

# **Sustainability Appraisal of the Worcestershire Waste Core Strategy: Post-Adoption Statement**

August 2012

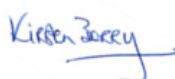
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Worcestershire County Council

# Sustainability Appraisal of the Worcestershire Waste Core Strategy: *Post-Adoption Statement*

August 2012

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For and on behalf of Environmental Resources Management	
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# 1 OVERVIEW

## 1.1 THE WORCESTERSHIRE WASTE CORE STRATEGY

The Worcestershire Waste Core Strategy (WCS) provides the planning policy framework by which Worcestershire County Council (WCC) will fulfill its statutory duty as waste planning authority. Strategic objectives set out the broad aims of the WCS, and detailed policies set out the means by which those objectives will be achieved.

The Worcestershire Waste Core Strategy was adopted by WCC in November 2012.

## 1.2 THE SUSTAINABILITY APPRAISAL

Under the Planning and Compulsory Purchase Act 2004, WCC is required to undertake a Sustainability Appraisal (SA) of Local Development Documents (LDD) including those prepared for waste management. The SA must also satisfy the requirements for a Strategic Environmental Assessment (SEA) arising from Worcestershire's obligations under the European Directive on SEA and the implementing Regulations in England and Wales.

The overall purpose of the SA is to evaluate the likely implications for sustainable development in Worcestershire of the WCS and reasonable alternatives to it. The WCS and its alternatives were appraised to determine the potential to give rise to significant effects, in order to enable the identification of a preferred option in the light of knowledge of the potential impacts of the WCS on relevant sustainable development policy objectives. The aim is to inform the plan-making process to enable the WCS to take account of the ways in which waste management might affect the economy, environment and communities of Worcestershire.

The findings and recommendations reached through the SA at various stages in the development of the WCS were set out in a series of Sustainability Appraisal Reports, the final one being produced in August 2012 <sup>(1)</sup>. WCC took the findings and recommendations of the SA at each stage into account in preparing the WCS and before its adoption.

## 1.3 THE POST ADOPTION STATEMENT

This Post Adoption Statement shows how the findings of the SA were taken into account by WCC and what changes were made to the WCS as a result. In

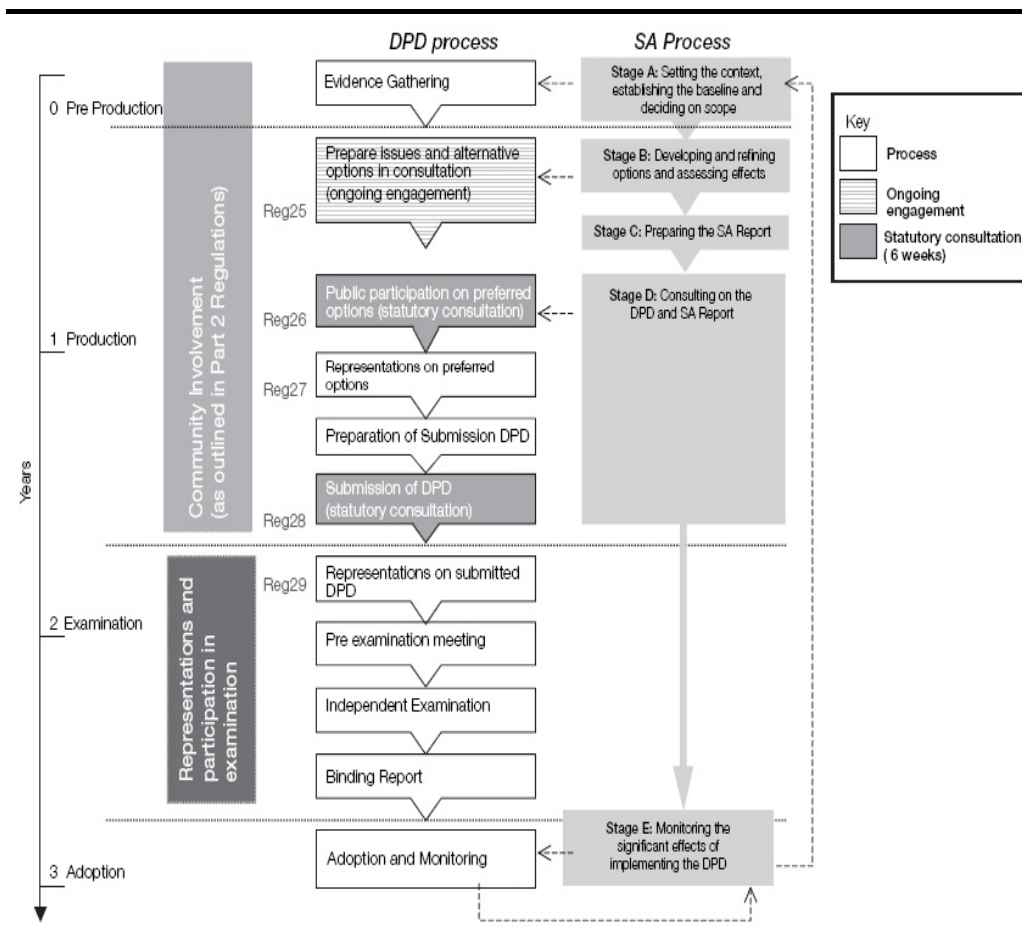
(1) *Sustainability Appraisal of the Worcestershire Waste Core Strategy: Consolidated Report*, Environmental Resources Management, August 2012

