effectively a levy on the emission of fossil carbon to the atmosphere.

This report explores the implications of the introduction of the UK ETS on GMCA and summarises a proposal to develop a carbon capture and storage scheme for the CO<sub>2</sub> emitted from the Runcorn thermal power station where a large proportion of GMCA's residual waste is recovered.

Of the just over 1 million tonnes per annum of household waste managed by the GMCA, around 500,000 tonnes is residual waste of which around 80% is converted to secondary recovered fuel at our mechanical treatment and recovery (MTR) plants and sent by rail to the Runcorn EfW facility under contract to TPSCo Ltd to 2034 (TPSCo Ltd is a joint venture company between Inovyn and Viridor). The remaining 20% is incinerated with energy recovery at our Raikes Lane EfW facility.

## **2. The UK Emissions Trading Scheme**

In 2022 the Government consulted on the inclusion of the EfW sector in the UK ETS – the outcome was that it would be included from 2028.

The UK ETS is a government-run scheme designed to reduce greenhouse gas emissions. It works on a 'cap and trade' principle, setting a cap on the total amount of certain greenhouse gases that can be emitted by energy intensive industries. The scheme sets an initial cap on emissions at 5 per cent below what the UK's share would have been under the EU ETS (so it is therefore a little stricter than its EU predecessor scheme). The UK ETS came into force on 1<sup>st</sup> January 2021 replacing the EU version.



Participants in the scheme are required to obtain and surrender allowances to cover their annual greenhouse gas emissions. If needed, participants can purchase allowances at auction or trade them with other participants, which allows the market to find the most cost-effective way to reduce emissions.

The price that is 'charged' for the emission of one tonne of carbon reflects the auction price for the purchase of carbon allowances and is variable. In 2022 the carbon price ranged from £62 - £90 per tonne with an average of £75.42 per tonne.

## **2.1 Potential financial impact of UK ETS**

The UK ETS effectively sets a charge on the amount of fossil carbon emitted from facilities. This charge is based on a number of variables. The elements of the UK ETS calculation are:

- The market price of carbon – a variable that changes on a daily basis; and
- The quantity of fossil carbon-based CO<sub>2</sub> based on:
  - The fossil carbon content of the residual waste being treated; and
  - The quantity of residual waste recovered.

Below is an illustrative example of the potential cost of the UK ETS for the GMCA's residual waste. If GMCA sends a total of 500,000 tonnes to energy from waste (both Raikes Lane EfW and Runcorn EfW) the UK ETS cost could be:

- 500,000 tonnes of residual waste = 500,000 tonnes of CO<sub>2</sub> generated
- 50% of that 500,000 tonnes of CO<sub>2</sub> is fossil carbon so 250,000 of applicable CO<sub>2</sub>
- The 2022 average carbon auction price of £75.42/tonne
- UK ETS obligation for GMCA under those circumstances would be £18,855,000 for the year.

## **2.2 Mitigating the Potential Financial Impact of UK ETS**

### **1 Packaging Extended Producer Responsibility**

Although not yet confirmed, it has been suggested that the cost of the UK ETS for packaging containing fossil carbon should be one of the constituent elements of the Extended Producer Responsibility (EPR) money that will eventually flow from the packaging supply chain to waste collection and disposal authorities to cover the management of packaging waste. This could cover around 30% of the UK ETS charge.

It is also understood that consideration is being given to providing some new burdens funding towards local authority UK ETS costs but that there may still be a shortfall that should incentivise the diversion of plastics from energy from waste.

## **2 Increasing Fossil Carbon Recycling**

The UK ETS applies to fossil-carbon as detected in stack emissions - the less fossil-carbon detected the lower the financial obligation. It is clearly in our interests to remove as much fossil carbon from our residual waste (whether it is found in plastic packaging, textiles etc.) before it reaches the EfW facilities.

With the likely shortfall in any support towards the costs of the UK ETS, local authorities could actively pursue improving the capture of plastics for recycling on an invest to save basis. This supports the decision to invest in new sorting infrastructure to recover plastic pots, tubs and trays (PTTs) and soft plastics/flexibles.

## **3. Carbon Capture and Storage – An Alternative for GMCA**

Payments under the UK ETS can be avoided if the CO<sub>2</sub> generated is not emitted to the atmosphere. The only viable alternative is the capture of that CO<sub>2</sub> and storage in secure storage facilities.

The Runcorn EfW facility is one of two that is currently actively pursuing the possible construction of carbon capture and storage technology supported by Department for Energy Security & Net Zero (DESNEZ). This may provide an opportunity for GMCA.

### **3.1 What is Carbon Capture and Storage?**

Put simplistically, in the case of CO<sub>2</sub> generated by the thermal recovery of waste, the carbon will be diverted from the emissions stack and (as a gas or liquid depending on the process) transferred to the permanent and sealed storage facility. As CO<sub>2</sub> is not emitted to the atmosphere the quantities can be excluded from emissions inventories.

### **3.2 The Runcorn Proposal for CCS**

As mentioned above our contract for the recovery of household residual waste is with INEOS Runcorn (TPS) Limited (TPSCo) and Viridor operates the EfW. The Viridor Runcorn EfW is one of two projects currently being actively pursued to construct CCS infrastructure in the UK. This is being driven and financially supported by DESNEZ as this is seen as a significant way to reduce the country's carbon emissions.

In short, if the proposal is successful (and it has several stages yet to go through) the CO<sub>2</sub> emitted from the circa 1 million tonnes of waste recovered at Runcorn will be captured and transferred via pipeline to exhausted gas fields under the Irish Sea where it will be pumped into the previously gas-bearing strata for permanent, safe and secure storage. It is anticipated that the infrastructure would come online some time in 2028/29.

This obviously does not come without costs and it is a technology that is emerging. Officers from the Waste and Resources team received a presentation from Viridor on the project to seek initial support.

For the project to be financially viable a charge has to be levied and this is matched to the carbon price used for the UK ETS so customers using the Runcorn plant will effectively pay the same in the first 10 to 15 years as they would if they were paying the UK ETS levy so they would be no better or no worse off.

