

# **1 STRATEGIC ENVIRONMENTAL ASSESSMENT DRAFT POST ADOPTION STATEMENT - OVERVIEW**

## **1.1 INTRODUCTION**

The Department for Environment, Food and Rural Affairs (Defra) has commissioned Environmental Resources Management Limited (ERM) to undertake a Strategic Environmental Assessment (SEA) in relation to the development of a Joint Municipal Waste Management Strategy (JMWMS) for the South Tyne and Wear Waste Management Partnership. The JMWMS and SEA have been prepared through a process of joint working with the three unitary authorities in the Partnership: Gateshead Council, Sunderland City Council and South Tyneside Council.

## **1.2 THE STRATEGIC ENVIRONMENTAL ASSESSMENT**

As part of the process of developing the JMWMS, the strategy must be subject to a Strategic Environmental Assessment (SEA). SEA is a tool for integrating environmental considerations into the preparation of a plan or strategy by considering the effects of implementing the strategy during its preparation and before its adoption. The SEA is required to identify, describe and evaluate the likely significant environmental effects of implementing the strategy, and of reasonable alternatives.

The findings of the SEA must be taken into account in the preparation of the strategy. In particular, an Environmental Report has been produced which sets out the results of the SEA process, showing the likely significant impacts of the strategy and of the options which have been considered as part of its development. The Environmental Report formed part of the draft strategy to help inform consultation on the proposals made in the strategy document, by showing the likely effects of implementing the JMWMS and making recommendations on how those effects can be mitigated.

## **1.3 THE POST ADOPTION STATEMENT**

This Post Adoption Statement shows how the findings of the SEA were taken into account and what changes were made to the JMWMS as a result. In line with government guidance, it also provides information on how monitoring will be carried out during implementation of the strategy.

The Statement also discusses the amendments that were made to the JMWMS following the public consultation exercise and notes the implications of those amendments for the SEA. While most amendments were relatively minor, one was somewhat more significant, that of inclusion of a policy commitment to encourage recycling of commercial and industrial waste. None of the

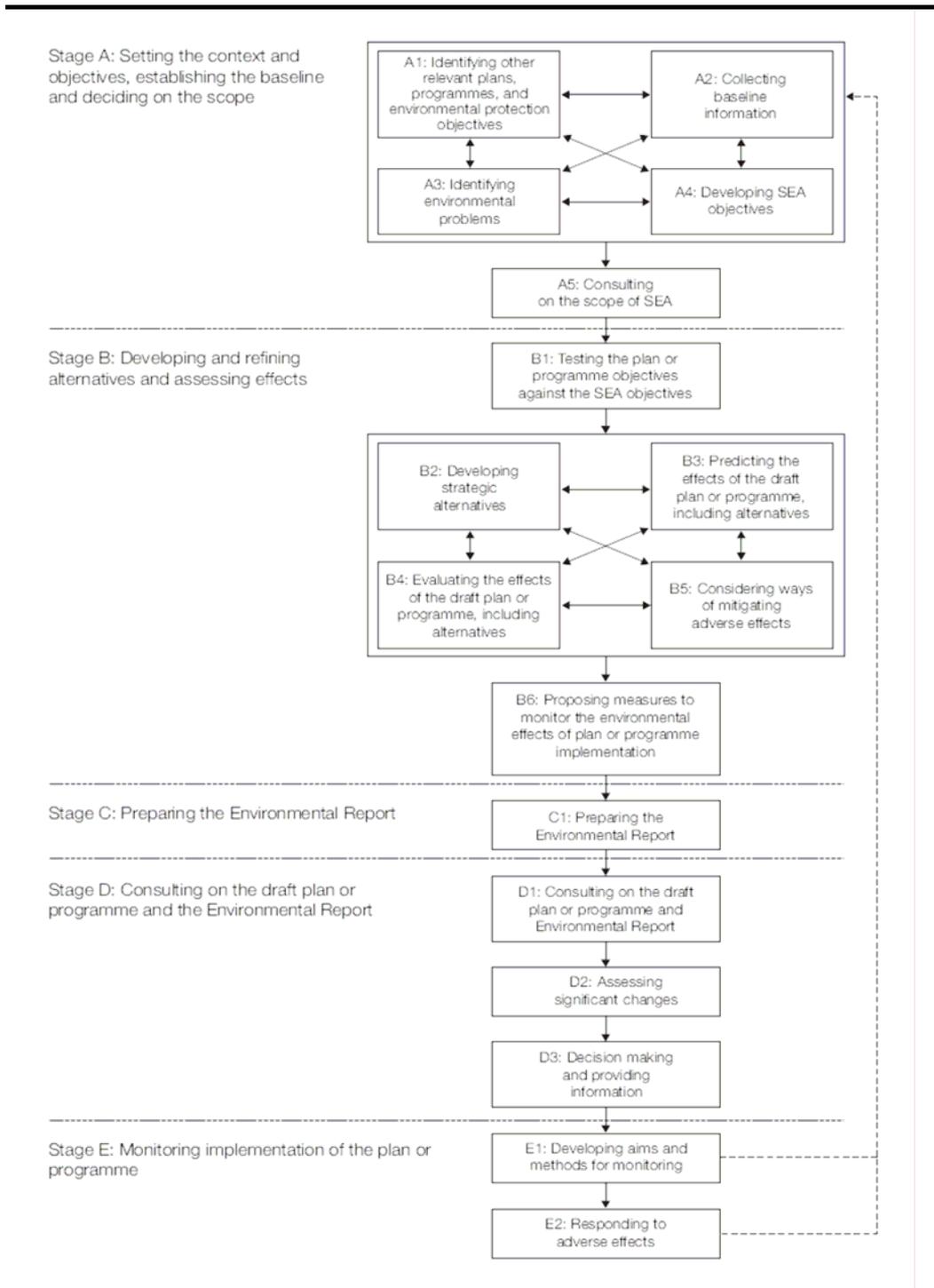
amendments justify amending and re-issuing the Environmental Report as they do not affect the overall conclusions of the SEA. However, this Statement notes the potential environmental and sustainability implications of encouraging increased C&I waste recycling so that these can be understood for the final strategy. In this respect, the Statement in particular also aims to inform the Partnership's deliberations on the final amendments to the JMWMS from an SEA perspective, and particularly so that these can be understood by Committee Members and taken into account in their deliberations and decisions on final amendments to the strategy.

