Department for Communities and Local Government

Strategic Environmental Assessment of the updated national waste planning policy

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Department for Communities and Local Government

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Contents

Appendices

1 Introduction

1.1 Land Use Consultants was commissioned by the Department for Communities and Local Government to carry out Strategic Environmental Assessment of the revised national waste planning policy. Completion of the Strategic Environmental Assessment would comprise three main phases:

- **Phase 1: Strategic Environmental Assessment Screening** – to determine whether the modifications to the revised national waste planning policy are likely to have significant environmental effects and therefore the revised policy requires a Strategic Environmental Assessment, as set out in Section 9 of the Strategic Environmental Assessment Regulations (2004)[1]. If so, Phases 2 and 3 must be completed.
- **Phase 2: Strategic Environmental Assessment Scoping** – if Strategic Environmental Assessment is required, preparation of a Scoping Report describing what the Strategic Environmental Assessment would cover and how it would be undertaken, along with a description of the environmental baseline and relevant plans and programmes. The Scoping Report must meet the relevant requirements of the Strategic Environmental Assessment Regulations and be sent for a five week consultation period to the statutory consultation bodies (English Heritage, Environment Agency and Natural England. As the Strategic Environmental Assessment is for national level policy, the Scoping Report would also be sent to Scottish Natural Heritage, Scottish Environment Protection Agency, Historic Scotland, Countryside Council for Wales (as it was at the time, its functions having been taken over by National Resources Wales from April 2013), Environment Agency Wales and Cadw).
- **Phase 3: Strategic Environmental Assessment and production of Environmental Report** – the final phase in the Strategic Environmental Assessment of the revised national waste planning policy would involve predicting and assessing the likelihood for any significant environmental effects to occur from implementation of the policy and reasonable alternatives (where applicable), and preparing an Environmental Report describing the method used, findings and all the relevant requirements of the Strategic Environmental Assessment Regulations.

1.2 In undertaking Phase 1, and trying to determine whether the modifications to the revised national waste planning policy are likely to have a significant effect, it was considered useful to carry out a number of the Strategic Environmental Assessment Scoping tasks.

1.3 Therefore, this report describes the outcomes of Phase 1, i.e. the Strategic Environmental Assessment Screening exercise (see **Section 4**), and Phase 2: Scoping (see **Section 5**). Relevant baseline information has been collated (see **Section 2**) and plans and programmes have been reviewed (see **Section 3**) to help to determine whether the modifications to the revised national waste planning policy are likely to have significant environmental effects.

1.4 Following completion of this report and consultation with the statutory consultation bodies in January-February 2013 (see below), it has been concluded that the revised national waste planning policy is not likely to have significant environmental effects and as such does not require a Strategic Assessment. Therefore, the remainder of Phase 2 and Phase 3 tasks did not need to be undertaken. This report

[1] The Environmental Assessment of Plans and Programmes Regulations 2004. Statutory Instrument 2004 No. 1633.

has been updated to reflect the outcome of the January-February 2013 consultation and the final version of the revised national waste planning policy.

Consultation with the statutory consultation bodies

Strategic Environmental Assessment Screening: Determination of likely significant effects

1.5 Regulation 9(2) of the Strategic Environmental Assessment Regulations requires the responsible authority (Department for Communities and Local Government) to consult with the consultation bodies before making a determination of whether the modifications to the revised national waste planning policy are likely to have a significant effect. The Department for Communities and Local Government has therefore sent this report to the consultation bodies (in January 2013), requesting a response to the following question:

> **Consultation Question:** Based on the information provided in this report (in particular **Section 4** and **Appendix 1**), do the statutory consultation bodies consider that the revised national waste planning policy requires Strategic Environmental Assessment?

Strategic Environmental Assessment Scoping: Proposed approach to the Strategic Environmental Assessment if required

1.6 **Section 5** of this report set out the proposed approach to the Strategic Environmental Assessment should it have been decided that Strategic Environmental Assessment is required. Regulation 12(5) of the Strategic Environmental Assessment Regulations requires the responsible authority to consult the consultation bodies when deciding on the scope and level of detail of the information that should be included in the Environmental Report for the Strategic Environmental Assessment. The Department for Communities and Local Government therefore also asked the consultation bodies the following question:

> **Consultation Question:** Should it be decided that an Strategic Environmental Assessment of the revised national waste planning policy is required, do the statutory consultation bodies agree with the proposed approach to the Strategic Environmental Assessment set out in **Section 5**?

1.7 An additional question was posed in the Strategic Environmental Assessment screening/scoping report sent to the statutory consultation bodies, at the end of Section 4:

> **Consultation Question:** Do the statutory consultation bodies agree with the Screening conclusion that an Strategic Environmental Assessment of the revised national waste planning policy is not required?

1.8 **Appendix 2** presents the responses that were received from the statutory consultation bodies to these two consultation questions and explains how they have been addressed within this updated version of the Strategic Environmental Assessment screening/scoping report.

National Waste Planning Policy – Background

1.9 The extant national waste planning policy contained in Planning Policy Statement 10 “Planning for Sustainable Waste Management” (2005, updated 2011) forms part of the national Waste Plan for England for the purpose of meeting the Waste Framework Directive (2008/98/EC). Planning Policy Statement 10 provides information on how waste planning authorities (including the former regional planning bodies) must discharge their responsibilities, including preparation of local

development documents for waste. It therefore establishes the framework for developing local planning policies relating to waste management and disposal.

1.10 However, the Coalition Government made an early commitment to take a comprehensive look at national planning policy in England. As part of this commitment, the national waste planning policy in Planning Policy Statement 10 is being revised by the Department for Communities and Local Government, and will be published alongside (or as an annex to) a new national Waste Management Plan for England, which is separately being prepared by the Department for Environment Food and Rural Affairs. The revised national waste planning policy will apply to the whole of England but not the rest of the UK.

1.11 As part of preparing the new Waste Management Plan, the Department for Environment Food and Rural Affairs produced in June 2011 a Government Review of Waste Policy in England 201, which reflects the changes to the Waste Framework Directive as it states in its introduction that the Review has been guided by the waste hierarchy. The Review addresses the most effective ways of reducing waste, maximising the financial returns from waste and recycling, and how waste policies affect local communities and individual households. It specifically promotes the potential for waste to contribute to energy generation through energy recovery, including anaerobic digestion. The latest information regarding what is likely to constitute the new Waste Management Plan is described in **Section 3** of this report.

Stages in the Strategic Environmental Assessment of waste planning policy

1.12 Due to forming part of the Waste Plan for England, unlike other national planning policy, Planning Policy Statement 10 fell within the requirements of the Strategic Environmental Assessment Regulations, and a Strategic Environmental Assessment report was prepared in December 2004 during the development of Planning Policy Statement 10.

1.13 Planning Policy Statement 10 is currently being revised and will be published separately from the rest of national planning policy contained in the National Planning Policy Framework published on 27 March 2012. However, it will form part of the new Waste Management Plan, which continues to fulfil the requirements of the Waste Framework Directive. Therefore, it may still require a Strategic Environmental Assessment, and therefore needs to go through a Strategic Environmental Assessment Screening exercise to determine this as described below.

Strategic Environmental Assessment Screening

1.14 The Practical Guide to the Strategic Environmental Assessment Directive (ODPM, 2006) includes a flowchart (Figure 2) to help determine whether or not a plan or programme requires an environmental assessment under the Strategic Environmental Assessment Directive. We believe that the national waste planning policy (as part of the Waste Management Plan) meets the requirements of Article 2(a) and 3.2(a), and therefore falls within the scope of the Strategic Environmental Assessment Directive, i.e.:

- The plan or programme is subject to preparation and/or adoption by a national, regional or local authority OR prepared by an authority for adoption through a legislative procedure by Parliament or Government (Art. 2(a))
- The plan or programme is required by legislative, regulatory or administrative provisions (Art. 2(a))
- The plan or programme is prepared for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning or land use, AND it sets

a framework for future development consent of projects in Annexes I and II to the Environmental Impact Assessment Directive (Art. 3.2(a))

1.15 However, as the national waste planning policy is now being revised, Article 3.3 comes into play, which requires identification of whether the plan in question is a minor modification of a plan or programme subject to Art. 3.2. As such, further screening is required to see whether the modification to the plan or programme is likely to have significant environmental effects (Art. 3.5) and therefore require a full Strategic Environmental Assessment. This is the first task in the work Land Use Consultants has undertaken for the Strategic Environmental Assessment of the revised national waste planning policy and the findings are described in **Section 4** of this report.

Strategic Environmental Assessment Scoping

1.16 The Scoping stage draws together information that is relevant to the Strategic Environmental Assessment process and sets out how the later stages of the Strategic Environmental Assessment will be undertaken, if required. However, as described above, Land Use Consultants carried out elements of the Scoping stage for the Strategic Environmental Assessment of the revised national waste planning policy at the same time as the Strategic Environmental Assessment Screening exercise in order to help inform whether a full Strategic Environmental Assessment is required. There are four main components of the Scoping stage as summarised below, along with an explanation of whether and where this has been included in this report:

Baseline Data

1.17 Baseline data and information to describe the social, economic and environmental character of the relevant area are collected and analysed (in this case, the data is collected at the national level as national waste policy relates to the whole of England), as set out at **Section 2** of this report. Information about trends, where available, is collected to inform the later prediction of effects if required. The baseline helps to provide the basis for predicting and monitoring effects and assists in identifying sustainability problems and alternative ways of dealing with them.

Strategies, policies, plans and programmes

1.18 International, European and national level strategies, policies, plans and programmes that are relevant to national waste policy are identified and consideration is given to their potential links with, and implications for, national waste policy, as set out at **Section 3** of the report.

Key sustainability issues

1.19 The key sustainability issues (including opportunities) for national waste policies are highlighted within **Section 2**, drawing on the baseline information and the review of strategies, policies, plans and programmes. The likely evolution of each issue without the revisions to the national waste policy would need to be considered and described as part of the full Strategic Environmental Assessment.

Strategic Environmental Assessment Framework

1.20 A Strategic Environmental Assessment Framework sets out the sustainability objectives and questions that will form the basis for appraising the revisions to national waste policy and the assumptions to be applied to assessing positive and negative effects. Initial proposals for the Strategic Environmental Assessment Framework, if required, have been described in **Section 5**.