Effectively, the financial impact of using Runcorn's CCS would be the same as that estimated in section 2.1 above. However, the waste that we send to the plant would be considered carbon negative so we would see a sharp reduction in the CO<sub>2</sub> emissions attributed to GMCA services which will assist in GMCA's target of net zero by 2038 (subject to clarification on reporting of Scope 3 emissions).

### **3.3 Supporting the Runcorn Proposal**

GMCA has only been presented with the high-level principles and benefits of the CCS project and there are some significant contractual implications that will need to be resolved before we could consider signing up to the scheme. GMCA is a major contributor to the facility supplying around 30% of its fuel so our support is crucial to the ultimate deliverability of the project.

Viridor has asked for an 'in principle' letter of support from GMCA to enable them to progress through the stages of the project with DESNEZ. This letter would not commit GMCA at this stage but simply reflect our interest and willingness to discuss matters further with any agreement to participate being subject to agreed terms and conditions and a GMCA decision. If we are to commit to the scheme, we would need to do so by the end of 2025.

## 4. Summary

Around half of our residual waste contains fossil carbon in the form of plastics comprising packaging as well as an element of other types of wastes such as textiles. This has been recognised as a significant contributor to climate change hence the energy from waste sector has been included in the UK Emissions Trading Scheme with the accompanying financial implications to those waste producers (such as GMCA) delivering fossil carbon to those facilities.

To some extent GMCA may be able to mitigate some of the financial impacts through the payments it will receive in the future from the packaging extended producer responsibility (EPR) scheme (but this is not confirmed) but there will be a shortfall that will need to be captured within the Levy.

The carbon capture and storage proposal, albeit in relatively early stages of development, provides the GMCA the opportunity to claim carbon negativity for the fossil carbon content of its residual waste avoiding the emission of around 200,000 tonnes of fossil carbon-based CO<sub>2</sub> to atmosphere annually. This would be at no additional cost over and above our applicable UK ETS obligations so on the face of it the proposal looks attractive although there is a lot of detail to be obtained and discussions to be had. Any letter of support will have no firm commitment other than to participate in further discussions with any final agreement being subject to a full understanding and agreement to final terms and conditions.

## Waste and Recycling Committee

Date: 17 January 2024

Subject: Budget and Levy 2024/25 and Medium-Term Financial Plan to 2026/27

Report of: Steve Wilson, GMCA Treasurer

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### Purpose of Report

The purpose of the report is to seek comment on the budget and levy for 2024/25 and on the Medium-Term Financial Plan (MTFP) to 2026/27. Those plans are delivered by:

1. A total levy requirement for 2024/25 of £174.3m, which represents a 3.1% average increase over 2023/24. At a GM Local Authority (LA) level, the levy changes range from 1.3% to 5.0%; and
2. The MTFP then proposes levy charges of £180.8m in 2025/26 and £189.2m in 2026/27.

### Recommendations:

Members of the Committee are recommended to:

1. Note the forecast outturn for 2023/24;
2. Note the proposed 2025/26 Trade Waste rate of £138.93 to allow forward planning by GM LAs;
3. Note the capital programme for 2024/25 as set out in Appendix A;
4. Note the budget and levy for 2024/25 of £174.3m (3.1% increase); and
5. Note the risk position set out in the Balances Strategy and Reserves.

### Contact Officers

Lindsey Keech, Head of Finance (Capital and Treasury Management)

Lindsey.keech@greatermanchester-ca.gov.uk

Report authors must identify which paragraph relating to the following issues:

### **Equalities Impact, Carbon and Sustainability Assessment:**

N/A

### **Risk Management**

Under Section 25 of the Local Government Act 2003, the Authority's Chief Financial Officer (the Treasurer) is required to report on the robustness of the estimates made for the purposes of the budget and levy calculations and the adequacy of the proposed reserves. This information enables a longer-term view of the overall financial position to be taken.

In accordance with these requirements a review has been undertaken of the risks that the GMCA may face from Waste & Resources activities which would require the allocation of resources over and above those already included in the MTFP budgets. That review broadly supports the proposed Revenue and Balances Strategy.

### **Legal Considerations**

Please refer to risk management section above.

### **Financial Consequences – Revenue**

This report sets out the proposed Revenue budget for waste disposal in 2024/25.

### **Financial Consequences – Capital**

This report sets out the proposed capital budget for waste disposal in 2024/25.

### **Number of attachments to the report:**

- 1 - Appendix A - Capital Programme
- 2 - Appendix B – Forecast Levy Increases per GM LAs

### **Comments/recommendations from Overview & Scrutiny Committee**

N/A

### **Background Papers**

N/A

**Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

**Exemption from call in**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

**GM Transport Committee**

N/A

**Overview and Scrutiny Committee**

January 2024 - Final proposals to Waste & Recycling Committee and Scrutiny Committee

## 1. Introduction/Background

### 1.1 Base Budget for 2024/25

The base budget for 2024/25 has been compiled and updated based upon:

- a) GM LAs final tonnage information, as supplied in their October 2023 submissions; and
- b) Actual inflation (as measured using the CPI September 2023 index) for the Waste and Resource Management Services (WRMS) and Household Waste Recycling Centre Management Services Contracts (HWRCMS).

### 1.2 Report Structure

This report is structured to cover the following matters:

- a) Expected Outturn 2023/24;
- b) Original Estimate 2024/25;
- c) MTFP for two further years to 2026/27;
- d) Balances and Reserves Strategy;
- e) Budget Engagement; and
- f) Risk Assessment.

## 2. Expected Outturn 2023/24

### 2.1 Revenue

The budget for 2023/24 was set by the GMCA at £170.023 million with a contribution from reserves of £1m in February 2023. The forecast outturn position for 2023/24 is shown below.

