

**Report to:** Cabinet

**Date:** 19 March 2009

**Subject:** Municipal Solid Waste Management Strategy

**Report of:** Executive Director - Environmental Services

**Contact officer:** Steve Woods 01942 404305

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**Purpose / summary:** For Members to approve minor amendments to the Draft Municipal Solid Waste Management Strategy (MSWMS) following the consultation period

**Alternative options considered and reason for selecting the one recommended:** The alternative would be to make no amendment to the Draft Strategy but this would not recognise a minor omission which now explains properly the relationship between the Strategy and the Strategic Environmental Assessment (SEA) document.

**Recommendation / decision:** Members are requested to approve the proposals contained in the revised MSWMS and SEA documents, amended as detailed in this report.

**Key Decision:** This report involves a key decision within ground(s) 6.

The decision made as a result of this report will be published within **48 hours** and cannot be actioned until **seven working days** have elapsed, i.e. before 31 March 2009

This item is included in the Forward Plan.

**Risks / Implications:**

**Financial:** Funding has been set aside to fully roll out Green Bins to all suitable properties by March 2009 and to roll out Brown Bins to all suitable properties by December 2010. Financial provision will need to be identified to roll out the remaining elements of the Strategy.

Staffing: Yes. The strategy contains changes to targets and service provision which if approved could require adjustments to staffing levels.

Policy: Municipal Solid Waste Management Strategy  
 Equal Opportunities - Has a Diversity Impact Assessment been conducted? A diversity impact assessment has been completed when producing this report

Wards affected: All

**Property Implications – Does the proposal involve a reduction, addition or change to the Council’s asset base or its occupation?**

Yes

**If yes, have the property implications been agreed with the Corporate Property Officer?**

Yes

**Does this proposal have significant implications for the Council and the local population?**

A full diversity impact assessment has been undertaken and is attached as an appendix to this report.

**Does this proposal involve a new policy or procedure or significant changes to an existing policy or procedure?**

A diversity impact assessment is not necessary at this stage, however, equality and diversity implications have been considered when producing this report.

Has the Service Director - Borough Solicitor confirmed that the recommendations within this report are lawful and comply with the Council’s Constitution? **Yes**

Has the Service Director - Corporate Services confirmed that any expenditure referred to within this report is consistent with the Council’s budget? **Yes**

Are any of the recommendations within this report contrary to the Policy Framework of the Council? **No**

\* delete which applicable

**For Cabinet reports only :**

Categorisation of the report:	<b>X</b>
Discussion leading to a decision	<b>X</b>
Monitoring	
Sharing for corporate understanding	

Discussion	
Decision	
Information	

**Tracking/Process:**

	Consultation	Ward Members	Partners
Panel	Overview & Scrutiny	Cabinet	Council
		19 March 2009	

List of Background Papers in accordance with Section 100D of the Local Government Act 1972:

Title of document	Which meeting did it go to?	Date of meeting	Copy available from?
Wigan's Municipal Solid Waste Management Strategy	Cabinet	13 November 2008	Members Room
Consultation Summary			Attached
Strategic Environmental Assessment	Cabinet	13 <sup>th</sup> November 2008	Steve Woods. Environmental Services Department, Civic Buildings, New Market Street, Wigan

Proper Officer Martin Kimber

Date 02 March 2009

## **1.0 Background**

- 1.1 Members will recall that, following an earlier presentation, the Cabinet Meeting on 13<sup>th</sup> November 2008 gave approval was given to a draft Municipal Solid Waste Management Strategy (MSWMS) which was to be issued for consultation. The resolution also confirmed that the strategy would be brought back to Cabinet following the consultation with recommendations for amendment, if required, and approval for adoption.

## **2.0 Current Position**

- 2.1 The draft MSWMS is a revision of the previous strategy, amended to incorporate new targets set in the Government's Waste Strategy for England 2007. The formal consultation exercise took place between 25<sup>th</sup> November 2008 and 17<sup>th</sup> February 2009.
- 2.2 The consultation involved Statutory consultees, all 75 Wigan Councillors, 22 key officers, 4 local MP's, 9 regional MEP's, and 47 other Councils, environmental pressure groups and key stakeholder organisations. Presentations were delivered at all 10 township forums, with an opportunity to engage in a detailed question and answer session, and reminders were sent to all key and statutory consultees towards the end of the consultation period.
- 2.3 Leaflets were prepared and placed in all Council office buildings and key usage areas such as libraries. Posters advertising the consultation were used in conjunction with the leaflets in order to attract the attention of the public. A press release was issued via newspaper and radio channels, and details were promoted on the Council's website, which included the full strategy document. The Council's helpline team were fully briefed on the process and four roadshow events took place across the Borough.
- 2.4 Only four formal responses to the draft Strategy were received. One response did not address waste issues. One response expressed concern that the targets contained within the Strategy were "stretching, but achievable". This respondent also noted that there was no reference within the Strategy document to the Strategic Environmental Assessment (SEA) document which accompanies the MSWMS.
- 2.5 Full details of the consultation can be found in the Consultation Summary which is attached to this report in Appendix 1, and a full copy of the strategy has been placed in the Members library.