Meeting the requirements of the Strategic Environmental Assessment Directive

1.21 This Strategic Environmental Assessment Screening/Scoping Report includes some of the required elements of the final 'Environmental Report' (the output required by the Strategic Environmental Assessment Directive). **Table 1.1** below sign-posts the

relevant sections of the Strategic Environmental Assessment Screening/Scoping Report that are considered to meet the Strategic Environmental Assessment Directive requirements (the remainder would have to be met during the full Strategic Environmental Assessment (Phase 3) if it were required).

Table 1.1 Meeting the Requirements of the Strategic Environmental Assessment Directive

Strategic Environmental Assessment Directive Requirements	**Covered in this Strategic Environmental Assessment Screening/ Scoping Report?**
Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated. The information to be given is (Art. 5 and Annex I):	The full environmental report would be produced at a later stage in the Strategic Environmental Assessment process. However, as concluded in paragraph 1.4 of this Report, this is not required for the revised national waste planning policy.
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;	Sections 1 and 3
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	Section 2 (in part)
c) The environmental characteristics of areas likely to be significantly affected;	Section 2
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC.;	Section 2
e) The environmental protection, objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental, considerations have been taken into account during its preparation;	Section 3
f) The likely significant effects on the environment, including on issues such as biodiversity, population,	Requirement would be met at a later

Strategic Environmental Assessment Directive Requirements	Covered in this Strategic Environmental Assessment Screening/ Scoping Report?
human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects);	stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	Requirement would be met at a later stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;	Requirement would be met at a later stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
i) a description of measures envisaged concerning monitoring in accordance with Art. 10;	Requirement would be met at a later stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
j) a non-technical summary of the information provided under the above headings	Requirement would be met at a later stage in the

Strategic Environmental Assessment Directive Requirements	Covered in this Strategic Environmental Assessment Screening/ Scoping Report?
	Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
The report shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different levels in that process to avoid duplication of the assessment (Art. 5.2)	
Consultation: • authorities with environmental responsibility, when deciding on the scope and level of detail of the information which must be included in the environmental report (Art. 5.4)	Consultation with the relevant statutory environmental bodies was undertaken in relation to this Screening/Scoping Report during Jan-Feb 2013.
• authorities with environmental responsibility and the public, shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Art. 6.1, 6.2)	Public consultation on revised waste planning policy, alongside the draft Waste Management Plan for England, proposed in 2013.
• other European Union Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Art. 7).	Consultation with the relevant environmental bodies in Scotland and Wales was undertaken in relation to this Screening/Scoping Report but not with other Member States as there will be no effects

Strategic Environmental Assessment Directive Requirements	Covered in this Strategic Environmental Assessment Screening/ Scoping Report?
	beyond the UK.
Taking the environmental report and the results of the consultations into account in decision-making (Art. 8)	
Provision of information on the decision: When the plan or programme is adopted, the public and any countries consulted under Art.7 must be informed and the following made available to those so informed: • the plan or programme as adopted • a statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report of Article 5, the opinions expressed pursuant to Article 6 and the results of consultations entered into pursuant to Art. 7 have been taken into account in accordance with Art. 8, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and • the measures decided concerning monitoring (Art. 9)	Requirement would be met at a later stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy.
Monitoring of the significant environmental effects of the plan's or programme's implementation (Art. 10)	Requirement would be met at a later stage in the Strategic Environmental Assessment process. However, this is not required for the revised national waste planning policy as significant environmental effects are not likely to occur.

Meeting the requirements of the Habitats Directive

1.22 The national waste planning policy is not included in the definition of a land use plan in the Conservation of Habitats and Species Regulations 2010[2] under Part 6 "Assessment of plans and projects", Regulation 107. However, there is no definition of a plan under Regulation 61 (which gives effect to Article 6(3) of the Habitats

[2] The Conservation of Habitats and Species Regulations. SI 2010 No. 490.

Directive and states that where a “plan or project” is likely to have a significant effect on a European site or a European offshore marine site (either alone or in combination with other plans or projects), then an appropriate assessment of the implications for the site in view of that site’s conservation objectives will be needed).

1.23 Section 4.3.2 of the European Commission guidance on the Habitats Directive[3] states that the term "plan" should be broadly interpreted. The guidance states that “regional or geographically extensive spatial plans are often not applied directly but form the basis for more detailed plans or serve as a framework for development consents, which then have direct legal effects. Both types of land-use plans should be considered covered by Article 6(3) to the extent that they are likely to have relevant significant effects on a Natura 2000 site”.

1.24 The guidance goes on to state that “sectoral plans can also be considered as within the scope of Article 6(3), again in so far as they are likely to have a significant effect on a Natura 2000 site. Examples might include transport network plans, waste management plans and water management plans”.

1.25 This could be interpreted that the national waste planning policy is covered by Article 6(3). However, the guidance goes on to state that “a distinction needs to be made with ‘plans’ which are in the nature of policy statements, i.e. policy documents which show the general political will or intention of a ministry or lower authority. An example might be a general plan for sustainable development across a Member State’s territory or a region” and that “it does not seem appropriate to treat these as ‘plans’ for the purpose of Article 6(3), particularly if any initiatives deriving from such policy statements must pass through the intermediary of a landuse or sectoral plan. However, where the link between the content of such an initiative and likely significant effects on a Natura 2000 site is very clear and direct, Article 6(3) should be applied.”

1.26 In our view, the national waste planning policy is more in the nature of a policy statement. It is not a spatial plan, but sets the policy framework for the preparation of Waste Local Plans by waste planning authorities. It does not propose development, but sets down the criteria by which development for the purposes of waste planning should be assessed. There are no clear links between the content of the national waste planning policy and likely significant effects on a Natura 2000 site.

1.27 As such, it should not be considered a ‘plan’ for the purpose of Article 6(3). Therefore, it is not considered necessary to undertake a test of significance (or screening exercise) under the Habitats Regulations for the revisions to the national waste planning policy.

[3] http://ec.europa.eu/environment/nature/natura2000/management/docs/art6/provision_of_art6_en.pdf.

2 Strategic Environmental Assessment Baseline

2.1 The requirement of the Strategic Environmental Assessment Directive Annex 1 is to provide information on:

(b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan;

(c) the environmental characteristics of areas likely to be significantly affected;

(d) any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC [the 'Birds Directive'] and 92/43/EEC [the 'Habitats Directive'].

2.2 The Strategic Environmental Assessment Directive requires Strategic Environmental Assessment to consider the likely significant effects on the 'environment', including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between these factors. This list of factors is often referred to as the 'Strategic Environmental Assessment topics'.

2.3 The sub-sections below set out the baseline situation and national-level trends that can be identified from a range of data sources, in relation to each of the above Strategic Environmental Assessment topics. For each topic, the ways in which national waste policy can interact with that topic, both directly and indirectly, are set out, and the key environmental problems or issues are summarised. Note that some topics (such as population and human health, and flora and fauna) have been grouped together as there is a significant amount of crossover between these topics in terms of the available data and the key environmental issues.

2.4 In this way, this section seeks to meet the Annex 1 requirements above for information to be provided on the relevant aspects of the current state of the environment, environmental characteristics of areas likely to be significantly affected (i.e. information has been presented on a national scale, as the national waste planning policy relates to the whole of England), and any existing environmental problems which are relevant to the national waste planning policy. This section has not addressed 'the likely evolution of the environment without implementation of the plan', as this would be considered during the later stages of the Strategic Environmental Assessment if required.

2.5 This Strategic Environmental Assessment baseline information has been collated bearing in mind the following assumption. As well as requiring planning permission, many waste management facilities will also need to obtain an environmental permit which regulates how a site may be operated. An environmental permit seeks to prevent pollution through the use of measures to prohibit or limit the release of substances to the environment to the lowest practicable level. It also ensures that ambient air and water quality meet standards that guard against impacts to the environment and human health.

Biodiversity (including fauna and flora)

National trends/headline indicators

2.6 The UK National Ecosystem Assessment provides a comprehensive overview of the state of the UK's natural environment, including biodiversity. The 2011 report[4] describes the current status of the broad habitats found in the UK, and identifies trends. Key findings that have been noted are:

- Long-term decline in semi-natural grasslands (primarily due to agricultural activities) although losses have slowed considerably in the last 10 years, particularly with the expansion of agri-environment schemes.
- Expansion of woodland habitats – the area of woodland has doubled since the 1940s and now covers 12% of England.
- Degradation and loss of large areas of open waters, wetlands and floodplains through wetland drainage, flow modification for flood defences, toxic pollution and acidification, habitat degradation and loss, exploitation and the introduction of exotic species.
- Decline in coastal habitats (with about 10% loss in the last 60 years) due to development and coastal squeeze. These habitats are important for a range of reasons; for example they can be important nursery grounds for fish.

2.7 Biodiversity indicators for England show where there has been improvement, deterioration or no change in relation to particular habitats and groups of species, and are reported using a traffic light system. In the latest available report[5] improvements are noted since 2000 in relation to the extent of protected areas, local sites under positive management, number of priority habitats that are stable or increasing, widespread bats, native cattle breeds, and plant diversity on enclosed farmland. There are also improvements in expenditure on biodiversity in England and conservation volunteering. However, declining trends are noted for proportion of Sites of Special Scientific Interest in favourable condition, breeding farmland birds, butterflies of the wider countryside on farmland, populations of wintering water and wetland birds, and plant diversity in neutral grassland and boundary habitats. In addition, invasive species (freshwater, marine and terrestrial) are identified as an increasing threat to biodiversity.

2.8 Natural England data on Sites of Special Scientific Interest condition[6] shows that 96.08% of Sites of Special Scientific Interest units in England are meeting their government Public Service Agreement target (i.e. are assessed as being in favourable condition (37.56%) or unfavourable recovering condition (58.52%)). The remaining small percentage of SSSI units are in unfavourable declining condition (1.66 %) while 2.23% are in unfavourable condition with no change. 0.03% of SSSI units are either destroyed or part-destroyed.

Interaction with national waste planning policy

2.9 National-level waste planning policy can affect biodiversity by influencing the type and location of waste facilities that are likely to be developed. If facilities are located within or near to sites of biodiversity importance, depending on the nature of waste management processes taking place, there may be adverse impacts caused by direct mortality of species or damage to habitats. In addition, indirect impacts can be caused by associated activities such as vehicle movements transporting waste, which can affect air quality and therefore impact on habitats and species through deposition of pollutants. This issue (i.e. impacts of waste transport on air quality),

[4] UK National Ecosystem Assessment: Understanding Nature's Value to Society - Synthesis of the Key Findings (2011).
[5] https://www.gov.uk/government/publications/england-biodiversity-indicators
[6] Natural England (November 2012) SSSI Condition Summary Report

and others that can indirectly affect biodiversity including impacts on soil, water and climatic factors, are explored separately below.