line with government guidance, it also provides information on how monitoring will be carried out during implementation of the WCS.

**2.1 INTRODUCTION**

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

**Figure 2.1 SA Stages**



Source: *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*, ODPM, November 2005

The sections below describe in detail the process by which the SA has influenced the development of the WCS. They describe where the SA has had a specific influence on the WCS and how the recommendations of the SA were taken into account in the development of the WCS. The specific amendments to the text of the WCS that have resulted from the SA process are listed in *Section 2.3*.

## 2.2 *THE PROCESS*

### 2.2.1 *Scoping*

The first step in the SA work was a scoping stage to identify the sustainability context for waste management and planning in Worcestershire. This stage of the SA was undertaken by WCC in-house.

The scoping stage involved the collection of a wide range of baseline data covering economic, social and environmental issues in order to provide a picture of the current sustainability conditions in Worcestershire. In tandem with the baseline data collection and analysis, all relevant policies, plans and programmes were identified with a view to establishing the key sustainability issues for Worcestershire that could be affected by the WCS.

A framework of policy objectives was then developed for the appraisal, based on the existing Worcestershire Joint SA Framework and informed by the review of baseline data and the policy context.

The results of the scoping stage were set out in a Scoping Report, which was issued to the three statutory agencies for consultation from 29 September to 7 November 2008. The objectives and decision-making criteria, as amended following the Scoping Report consultation, form the appraisal framework that was used to appraise the sustainability of the WCS.

### 2.2.2 *Issues and Options*

An Issues and Options document was developed by WCC and issued for public consultation from September to December 2008. Following this, WCC commissioned Environmental Resources Management Ltd (ERM) to undertake the SA of the emerging WCS, which began with an Initial Appraisal of the Issues and Options document between March and April 2009.

The findings and recommendations from the Initial Appraisal were set out in an Initial SA Report <sup>(1)</sup> that was submitted to WCC in April 2009. The conclusions of this report were taken into account by WCC in developing the Emerging Preferred Options.

### 2.2.3 *Emerging Preferred Options*

The Emerging Preferred Options document was developed during the summer and autumn of 2009. A first draft was produced in September 2009, which was subject to SA. The document proposed a vision and objectives for the WCS and set out a number of draft policies. It also posed a series of questions asking for comments on a range of issues, and in some cases identified preferred options in response to the issues.

(1) *Initial Sustainability Appraisal of Issues and Options for Waste Core Strategy for Worcestershire*, ERM, April 2009

The Emerging Preferred Options document was subject to SA, and the detailed results of the appraisal and key findings and recommendations were set out in an SA Report <sup>(1)</sup> to WCC.

#### **2.2.4 *First Draft Submission***

The First Draft Submission WCS was developed during early and mid 2010. During its development the First Draft Submission was subject to an 'Interim SA' which was not intended to be a full SA but sought to update the findings of the SA of the Emerging Preferred Options in order to inform the development of the First Draft Submission. The Interim SA was undertaken in-house by WCC staff. An Interim SA Report <sup>(2)</sup> was issued for public consultation alongside the First Draft Submission WCS from 28 September to 9 November 2010.

Following publication of the First Draft Submission and Interim SA, WCC commissioned ERM to undertake a full SA of the First Draft Submission WCS, with the aim of informing the development of the WCS Publication Document. The detailed results of the appraisal and key findings and recommendations were set out in an SA Report <sup>(3)</sup> to WCC.

#### **2.2.5 *Submission WCS***

The Submission WCS (termed the WCS Publication Document) was developed between November 2010 and February 2011. A first draft was produced in January 2011, which was subject to SA. The document proposed a vision and objectives for the WCS and set out a number of draft policies embodying the approach to development management and the locational strategy. Informal findings of this SA of the January draft were submitted to WCC in February 2011.