## **3.0 Proposals:**

- 3.1 I am not proposing to make any significant changes to the strategy following the consultation exercise. However I agree with the comments of the respondent that it is helpful to explain the relationship between the strategy and the supporting SEA document. The strategy has been changed to reflect this. No other changes are proposed.

## **4.0 Resources**

4.1 To ensure the waste strategy is fully implemented will require significant resources. The following elements already have resources identified

- a) Green bins – procurement of bins and disposal and collection costs are fully funded.
- b) Brown bins – disposal and collection costs are fully funded within the medium term forecast. Procurement of bins will be funded across two financial years to allow roll out by December 2010.

4.2 Funding needs to be identified to adjust the current paper collection capability and to introduce collection of kitchen waste. The case for these proposals will need to be assessed for affordability in the light of emerging cost pressures, service efficiency gains, changes in the market place and the impact of negotiating the current waste disposal contract. Currently investment needed would be of the order of £4 Million in capital, and for revenue the additional cost of collection would be matched by the saving in disposal costs.

## **5.0 Alternative options considered and reason for the recommended option:**

5.1 The alternative to the above proposals would be to make no changes to the MSWMS. However, the changes proposed recognise a minor omission from the original draft, and explain properly the relationship between the two documents

## **6.0 Conclusions**

6.1 Members are requested to approve the revised MSWMS and SEA documents, amended as detailed in paragraph 3.0 above, and to note the resources needed to implement the various elements of the strategy. Detailed costings and business case will be considered as part of future annual budget setting rounds.

## Diversity Impact Assessment form

Section: Waste Management

Policy/Service Area: Municipal Solid Waste Management Strategy

Person Completing Form: Steve Woods

Date: 02 March  
2009

Do any of the below groups suffer specific disadvantage (please indicate)

	Yes	No		Yes	No
Race		X	Disability		X
Ethnicity		X	Gender		X
Age		X	Religion		X
Class		X	Sexual Orientation		X

Is there evidence of disadvantage or associated problems?

No

How was the information collected and/or who have you consulted with?

See attached Consultation Summary

Action Plan – *What specific actions are planned to tackle any disadvantage identified?*

None identified

Is the policy in line with current equality legislation and relevant codes of practice?

Yes

Timescale	N/A
Responsibility	N/A
Comments	N/A

**Are the actions specified included in any other documents/plans?**

Departmental Service Plan	None specified
Section/Team Plan	None specified
Other (Specify)	None specified

Date for further review None

## Consultation Summary

# Wigan Council Municipal Solid Waste Management Strategy 2009

DRAFT

**Author:** Darren F. Harrop

**Contact:** darren.harrop@epiphany-smc.com

**Date:** 19<sup>th</sup> February 2009

**Version:** 1.0

# Consultation Summary - Wigan Council Municipal Solid Waste Management Strategy 2009

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## **Introduction**

In 2008, as part of a broader programme of improving the way waste is managed across Wigan, ensuring Wigan falls into line with national waste management guidelines, Wigan Council determined it was necessary to revise its *Municipal Solid Waste Management Strategy 2006*. This prior strategy had already been approved in 2006 after undergoing a full public consultation process.

A review of the 2006 strategy saw minor revisions made to some targets and timelines. Even though the revisions were minor, Wigan Council considered it important to once again go out to public consultation and invite the views of all stakeholders.

Consultation on this revised strategy, known as the *Wigan Municipal Solid Waste Management Strategy 2009* (WMSWMS 2009) commenced on the 25<sup>th</sup> November 2008, and closed on the 17<sup>th</sup> February 2009.

## **Consultation Dates:**

25<sup>th</sup> November 2008 to 17<sup>th</sup> February 2009.

## **Duration:**

12 weeks.

## **Communicating the opportunity:**

Wigan Council sought to communicate the opportunity to consult on the 2009 strategy as widely as possible. The following activities were undertaken to generate a broad awareness and understanding of the opportunity amongst stakeholders and constituents.

## **Structured formal invites and activities:**

1. Statutory consultees were e-mailed a copy of the WMSWMS 2009 with a cover letter, specifying the duration of the consultation and the closing date for responses.
2. All 75 Wigan Councillors were invited to participate in the consultation process and represent the views of their constituencies. Each Councillor was provided with a copy of the document in PDF format. Councillors were also provided a concise summary of all changes to the strategy explaining the

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- variances to the 2006 strategy along with information on the type of consultation activity that would be undertaken across the borough.
- 22 key Wigan Council employees received a similar e-mail advising them of the consultation, providing the PDF document and seeking comment (these individuals' occupied positions within the council that oversaw activities that might be impacted by any changes in the management of municipal waste).
  - All 4 local Members of Parliament were e-mailed, sent a copy of the document (in PDF) and invited to participate.
  - All 9 regional MEPs were e-mailed, sent a copy of the document (in PDF) and invited to participate.
  - 47 other councils, environmental pressure groups, or key stakeholder organisations (such as health, transport, waste, and wildlife organisations) were e-mailed. Sent a copy of the PDF, and invited to participate.
  - Presentations with question and answer sessions were delivered at all ten township forums representing each area across Wigan. Each presentation was delivered in the townships local area (for ease of access and convenience for local constituents) by a key member of the councils waste team, providing an explanation of what the changes were, along with an opportunity to engage in a detailed question and answer session.
  - At fixed points toward the latter part of the consultation period, all key consultees were e-mailed a reminder, notifying them that the consultation period was drawing toward a close and that only two weeks remained to submit a response.
  - With only one week remaining on the consultation, the statutory consultees were telephoned and advised that the consultation would close in one week and were again reminded of the date by which responses would need to be submitted.