2.10 Where waste management activities being undertaken at the local level have an adverse effect on biodiversity, damage or losses can be significant at the national and even international level if the species or habitat in question is designated, for example as part of a National Nature Reserve, Special Area of Conservation, Special Protection Area or Ramsar site.

2.11 The restoration of landfill sites can offer good opportunities for biodiversity enhancements, as they can attract a wide range of wildlife including water voles, great crested newts and lizards, and in the longer term can be restored for biodiversity interests. Although national waste planning policy presents landfill as a 'last resort' for waste disposal, and would not encourage waste to be landfilled purely for this reason, it can help to ensure that the potential biodiversity benefits from landfill sites are maximised, where these sites continue to be necessary.

2.12 National waste planning policy can also make provision for biodiversity benefits within other types of waste management facilities – for example by encouraging the use of sustainable design such as the incorporation of green roofing.

Key issues or problems relevant to national waste planning policy

- Declining trends in plant diversity in neutral grassland and boundary habitats.
- Declining populations of wild birds and butterflies.
- Increasing threat of invasive species, likely to be compounded by climatic changes.
- Potential for waste management facilities to make provision for biodiversity benefits.

Population and human health

National trends/headline indicators

2.13 Population estimates published by the Office for National Statistics after the 2011 Census[7] place England's population at over 53 million. The population of England and Wales (56.1 million) grew by 3.7 million in the 10 years since the last census, an increase of 7.1 per cent[8]. This was the largest growth in the population in England and Wales in any 10-year period since census taking began, in 1801.

2.14 The 2011 Health Survey for England (published December 2012)[9] provides an overview of health data at the national level, focussing on lifestyle issues such as smoking, obesity and alcohol consumption. It shows that 13.9 per cent of men and 13.4 per cent of women reported being diagnosed with a cardiovascular condition, which remains the most common cause of death in England, despite a reduction in deaths from cardiovascular disease in England over recent years. It also reports that since 1993 there has been a marked increase in the proportion of the population classed as obese – growing from 13% of men in 1993 to 24% in 2011 and from 16% of women in 1993 to 26% in 2011. The rates of increase in obesity have been slower in the second half of that period than the first half, and there are some indications that the trend may be starting to flatten out. The estimated weekly alcohol consumption of the majority of men (64%) and women (63%) was within the levels recommended by the NHS. However, 23% of men and 18% of women had an estimated weekly consumption of more than the recommended levels.

[7] Office for National Statistics: http://www.ons.gov.uk/ons/guide-method/census/2011/index.html
[8] Note that the ONS website does not provide data for population growth in England only at the time of writing.
[9] http://www.hscic.gov.uk/catalogue/PUB09300

2.15 The most recent available data from the Health Profile of England[10] shows improvements in a number of key areas including reduced mortality rates in relation to cancer, cardio-vascular disease and suicide, as well as increasing life expectancy which now stands at 77.7 for males and 81.8 for females, the highest ever level. Key challenges identified include rising rates of diabetes and alcohol-related deaths, and the number of hospital admissions for respiratory diseases has also showed a recent increase.

Interaction with national waste planning policy

2.16 People produce waste in their homes, workplaces and during leisure time (e.g. shopping, travelling, at the cinema etc.). Therefore, the amount of waste produced in England has historically increased in line with population growth and human activities. There has also been a strong link between economic activity and waste production, which European and national waste legislation seeks to reduce. More recently, growth in waste arisings per year has slowed, or even decreased (shown by data collected by Waste Collection and Disposal Authorities and the Department for Environment Food and Rural Affairs' recent survey of commercial and industrial waste – see data later in this section). This is thought to reflect a number of things, but particularly changes in attitudes towards waste and behaviour by households, influenced by improved kerbside recycling (in particular food waste recycling) and also a general decrease in consumption of products due to the recession.

2.17 National waste planning policy can affect human populations and health by influencing the type of waste facilities that are most likely to be developed, and steering their broad location to locations where they are less likely to have an effect on human health. It is possible that certain types of facilities could have a negative effect on human health due to the biospores or gaseous emissions that are released from some waste management technologies such as composting, anaerobic digestion and producing energy from waste. However, Government research conducted in 2004[11] reviewed evidence from a range of studies and concluded that modern waste management practices have at most a minor effect on human health, relating only to possible effects on residents living close to two types of waste management facility: landfills or commercial composting facilities. However, there also remains some uncertainty regarding the potential impacts of waste incineration on human health. In its review of waste policy in England published in June 2011, the Government indicated that it would provide a clear position on the health implications of the recovery of energy from waste.

2.18 The extent to which national waste planning policy encourages the development of these types of facilities could therefore affect human health. For example, national policy aims to reduce the amount of waste going to landfill but encourages composting as part of the movement up the waste hierarchy. However, national waste planning policy works alongside the environmental permitting regime that the Environment Agency is responsible for, and waste management facilities need to meet the high standards of design and operation required to obtain Environmental Permits (formerly Pollution Prevention and Control permits), as regulated by the Environment Agency. The environmental permitting standards that most waste management facilities have to meet cover emissions to air, land and water, energy efficiency, noise, vibration and heat and accident prevention. It is therefore assumed that facilities would be modern and well-run, and in addition, many would be subject to thorough environmental assessment under the Environmental Impact Assessment Regulations.

2.19 Nevertheless, pollution incidents to land, air and water can still occur and the Environment Agency and the Department for Environment Food and Rural Affairs collect data on the number and type of incidents each year. Pollution incidents have

[10] Department of Health (2009) The Health Profile of England.

[11] Review of Environmental and Health Effects of Waste Management: Municipal Solid Waste and Similar Wastes. Prepared for Defra by Enviros and University of Birmingham (May 2004).

been decreasing steadily since 2002, but in 2010, the waste sector was responsible for 19% of all serious pollution incidents[12]. Pollution incidents can have significant impacts on local communities as well as wildlife. It may take several years for wildlife populations to recover following a serious pollution incident. Data on the pollution incidents to land, air and water are discussed separately under the Strategic Environmental Assessment topics Soil, Water and Air below.

2.20 As well as direct impacts on physical health, human populations near to waste management facilities can also be affected in terms of well-being, for example if they are adversely affected by the visual impacts of a waste management facility or other amenity-related impacts. As such, some of the topics considered below such as landscape and air are also of some relevance to population and human health.

Key issues or problems relevant to national waste planning policy

- Ongoing population growth, which could contribute to increased waste arisings (irrespective of recent efforts to decouple economic growth and increases in waste arisings).
- Potential for health effects on residents living close to landfills or commercial composting facilities (although it must be assumed that new waste facilities coming forward will be modern and well-run in line with environmental permitting requirements).
- Potential for effects on health and amenity from proximity to waste management facilities (e.g. from noise, air pollution and vibration associated with heavy goods vehicle movements linked to the operation of waste management facilities, given that such impacts are not covered by environmental permitting).

Soil

National trends/headline indicators

2.21 Soil in England is classified into 10 major groups, with nearly 700 soil types grouped into approximately 300 associations[13]. These have been further simplified into 27 classifications of 'Soilscapes' which are groups of soils with similar basic properties. Cranfield University's Soilscapes map[14] shows that the most common soil types in England are:

- Slow permeable, seasonally wet, basic loams and clays (19.9%)
- Freely draining slightly acid loamy soils (15.5%)
- Slightly acid loamy and clayey soils with impeded drainage (10.6%)

2.22 The National Ecosystem Assessment refers to apparent reductions in soil quality, stating that there are concerns about soil losses caused by erosion resulting from intensive agriculture. Extreme weather events can also lead to the loss of organic matter. Since soil formation is very slow, such losses can be difficult to recover from.

2.23 Soil types are a major component of the Agricultural Land Classification system which defines the agricultural potential of land and is used in land use planning. The Agricultural Land Classification system classifies land into five grades, with Grade 3 subdivided into Subgrades 3a and 3b. The best and most versatile land is defined as Grades 1, 2 and 3a - this is the land which is most flexible, productive and efficient and which can best deliver future crops. It is estimated that about 21%

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12 http://webarchive.nationalarchives.gov.uk/20130123162956/http:/www.defra.gov.uk/statistics/environment/supplementary/spfg15-pollsourc/

13 http://www.naturalengland.org.uk/ourwork/conservation/geodiversity/soils/default.aspx

14 http://www.landis.org.uk/soilscapes/

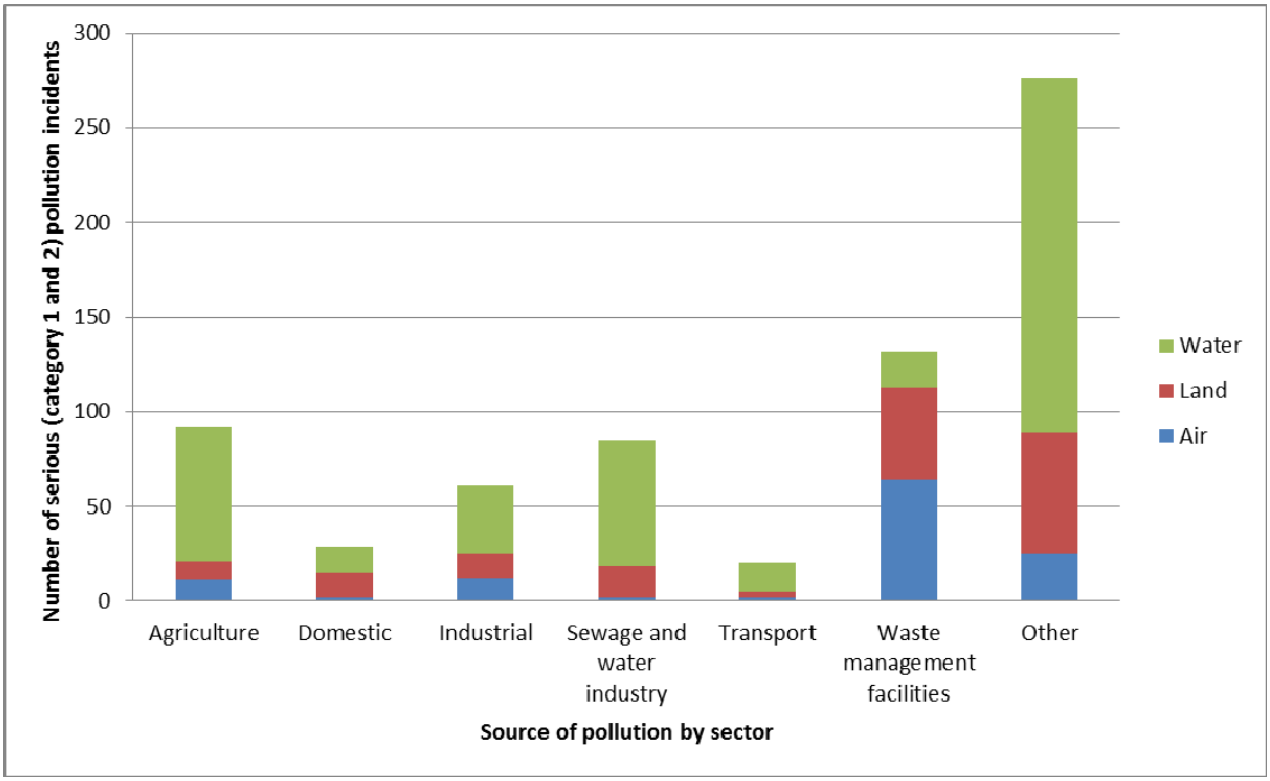
of all farmland in England is classed as either Grade 1 or Grade 2, with a similar amount classed as subgrade 3a[15].