	<b>Budget 2023/24 £m</b>	<b>Forecast 2023/24 £m</b>	<b>Variance 2023/24 £m</b>
Operational Costs	108.555	101.617	(6.938)
Operational Financing	53.731	52.459	(1.272)
Office Costs	7.212	4.696	(2.516)



	<b>Budget 2023/24 £m</b>	<b>Forecast 2023/24 £m</b>	<b>Variance 2023/24 £m</b>
Non-Operational Financing	0.525	0.599	0.074
<b>Total Budget</b>	<b>170.023</b>	<b>159.371</b>	<b>(10.652)</b>
Levy Adjustment	-	0.503	0.503
One-Off Return of Reserves	-	27.000	27.000
Transfer (from)/to reserves	(1.000)	(27.000)	(26.000)
Levy	<b>169.023</b>	<b>159.873</b>	<b>(9.150)</b>

The forecast underspend in Operational Costs is largely driven by savings on residual waste treatment due to lower than forecast tonnages of waste at HWRCs (£4.8m) and forecast income from paper/card and commingled waste being above budget (£2m). Forecast share of third-party income from TPSCo is currently below budget and is being offset by small savings on other contract costs.

The forecast underspend on operational financing arises from a slight reduction in the Minimum Revenue Provision charge for the year and the interest paid on the short term borrowed debt.

The forecast underspend on office costs is largely a result of lower than expected consultancy fees. Spend associated with waste compositional analysis has been reprofiled into 2024/25. Underspends have also been generated by staff vacancies and reduced premises expenditure.

The current Levy Allocation Methodology Agreement (LAMA) provides for in-year adjustments to be made when actual waste arisings vary from declared levels. Based upon updated forecast tonnages an indicative outturn position has been calculated which predicts at GM LAs level, adjustments may be needed as set out below.

	<b>Charge/ (Refund) £m</b>
Bolton	0.098

	<b>Charge/ (Refund) £m</b>
Bury	(0.067)
Manchester	0.065
Oldham	(0.083)
Rochdale	(0.048)
Salford	(0.342)
Stockport	0.035
Tameside	(0.110)
Trafford	0.315
<b>Total</b>	<b>(0.137)</b>

## 2.2 Capital

A revised capital programme is shown below:

	<b>Budget £m</b>	<b>Forecast £m</b>	<b>Variance £m</b>
Operational assets	6.780	3.780	(3.000)
Non-Operational assets	-	0.013	0.013
<b>Total</b>	<b>6.780</b>	<b>3.793</b>	<b>(2.987)</b>

The main variance on Operational Assets is the reprofiling of works at Reliance Street Household Waste Recycling Centre (HWRC), Newton Heath into 2024/25.

## 3. Original Estimates 2024/25

### 3.1 Revenue

A base budget has been produced based upon achieving the vision and objectives set out in the Greater Manchester Waste Management Strategy.

The effect of the above is to produce a £5.251m increase in net budget requirement

for 2024/25 (3.1% increase). Further detail is provided below:

	<b>Budget 2024/25 £m</b>
Operational Costs	116.326
Operational Financing	55.104
Office Costs	6.245
Non-Operational Financing	0.599
Total Budget	178.274
Use of Reserves	(4.000)
Levy	174.274

### **3.2 Levy Apportionment**

The tonnages supplied by GM LAs, in October 2023, have been subjected to scrutiny by the Waste & Resources Team and detailed discussions with GM LA Waste Chief Officers. Future year's projections also include the impact of population/ housing growth.

The method of allocating the levy to GM LAs has a provision allowing for the rebasing of tonnages used to allocate fixed costs. This rebasing has taken place for the setting of the 2024/25 levy.

The tonnage forecasts mean that individual GM LAs allocations will vary from the average of 3.1% increase and have a range of 3.7% (covering 1.3% to 5.0%). The final allocations to GM LAs can be summarised as:

<b>GM LA</b>	<b>2023/24 Levy £m</b>	<b>2024/25 Levy £m</b>	<b>Increase/ (Decrease) £m</b>	<b>Increase/ (Decrease) %</b>
Bolton	19.729	19.990	0.262	1.3
Bury	13.680	14.069	0.389	2.8
Manchester	30.632	31.809	1.177	3.8
Oldham	17.650	17.889	0.239	1.4

<b>GM LA</b>	<b>2023/24 Levy £m</b>	<b>2024/25 Levy £m</b>	<b>Increase/ (Decrease) £m</b>	<b>Increase/ (Decrease) %</b>
Rochdale	15.502	16.002	0.500	3.2
Salford	19.989	20.583	0.594	3.0
Stockport	20.573	21.602	1.029	5.0
Tameside	15.520	16.226	0.706	4.5
Trafford	15.748	16.104	0.356	2.3
<b>Total</b>	<b>169.023</b>	<b>174.274</b>	<b>5.251</b>	<b>3.1</b>

### 3.3 Capital

The revenue budget takes account of the proposed spend on items of a capital nature. Appendix A sets out details of proposed capital spend in 2024/25. The forecast spend of £9.270m can be summarised as:

- a) £5.000m for a HWRC at Reliance Street, Newton Heath;
- b) £0.300m for a new welfare unit at Cobden Street, Salford;
- c) £0.200m for an electrical rewire at Higher Swan Lane, Bolton;
- d) £0.250m for solar Photovoltaics on some of the welfare units at various sites;
- e) £1.320m for rail wagons;
- f) £2.000m for mobile plant and equipment; and
- g) £0.200m for an access ramp/road at Waithlands former landfill site.

Any programme carry forward from 2023/24 will increase the values above.

## 4. Medium-Term Financial Plan (MTFP) to 2026/27

The GMCA has adopted a current year plus 2-year planning cycle in this budget paper. A number of assumptions have been made which take a balanced view of the risks facing the service in 2024/25 and beyond.

### 4.1 RPIx and CPI Inflation Assumptions

The forward look assumptions for RPIx and CPI inflation are shown below and have been included in the MTFP.