## **Broader invitation to consult activities**

- A leaflet was prepared providing clear information about the consultation opportunity, explaining why it was being undertaken, what the changes to the strategy were (in a concise and clear format) and providing multiple channels to direct comments back to the Council. These leaflets were placed in all council office buildings and key usage areas (such as libraries).
- Posters advertising the consultation opportunity were prepared to promote awareness of the consultation opportunity. These were used in conjunction with the leaflets in order to capture the attention of the public at a headline level, and increase the pick up rate and readership of the leaflets.
- A press release was pushed out via the main newspaper and radio channels within the borough. This release contained all of the critical information, and

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explained why the consultation was happening, where a copy of the WMSWMS 2009 could be obtained, and how to feed comments back to the council.

13. The Consultation opportunity was promoted on the Wigan Council website, with a page dedicated to the consultation where the revised strategy could be downloaded in full (in PDF). The main differences between the 2006 and 2009 strategy were explained on the webpage itself, with the full strategy document made available for detailed examination. Web pages higher up the websites architecture contained headline advisements designed to entice people onto the consultation page.
14. The Councils Helpline team were briefed in full on the consultation process and provided with a briefing reference document. This briefing was designed to ensure the helpline staff could provide suitable guidance on where to obtain a full copy of the WMSWMS 2009, information about consultation dates, activities, and how to provide feedback on the strategy.
15. Four roadshow events took place across Wigan during this consultation period, with up to four council staff manning a trailer exhibition stand (in key town centre or footfall locations across the borough) at each event. The stand was equipped with poster boards and banners promoting the consultation opportunity. Hundreds of leaflets providing details about the consultation were handed out at each event, and staff with detailed knowledge of the strategy were on hand to provide answers to questions. The media was also invited to cover these events as part of the push to garner additional publicity for the consultation opportunity.

## Capturing feedback

In order to ensure sufficient channels were made available to provide accessible feedback to any party interested in commenting on the strategy, the following channels were made available:

1. **Electronic** - A dedicated e-mail address was opened with this address being promoted on posters, leaflets, the website, in the newspapers, and at all roadshow events. The address was also provided in the consultation document itself, explaining how to provide feedback or comments.
2. **Postal** - An assigned postal address was provided for the submission of hardcopy written responses.
3. **Telephone** - A fully staffed Helpline was made available to provide information and direction comments via either the e-mail address or the postal address.

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4. **Face to Face** - Minutes of the township presentations were captured, with questions and answers recorded.

## Evaluation and response to feedback

Despite extensive an campaign designed to generate awareness and understanding of the consultation on Wigan's Municipal Solid Waste Management Strategy 2009, very little was received by way of response. It is largely felt that this was because the amendments made to the 2006 strategy were so small, and therefore had very little impact on the local community (beyond that already specified in the 2006 document).

Only four responses were received. These responses were from:

1. A member of the public wishing to comment on the strategy in light of the perceived strategies and successes undertaken by other local government bodies (a copy of these comments can be found in Appendix 1).
2. The Environment Agency (a copy can be found in Appendix 2)
3. The Waste Recycling Group (A copy can be found in Appendix 3)
4. A late submission (arrived one day after the close of consultation) from the Greater Manchester Waste Disposal Authority (a copy can be found in Appendix 4).

## Summary

Wigan Council has taken every effort to ensure that it has consulted as widely as possible on its Municipal Solid Waste Management Strategy 2009. It has undertaken a wide range of activities to garner as much awareness and understanding of both the opportunity to consult and to make comment on the strategy. Wigan Council has fulfilled its statutory responsibility in this matter, but has demonstrated a clear intent to go far beyond this and engage as widely as possible with stakeholders. Wigan Council has sought the participation of local constituents, as it is acknowledged that they will be impacted by any changes, and are therefore critical in making the improvements in the management of waste (particularly waste separation and recycling) work across the borough.

The consultation period has now closed (closed on the 17<sup>th</sup> February). Wigan Council received a response from the Greater Manchester Waste Disposal Authority (GMWDA) a day after the close of consultation and has accepted the late submission because it recognises the importance of considering the views of key

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stakeholders and the contribution stakeholders can make to produce a better and longer lasting outcome.