2.24 Department for Communities and Local Government statistics on land use change[16] show that, of all land changing to a developed use, the proportion that was previously in agricultural use has stayed broadly constant since 1999, with recent increases having reversed a previously declining trend. In 1989, 38% of land changing to a developed use was previously used for agriculture. Despite this dipping to 30% in 2001, it has increased again to 39% by 2009. The proportion of land use change that involves change from one developed use to another has also stayed broadly similar, being 47% in 1989 and 51% in 2009, albeit with a peak of 61% in 2005.

Interaction with national waste planning policy

2.25 Department of Environment Food and Rural Affairs data on pollution[17] incidents shows that waste management facilities in England and Wales were responsible for 29% of all serious pollution incidents to land in 2010, as shown in **Figure 2.1** below. Serious pollution incidents are those classed as being of high and medium severity. Overall the sector was responsible for 19% of all serious incidents, with the rate being far higher (55%) for air pollution (discussed separately under that topic below). The materials most commonly responsible for these incidents (to air, water and land) were asbestos, vehicle parts and household rubbish, which may be related to fly-tipping, although this cannot be confirmed from the data available.

Figure 2.1 Source of Serious Pollution Incidents in England (2010)



[15] Natural England Technical Information Note TIN049 Agricultural Land Classification: protecting the best and most versatile agricultural land. First edition 13 January 2009 www.naturalengland.org.uk

[16] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/10876/1955510.xls

[17] http://webarchive.nationalarchives.gov.uk/20130123162956/http:/www.defra.gov.uk/statistics/environment/supplementary/spfg15-pollsourc/

2.26 Soils can be directly affected by the locations in which waste management facilities are developed, something that is broadly steered by national waste planning policy. For example if they are constructed in areas of high soil quality this will affect the availability of that resource for other uses such as agriculture. There could also be a detrimental effect on the quality of those soils, depending on the nature of waste management activities at the site. As such, national waste planning policy can also affect this topic by influencing the type of waste management facilities that are most likely to be developed.

2.27 The output of composting food and green waste can be beneficial to soil quality; therefore by encouraging this form of waste management (part of movement up the waste hierarchy) national waste planning policy can have beneficial impacts on soils.

Key issues or problems relevant to national waste planning policy

- Pressure for development and increasing urbanisation (including new waste management facilities) leading to the loss of best and most versatile (BMV) land.
- Potential for soil contamination from waste-related pollution incidents.
- Potential for enhancement of soil quality through increased composting of food and green wastes.

Water

National trends/headline indicators

2.28 Environment Agency data from the last two decades shows steady improvements in both chemical and biological water quality, along with a fall in the amount of nutrients in England's rivers. In 2008, 72% of rivers in England were classed as good or excellent in terms of their biological quality, up from 55% in 1990. The equivalent figure for chemical quality was 79%, up from 55%. 51% of rivers had high concentrations of phosphate compared with 69% in 1990, while high concentrations of nitrate were found in 32% of rivers compared with 36% in 1995[18].

2.29 In terms of water quantity, the Water Resources Strategy for England and Wales[19] shows that many water resource units in England, particularly in the south and east, are classed as having no water available. It also predicts how the potential changes in rainfall as a result of climate change could affect future river flows across England up to 2050 – it is estimated that river flows in winter may increase by 10-15%, but in the late summer and early autumn could reduce by over 50% and by as much as 80% in some places.

2.30 There are an estimated 2.7 million properties in England and Wales which are located in areas considered to be at risk of flooding. Of these, around 546,000 have a risk of flooding that is greater than a 1 in 75 chance in any year[20]. The total number of properties at risk of flooding in 2009 showed an increase of 23% between 2004 and 2009, which is likely to be due to a range of factors including

[18] http://www.environment-agency.gov.uk/reStrategic Environmental Assessmentrch/library/data/58818.aspx
[19] Environment Agency (2009) Water for People and the Environment: Water Resources Strategy for England and Wales.
[20] http://webarchive.nationalarchives.gov.uk/20130123162956/http:/www.defra.gov.uk/statistics/environment/inland-water/iwfg16-flood/

improvements in data collection, revisions to modelling techniques and reduced flood risks resulting from flood management works[21].

2.31 Section 10 of the National Planning Policy Framework, and the Technical Guidance to the National planning Policy Framework sets out a sequential test to be applied to development in areas of flood risk. Landfill and sites used for waste management facilities for hazardous waste are classed as 'more vulnerable', meaning that while development of this type is considered to be appropriate in areas classed as flood risk zone 1 or 2 (the lower risk zones), such development is considered to be unsuitable in zone 3b (the highest flood risk zone) and an 'exception test' is required in zone 3a (the high flood risk zone). The exception test looks at issues such as whether the proposed development will provide wider sustainability benefits that outweigh the flood risk, and whether the development can be shown through a site-specific flood risk assessment to be safe, without increasing flood risk elsewhere. Other types of waste treatment facilities (excluding landfill and hazardous waste facilities) are classed as 'less vulnerable', meaning that development is considered to be appropriate (subject to the sequential test) in zones 1, 2 and 3a, but should not be permitted in zone 3b.

Interaction with national waste planning policy

2.32 The type of waste management facilities most likely to be developed, and their broad location, will be steered by national waste planning policy, which in this way could have indirect effects on water quality. Certain types of facilities such as landfill can pose particular risks for water quality although it is recognised that environmental permitting requirements involve high standards of pollution prevention and control measures. In addition, national waste planning policy is driving a move away from landfills. As illustrated in **Figure 2.1** above, the proportion of serious water pollution incidents being caused by waste management facilities in 2010 was low (4.6%)[22] compared to all water pollution incidents.

2.33 New waste management facilities also have a need to use water resources to varying degrees. Some facilities such as energy from waste plants may need more water than others due to processes used in the treatment of waste (e.g. scrubber systems that use liquid to remove some particulates and/or gases, or cooling water).

2.34 The development of waste facilities in areas of higher flood risk can increase the risk of flooding by creating larger areas of impermeable surface and by exposing more assets to potential damage. National waste planning policy can affect this by steering the location of waste-related development away from areas of high flood risk wherever possible and ensuring that facilities are sustainably designed, e.g. through the incorporation of Sustainable Urban Drainage Systems.

Key issues or problems relevant to waste planning policy

- Increasing threat to water availability as a result of climate changes, with a particular risk of seasonal drought, which may affect water availability for use in waste management.
- Increasing flood risk as a result of urbanisation (including the development of waste management facilities) and climate change.
- Frequency of water pollution incidents arising from the waste sector - although lower than for air and land pollution incidents, this is still an issue.

[21] http://webarchive.nationalarchives.gov.uk/20110223093550/defra.gov.uk/sustainable/government/progress/national/31.htm

[22] http://webarchive.nationalarchives.gov.uk/20130123162956/http:/www.defra.gov.uk/statistics/environment/supplementary/spfg15-pollsourc/

Air

National trends/headline indicators

2.35 There have been long-term reductions in emissions of key pollutants - between 1990 and 2008, ammonia (NH3) emissions reduced by 23% (8% of which was since 2003), nitrogen oxides (NOx) by 49% (20% of which was since 2003), particulates (PM10) by 53% (6% of which was since 2003) and sulphur dioxide (SO2) by 86% (47% since 2003)[23]. Annual average particulate levels have been steadily decreasing since monitoring began in 1993 although there is a trend towards increasing levels of background urban ozone levels. The number of days on which air pollution was assessed as being moderate or higher declined between 1990 and 2009 in rural areas but increased in urban areas.

Interaction with national waste planning policy

2.36 Emissions from certain types of waste management facilities, such as those incorporating incinerators, can affect air quality (although they will need to comply with the requirements of environmental permits), as can the transportation of waste through emissions from heavy goods vehicles. As such, national waste planning policy can affect air quality by influencing the type of waste facilities being prioritised for development and the modes used to transport waste, as well as the distances over which this occurs (e.g. they can be minimised by encouraging the co-location of waste facilities near to the source of arisings).

2.37 As shown in **Figure 2.1** above, waste management facilities in England and Wales were responsible for over half (55%) of all serious (category 1 and 2) air pollution incidents in 2010[24].

Key issues or problems relevant to waste planning policy

- Despite general improvements, pockets of poor air quality remain, particularly in urban areas. Certain types of waste management facilities can contribute to localised air quality issues.

Climatic factors

National trends/headline indicators

2.38 Natural England states *that 'climate change poses the most serious long-term threat to England's natural environment because of the damage it will cause to our wildlife and habitats, the landscapes we enjoy and the ecosystem services they provide, including clean water, food and recreation. The Earth's climate is changing as a result of an increase in carbon dioxide and other 'greenhouse gases' in the atmosphere, caused mainly by human activities. The rate of climate change and its impact on vulnerable landscapes, habitats and our wildlife are of critical concern.'*[25]

2.39 Recent climate change projections (UKCP09) show predicted temperature increases of up to 3°C in winter and 3.9°C in summer for some regions of England by the 2080s[26]. At the same time, winter precipitation is expected to increase by up

[23] Defra (2010) Measuring Progress: Sustainable Development Indicators. http://webarchive.nationalarchives.gov.uk/20110223093550/defra.gov.uk/sustainable/government/progress/national/29.htm

[24] http://webarchive.nationalarchives.gov.uk/20130123162956/http:/www.defra.gov.uk/statistics/environment/supplementary/spfg15-pollsourc/

[25] http://www.naturalengland.org.uk/ourwork/climateandenergy/default.aspx

[26] Using the medium emissions scenario, at a 50% probability level.

to 23%, while a decrease in summer precipitation of up to 28% is likely over the same time period.