<b>Financial Year</b>	<b>Forecast December RPIx</b>	<b>Forecast September CPI</b>
2024/25	4.8%	6.6%
2025/26	3.5%	2.0%
2026/27	3.5%	2.0%

## 4.2 MTFP Projections

The MTFP projections have also assumed that:

- a) GM LAs will be able to deliver on their expected waste declarations;
- b) No change from England's Resources and Waste Strategy;
- c) Landfill tax will continue to rise annually by RPI;
- d) An income for mixed paper and card in 2024/25 equivalent to the handling charge; and
- e) An income from TPSCo in 2024/25 for a share of electricity income.

## 4.3 Estimated Budget and Levy for the MTFP

Taking account of the above, the estimated budget and levy for the MTFP period are:

<b>Financial Year</b>	<b>Budget Requirement £m</b>	<b>Use of Reserves £m</b>	<b>Levy £m</b>	<b>Increase/ (Decrease)</b>
2023/24	170.023	(1.000)	169.023	4.183
2024/25	178.274	(4.000)	174.274	5.521
2025/26	184.841	(4.000)	180.841	6.567
2026/27	192.187	(3.000)	189.187	8.346

## 4.4 GM LA Levy Changes over the MTFP Period

Below the headline figures, the impact on GM LAs will be slightly different and dependent on tonnage forecasts. Appendix B provides indicative details of the GM LA Levy changes over the MTFP period.

## **5. Balances**

The balances attributable to the Waste & Resources team as at 1 April 2023 were £100.3m. During 2023/24, £27m of reserves have been returned to GM LAs with the use of £1m from the Waste Compositional Analysis Reserve. The budget for 2024/25 contains proposals to utilise £4m of reserves.

### **5.1 Balances and Risks**

The level of balances is assessed for adequacy on a risk assessed basis, and this reflects the risks below:

- a) Tonnages of waste delivered and received at facilities;
- b) Achievement of recycling/composting levels;
- c) Reduction in contamination;
- d) Recyclate income prices; and
- e) Upside/ downside risks from energy prices at the Runcorn TPS.

### **5.2 Level of Balances**

The level of balances is an area of ongoing discussion with GM LAs. However, financial risk assessment on an annual basis and the need to hold an appropriate level of balances, will continue to have a major influence on the budget and MTFP for the Waste & Resources Team.

## **6. Budget Engagement**

In accordance with our usual practice, Officers have sought to engage on budget matters with both Waste Chief Officers and Treasurers of constituent GM LAs. As far as possible the budget and levy take into account their comments.

## **Appendix A**

### **Capital Programme for 2024/25**

#### **a) Reliance Street HWRC Redevelopment**

A new Household Recycling Centre (HWRC) is required at Reliance Street in North Manchester due to the existing facility being beyond its economic life span and a restricted layout which does not encourage recycling of commodities within the household waste stream. The existing layout is restrictive for operational needs often resulting in significant queueing at Reliance Street during busy periods. The intention is to provide a new larger facility in place of the existing layout, an increase in size of approximately 0.6 acres will be gained by demolishing an adjacent Anaerobic Digestion (AD) plant.

Benefits to be gained by the new layout include:

- Reduced traffic impacts on Reliance Street at busy periods, provided by a double lane wrapping around the HWRC;
- Separate operational entrance to reduce traffic disruption and provide safer access for operational plant and vehicles;
- Increase in waste recovery and recycling by the introduction of 16 separate containerised bays for individual waste streams;
- Introduction of a re-use shop to support a circular economy, providing a direct benefit to the local community; and
- Improved welfare provisions for HWRC staff.

Planning permission for this redevelopment was achieved early in 2023, we are now forecasting construction to commence no later than summer 2024 subject to some final design requirements and a successful tender process.

#### **b) Welfare Unit at Cobden Street**

The existing welfare building at our Cobden Street is now more than 30 years old, it provides welfare provisions to staff the operate our MTR facility. The proposed capital spend is required to review the current building and implement upgrades and or a replacement welfare unit.

### **c) Electrical Rewiring at Higher Swan Lane**

Our Higher Swan Lane (HSL) location incorporates a maintenance depot to support contract delivery providing maintenance and repair facilities associated with transport and container repairs. The building at HSL is a large open framed structure which was constructed in the 1950's and now requires some investment to ensure its continued operation. The proposed 2024-25 capital spend is required to commence electrical upgrades to ensure the buildings wiring meets current electrical standards. This work proposed for 24-25 is part of a phased approach over the next 2-3 years

### **d) Solar – Photovoltaics at various Waste Sites**

This proposed capital spend is required to accommodate a small number of solar installations across the portfolio, which will form part of the Waste estates decarbonisation plans. A solar feasibility review is to be undertaken in 24-25 across the whole estate, this capital amount will allow for some initial installations to progress within 24-25. Decisions on future installations will be considered following the initial feasibility review.

### **e) Rail Wagons**

This proposed capital spend is subject to a decision of this Committee on 17 January 2024 and relates to the second tranche of replacement wagons as outlined in the Contract Update Part B report.

### **f) Mobile Plant and Equipment**

The proposed capital spend relates to the planned purchase of replacement Mobile Plant and Equipment during 24-25.

### **g) Access Ramp/Road at Waithlands Former Landfill Site**

A new ramped access road is required at Waithlands to provide long term access to a lower section of the site adjacent to the river Roch. The ramp is needed to provide vehicular access to existing manholes associated with a deep culvert running beneath the site, access is also needed to manage the wider landscape and inclined slope along the river Roch as the current site is inaccessible. A ramp design has been defined by a geotechnical consultant we are targeting delivery in summer 2024 subject to a successful tender exercise. The capital spend is required to appoint a contractor



and have the ramp constructed, this budget will also be utilised for enabling works and site preparations prior to construction in spring 2024.