The views expressed by stakeholders (in their submissions) have been reviewed. These comments have been included in the Appendix section of this summary document. From the comments it is clear that there is no significant disagreement reported by participating stakeholders. Some minor amends are suggested and these will be considered and where substantiated will be made.

# Consultation Summary - Wigan Council Municipal Solid Waste Management Strategy 2009

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## Appendix 1

**From:** Dorothy (address and surname removed for Data Protection)

**Sent:** 30 January 2009 15:27

**To:** ES Waste Services

**Subject:** Proposed changes to the 2006 Municipal Solid Waste Management Strategy

I would like to register my views as part of the consultation being undertaken regarding the above strategy.

In general I think the changes are for the better although not as challenging as I would have expected in terms of the amount of waste being recycled given that West Lancashire already recycles around 75% of its waste.

I think residents should have the option of having a green bin and/or a compost bin (free of charge) and a water but if finances allow. The brown bin should be a smaller version of the green and black bins as they will become very heavy once glass is put in them.

I also feel that a percentage of the money spent on educating people to recycle could be spent on the more practical aspects such as giving people compost for their gardens, compost bins for them to use in their gardens, water butts and mulch. I also feel that the number of allotments in the Borough falls below the national requirements given the number of people wanting them and that scrub land should be made into servicable allotments. I know of a number of allotments which are not being used and have become overgrown and dumping grounds. This is a pity when people are crying out for them. I also have an issue with bins being left at the front of houses when there is access from the back. This creates chaos on the street for people pushing prams, those in wheelchairs etc and makes the place look like a dump. I have made this known regarding the houses at the bottom of Church Street in Orrell but have yet to receive a response as to why the bins can't be collected from the rear of the property as they were when the old cottages were there.

Sorry if this appears to be all negative - it isn't. I think you have made some very positive steps but I would like more actions regarding helping people to reduce, reuse and recycle rather than just words.

*Dorothy*

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## Appendix 2

**Our ref:** SO/2006/000257/PO-02/IC1-L01

**Date:** 17 February 2009

Wigan Council  
Environmental Services Department  
Civic Buildings  
New Market Street  
Wigan  
Lancashire  
WN1 1RP

**FAO Steve Woods**

Dear Sir

### **Municipal Solid Waste Management Strategy**

Thank you for referring the above document to the Environment Agency for consultation. We would like to make the following comments:

Our vision is that waste will be reduced and have the smallest possible impact on health and the environment. Our mission is to:

- encourage everyone to use resources more efficiently and take responsibility for the waste they produce;
- drive businesses to improve their environmental performance;
- make waste crime unacceptable.

The strategy appears to complement our Waste Sector Plan's principal objectives, which are:

1. Mitigate impacts on climate change
2. Reduce the consumption of raw materials by promoting the use of waste as a resource
3. Improve the level of compliance within the regulated community
4. Reduce the frequency and level of illegal activity
5. Employ smarter collection and use of data to inform business and regulatory systems
6. Enhance natural habitats
7. Work to risk-based regulatory and environmental management systems
8. Improve transparency, understanding and engagement between the Environment Agency, industry and the wider community

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9. Ensure there is a sustainable and competent workforce in the waste management industry and the Environment Agency
10. Improve health and safety – reduce accidents and injuries

The use of new technologies for waste treatment and disposal is a key component of moving waste management up the waste hierarchy. We are working on Fixed Condition Permits to reduce the administrative burden on organisations applying for permissions to carry out such activities. Further information can be found on our website.

We wish to encourage the engagement and education of waste producers at all levels from residents through to the wider business work. The strategy shares our vision that the required waste facilities are located in the right places at the right time. New facilities should be located with regard to minimising the impacts that waste movements, to and from the site, may have on the factors influencing climate change. Waste needs to be managed at the nearest appropriate waste management facility and communities (including industries) need to take greater responsibility for their own waste.

Decisions on new site locations should be taken with regard to the Greater Manchester Joint Waste Development Plan and the potential sites identified as part of the issues and options report.

[I hope these comments are useful to you.](#)

Yours faithfully

**Ms DAWN HEWITT**  
**Planning Liaison Officer**

Direct dial 01925 543360

Direct fax 01925 852260

Direct e-mail [dawn.hewitt@environment-agency.gov.uk](mailto:dawn.hewitt@environment-agency.gov.uk)

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## **Appendix 3**

Mr S Woods  
Assistant Director (Engineering Consultancy)  
Environmental Services Department  
Wigan Council  
Civic Buildings  
New Market Street  
Wigan  
WN1 1RP

Direct Line: 01302 303032  
Direct Fax: 01302 303035  
Mobile No: 07980 780805  
Email: Richard.brooke@wrg.co.uk

17<sup>th</sup> February 2009

RMB/462/AJ

Dear Steve

### **Waste Consultation: Wigan Council's Draft Municipal Solid Waste Management Strategy 2009 - 2030**

Thank you for inviting Waste Recycling Group (WRG or the Group) to participate in the consultation of Wigan Council's Draft Municipal Solid Waste Management Strategy 2009 – 2030.