2.1

INTRODUCTION

The SEA must be an integral part of producing the strategy being appraised. As such, it follows five stages that are designed to link into the strategy development process, outlined in *Figure 2.1*.

**Figure 2.1** SEA Stages



Source: *A Practical Guide to the Strategic Environmental Assessment*, ODPM, September 2005

The sections below describe in detail the process by which the SEA has influenced the development of the JMWMS. They describe where the SEA has had a specific influence on the JMWMS and how the recommendations of the SEA were taken into account in the strategy. The specific amendments to the text of the JMWMS which have resulted from the SEA process are listed in *Section 2.2.3*.

## **2.2 THE PROCESS**

### **2.2.1 Scoping**

Scoping work on the SEA was carried out in February and March 2007, which involved the collection of baseline data on environmental, economic and social conditions in South Tyne and Wear. It also included a review of all relevant plans, policies and programmes at national, regional, sub-regional and local authority level to set the policy context within which the JMWMS will sit and in particular to identify environmental, economic and social policy objectives with which it must comply or which it will contribute towards achieving.

Arising from the policy review and the analysis of baseline data, a number of appraisal objectives and criteria were drawn up against which the strategy was assessed in order to make a systematic assessment of the likely effects of the strategy in respect of the key issues for the area and the sustainable development policy framework governing the strategy.

A Scoping Report was produced and issued in April 2007 for consultation with statutory consultees and other key stakeholders. This set out information on the baseline data collected, the policy review, the appraisal objectives and criteria and the approach to developing options. The organisations that were consulted are listed in *Box 2.1*.

#### **Box 2.1 Consultees on SEA Scoping Report**

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##### *Statutory Consultees*

Environment Agency, Natural England, English Heritage

##### *Partnership Authorities*

Gateshead Council, Sunderland City Council, South Tyneside Council

##### *Neighbouring Authorities*

North Tyneside Council, Newcastle City Council, Northumberland Council, Durham County Council

##### *Regional Bodies*

Government Office for the North East, One North East

##### *Others*

The Highways Agency

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A number of comments were received from consultees and amendments were incorporated into the baseline and appraisal framework wherever relevant. The comments and response of the SEA were summarised in the Environmental Report.

Through this process, the SEA has been the vehicle for raising wider stakeholder awareness of the strategy. Through consultation on the Scoping Report, stakeholders outside the partnership were made aware that the strategy was being developed and were provided with the opportunity to influence its development.

### **2.2.2** *Options Development*

In parallel with the consultation on the Scoping Report, work was undertaken to develop the options for the strategy. This was done by ERM in consultation with the Partnership authorities. A series of workshops were held to discuss and agree the options. Three sets of options were developed in line with national guidance, with a number of options of each type:

- options for minimisation and reuse;
- options for recycling and composting;
- options for residual treatment.