2.40 In 2012, UK emissions of the six greenhouse gases covered by the Kyoto Protocol were estimated to be 571.6 million tonnes carbon dioxide equivalent (MtCO2e). This was 3.5% higher than the 2011 figure of 552.6 million tonnes[27].

Interaction with national waste planning policy

2.41 Waste management processes can both contribute to climate change and provide mitigation. Some waste management facilities, for example those that involve landfill or incineration, create emissions which contribute to levels of greenhouse gases (although methane emissions from landfill are a greater contributor than gases from incinerators). Conversely, if energy is generated from waste treatment (e.g. through burning, anaerobic digestion etc.), then there may be some off-setting of greenhouse gas emissions through avoiding use of fossil fuels to create energy. The Department of Environment Food and Rural Affairs website states that the diversion of biodegradable wastes to anaerobic digestion can reduce greenhouse gas emissions from landfill. For example, capturing the biogas from one tonne of food waste will save between 0.5 and 1 tonne of CO_2 equivalent[28]. Indirect contributions to climate change are associated with the transportation of waste e.g. emissions from HGVs transporting waste via road.

2.42 The waste sector accounts for 3.2% of the total greenhouse gas emissions in England and is the largest source of methane emissions, accounting for 43% of the total figure. The main emissions from the waste sector are methane from landfill, followed by wastewater treatment. However, emissions of greenhouse gases from landfill in England have declined by 72% between 1990 and 2009[29].

2.43 As part of measures to try to reduce greenhouse gas emissions, such as using renewable energy sources, waste can also be used as a resource for energy generation – in June 2012 there were 78 operational anaerobic digestion plants in the UK, most of which are in England, with a total output capacity of 35 megawatts[30]. A further 123 plants have planning permission, with an estimated total capacity of a further 146 megawatts.

2.44 National waste planning policy can help to reduce the contribution that the waste sector makes to climate change by encouraging the movement of waste up the waste hierarchy, thereby reducing the amount of waste requiring transportation and treatment and reducing the amount of methane being produced from landfill. Ensuring that waste is treated as close as possible to the source of arising, including through the use of co-located waste facilities where possible, can be addressed through national policy, as can encouraging the generation of energy from waste; thereby avoiding the greenhouse gas emissions associated with other forms of waste management such as disposal into landfill.

Key issues or problems relevant to waste planning policy

- Contribution of waste management facilities and operations to ongoing climate change, in particular in relation to emissions of carbon dioxide (including from transporting of waste) and methane (in particular from landfill).

[27] DECC (2013) Statistical Release: UK Climate Change Sustainable Development Indicator – 2012 Greenhouse Gas Emissions, Provisional Figures. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/193414/280313_ghg_national_statistics_release_2012_provisional.pdf

[28] https://www.gov.uk/government/policies/reducing-and-managing-waste

[29] Greenhouse Gas Inventories for England, Scotland, Wales and Northern Ireland: 1990 – 2009

[30]. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69566/pb13788-ad-2012-progress.pdf

- Increasing occurrence of extreme weather events including flooding and the need to take this into account in the location and design of new waste facilities, for example by avoiding areas of high flood risk and incorporating Sustainable Urban Drainage Systems.

Cultural heritage (including architectural and archaeological heritage)

National trends/headline indicators

2.45 England has around 400,000 nationally designated heritage assets which include listed buildings, scheduled monuments, registered parks, gardens and battlefields and protected shipwrecks together with Historic Environment Records which feature over 1.5 million entries. The Heritage at Risk Register[31] records the condition of heritage assets in England, including listed buildings, scheduled monuments, conservation areas, registered parks and gardens, protected wreck sites and registered battlefields. In 2012 there were 5,809 assets on the Register, which showed that 3% of grade I and II* listed buildings in England are classed as being 'at risk', while the figures for parks and gardens and scheduled monuments at risk are both higher, at 6.1% and 16.6% respectively. Of the 7,976 conservation areas that were surveyed, 6.6% are considered to be at risk.

Interaction with national waste planning policy

2.46 Some of the more notable threats to the historic environment come from development pressure, climate change and airborne pollution to which the waste management industry contributes. National waste planning policy can have an impact on the historic environment by influencing the broad location of waste management facilities. Waste management provision in terms of the location, scale, type and design of the facility can impact both directly and indirectly on the historic environment which can include upstanding, buried, subterranean or submarine heritage assets. Noise, dust, airborne pollution, hydrological impacts, vehicle movements and the impacts on the setting of heritage assets and historic landscape character will usually be the main types of off-site impact.

2.47 National waste planning policy can also encourage high standards of design in waste facilities, offering opportunities for architectural improvements, innovation and the enhancement of historic landscapes.

Key issues or problems relevant to waste planning policy

- The need to ensure that new waste facilities are located appropriately to avoid, reduce or minimise adverse impacts on both designated and undesignated heritage assets, their settings and the wider historic landscape in proportion to their overall significance, in particular those already classed as being at risk.
- Opportunities to enhance the historic environment through innovative design and architecture of waste facilities.

Landscape

National trends/headline indicators

2.48 There are 10 designated National Parks[32] and 34 Areas of Outstanding Natural Beauty in England[33], which together cover around 22% of the country's land area.

[31] English Heritage (2012) Heritage at Risk 2012 National Summary Leaflet
[32] http://www.nationalparks.gov.uk/aboutus

These landscapes can be adversely affected by inappropriate development and there is a statutory duty to ensure their protection. In addition, around 33% of England's coastline is designated as Heritage Coasts[34], which have the same status as the Area of Outstanding Natural Beauty designation and are managed to conserve their natural beauty. Most of these designations are within the south west of England.

2.49 Natural England's 'Countryside Quality Counts' project measured landscape change over the period 1999-2003 and classified National Character Areas as either maintained, enhancing, neglected or diverging. It found that existing landscape character is being maintained in 51% of National Character Areas and that existing character is being enhanced in a further 10%. However, 20% of landscapes are showing signs of neglect, in that past loss of character has not been reversed. A further 19% of landscapes show new characteristics emerging. The most recent assessment suggests that the erosion of valued landscape character that was revealed in the earlier 1990-1998 assessment has been halted in some places and slowed in others. There is also evidence that in many areas the existing landscape character has been sustained or strengthened.

2.50 Areas where landscape character was found to be either neglected or diverging are most commonly located in close proximity of major population centres and key transport routes.

Interaction with national waste planning policy

2.51 The development of waste management facilities can have a direct impact on the visual appearance of the landscape/townscape in which it is sited; therefore national waste planning policy can influence this topic by guiding the broad scale and location of waste management facilities. If facilities are located or designed inappropriately, they may have an adverse impact on landscape/townscape quality. For example, large-scale facilities which incorporate tall chimney stacks are more likely to have a detrimental impact on the quality of an open rural landscape. Conversely, landscapes and townscapes can be enhanced through the development of a well-designed landmark waste facility. National policy can provide guidance to local planning authorities in relation to the types of facilities that should be located in certain types of landscapes, and can encourage high standards of design that maximise opportunities for beneficial impacts.

2.52 Inappropriately sited waste facilities that have a detrimental impact on the surrounding landscape can be of national significance where that landscape is designated at the national level, for example as a National Park or Area of Outstanding Natural Beauty.

Key issues or problems relevant to waste planning policy

- The need to ensure that waste facilities are designed and located appropriately to avoid adverse effects on landscapes and townscapes.

Material assets

2.53 'Material assets' is listed as one of the topics to be considered in the Strategic Environmental Assessment, but there is no clear definition of what this topic should cover, and it has been variously defined in different Strategic Environmental Assessment reports as relating to natural resources, e.g. minerals, or built infrastructure, e.g. transport infrastructure. For the purposes of this Strategic Environmental Assessment, the material assets topic is assumed to include

[33] http://www.aonb.org.uk/
[34] http://www.naturalengland.org.uk/ourwork/conservation/designations/heritagecoasts/default.aspx

resources such as minerals and waste, as well as built infrastructure, including transport and waste infrastructure (i.e. waste management facilities).

National trends/headline indicators

Waste resource and infrastructure

2.54 The Environment Agency prepares annual data summaries of waste statistics[35]. At the end of 2011 in England and Wales there were:

- 502 operational permitted landfills either meeting the requirements of the Landfill Directive, operating subject to an appeal against refusal or to an agreed landfill extension.

2.55 The following number of waste management processes had an environmental permit in force:

- 3,484 transfer operations
- 2,019 treatment facilities
- 2,435 metal recycling sites
- 116 waste incinerators accepting waste from off-site sources

2.56 At the end of 2011, landfill capacity remaining was as follows:

- 582 million cubic metres of available landfill capacity, with 68 per cent of this available at merchant non-hazardous sites
- 18 million cubic metres available at hazardous waste sites only
- eight years of landfill life left at sites for non-hazardous wastes in England and Wales, at 2011 input rates