The Draft Waste Strategy usefully summarises the current waste and recycling services and issues. Overall, WRG supports the Council's strategy, its objectives, targets and action plans. In particular, WRG supports and comments on the following:

#### HWRCs

1. *"Improve existing Household Waste Recycling Centres (HWRCs) to increase accessibility to recycling for residents and increase recycling and composting rates at all sites."* (Paragraph 1.1.2). During the current Contract, WRG has introduced and implemented a number of initiatives at the HWRCs, and in Autumn 2008, increased the number of operatives at the HWRCs. The Group is committed to continually improve service levels, and to increase recycling and landfill diversion performance.
2. *"Replace the HWRCs that are unsuitable for current and future needs and are poorer performing (Frog Lane and Orrell) with a new purpose built HWRC that will meet future needs."* (Paragraph 1.1.2). Over the last few years, WRG has

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commissioned and undertaken site searches for the development of modern, new HWRCs in Wigan and has designed layouts and provided indicative costs for a potential replacement HWRC identified by the Council. WRG will continue to support the Council on this HWRC project.

3. *"Increase recycling and composting at HWRCs to 70% by 2013."* (Paragraph 1.1.3). WRG believes that this target is achievable with the appropriate mix of new site infrastructure (i.e. a new HWRC to replace Orrell and Frog Lane HWRCs), refurbishment of Chanters HWRC, HWRC site operative initiatives (e.g. 'meet and greet' duties, continuous training and development), and improved education and marketing.
4. The Group supports the refurbishment of Chanters HWRC and will work with the Council on redesign options and costings.
5. The Group would like to work with the Council in developing a *"HWRC development plan"* as itemised in the Council's Action Plan.

## Re-use

6. The Group supports the Council in its initiative to increase the amount of material re-used and recycled through working with the third sector and wishes to work with the Council to increase re-use and recycling from bulky waste received at WRG's Kirkless facility.
7. The Group supports the Council to increase re-use of materials at HWRCs.

## Collection

8. WRG notes that the Council has identified that *"...further kerbside collections are needed in order to meet our objectives and reach our targets."* (paragraph 2.4.1). WRG's sister company, Focsa Services (UK) Limited, has many years experience in the collection of waste, recyclables and kitchen waste, and currently holds a number of collection contracts with local authorities. Should the Council require any advice on current collection methods, collection best practice etc, WRG can provide this assistance to the Council through Focsa.

## Processing of kitchen waste

9. Paragraph 4.1.9 refers to the composting of kitchen waste. Consideration should be given to whether green waste and kitchen waste is processed together through an In-vessel Composting facility or whether kitchen waste only is processed through an Anaerobic Digestion facility (which would be a separate AD facility from the proposed MSW residual treatment AD facility).

## Residual Waste Treatment

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10. In terms of the Council's preferred residual waste treatment technology options, i.e. MBT – AD with RDF or Energy from Waste (EfW), WRG has a preference for EfW because it is a final treatment solution, the BMW diversion is maximised, energy is produced etc. However, WRG's parent company, FCC, has built more than 10 MDT-AD facilities outside the UK. A MBT – AD solution is viable taking into account a number of technical and operational factors which WRG's technical experts can discuss with the Council.
11. Over the last few years the Group has presented to the Council proposals to develop thermal treatment (EfW and Gasification) proposals and a MBT solution with combustion of the RDF. WRG wishes to develop these proposals to deliver a residual waste treatment solution for the Council and would like to offer its assistance to the Council in formulating its future options appraisal study, including an assessment of the scale of the treatment facility and evaluation of interim treatment solutions.

## Education and Awareness

12. WRG supports the Council's objective to *"Undertake proactive local community education schemes to increase awareness of the issues driving the need to recycle, the details of the recycling schemes operated and the materials collected."* (Paragraph 1.1.2). Through its Re3 PFI contract (comprising Reading, Bracknell and Wokingham Councils) WRG is developing a number of education and community initiatives aimed at waste prevention, minimisation, reuse and recycling; the Group is willing to share with the Council the initiatives it is developing at Re3, which could prove useful in meeting the Council's objective and in producing a *"Waste Communications Strategy"* referred to in the Council's Action Plan.

## Planning

13. WRG notes that the Council's Action Plan includes *"Produce waste planning guidance for new developments to ensure appropriate recycling and composting facilities can be provided."* The Group supports this strategy in terms of the identification of sites for new waste infrastructure, such as the replacement HWRC for Orrell and Frog Lane HWRCs, for the potential kitchen waste processing facility and the residual waste treatment facility; the Group has previously promoted, and continues to do so, land adjacent to its existing Kirkless facility as suitable for recycling and treatment facilities.

I hope that you will find these comments useful and we look forward to continuing to work with the Council to improve the management of MSW in Wigan.