### **2.2.3** *Appraisal*

Following the scoping stage, the three sets of options were subject to a detailed appraisal of effects against the agreed criteria. The likely significant impacts arising under each option were identified. Modelling was undertaken for each option to assess the expected impacts quantitatively wherever possible. Where quantification was not possible, a qualitative assessment was made.

In parallel with the discussion and assessment of options, proposals were drafted for the strategy's objectives and policies. These were also appraised against the agreed appraisal framework to determine the likely significant effects of implementing the strategy.

#### *Appraisal of Draft Strategy*

The SEA undertook an appraisal of a draft of the strategy and options during May 2007. The results of the assessment of the policies and options were set out in a draft of the Environmental Report and the findings were provided to the Partnership in early June 2007.

A series of recommendations were made for amendments to the policies which would improve the sustainability of the policies and of the strategy overall and mitigate potential adverse effects. All of these recommendations were adopted by the Partnership and a revised version of the draft strategy was produced in

June 2007 incorporating the amendments. These are summarised in *Box 2.2* below. The SEA has thus directly influenced the policy content of the strategy.

**Box 2.2**      ***Amendments to Policy within the Draft JMWMS Arising from SEA Recommendations***

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To strengthen and clarify the commitment to the waste hierarchy:

- Policy has been added to recover energy from municipal waste wherever practicable and in line with the waste hierarchy.
- Policy has been added to treat residual waste to *recover both energy and materials*.
- Policy has been added to *maximise* reuse, recycling and composting before treatment.
- Policy has been reworded to *minimise* the landfill of biodegradable waste in order to reduce methane emissions, and policy added to require the capture of landfill gas from disposal and its use for energy recovery.

To promote the achievability of self-sufficiency in waste management capacity:

- The strategy now gives policy support to the development of new recycling, composting and residual treatment capacity within ST&W wherever practicable.

To strengthen commitment to sustainable development objectives to protect and enhance the environment::

- The words “serious or irreversible” have been deleted from policy 2 and from the strategy’s overarching objectives.

To address identified gaps in policy:

- Policy has been included to support and promote the involvement of social enterprises in provision of waste management services.
- Policy has been added to ensure that capacity is available to deal appropriately with hazardous waste arisings, either directly from households or from treatment of municipal waste.
- Policy has been included to ensure that visual impacts are minimised in the provision of both services and facilities.

To ensure deliverability of the JMWMS:

- The strategy contains a commitment to monitor progress in the development and adoption of LDFs and continued dialogue with the planning authorities, with the aim of ensuring that the strategy and emerging LDFs are mutually informed and support the delivery of appropriate facilities to ensure deliverability of the waste hierarchy.
- The strategy also recognises the need to ensure support within LDFs to minimise the generation of waste from new developments thereby ensuring their contribution to waste reduction.

To strengthen steps towards sustainable procurement:

- Policy has been clarified that commitments on procurement of goods and services extends to all council procurement, not just procurement of waste services.
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The recommendations in the draft Environmental Report also included a number of actions which are largely outside of the scope of the JMWMS but are more appropriately addressed within the planning framework.

Recommendations were also made for monitoring the implementation of the strategy.

### *Appraisal of Revised Draft Strategy*

The revised draft strategy was re-appraised during June 2007 and the findings of that re-appraisal were set out in the final Environmental Report which was published for consultation alongside the draft strategy. This included the remaining recommendations for the planning process and the monitoring recommendations referred to above.

### *Appraisal of Options*

The SEA has also assisted in the appraisal of options. The set of appraisal objectives and criteria was developed through the SEA and issued for consultation with stakeholders. As a result of the consultation the appraisal framework was refined. The options have been appraised against this framework.

#### **2.2.4**      ***Consultation***

The Environmental Report was issued for consultation alongside the draft strategy from 12<sup>th</sup> July to 20<sup>th</sup> August 2007, to inform consultees of the likely significant effects of implementing the strategy. The purpose was to enable consultees to better understand its implications for achieving sustainable waste management and how the impacts of the strategy might be improved.

The South Tyne and Wear Waste Partnership is required to take account of the responses to the consultation and the information in the Environmental Report before the final decision is taken to adopt the JMWMS.

Approximately 1100 consultation responses were received and a series of meetings and events were held across the Partnership area. A summary of the consultation comments was provided, to inform the SEA. Consultees commented on the content of the draft strategy but no comments were made on the SEA itself. The consultation comments are summarised in *Annex E* of the strategy.

#### **2.2.5**      ***Revisions Post-Consultation***

Following closure of the consultation, the Partnership considered the comments and information received in the consultation, which resulted in further amendments to the strategy. These amendments are in most cases fairly minor and do not in themselves require or justify amendments to be made to the Environmental Report, being mainly a strengthening or clarifying of issues that have already been noted in the draft strategy and the Environmental Report.