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## Appendix B – Forecast levy increases per GM Local Authority

	2023/24	2024/25	Increase/ (Decrease)		2025/26	Increase/ (Decrease)		2026/27	Increase/ (Decrease)	
	£m	£m	£m	%	£m	£m	%	£m	£m	%
Bolton	19.729	19.990	0.262	1.3%	20.708	0.718	3.6%	21.669	0.962	4.6%
Bury	13.680	14.069	0.389	2.8%	14.590	0.521	3.7%	15.284	0.694	4.8%
Manchester	30.632	31.809	1.177	3.8%	33.059	1.250	3.9%	34.669	1.609	4.9%
Oldham	17.650	17.889	0.239	1.4%	18.550	0.661	3.7%	19.372	0.822	4.4%
Rochdale	15.502	16.002	0.500	3.2%	16.572	0.570	3.6%	17.326	0.754	4.5%
Salford	19.989	20.583	0.594	3.0%	21.369	0.786	3.8%	22.362	0.993	4.6%
Stockport	20.573	21.602	1.029	5.0%	22.363	0.761	3.5%	23.374	1.011	4.5%
Tameside	15.520	16.226	0.706	4.5%	16.800	0.574	3.5%	17.576	0.776	4.6%
Trafford	15.748	16.104	0.356	2.3%	16.829	0.725	4.5%	17.555	0.726	4.3%
Total	169.023	174.274	5.251	3.1%	180.840	6.566	3.8%	189.187	8.347	4.6%

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Waste and Recycling Committee

Date: 17 January 2024

Subject: Sustainable Consumption and Production Update

Report of: Sarah Mellor, Head of Sustainable Consumption and Production

Purpose of Report

The purpose of the report is to update Committee Members on the progress of a number of key projects within the Greater Manchester Sustainable Consumption and Production Action (SCP) Plan and update the Committee on the development of the 5 year Environment Plan.

Recommendations:





- The Committee is requested to:
- Note the progress of the key areas of activity currently being undertaken.

Contact Officers

Sarah Mellor, Head of Sustainable Consumption and Production, Environment Team.  
[sarah.mellor@greatermanchester-ca.gov.uk](mailto:sarah.mellor@greatermanchester-ca.gov.uk)

## Equalities Impact, Carbon and Sustainability Assessment:

**Results of the [Sustainability Decision Support Tool](#) to be included here:**

Impacts Questionnaire		
Impact Indicator	Result	Justification/Mitigation
Equality and Inclusion	G	The Plan looks to raise awareness through community engagement and involvement
Health		
Resilience and Adaptation		
Housing		
Economy	G	Moving to a circular economy can have a positive social, economic and environmental effect on the conurbation By creating a circular economy it should identify gaps and skills and stimulate economic growth in those areas Innovation is key to developing solutions and end markets for difficult materials Inward investment could potentially through innovation
Mobility and Connectivity		
Carbon, Nature and Environment	G	The SCP Plan looks to reduce carbon emission through its 4 key priority areas
Consumption and Production	G	The SCP Plan focuses on key priority areas, as set out in the report, to reduce the level of waste produced A number of projects are currently in place to look at minimising construction waste Managing waste sustainability as possible is a key priority within the plan Moving to a circular economy is a priority with the SCP Plan PlasticFreeGM continues to be a priority within the SCP work programme
Contribution to achieving the GM Carbon Neutral 2038 target		The SCP Plan and work programme are a critical element to the delivery on GM achieving Carbon Neutral by 2038. As SCP covers a wide range of areas, ensuring that the work programme is sufficiently resourced would improve the contribution to delivery of the overall plan.
Further Assessment(s):	N/A	
 Positive impacts overall, whether long or short term.	 Mix of positive and negative impacts. Trade-offs to consider.	 Mostly negative, with at least one positive aspect. Trade-offs to consider.
	 Negative impacts overall.	

## Risk Management

All risks regarding the delivery of the 5YEP and SCP theme are set out in the GM Environment Team's Risk Register. There is nothing identified within the SCP section of the register which is currently identified as 'red' status.

## Legal Considerations

There are no legal implications of the recommendations set out within the report.

## Financial Consequences – Revenue

The SCP Work Plan sets out expenditure that is within the budget forecasts (2023/24) for certain areas of work. Actions for future years may require additional funds. If so, these would be subject to a separate detailed business case being approved.

## **Financial Consequences – Capital**

There are no capital consequences within the report. Actions for future years may require additional funds. If so, these would be subject to a separate detailed business case being approved.

## **Number of attachments to the report:**

**2 Appendices :**

**Appendix A – List of Foundational Economy Innovation Fund Projects**

**Appendix B – 5YEP 24-29 Progress of the Plan Presentation**

## **Background Papers**

[The Greater Manchester 5 Year Environment Plan](#)

[SCP Plan](#)

## **Tracking/ Process**

Does this report relate to a major strategic decision, as set out in the GMCA Constitution?

**No**

## **Exemption from call in.**

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency? N/A

## 1. Introduction

The SCP Theme of the GM 5 Year Environment Plan focuses on valuing resources and reducing waste. It also supports our carbon neutral ambitions by identifying actions which will reduce our Scope 3 emissions. The SCP plan is now being finalised for publication and covers 4 key priority areas:

- Moving to a Circular Economy;
- Managing Waste Sustainably;
- Reducing Food Waste; and
- Moving to Sustainable Lifestyles.

The report below sets out some key activities that are contributing to the delivery of the priority, Moving to a Circular Economy.

## 2. Key Activities

### 2.1 Moving to a Circular Economy

#### 1 Scope 3 Emissions, Spend and Investment Analysis and Toolkit

Work has commenced to undertake a scope 3 emissions analysis which includes the emissions of the waste contract. All data has been submitted to the consultant for them to analyse and provide the initial findings in the New Year. Included in these findings will be an in-depth breakdown of emissions from spending and investment. Following on from those findings, an action plan and toolkit will be provided on how to reduce the Authority's emissions.

#### 2 Single Use Plastic Pact

Actions continue to be delivered through the Single-use Plastic Working Group to the end of 2024 include:

- **Refill Greater Manchester** – As a Refill Destination, GMCA has access to the City to Sea public sector hub, which includes:
  - quarterly reporting and data insights to measure the growth of Refill and Reuse in Greater Manchester; and
  - marketing & communications support.