Yours sincerely

# Consultation Summary - Wigan Council Municipal Solid Waste Management Strategy 2009

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Richard Brooke  
Group Municipal Contracts Manager

cc: David Napier

## **Appendix 4**

### **Greater Manchester Waste Disposal Authority**

#### **Draft Response to the Wigan Waste Strategy Consultation**

**13<sup>th</sup> January 2009**

Peter Davies  
Greater Manchester Waste Disposal Authority  
Media Chambers  
5 Barn Street  
Oldham  
OL1 1UP  
Email: [peter.davies@gmwda.gov.uk](mailto:peter.davies@gmwda.gov.uk)

This response is submitted on behalf of Greater Manchester Waste Disposal Authority. Greater Manchester Waste Disposal Authority (GMWDA) is currently one of six Waste Disposal Authorities established by the Local Government Act 1985, and has over 20 years experience in meeting the needs of treating Greater Manchester's waste. In addition, the GMWDA, working with the nine constituent authorities, has prepared a twenty five year waste treatment contract, which will ensure the sustainable treatment of the conurbation's waste, based on the objectives contained within the Joint Municipal Waste Management Treatment Strategy.

#### **1 Structure of this response**

The response to Wigan's Waste Strategy has been split into two parts. In the first part comments are made directly on the strategy. The second part compares it to the Strategy for Greater Manchester Waste Disposal Authority.

#### **2 Overview**

The Waste Strategy provides a clear direction for Wigan to deal with the conurbation's waste in the immediate and long-term future. The over-arching objectives and targets are challenging, yet comparable with those set by similar

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authorities. The future direction dovetails well with current waste collection services and treatment infrastructure, therefore, meeting future targets will, in part, rely on the rollout and expansion of existing waste services, for which the authority already has considerable experience.

The strategy is clear in terms of what Wigan is aiming to achieve and how they propose to achieve it. Clearly, Wigan is still at the early planning stages with regards to infrastructure development, but at an appropriate juncture the authority may need to update the strategy with more detailed infrastructure plans, identifying when treatment capacity will need to come on-line to meet diversion targets, linked to data modelling and risk assessment.

The greatest potential risk to the strategy will be overseeing the development of residual waste treatment capacity. The strategy contains a good evaluation of the potential residual waste treatment options, which should ensure that the correct technology is chosen.

Evidently, Wigan is dedicated to working with community groups, social enterprise and business. The details of which could be drawn out more in the strategy. Again, Wigan does work in partnership with local, regional and national government, and non-government waste bodies, which could be more boldly highlighted.

It may be appropriate to further develop the action plan in more detail, and identify the critical path to the delivery of the objectives. The strategy would benefit from the provision of a more detailed communication plan.

## **3 Consultation**

### **3.1 Layout**

The Waste Strategy provides a clear direction for Wigan to deal with the conurbation's waste in the immediate and the long term future. The introduction could be expanded to more fully explain what is driving the strategy. This information is contained in the strategy but could be brought forward into the core report to explain the significance of the current and future legal obligations, in particular LATS, and to explain how Wigan intends to implement this programme including the community consultation that has been carried out to date, and

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environmental, technical or financial assessments that have been commissioned, or will be carried out to further the programme. This would help to provide a clearer thread running through strategy. Likewise, it would provide greater clarity to ensure each of the policy objectives stated are linked to the action plan.

## ***3.2 Assessment against key criteria***

### **Objectives**

The strategy objectives are comparable to most waste management strategies including commitments to reduce waste landfilled, educate, and improve service delivery. The strategy has taken into account priorities at a national and local level, ensuring that the objectives and targets are aligned to national policy and local need.

### **Targets**

Wigan's waste strategy includes a number of targets to drive forward improvements, and to assess progress. These are:

- Stabilise waste growth to 1% by 2010, and 0% by 2020;
- Recycling and composting 45% by 2015 and 50% by 2020;
- The recovery of 67% of waste by 2015 and 75% by 2020; and
- 70% recycling at HWRCs.

In the main these targets are comparable to those set by other waste management strategies.

In terms of waste prevention and re-use the targets are reasonable. It appears that a targeted reduction in trade waste at HWRC's is the principal means of achieving this target. Indeed, experience dictates that this can make a very significant reduction in the total municipal waste. While this is a very pragmatic and effective action other communication and waste management activities related to waste minimisation could be given more emphasis to embed the principles of waste minimisation that will lead to a reduction in the household residual waste fraction.

There are authorities in the UK, which have already surpassed the recycling targets set here, showing that they are achievable. Moreover, Wigan have already made significant progress towards the targets, and experience around the UK would suggest that once kerbside services for dry recycling and organics have been rolled out across the area then recycling rates of this order should be achievable.

The recovery target (important to LATS penalty avoidance) is achievable, but will be challenging due to the need to build a residual waste treatment facility.

Currently HWRC recycle rates average 47% nationally, so the target to increase the HWRC recycling and composting rate to 70% is challenging. Indeed, government

# Consultation Summary - Wigan Council Municipal Solid Waste Management Strategy 2009

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reports have shown that some sites can achieve 70% recycling, and authorities should be confident that with the application of good practice 60% should be achievable.

The strategy makes reference to only one national indicator (waste reduction per capita) but could include others to more clearly demonstrate Wigan's achievements.