However, one amendment is more significant. This is the inclusion in policy 10 of a commitment by the Partnership to encourage recycling of commercial and industrial waste, although C&I waste recycling was already included as one of

the recycling and composting options. This is an important policy commitment and has the potential to affect several of the SEA appraisal objectives.

It has been considered whether this amendment would justify or require the appraisal to be amended and the Environmental Report to be re-issued. The results and conclusions of the appraisal were re-assessed to understand the potential effects on the results of the appraisal to determine whether there is a need or benefit to re-issuing the Environmental Report.

By increasing the amount of waste which is recycled, the policy amendment will increase the effects which are already noted in the appraisal outcome, although it will not change the overall conclusions of the appraisal against any of the objectives. It was therefore concluded that there is no need or benefit to amending and re-issuing the Environmental Report. However, the implications of the amendment to encourage C&I waste recycling are summarised below so that these can be understood for the adopted strategy:

<b>Appraisal Objective</b>	<b>Assessment</b>
5. To promote awareness and information on waste issues	Awareness will be raised within the commercial sector as well as householders.
9. To reduce greenhouse gas emissions	Recycling greater amounts of waste is likely to result in greater reductions in greenhouse gas emissions.
12. To reduce the impacts of climate change	Greater reductions of greenhouse gas emissions will contribute to further reducing the potential for climate change impacts.
15. To implement the waste hierarchy	Promoting C&I recycling will help to manage C&I waste at higher levels of the hierarchy than currently.
17. To increase recycling and composting	Encouraging C&I waste recycling will help to increase recycling levels.
18. To increase recovery of value from waste	Greater C&I waste recycling will promote the recovery of value from C&I waste.
20. To reduce landfill of waste	Increased C&I waste recycling will help to divert additional quantities of waste from landfill.
22. To achieve self-sufficiency	Increasing C&I waste recycling will help to conserve landfill capacity within ST&W, although it will also require additional recycling capacity to maintain self-sufficiency. However, the strategy makes a clear commitment to supporting the development of recycling and composting capacity within the Partnership area, which will support the achievement of self-sufficiency wherever this is practicable.
23. To promote resource efficiency.	Encouraging C&I waste recycling will promote greater resource efficiency by reusing material resources and replacing the need for extraction and production of new materials.
33. To minimise waste transport	Encouraging increased C&I waste recycling may mean an increasing need for waste transport depending on where facilities are located. The clear commitment by the strategy to supporting the development of recycling capacity within the Partnership area will help to minimise waste transport where practicable.

### **2.2.6**

#### ***Adoption***

The JMWMS was adopted in October 2007 following approval by the constituent unitary authorities. The Environmental Report of June 2007 accompanies this final version of the JMWMS and describes the likely sustainability effects of the strategy implementation.

It should be noted that the Environmental Report makes detailed recommendations for actions which are largely outside of the scope of the JMWMS but are more appropriately addressed within the planning framework. It is strongly recommended that the Partnership authorities note these recommendations and ensure that they inform future Sustainability Appraisals of Development Plan Documents relating to waste development.

### **3 MEASURES AGREED CONCERNING MONITORING ARRANGEMENTS**

#### **3.1 SEA RECOMMENDATIONS**

The Environmental Report made recommendations for indicators to monitor the effects of implementing the JMWMS. The purpose of this monitoring is to address both likely significant impacts and unforeseen effects of implementation of the strategy, to enable the Partnership and its constituent authorities, or its partners in strategy implementation, to respond if necessary and to take appropriate remedial action. Monitoring recommendations are in the form of a list of indicators and are set out in *Section 7.2* of the Environmental Report.

#### **3.2 RESPONSE OF SOUTH TYNE AND WEAR WASTE PARTNERSHIP TO RECOMMENDATIONS**

The strategy explicitly recognises within policy 16 the importance of monitoring to assess the effects of the strategy. Through policy, the Partnership is committed to ensure that accurate, regular ongoing monitoring is carried out and that remedial steps are taken if it appears that targets are not likely to be met.

No detailed monitoring arrangements are set out within the Strategy, and specific monitoring requirements are not yet developed. Over the coming months the Partnership will carry out further work to establish the monitoring requirements for the strategy, in order that the policy commitment outlined above can be delivered.

In developing the detailed monitoring requirements, the Partnership will incorporate the recommendations on monitoring from the SEA set out in *Section 7.2* of the Environmental Report, wherever practicable. When the detailed arrangements for monitoring are established, these will be made available through Council websites, as will reports on performance against the monitoring framework.