A communications plan is being developed to support the expansion of Refill across Greater Manchester, helping people find places to shop, eat and drink without the pointless plastic. Key objectives are:

1. Raise awareness and increase downloads and usage of the Refill app in Greater Manchester; and
2. Increase accessibility of refill-and-reuse options by growing the number of new refill stations in the city-region.

Communications will commence in January 2024 and continue to be delivered in the run up to World Refill Day on 16th June 2024. A new page has also been created on the GM Green City website for [Refill Greater Manchester](#). A further update will be given at the meeting.

- **School's Eco Refill Pilot** – Work is currently underway with Pupil's Profit to deliver an Eco Refill Pilot in Greater Manchester. The project aims to reduce single-use plastics by driving awareness and increasing refill and reuse in the community, whilst giving young people the skills and tools to play a part in tackling climate change. Funding has been allocated to several schools to support the running of a monthly eco-refill shop in each school.

**Outline Programme:**

- **Winter Term:** Enterprise Training completed, and Refill Products received. Launch when ready:
  - **Summer Term:** ECO Refill Shops trade once a month, or more frequently; and
  - **Autumn Term:** Teams hand on to new cohorts as needed in the new school year, and continue to trade once a month, or more frequently.
- **Single-use plastic e-learning module** – Building on the successful climate change employee e-learning module, two new modules will be launched in February 2024:
    1. Single-use plastics; and
    2. GMCA Sustainability Strategy.

### 3 The Foundational Economy Innovation Fund

Working with the Economy Team grants of up to £10,000 have been awarded to several organisations working in or with Greater Manchester's 'everyday economy' to trial new ideas that support local, sustainable, and circular supply chains. Projects include:

- **Green Street Pioneers:** Feasibility study for a reusable food and drink container scheme which includes perks for independent cafes and takeaways;
- **Veg Box People:** Platform development to optimise stock deliveries via shared transportation between small scale local food producers to retail and hospitality venues to reduce carbon emissions; and
- **Brighter Beginnings Day Nursery:** Developing affordable, eco-friendly play resources from recycled materials for early years settings.

A full list of projects is available at Appendix A. Delivery of the second phase of funding from February 2024 will see selected projects receive an additional £60,000 to progress their ideas further.

## 2.2 Managing Waste Sustainably: Interim Waste Strategy

Work is on-going to consider the further guidance provided by Defra on England's Waste Strategy and whether an interim strategy is required. A meeting with the Strategic Officers' Group was held on 19 December and an update will be provided at the meeting.

## 2.3 5 Year Environment Plan (5YEP)

With the current 5YEP concluding in 2024, work has commenced to start developing the new 5YEP. To develop the plan there are a number of work strands:

- Developing a carbon pathway;
- Survey to Districts on their plans for the next 5 years; and
- Initial framework and themes, with associated actions has been developed.

A presentation (Appendix B) regarding the progress of the plan will be presented at the meeting.

### **3. Recommendation**

The Committee is requested to note the progress of the key areas of activity currently being undertaken.

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Appendix A: Foundational Innovation Fund: Localising Supply Chains / Zero Carbon

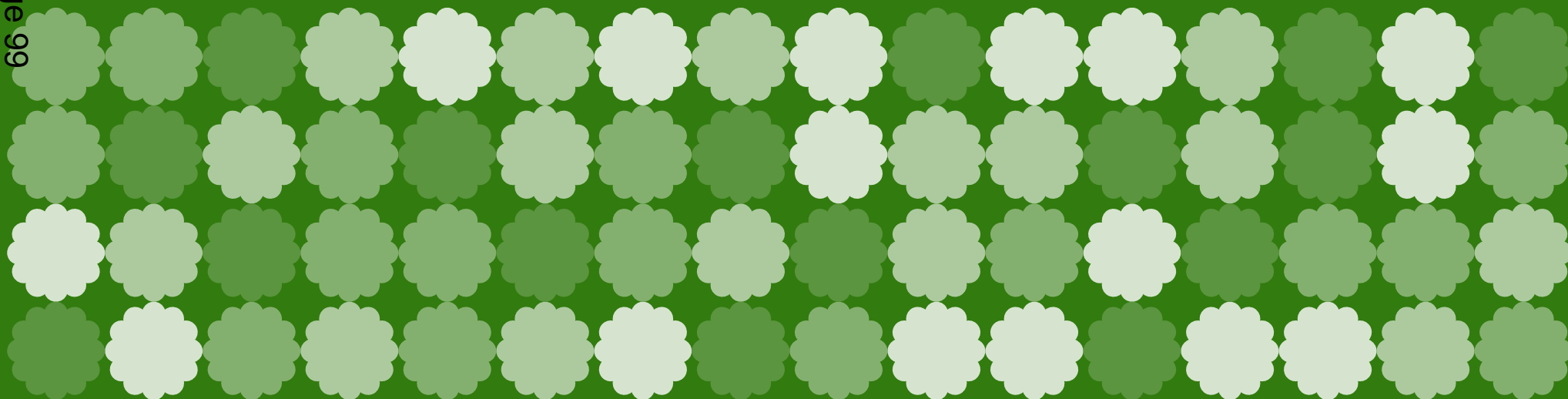
<b>Organisation</b>	<b>Project Title</b>	<b>Project Description</b>	<b>Location</b>
Cabasa CIC	Exploring sustainable dye and textile processes	Supporting the development of locally produced natural fabric dye supply chains via customer led design approach.	Oldham Tameside
Automedi LTD	Facilitating repair economy through recycled plastics.	Recycling currently un-recycled retail plastic with decentralised 3D print vending machines, delivered via turnkey real time waste collection and waste tracking service	Stockport Manchester Trafford
Brighter Beginnings Day Nursery LTD	Developing affordable, eco-friendly play resources	Developing affordable, eco-friendly play resources from recycled materials for early years settings	All
Age UK Manchester (Charity)	The curiosity shop	Pilot to explore opportunities for micro-local creative recycling and upcycling of charity shop donations through to point of sale to encourage and promote sustainable shopping and ethical living.	Manchester
The Reveller LTD	Sustainable craft beer hub: Locally Brewed and in reusable glass growlers	Launch of sustainable craft beer hub utilising re-usable bottles and counter pressure filling to provide keg quality beer from local micro-producers and reduce bottle/can waste.	All