## **Data collection and analysis**

The baseline report give a good overview of the current situation in terms of recycling rates and services. Data is provided on the waste arising, waste collected, composition and growth. However, it is likely that the strategy may need to be updated with more detailed modelling, particular of the LATS liability, in the future.

## **Infrastructure planning**

The strategy refers to the work being carried out to decide on the most appropriate residual waste treatment technology. It could be further enhanced with the inclusion of a separate action plan to link infrastructure to diversion targets, in particular, considering the timing of composting and residual waste treatment capacity, and the size of plant required, to meet landfill diversion targets.

The strategy could also consider principles that would govern the siting of plants to increase sustainability of waste transportation. It may be possible to situate large plants with rail sidings to cut down on waste movements.

## **Evaluation of options**

It is clear that increased recycling and composting would, with the exception of adding kitchen waste, involve further roll-out of existing programmes, so the evaluation has, in part, already taken place. Further evaluation could be carried out to assess whether roll-out of the programme could be timed to limits LATS liability. For example, examining whether it may be necessary to bring forward the composting programme to compensate for any delays in the development of residual waste treatment capacity.

With respect to residual waste there has been a thorough evaluation of the treatment technology options to identify the preferred treatment options, namely, MBT-AD producing a refuse derived fuel or Energy from waste with electricity production.

Although the strategy does mention that combined heat and power provides greater benefits in environmental terms, it does not fully explain why this does not make it the preferred treatment option. The Strategy does not state whether the

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evaluation included a Strategic Environmental Assessment (SEA) carried out in line with statutory obligations.

## **Action plan and Timescales**

The action plan is in brief, tabular format with key headlines actions. It identifies the department responsible and the timelines. At an appropriate juncture a clear linear progression towards the objectives could be demonstrated by showing the 'critical path' (actions dependent on others being completed first) to fulfilling the objective. Likewise, further clarity could be gained by presenting the linkage between the policy principles and action plans.

Wigan may also consider whether developing a series of separate action plans linked to timelines would provide more focus on issues like waste minimization, infrastructure, planning and community liaison.

## **Partnership and Integration**

Wigan's strategy makes a commitment to work in partnership with the voluntary sector to develop services with additional social benefits.

The collection methods, treatment technologies and street cleansing services appear well integrated.

Evidently, there is an on-going action in the plan to tackle business waste, so Wigan could provide more detail of the good work they are doing within the core strategy.

Again, Wigan could provide more information on their commitment to work in partnership with local authorities, regional and national bodies with responsibility for waste management, in particular, regional assemblies, national government (Defra, BERR) and the Environment Agency.

The strategy could also consider whether partnerships may be formed to facilitate changes in waste management practices that are beyond the direct control of the authority. For example: Forging relationships with business link, working with manufacturers, consumers and businesses to develop markets for products; Or, engaging with retailers, the design council, BERR and consumers to improve the design of packaging and goods to make them easier to recycle and minimise waste.

## **Communication and consultation**

The strategy demonstrates that community consultation has been carried out, but this could be stated early in the document to make it easier for the reader to follow the stages in the process.

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The strategy shows that Wigan will continue their comprehensive waste and education programme. The could be further enhanced by linking to a separate communication action plan in the future, which identifies specific stakeholders – media, community groups, residents, political audiences, business – the communication methods – stakeholder groups, leaflets, website, radio – the overarching campaigns (minimisation, recycling, acceptability) and more examples of the detailed campaigns e.g. smart shopping, home composting, hire schemes.

## **Risk management and monitoring**

The development of residual waste treatment capacity is the greatest risk, and this has been addressed in Wigan's Expression of Interest (EOI) document for the PFI contract, but this might be incorporated into the strategy, and modelled with the total treatment capacity to enable the overall risk of not meeting LATS diversion targets to be assessed within the strategy. When the implementation plan reaches a more advanced stage it may be necessary to more closely consider any actions to mitigate risk including the development of contingency plans, and to identify trigger points where underperformance against statutory and non-statutory targets will trigger action.

## **4 Comparison to GMWDA**

The Wigan Waste Strategy and Greater Manchester Waste Strategy are very similar in the underlying objectives, collection and treatment options they have chosen.

Key similarities are:

- Plans to minimise waste growth to 1% by 2010 and 0% by 2020;
- A long term commitment to recycle and compost 50% waste by 2020, although the interim targets differ;
- The roll out of kerbside collection schemes to collect mixed dry recyclable, organic wastes, paper and residual waste (although it is not explicit whether kitchen waste will be co-collected with garden waste, and there may be differences in the types of plastic collected); and
- The treatment of residual waste by either MBT-AD with Efw of the RDF or incineration with electric generation.

Both strategies link objectives to an action plan summary. However, the GMWDA strategy relates these back to original policy objectives, while the Wigan Strategy details the expected outcomes, mainly against waste targets.

The main difference between the strategies is that Greater Manchester Waste Disposal Authority contains more detailed analysis, partly due to the fact that it is a more advanced stage in the implementation, and therefore has been able to develop more detailed action plans, and sensitivity modelling of potential changes enabling risk management.