Following the January draft, a final version of the WCS Publication Document was produced in late February 2011. The full formal SA of the WCS Publication Document was carried out in early March 2011. The findings of this SA were set out in an SA Report <sup>(4)</sup> to WCC.

#### **2.2.6 *Addendum to WCS Publication Document***

Following the public consultation on the WCS Publication Document, a number of amendments are now proposed to the WCS Publication Document, as set out in the Addendum to the WCS Publication Document produced by WCC in September 2011. The document proposed a large number of amendments to address several issues which had been raised by consultees.

(1) *Sustainability Appraisal of Emerging Preferred Options for the Waste Core Strategy for Worcestershire*, ERM, November 2009

(2) *Waste Core Strategy First Draft Submission Report Interim Sustainability Appraisal*, Worcestershire County Council, September 2010

(3) *Sustainability Appraisal of the First Draft Submission of the Waste Core Strategy for Worcestershire*, ERM, November 2010

(4) *Sustainability Appraisal of the Worcestershire Waste Core Strategy Submission Document*, ERM, March 2011



The full formal SA <sup>(1)</sup> of the WCS Publication Document as amended by the Addendum was carried out in September 2011.

### **2.2.7** *Proposed Changes March 2012*

Following the Examination in Public (EiP) held during March 2012, WCC proposed a number of amendments to the draft WCS in response to questions and comments made by the Inspector and other participants at the EiP. The SA undertook a review of these proposed changes during March 2012 to assess the implications for sustainability. Given the limited scope of these changes, and the absence of a further full public consultation stage, it was inappropriate to undertake a further full SA and reissued an amended full SA Report. However, a short paper <sup>(2)</sup> was published in April 2012 that set out the findings of the assessment of the sustainability of the proposed changes.

### **2.2.8** *Proposed Changes April 2012*

On 20th April 2012, the Inspector advised WCC to consider including an additional policy in the Waste Core Strategy regarding the application of the "Presumption in Favour of Sustainable Development" as set out in the National Planning Policy Framework. In response, WCC proposed a new policy on the Presumption in Favour of Sustainable Development and other minor changes to the Waste Core Strategy for clarity and consistency. WCC also published a statement <sup>(3)</sup> on the implications of the new policy for the SA.

### **2.2.9** *Final Version of WCS*

In August 2012, WCC drafted the final version of the WCS for adoption by WCC which incorporates all previous proposed changes and amendments to the WCS. A final and consolidated SA Report <sup>(4)</sup> was published which set out the full detailed results of the SA of the Adoption WCS.

## **2.3** *INFLUENCE OF THE SA*

The SA process has influenced the development of the WCS, through providing conclusions on the sustainability of the emerging WCS at several stages in its development, as described above. Recommendations were made at each stage for amendments to the WCS to improve its sustainability, to avoid potential negative effects and to capitalise on opportunities for positive impacts. At each stage, WCC took full account of these recommendations and made a number of amendments to the WCS as it developed.

(1) *Sustainability Appraisal of the Worcestershire Waste Core Strategy Submission Document Addendum*, ERM, September 2011

(2) *Review of Sustainability of the Proposed Changes to the Worcestershire Waste Core Strategy*, ERM, March 2012

(3) *Statement on implications of "Policy WCS Additional: Presumption in favour of sustainable development" on Sustainability Appraisal and Habitats Regulations Assessment*, WCC, April 2012

(4) *Sustainability Appraisal of the Worcestershire Waste Core Strategy: Consolidated Report*

### 2.3.1 *Influence at Refreshed Issues and Options Stage*

An appraisal of the Refreshed Issues and Options document<sup>(1)</sup> was undertaken previously. A number of recommendations were made in an Initial SA Report<sup>(2)</sup> produced in April 2009 which indicated how the sustainability of the WCS could be increased in carrying forward its development from the Refreshed Issues and Options stage. A number of these recommendations have been followed by WCC, and the subsequent Emerging Preferred Options document incorporated the following as a result:

- The Spatial Portrait included references to climate change mitigation and adaptation, quality of landscape, habitats and species of nature conservation importance and historic assets.
- The Vision emphasised that most waste will be recycled and that waste management activities will be resource-efficient.
- The Emerging Preferred Option document referred to the following strategies as being relevant to waste development:
  - Catchment Management Plans,
  - the Local Transport Plan,
  - the Air Quality Strategy for Herefordshire and Worcestershire,
  - AONB Management Plans and
  - the Worcestershire Biodiversity Action Plans.
- Draft policy in the Emerging Preferred Options promotes energy efficiency.