Nornir LTD	Developing Sustainable Community Payback	Stockport Homes' 'Your Local Pantry' pilot project for 'Austerity Retail' membership food hubs reliant on surplus/donated food (similar to food banks but with small subscription fee) to trial localised food production and new food hub income generation working with probation-supervised Community Payback Teams'	Stockport
Veg Box People BenCom	Delivering Local Supply Chain Solutions	Platform development to optimise stock deliveries via shared transportation between small scale local food producers to retail and hospitality venues to reduce carbon emissions.	Manchester Oldham Salford Stockport
The Clever Carbon Company LTD	Reusable shower dispenser and wash formula	Prototype development and marketisation of reusable shower dispenser and wash formula for hotel market supplied via takeback scheme.	Salford All
Green Street Pioneers LTD	Borrow Manchester reusable cup/container feasibility study	Feasibility study for a reusable food and drink container scheme which includes perks for independent cafes and takeaways.	Manchester
CERT Property LTD	HyperLeaf	Feasibility study for a hyper-local supply chain business model looking to utilise abandoned buildings.	Manchester All

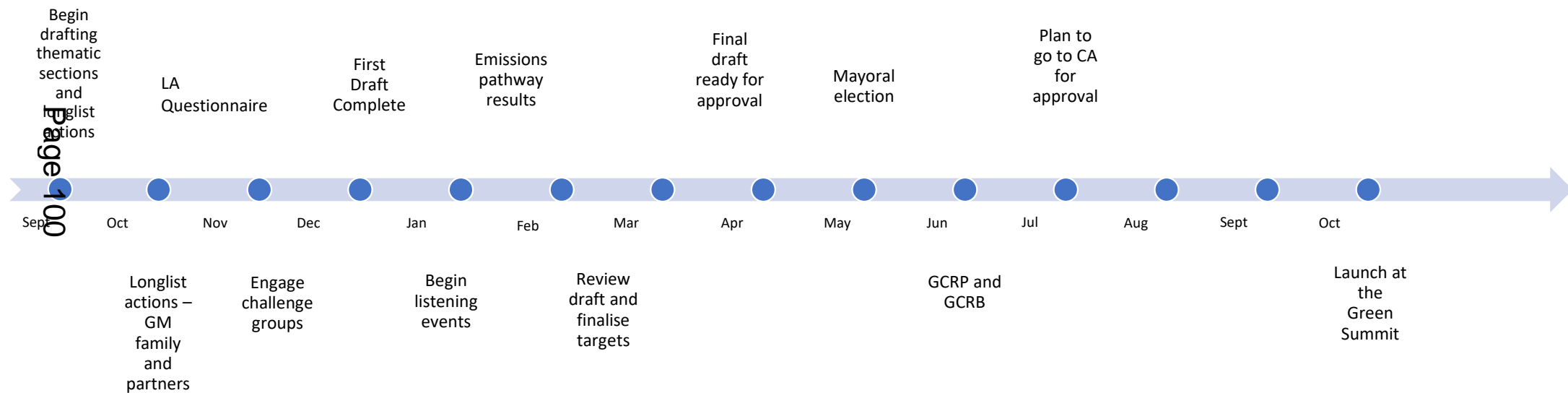
# Five Year Environment Plan 24-29 Development

**GREATER  
MANCHESTER**  
DOING THINGS DIFFERENTLY FOR THE ENVIRONMENT

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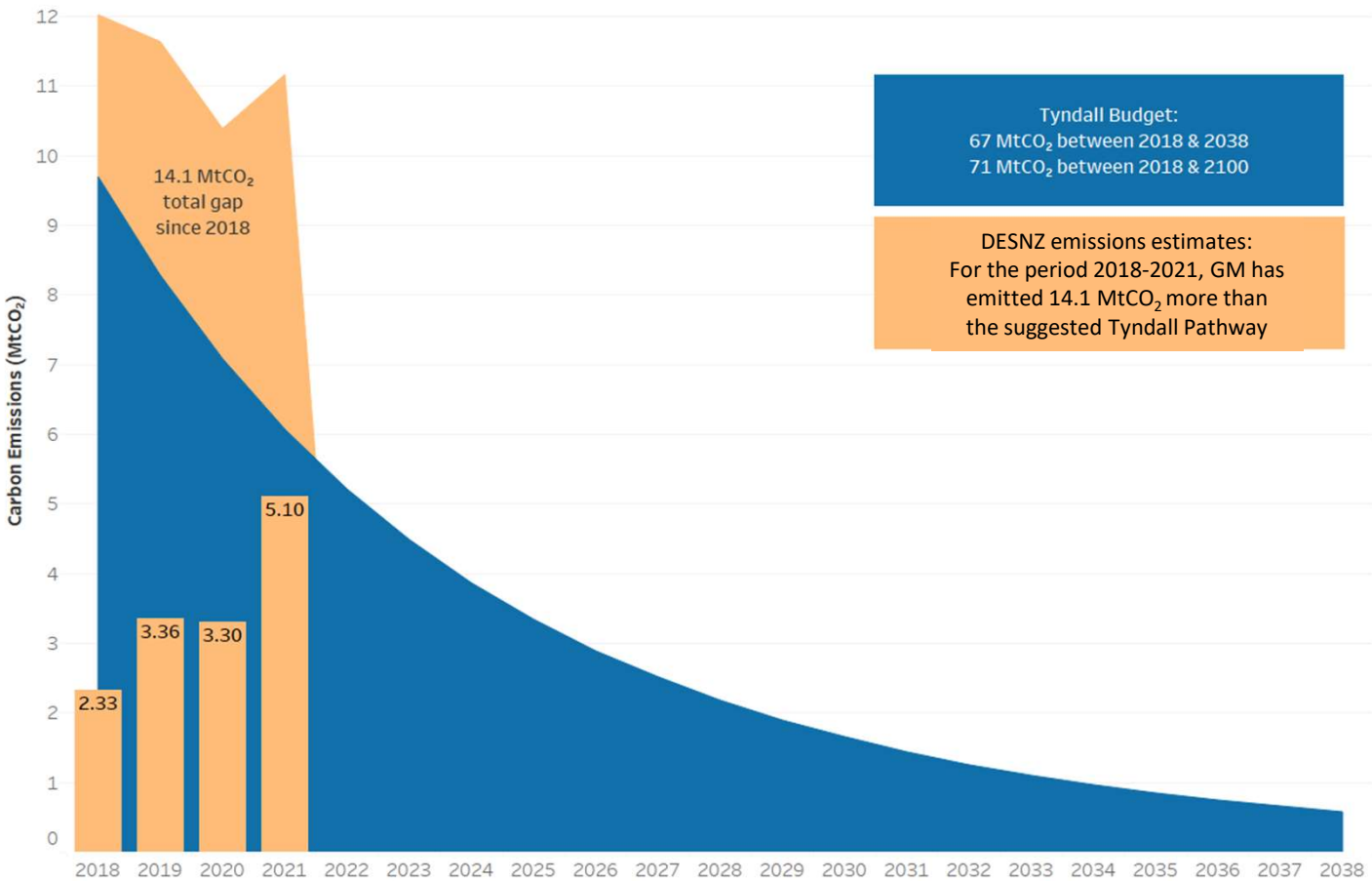