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**Table 1: Comparison of Wigan and GMWDA**

Strategy	Wigan	GMWDA
<b>Layout</b>	Objectives. Baseline report. Action plan. Technical A - Legislation. Technical B - Contextual data. Technical C - Technology Appraisal.	Summary information. Objectives. Contextual data. Summary action plan. 7 Action plans: <ul style="list-style-type: none"> <li>• Waste minimisation; action plan;</li> <li>• Recycling and composting;</li> <li>• HWRC;</li> <li>• Waste treatment and disposal;</li> <li>• MWMS support;</li> <li>• Community and communications; and</li> <li>• Data and management.</li> </ul> Technical appendices <ul style="list-style-type: none"> <li>• SEA/SA Environmental report;</li> <li>• Baseline report;</li> <li>• Alternative assessments; and</li> <li>• Modelling and sensitivity.</li> </ul>
<b>Objectives</b>	Wigan has one set of over all objectives.	GMWDA objectives are split between corporate objectives, and Waste Strategy Objectives.
<b>Targets</b>	1% by 2010, zero by 2020.	No more than 1% per annum 2010 Zero by 2020 No growth to 2030.
<b>Waste minimisation</b>		
<b>Recycling and composting</b>	45% by 2015 and 50% by 2020.	Meet landfill allowances (therefore similar diversion rate).
<b>Recovery</b>	Recovery 67% by 2015 and 75% by 2020.	Additional target to reduce waste by 10% through a 50% reduction in non-household waste.
<b>Data</b>	Waste data on composition.  Waste growth estimated.  Further modelling of different growth scenarios, sensitivity to changes, LATS modelling could improve strategy.  Further explanation of LATS requirements.	Modelling of waste data, sensitivity analysis of different scenarios.  Residual waste modelling and potential LATS liability related to infrastructure requirements.  Action plan for the management of data.
<b>Collection systems</b>	Residual. Paper. Dry recyclable. Garden and kitchen.	Residual. Paper. Dry recyclable. Garden and kitchen

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Strategy	Wigan	GMWDA
	Not clear if kitchen will be collected separately but probably composted together.  Upgrade HWRCs	Upgrade HWRCs
<b>Infrastructure</b>	Summary of current and planned collection services.  Details of HWRCs.  Detailed of residual waste infrastructure.	Summary of current services, but strategy left to individual authorities.  Details of HWRCs.  Detailed analysis of infrastructure requirements related to modeled tonnages.
<b>Evaluation of options</b>	Evaluation of the collection options not provided.  Assessment of the residual waste treatment options.	Evaluation of the collection options not provided.  Strategic environmental assessment including business risk, technology, environment, and scenario modelling. More focus towards LATS and residual waste.
<b>Action plan and timescales</b>	Actions are related to targeted outcomes, which are to be achieved with defined timescales, and responsibility has been allocated.	Series of detailed separate action plans: <ul style="list-style-type: none"> <li>• Waste minimisation action plan;</li> <li>• Recycling and composting</li> <li>• HWRC;</li> <li>• Waste treatment and disposal;</li> <li>• MWMS support;</li> <li>• Community and communications; and</li> <li>• Data and management.</li> </ul>
<b>Partnership and integration</b>	An overall objective to work with social enterprise, and on-going action to work with business.  The commitment to work with other government bodies is not clearly stated.	Commitment to work in partnership with waste collection authorities, and identifies the role of government, the Authority, WCA's, planning authorities, industry, NGOs.  Social enterprise not directly employed.
<b>Communication and consultation</b>	Objective to undertake proactive community education schemes, and a number of specific commitments - community repaint, food waste, nappies.	Broader communication plan identifying stakeholders, communication methods and timescales to implement schemes.
<b>Risk management, monitoring and evaluation</b>	Risk assessment carried out as part of the technology appraisal Could be brought into the strategy, and extended to cover non-residual waste, and integration with recycling and waste minimisation scenarios.	Modelling of a number of scenarios in the strategic assessment linked to risk assessment, and mitigation measures.

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Strategy	Wigan	GMWDA
Treatment option	MRF separation of mixed dry recyclables. Composting. MBT-AD with Efw of RDF or Incineration with electricity.	MRF separation of mixed dry recyclable. Composting. MBT-AD with Efw of RDF (CHP) and incineration with electricity.

## **5 Conclusion**

Wigan has drafted a good Waste Strategy to deal with the conurbation's waste, setting itself ambitious but achievable long-term targets, which will enable it to surpass its statutory requirements. The residual waste treatment capacity will be key to meeting its LATS targets, and a thorough assessment has been carried out of the residual waste treatment technology options to enable the best one to be selected.

However, a more detailed introduction could be provided to explain the current situation and consultation to date. The strategy could also be supplemented by more detailed action plans that explain more clearly how key requirements like infrastructure and communication activities will be brought to fruition.

Pertinently, more detail could be given to show that sufficient infrastructure capacity can be built within the required time-scales. Similarly, the strategy could show detailed analysis of the potential LATS liability including the modelling of likely scenarios that will enable contingency plans to be developed in response.