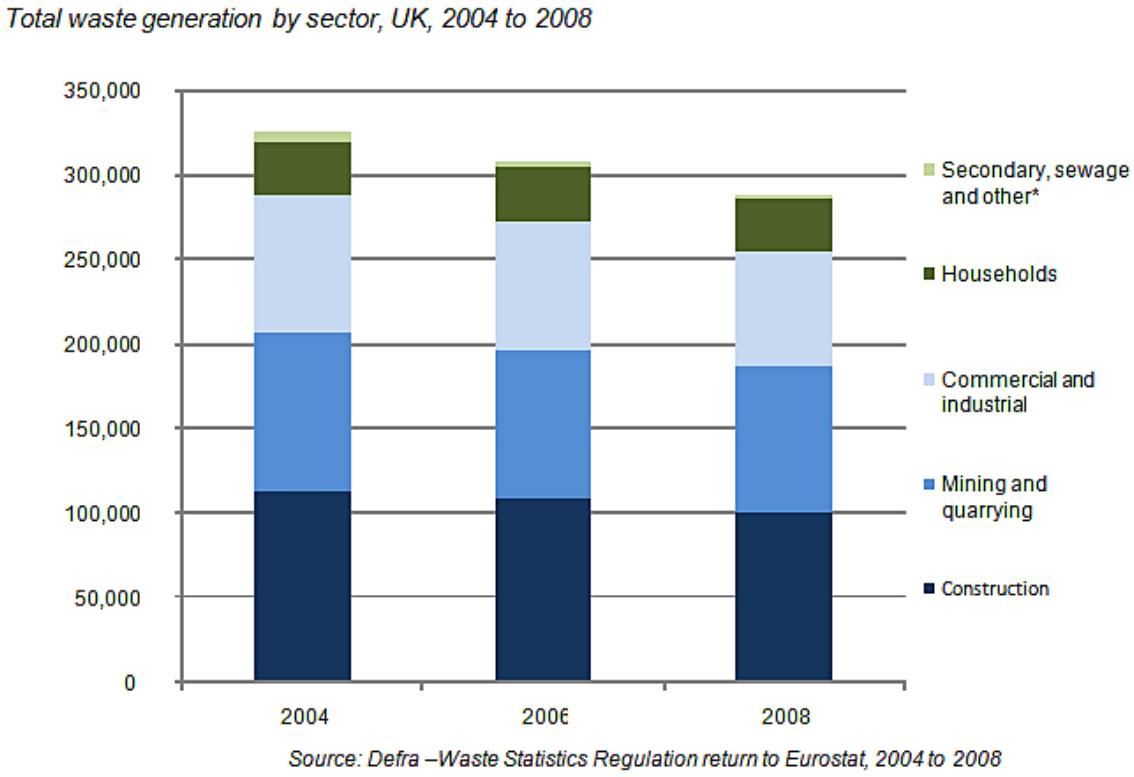
2.57 During 2011, regulated waste facilities in England and Wales managed approximately 158 million tonnes of waste. Of this, the majority was still sent to landfill (46.9 million tonnes), compared to 41.7 million tonnes treated and 6.6 million tonnes incinerated. A further 41.6 million tonnes were transferred (prior to final disposal or recovery) and 16.3 million tonnes were handled through metal recycling facilities.

2.58 The Department of Environment Food and Rural Affairs pages on the GOV.UK website provide a summary of total waste produced in the UK between 2004 and 2008[36] (as opposed to managed through regulated waste facilities – some waste will be re-used on site or managed through exempt sites). Figure 2.2 shows that in the UK, in 2008, total waste generation was estimated at 288.6 million tonnes. This is a decrease of 6.0% from 2006 (307.1 million tonnes) and 11.3% from 2004 (325.3 million tonnes).

2.59 In 2008, the largest contributing sector was construction (101.0 million tonnes), followed by mining and quarrying (86.0 million tonnes), commercial and industrial (67.3 million tonnes), household sources (31.5 million tonnes) and the remaining generation combined (2.7million tonnes).

[35] http://www.environment-agency.gov.uk/reStrategic Environmental Assessmentrch/library/data/142511.aspx
[36] https://www.gov.uk/government/publications/uk-waste-data

Figure 2.2 Total waste produced in the UK, 2004 to 2008

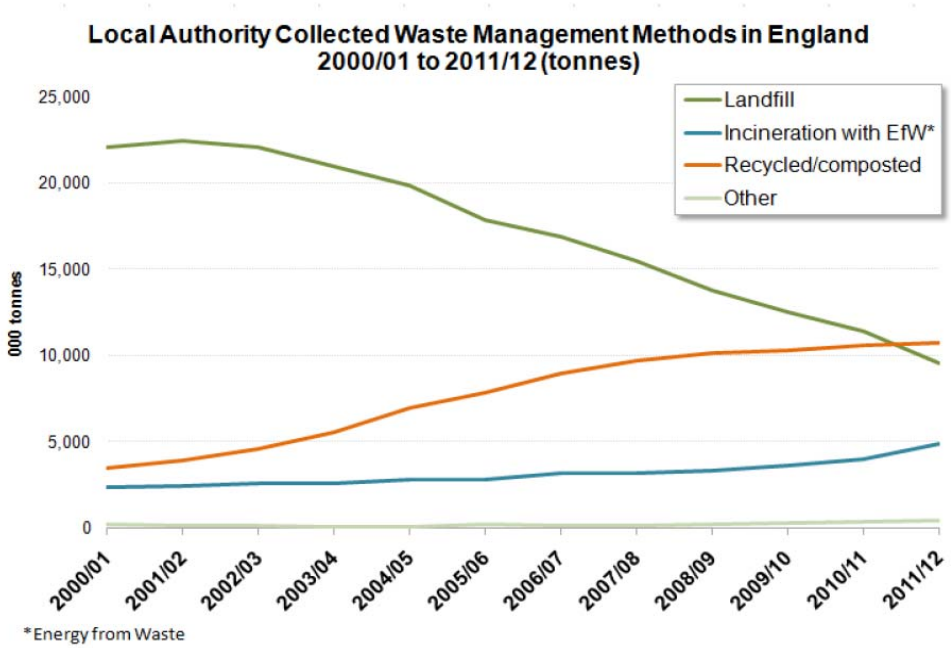


* Other includes healthcare wastes, batteries & accumulators, and wastes containing PCB

2.60 The Department of Environment Food and Rural Affairs collates data on local authority collected wastes (i.e. those previously referred to as municipal and household wastes) and produces statistical releases quarterly[37]. The latest statistical release for 2011/12 (dated 8th November 2012) shows that household waste production has decreased while recycling rates have increased, and the amount of local authority collected wastes sent to landfill has declined, see Figure 2.3. While lower than landfilling rates, incineration involving energy recovery has increased since 2000.

[37] https://www.gov.uk/government/publications/local-authority-collected-waste-management-annual-results

Figure 2.3 Local Authority Collected Waste Management Methods in England from 2000/01 to 2011/12



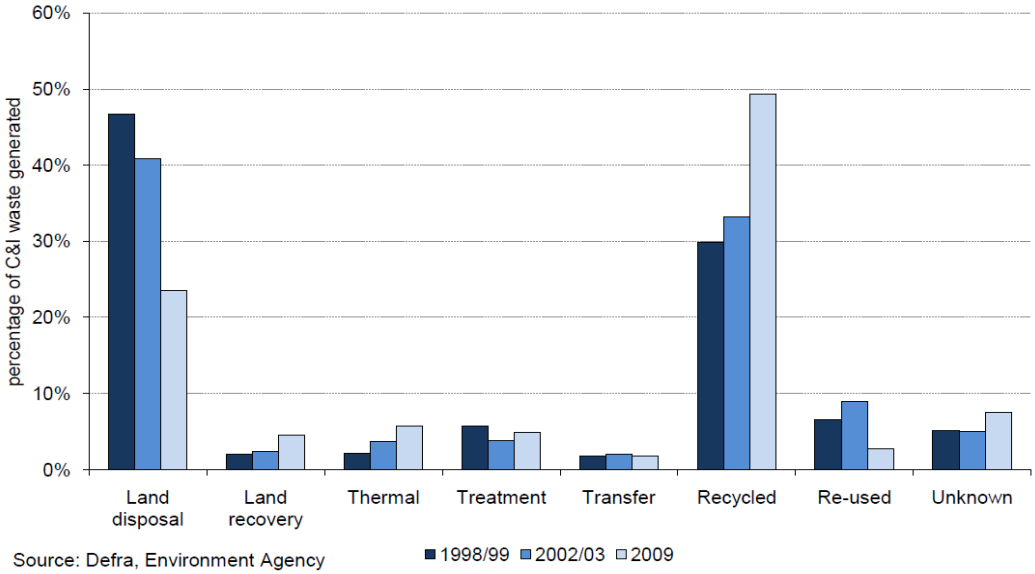
Source: Local authority collected waste management statistics for England – Final annual results 2011/12. Defra, November 2012.

2.61 A decrease in overall production of commercial and industrial waste (which represents around a quarter of all waste produced in England) has also occurred since 2002/03[38]. A total of 47.9 million tonnes of commercial and industrial waste were generated in England in 2009, a decrease from 67.9 million tonnes in 2002-3. Commercial and industrial waste was roughly evenly split between the commercial and industrial sectors. These are the latest national figures available as the national survey of commercial and industrial waste is not undertaken annually.

2.62 Figure 2.4 shows that a total of 25.0 million tonnes (52%) of commercial and industrial waste was recycled or reused in England in 2009, compared to 42% in 2002/3. A total of 11.3 million tonnes (24%) of commercial and industrial waste was sent to landfill in 2009, compared to 41% in 2002/3.

[38] Survey of commercial and industrial waste arisings 2010 – revised final results, Defra, June 2011 at https://www.gov.uk/government/publications/commercial-and-industrial-waste-generation-and-management

Figure 2.4 Management methods for Commercial and Industrial waste as a percentage of total Commercial and Industrial waste 1998/99, 2002/03 and 2009



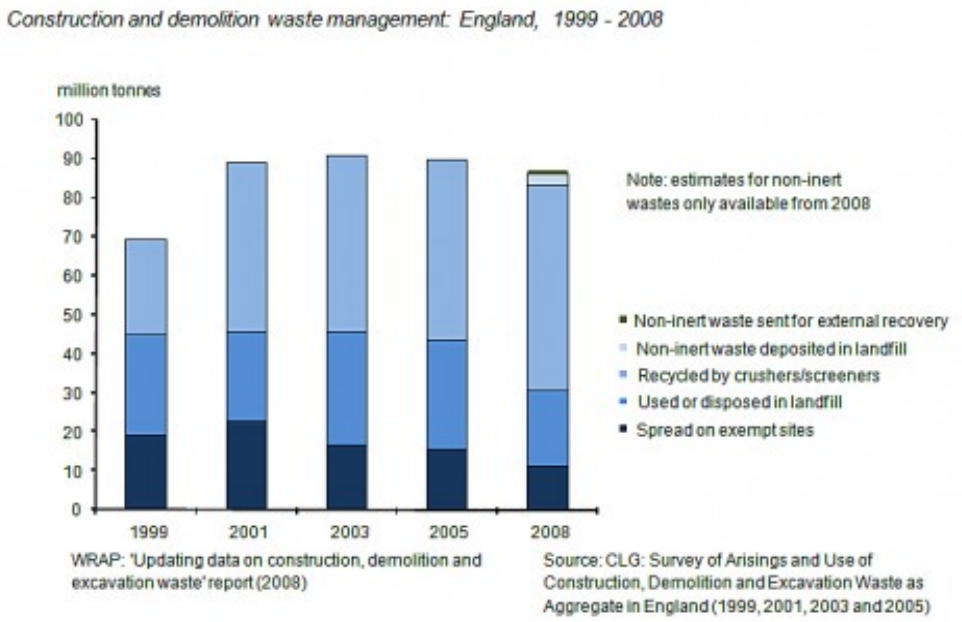
Source: Defra, Environment Agency

2.63 Total construction and demolition waste for England was estimated at 77.4 million tonnes in 2010[39], by far the largest proportion of waste produced. Figure 2.5 shows that between 1999 and 2008 the proportion of construction and demolition waste recycled by crushers and screeners has increased from 35% to 61%. The proportion of construction and demolition waste sent to landfill (including backfilling at quarries, and landfill engineering) has decreased from 37% to 22% and the amount of waste going to exempt sites has fallen from 27% to 13%. The Department of Environment Food and Rural Affairs state that a new methodology for estimating total construction and demolition waste generation has been used to produce estimates for 2008-2010, which has been developed in partnership with other agencies and industry bodies, and uses only existing data sources (as opposed to new survey data)[40].