### 2.3.2 *Influence at Emerging Preferred Options Stage*

The SA of the Emerging Preferred Options document<sup>(3)</sup> made another series of recommendations, and the following were reflected in the First Draft Submission WCS as a result:

- The WCS Vision emphasises the importance of reuse of waste materials.
- The WCS Vision promotes climate change adaptation.
- The WCS Vision promotes good design.
- The requirement for waste developments to demonstrate water efficiency has been inserted into policy WCS2.
- Avoidance of light pollution and impacts on congestion have been added to policy WCS4.

<sup>(1)</sup> Waste Core Strategy for Worcestershire Refreshed Issues and Options Consultation – ‘How Should We Proceed’?, Worcestershire County Council, September 2008

<sup>(2)</sup> Initial Sustainability Appraisal of Issues and Options for Waste Core Strategy for Worcestershire, ERM, April 2009

<sup>(3)</sup> Sustainability Appraisal of Emerging Preferred Options for the Waste Core Strategy for Worcestershire, ERM, November 2009

- Generation of combined heat and power (CHP) wherever practicable is required in supporting text to policy WCS5.
- The WCS now commits to high recycling levels of C&D waste
- The supporting text to policy WCS6 promotes restoration which takes account of recreational value.

### 2.3.3 *Influence at First Draft Submission Stage*

Some of the recommendations from the SA of the First Draft Submission WCS<sup>(1)</sup> were incorporated into the WCS Publication Document, as follows:

- Higher targets for the recycling of municipal waste have been incorporated into the WCS.
- The WCS now indicates the amount of capacity sought at different levels of the waste hierarchy for different waste streams.
- Policies require developments to use alternatives to road transport where practicable.
- The WCS now includes a mechanism whereby certain types of development are directed to upper levels of the geographic hierarchy.

### 2.3.4 *Influence at Publication Document Stage*

In response to the informal findings of the SA of a draft Submission WCS, the Submission WCS (termed the WCS Publication Document) incorporated some recommendations for mitigation:

- Policy in the WCS now requires avoidance of adverse impacts on health.
- The WCS includes Listed Buildings and Conservation Areas in the list of historic assets to be protected.

### 2.3.5 *Influence at Proposed Changes Stage*

Several amendments were made to the WCS by the Addendum to the WCS Publication document which are in direct response to recommendations for mitigation made by the SA of the WCS Publication Document:

- the addition of a recycling target for C&I waste;

(1) *Sustainability Appraisal of First Draft Submission of the Waste Core Strategy for Worcestershire*, ERM, November 2010

- the addition of supporting text to encourage reduction of the need to transport waste;
- amendment to the supporting text referencing the role of transport in greenhouse gas emissions;
- the inclusion of a reference in supporting text to onsite recycling of C&D waste;
- requiring protection and enhancement of local characteristics in policy WCS12 rather than that they only be taken into account.

### 3.1 SUSTAINABILITY APPRAISAL RECOMMENDATIONS

The SA Report made recommendations for monitoring the effects of implementing the WCS, in terms of issues to be covered in the monitoring, indicators to be monitored and potential sources of data. The purpose of the monitoring is to address both likely significant impacts and unforeseen effects of implementation of the WCS to enable WCC, or its partners in the implementation of the WCS such as Districts and Boroughs, developers, operators and the Environment Agency, to respond if necessary and to take appropriate remedial action.

Monitoring recommendations are set out in *Section 9* of the SA Report.

### 3.2 RESPONSE OF WORCESTERSHIRE COUNTY COUNCIL TO RECOMMENDATIONS

WCC will produce an Annual Monitoring Report to assess the implementation of the WCS and the extent to which the policies are being achieved. The WCS includes a specific section on monitoring which sets out a framework by which WCC will meet its obligations on monitoring, detailing the indicators which will be monitored and reported on, the likely source of the data, relevant targets and triggers for review of the WCS.

The WCS explicitly recognises the importance of monitoring to assess the effects of implementation, including taking on board the recommendations of the SA on monitoring. *Table 3.1* lists the indicators which were recommended by the SA and shows how the WCS will include these within the monitoring framework for the Annual Monitoring Report. Some SA recommendations have been incorporated in the monitoring schedule. Some are proposed in a different format to that recommended by the SA, which will allow WCC to understand the impacts in a different way than envisaged by the SA.