# Timeline, Now–October 2024



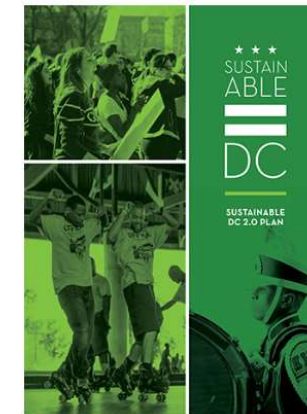
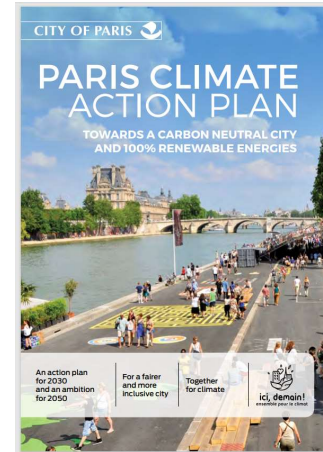
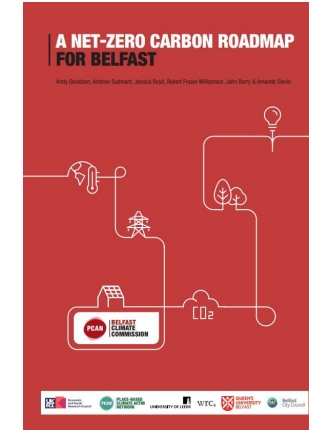
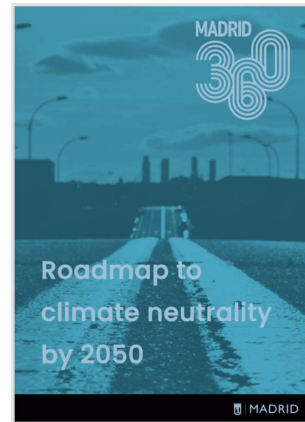
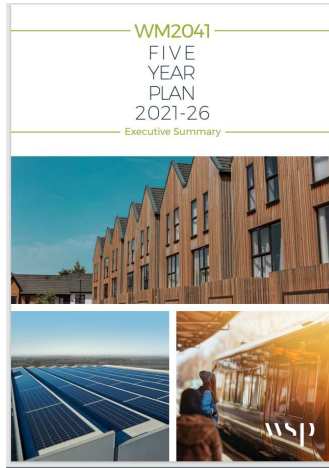


# The Mission: Carbon Neutral by 2038



# Developing the wireframe and learning from other cities

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# Overall plan structure

1. Mayor's foreword
2. Introduction - setting the vision, 2038, climate and biodiversity emergency
3. Emissions Pathway, Targets, Action Plan
4. Chapters –
  1. Our Homes,
  2. Our Work,
  3. Our Leisure,
  4. Our Travel,
  5. Our Industry
5. Conclusion
  1. Annex – emissions pathway, monitoring and evaluation, engagement

# Chapters

- Our Homes
  - Our Work
  - Our Leisure
  - Our Travel
  - Our Industry
- Carbon and Climate
  - Biodiversity /Clean Blue and Green Spaces
  - Waste and Resources
  - Air Quality
  - Climate Adaptation

# Developing actions

## How we live at home (Our Homes)

Sections	Challenge Statement	Action and Lead e.g. LAs, businesses, NGOs, residents, national government	Why (result of the action)	Enabling Actions
Air Quality				
Biodiversity and Clean Green Spaces				
Carbon and Climate				
Climate Adaptation				
Waste and Resources				

# Setting targets

Theme	Metric	Indicator	Progress to date	5 year target	2038 target
Land	Biodiversity	Halt decline in species abundance by x% by 2029.			

# Engagement

- Challenge groups

- Feedback on the vision and challenge statements.
- Focus on those actions outside of LA control and influence.

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## LA questionnaire

- Trialled with Oldham
- Building on the leader's paper to understand LA appetite for actions.

- Listening Events

- January-March 2024
- Content will be informed by behaviour insights and 5YEP first draft.

## Next steps

- Hold engagement workshops with 5YEP Forum and Challenge Groups.
- Continue working with Arup on the emissions pathway.
- First draft ready for review by Christmas.



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of the Local Government Act 1972.

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