[39] https://www.gov.uk/government/publications/construction-and-demolition-waste /

[40] Methodology for estimating annual waste generation from the Construction, Demolition and Excavation (CD&E) Sectors in England. Defra, March 2012. Note that previously DCLG (and its predecessor departments) commissioned regular national surveys into CDEW, however the last of these was in 2005. Since that time, WRAP has commissioned one further survey in 2008, published in 2010.

Figure 2.5 Management methods for Construction and Demolition waste in England 1999-2008



2.64 During 2011 in England and Wales over 4.3 million tonnes of hazardous waste were managed[41], which was an increase of almost 18% from 2010, when only 3.7 million tonnes was managed. Of the 4.3 million tonnes of hazardous waste:

- 21 per cent was landfilled
- 22 per cent was transferred, before final disposal or recovery
- 21 per cent was treated
- 28 per cent was recycled, recovered or re-used
- 7 per cent was incinerated

Mineral resources[42]

2.65 The UK is an important producer of mineral resources, most of which are in private ownership (with the exception of energy minerals (oil, gas and coal) and precious metals (gold and silver)). England is largely self-sufficient in aggregate mineral supply, by far the most common form of extraction in the country, although it imported 3.2 million tonnes in 2009. A fairly significant proportion of England's aggregates are located within protected landscapes - in 2009, 10.4% of total crushed rock sales and 0.5% of land-won sand and gravel in England were supplied from within National Parks and Areas of Outstanding Natural Beauty.

2.66 Total sales of primary aggregates produced in England and Wales in 2009 were 119.1 million tonnes, of which 89% was produced in England. Total sales declined by about 31% between 2005 and 2009, with the largest fall being for land-won sand and gravel, sales of which fell by 36% between 2005 and 2009. Sales of marine-dredged sand and gravel declined by 24% between 2005 and 2009, while sales of crushed rock declined by 29%.

[41] http://www.environment-agency.gov.uk/reStrategic Environmental Assessmentrch/library/data/142511.aspx

[42] Communities and Local Government, British Geological Survey and Welsh Assembly Government (2011) Collation of the results of the 2009 aggregate minerals survey for England and Wales. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6366/1909597.pdf

2.67 Primary aggregates sales in England and Wales in 2009 comprised 31.4% land-won and 9.2% marine-dredged sand and gravel, and 59.4% crushed rock. Limestone/dolomite was by far the most important source of crushed rock aggregate, comprising 66% of the total, followed by igneous rock (24%), sandstone (9%), and minor chalk and ironstone (less than 1%). Marine sand and gravel supplied about 22% of the total sand and gravel output in England.

Waste and minerals transportation

2.68 It is difficult to find data on transportation of waste, particularly at a national scale. A report prepared in 2006 on behalf of Biffaward[43] stated that historically waste travels relatively small distances, usually no more than 20 miles from source to disposal (i.e. landfills). However, it noted that changes to the way in which waste is dealt with would see a growth in the number of new waste management facilities required, while at the same time, waste may need to travel greater distances. It is likely that the majority of waste transportation is by road, however, there are successful examples of waste being transported by rail, e.g. West London's waste has been transported by rail successfully since 1977, and councils in Bristol and Bath have used rail since the 1980s transfer stations in Bristol and Bath to the final disposal sites[44].

2.69 The most common mode used to transport minerals is by road, which in 2009 accounted for 88.5% of all aggregates moved. Rail transport was used for 11% and water-based shipment for 0.6%. The comparable figures for 2005 were 89% of movements by road, 9.2% by rail and 1% by water-based modes, showing that there has been a small increase in the use of rail for minerals transport, but a slight decline in water-based modes[45]. The use of rail transport is significantly higher for sales of crushed rock, and is highest in the East Midlands and South West regions.

Interaction with national waste planning policy

2.70 National waste planning policy could impact on mineral resources negatively through sterilisation of viable minerals or positively through avoiding use of primary minerals by encouraging reuse of waste construction and demolition materials such as recycled aggregates. Areas of minerals that could be extracted for use (e.g. sand and gravel for aggregates, hard rock for building stone, clay, limestone, etc.) may be sterilised from future use if built development (including new waste management facilities) covers the mineral resource. Conversely, mineral extraction sites have historically provided opportunities for landfill of waste once extraction operations have ceased. However, national waste planning policy seeks to reduce reliance on landfill and ensure that sufficient new waste management facilities are developed across the country to meet waste management requirements, so this historical relationship between mineral sites and waste disposal is reducing. Re-use of construction and demolition waste materials (including recycled aggregates), which is promoted by national planning policy (and the waste hierarchy), can also reduce reliance on extraction of primary minerals, and where this occurs onsite, can reduce the associated transport needs. Inert construction and demolition waste materials (e.g. soil and rubble) can also be used as engineering fill for levelling, landscaping, creation of bunds and embankments.

2.71 Waste itself is increasingly being seen and used as a resource to avoid over-consumption of natural resources. A key aim of national waste planning policy (in line with the waste hierarchy) is to eliminate the unnecessary use of raw materials,

[43] Sustainable Transport Resources and Waste. Published by Envirocentre Ltd, May 2006. At http://www.massbalance.org/downloads/projectfiles/2150-00494.pdf
[44] http://www.freightonrail.org.uk/CaseStudyWasteByRail.htm
[45] Communities and Local Government, British Geological Survey and Welsh Assembly Government (2011) Collation of the results of the 2009 aggregate minerals survey for England and Wales. https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6366/1909597.pdf

prevent waste from arising, re-use products wherever possible and recover value from products through recycling, composting or energy recovery.

2.72 National waste planning policy also seeks to ensure that the capacity of existing and potential transport infrastructure (road, rail and water) to support the sustainable movement of waste is taken into consideration when identifying and assessing sites for new or enhanced waste management facilities. However, the transportation of waste via rail and water-based modes of transport is dependent on the appropriate transport links existing in close proximity to the sources of waste, and the destination waste management sites.

Key issues or problems relevant to waste planning policy

- 30% all wastes managed in registered facilities were still landfilled in 2011, which is the lowest priority on the waste hierarchy. Permitted landfill capacity only remains for another 8 years for non-hazardous waste.
- Construction and demolition waste forms a significant contribution to landfill, both through disposal of the construction and demolition waste itself, and through 'capping' whereby such waste is disposed of on top of non-inert landfill. Increasing the recycling and re-use of waste within the industry will help to conserve the declining landfill resources (e.g. for residual wastes from recovery processes etc.) as well as reduce use of primary mineral resources. There is also a legal commitment under the EU Waste Framework Directive (2008/98/EC) to recycle 70% of construction and demolition waste by 2020, which will reinforce the commitment to make better use of it.
- Despite continuing landfill use, there have been increases in recycling and recovery of local authority collected (municipal and household) waste, and decreases in landfilling of these wastes. Recycling of commercial and industrial waste has also increased since 2002/03.
- Continuing high proportion of waste and minerals being transported by road.
- The need to ensure that transport infrastructure is in place to allow for more waste and minerals to be transported by rail and water.

2.73 The key environmental issues and problems to be considered in this Strategic Environmental Assessment have been summarised above, under each topic. It can be seen that there are a broad range of issues and problems of relevance to national waste planning policy, as well as a number of areas in which waste planning may offer opportunities for environmental improvements.

2.74 Underpinning a number of the issues identified is the cross-cutting issue of climate change, which presents varied challenges of relevance to topics including air and water quality, as well as the 'climatic factors' topic.

3 Relevant plans and programmes

3.1 Annex 1 of the Strategic Environmental Assessment Directive requires:

(a) "an outline of the contents, main objectives of the plan or programme and relationship with other relevant plans and programmes"; and

(e) "the environmental protection objectives established at international, Community or Member State level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation".

3.2 The overview of international and national plans and programmes in this section shows the relationship between national waste planning policy and other relevant plans and programmes at international and national level, as well as how it is influenced by and must have regard to those plans and programmes. In addition, the relevant environmental objectives contained within those plans and programmes have been summarised. A full description of the contents and main objectives of the national waste planning policy is provided in Table A1 of Appendix 1, but as summarised in Section 1, the national waste planning policy provides information on how waste planning authorities must discharge their responsibilities with respect to the Waste Framework Directive, including preparation of local waste plans. It therefore establishes the framework for developing local planning policies relating to waste management and disposal.

European Waste Legislation

3.3 The European Union Waste Framework Directive (2008/98/EC) focuses on the prevention and reduction of waste arisings, and on mitigating the environmental and public health impacts of waste management activities. The original 1975 Directive introduced the key concept of the 'waste hierarchy' – promoting waste minimisation followed by reuse and recycling – as a requirement for member states to more effectively manage the amount of waste requiring disposal. The 2008 Directive sets timed recycling targets for 2020, by which time member states must recycle 50% of their household waste and 70% of their construction and demolition waste. The Directive was transposed into English legislation through the Waste (England and Wales) Regulations 2011 (SI2011 No.988).

3.4 The overall aim of the European Union Landfill Directive (99/31/EC) is "*to prevent or reduce as far as possible negative effects on the environment from the landfilling of waste, during the whole lifecycle of the landfill*". The Directive includes provisions covering the location of landfill sites, and technical and engineering requirements for contaminants and the control of emissions.

3.5 The main changes that the Landfill Directive provides for are:

- Certain types of waste are banned from landfill.
- All landfill sites must be classified as for either inert waste, hazardous or non-hazardous waste, with the latter category covering most biodegradable waste.
- The pre-treatment of wastes going to landfill is required.
- The UK practice of co-disposing of hazardous and non-hazardous waste in landfills must end by July 2004.