Some issues remain where the monitoring proposals will not enable WCC to monitor some sustainability effects. In particular, issues of energy generation and greenhouse gas emissions are not addressed in the monitoring schedule, nor is the potential for adverse effects on biodiversity.

**Table 3.1** *Monitoring Indicators Recommended by SA*

Recommended Monitoring Indicators	Included in AMR?
Tonnages and % of waste arisings reused, recycled, composted, used for energy recovery, landfilled: <ul style="list-style-type: none"> <li>• MSW</li> <li>• C&amp;I</li> <li>• C&amp;D</li> <li>• Hazardous waste</li> </ul>	<ul style="list-style-type: none"> <li>• Re-use, recycling and 'other recovery' of waste, by waste stream.</li> <li>• Waste sent to landfill.</li> </ul>

Recommended Monitoring Indicators	Included in AMR?
<p>MW of energy generated by:</p> <ul style="list-style-type: none"> <li>• Thermal treatment;</li> <li>• Anaerobic digestion;</li> <li>• Landfill.</li> </ul> <p>MW of CHP capacity.</p> <p>Facility catchments and transport:</p> <ul style="list-style-type: none"> <li>• Sources and destinations of waste, by quantity and type;</li> <li>• Tonne-kilometres travelled by waste;</li> <li>• No. of vehicle movements to and from sites;</li> <li>• % of waste transported by different modes.</li> </ul> <p>No. of developments with climate change mitigation and adaptation measures incorporated, by type of measure</p> <p>Estimated greenhouse gas emissions from waste treatment facilities</p> <p>No. of developments affecting:</p> <ul style="list-style-type: none"> <li>• biodiversity or land of nature conservation value;</li> <li>• landscape;</li> <li>• geodiversity;</li> <li>• congestion;</li> <li>• historic assets.</li> </ul> <p>Compliance/non-compliance with permit conditions:</p> <ul style="list-style-type: none"> <li>• Water discharges;</li> <li>• Air emissions: NO<sub>x</sub>; SO<sub>2</sub>; PM10; CO<sub>2</sub>; methane; other pollutants of public concern (dioxins and furans, PCBs);</li> <li>• Pollution episodes.</li> </ul>	<ul style="list-style-type: none"> <li>• Permissions for new landfill capacity that include landfill gas management systems.</li> <li>• Permitted re-use, recycling, storage, sorting and transfer capacity at each level of the geographic hierarchy.</li> <li>• Permitted 'other recovery' and disposal (excluding landfill) capacity at each level of the geographic hierarchy.</li> <li>• Permissions for waste management development that include measures for energy efficiency.</li> <li>• Permissions for waste management development with a gross floor space of over 1000 sq m gaining at least 10% of energy supply annually from renewable energy supplies</li> </ul> <p>No</p> <ul style="list-style-type: none"> <li>• Permissions for new built waste management development that include provision for biodiversity enhancement.</li> <li>• Permissions for new waste management development granted in the Malvern Hills or Cotswolds AONB.</li> <li>• Permissions granted in accordance with highways advice.</li> <li>• Permissions for new waste management development that take into account local characteristics.</li> <li>• Permissions that have an unacceptable adverse impact on landscape character, scheduled ancient monuments, listed buildings, conservation areas, battlefields or registered historic parks and gardens.</li> <li>• Permissions for waste management development granted contrary to the EA advice on water quality.</li> </ul>

Recommended Monitoring Indicators	Included in AMR?
<p>Quality of land converted to waste uses, annual no. of hectares of:</p> <ul style="list-style-type: none"> <li>• rural, urban or urban fringe;</li> <li>• previously developed or undeveloped;</li> <li>• green belt;</li> <li>• amenity value;</li> <li>• flood zones 2, 3a, 3b.</li> </ul> <p>No. of developments providing integral recycling facilities</p> <p>% of population within:</p> <ul style="list-style-type: none"> <li>• 10km of a Household Recycling Centre;</li> <li>• 5km of a recyclable collection point.</li> </ul>	<ul style="list-style-type: none"> <li>• Permitted re-use, recycling, storage, sorting and transfer capacity at each level of the geographic hierarchy.</li> <li>• Permitted 'other recovery' and disposal (excluding landfill) capacity at each level of the geographic hierarchy.</li> <li>• Permissions for new waste management development on greenfield sites</li> <li>• Permissions for new waste management development in the green belt</li> <li>• Permissions for new waste management development take into account amenity considerations.</li> <li>• Permissions for waste management development granted contrary to the EA advice on flooding</li> <li>• Adoption of appropriate policies regarding managing waste arisings from all new development in City, Borough and District Councils' DPDs</li> </ul> <p>No</p>