3.6 In addition, the Landfill Directive sets demanding targets for the reduction of biodegradable municipal waste being landfilled. These targets are:

- To reduce biodegradable municipal waste landfilled to 75% of that produced in 1995 by 2010.
- To reduce biodegradable municipal waste landfilled to 50% of that produced in 1995 by 2013.
- To reduce biodegradable municipal waste landfilled to 35% of that produced in 1995 by 2020.

3.7 These dates include a four year derogation from the target years 2006, 2009 and 2016 that were offered in the Directive to Member States that landfilled more than 80% of their municipal waste in 1995. The UK Government has adopted this for the first two targets years, and will decide whether to do so for the final target year of 2016 nearer to that date.

3.8 The EU Integrated Pollution, Prevention and Control Directive (2008/1/EC) defines the obligations to which industrial (including waste management) and agricultural activities with a high pollution potential must comply, through a single permitting process. It sets minimum requirements to be included in all permits, particularly in terms of pollutants released. The aim of the Directive is to prevent or reduce pollution being released to the atmosphere, water and soil, as well as reducing the quantities of waste arising from industry and agriculture. In order to gain an IPPC permit, operators must demonstrate that they have systematically developed proposals to apply the 'Best Available Techniques' to pollution prevention and control and that they address other requirements relevant to local factors.

3.9 The EU Hazardous Waste Directive (91/689/EEC) lays down the framework for the management, recovery and correct disposal of waste considered to be hazardous. Member states are required to ensure that hazardous waste is recorded and identified. They must also ensure that different categories of hazardous waste are not mixed and that hazardous waste is not mixed with non- hazardous waste, unless necessary measures have been taken to safeguard human health and the environment.

3.10 The EU Waste Incineration Directive (2000/76/EC) aims to introduce measures to prevent or reduce as far as possible air, water and soil pollution caused by the incineration of waste, as well as the resulting risk to human health. The measures set out under the Directive include a prior authorisation requirement for incineration and co-incineration plants, and emission limits for certain pollutants released to air or to water. The requirements of the Directive have been developed to reflect the ability of modern incineration plants to achieve high standards of emissions control.

3.11 There are a number of Producer Responsibility Directives relating specifically to consumer products, such as the Packaging and Packaging Waste Directive (94/62/EC); Management of End of Life Vehicles Directive (2000/53/EC); Re-using, Recycling and Recovery of Motor Vehicles Directive (2005/64/EC) and EU Waste Electrical and Electronic Equipment Directive (2002/96/EC). Their purpose is to require businesses to reuse, recover and recycle waste which comes from products they produce, and each Directive sets national targets for recovery and recycling of these wastes. The UK has established a producer responsibility regime which implements the Packaging and Packaging Waste Directive, and includes the Packaging (Essential Requirements) Regulations 2003 (as amended), which covers the single market and optimisation aspects of the Directive and the Producer Responsibility Obligations (Packaging Waste) Regulations 2007 (as amended) which cover the recycling and recovery of packaging waste. However, the Department of Environment Food and Rural Affairs and the Department for Business, Innovation and Skills are currently reviewing all Producer Responsibility regimes (including the packaging regime) with a view to reducing the burden these regimes place on business and to bring a greater level of coherence across all the regimes.

3.12 Directives are also in place which relate directly to waste arising from specific activities such as the Management of Waste from Extractive Industries Directive

(2006/21/EC); Use of Sewage Sludge in Agriculture Directive (86/278/EEC); Disposal of Polychlorinated Biphenyls (PCBs) and Polychlorinated Terphenyls (PCT) Directive (96/59/EC) and the Disposal of Titanium Dioxide Industrial Waste Directive (78/176/EEC).

3.13 The national waste planning policy has to have regard to these European Directives, and seeks to ensure that the planning system will help to achieve the objectives and targets for diverting waste away from landfill and managing it through methods higher up the waste hierarchy through its influence on the use and development of land. Other national strategies will also contribute to achieving the objectives and targets of these European Directives, such as the Department or Environment Food and Rural Affairs national waste management plan, which has more of an influence over producer and consumer responsibilities and behaviours.

Other relevant European and International Legislation

3.14 A range of other European Union Directives and Regulations have an impact on the management and disposal of waste and therefore need to be taken into account by and during preparation of the national waste planning policy. These include:

- The Directive 'on the assessment of the effects of certain plans and programmes on the environment' known as the Strategic Environmental Assessment Directive (2001/42/EC), Article 1 of which states that its objective is to provide for a high level of environmental protection and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development.
- The Conservation of Natural Habitats and of Wild Fauna and Flora Directive (94/43/EEC), Article 6 of which requires that, where a plan or proposal is likely to have a significant effect on a site designated through the European Natura 2000 network of protected sites and species, an 'appropriate assessment' of the effects is required.
- The Kyoto Protocol, an international agreement linked to the United Nations Framework Convention on Climate Change, sets binding targets for 37 industrialised countries and the European Community for the reduction of greenhouse gas emissions. The targets amount to an average of five% reduction against 1990 levels over the period up to 2012.
- The Water Framework Directive (2000/60/EC), which seeks to improve and integrate the way in which water bodies are managed and to protect and enhance the ecological status of water resources, reduce pollution and promote the sustainable use of water.
- The Air Quality Directive (2008/50/EC), which establishes ambitious and cost-effective targets for improving human health and environmental quality up to 2020.
- The Promotion of Energy from Renewable Sources Directive (2009/28/EC**)**, which establishes a common framework for the use of energy from renewable sources in order to limit greenhouse gas emissions and sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020. The Directive takes into account energy from biomass (which includes energy from the biodegradable fraction of industrial and municipal waste).

National Policy and Strategy

Planning policy

3.15 The National Planning Policy Framework, published on 27 March 2012, replaced and streamlined previous planning policies contained in a suite of Planning Policy Statements and Guidance, and equivalent Minerals Policy Statements and Guidance, into the one Framework document. Although the National Planning Policy Framework does not include specific waste planning policy (as this is being dealt with separately), Sections 1 to 13 of the National Planning Policy Framework address issues of relevance to planning for the location, design and operation of new waste management facilities.

3.16 In addition to the policies contained in the National Planning Policy Framework, the Government's vision for the natural environment over the next 50 years is set out in *Securing The Value of Nature: The Natural Environment White Paper* (June 2011) which outlines a number of practical initiatives aiming to maximise the value of nature.

Waste planning policy

3.17 The extant national waste planning policy contained in *Planning Policy Statement 10: Planning for Sustainable Waste Management* forms part of the National Waste Plan for England. Planning Policy Statement 10 provides information on how waste planning authorities must discharge their responsibilities; therefore establishing the framework for developing local planning policies relating to waste management and disposal. However, as described in Section 1, current national waste planning policy set out in Planning Policy Statement 10 is being revised and is being treated separately from other national planning policies now contained in the National Planning Policy Framework. Instead, as stated in paragraph 5 of the National Planning Policy Framework, the revision of national waste planning policy will form part of the proposed Waste Management Plan for England to be published by the Department of Environment Food and Rural Affairs. Planning Policy Statement 10 will therefore remain in place until revised waste planning policy (which is the subject of this Strategic Environmental Assessment Screening/Scoping Report), forming part of the Waste Management Plan, is published.

3.18 Both the National Planning Policy Framework and the revised national waste planning policy must be taken into account in the preparation of local authority local plans, and are capable of being material considerations in individual planning decisions.

Waste Strategy and the Waste Management Plan for England

3.19 It is anticipated that the new Waste Management Plan for England will not be one standalone document, but rather will comprise a number of national waste strategy documents, as well as the National Policy Statement for Hazardous Waste, waste statistics and datasets, information about current waste infrastructure and funding, the Producer Responsibility Regulations and a code of practice for Material Recovery Facilities (see list in Table 3.1). The statistics contributing to the Waste Management Plan have been drawn on in considering the national trends in waste in Section 2 of this report (see Material Assets section), and the various strategies, NPSs and other documents forming the Waste Management Plan have been reviewed above and below.

Table 0.1 Documents and data likely to constitute the new Waste Management Plan for England

Waste Strategy (2007)
Waste Review (2011)
Waste Review Action Plan (2011, updated in April 2012)
Planning Policy Statement 10 (2011) (until replaced by revised national waste planning policy)
Commercial & Industrial Waste in England: Statement of actions and aims (2009)
Strategy for Hazardous Waste Management in England (2010)
Guidance for applying the waste hierarchy to hazardous waste (November 2011)
Draft Hazardous Waste National Policy Statement (2011)
Anaerobic Digestion Strategy and Action Plan (2011)
Anaerobic Digestion Action Plan Progress Report (July 2012)
UK Plan for Shipments of Waste (2007)
Defra Waste Management Statistics (published quarterly) (https://www.gov.uk/government/publications/local-authority-collected-waste-for-england-quarterly-estimates)
Environment Agency Waste Infrastructure Report for England provides data on all waste management facilities, including major disposal and recovery installations that are permitted by the Environment Agency. (http://publications.environment-agency.gov.uk/PDF/GEHO1011BTXV-E-E.pdf)
Closure of existing waste installations
Waste management responsibility deal, and within that improved access to recycling services for businesses, particularly SMEs. (https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/69406/PB13580-responsibility-deal.pdf)
Local Authority Business Recycling and Waste Commitment to improve access to recycling and waste services, particularly for SMEs. (http://www.wrap.org.uk/category/initiatives/business-recycling-and-waste-services-commitment)
The UK has established a producer responsibility regime which implements the Directive on Packaging and Packaging Waste (94/62/EC, amended by Directive 2004/12/EC).

- BIS leads on the Packaging (Essential Requirements) Regulations 2003 (as amended) which covers the single market and optimisation aspects of the Directive

  (http://webarchive.nationalarchives.gov.uk/+/http:/www.bis.gov.uk/policies/business-sectors/environmental-and-technical-regulations/environmental-regulations/packaging/packaging-and-packaging-waste-directive-eu-Implementation)

- Defra leads on the Producer Responsibility Obligations (Packaging Waste) Regulations 2007 (as amended) which cover the recycling and recovery of packaging waste

  (https://www.gov.uk/government/policies/reducing-and-managing-waste/supporting-pages/packaging-waste-producer-responsibility-regimes)

Waste Review 2011 and Action Plan

3.20 As part of preparing the new Waste Management Plan, the Coalition Government carried out a full review of waste policy in England, looking at the most effective ways of reducing waste, maximising the money to be made from waste and recycling and considering how waste policies affect local communities and individual households. The Department of Environment Food and Rural Affairs ran a "call for evidence" exercise in 2010, as well as an on-line survey and discussion website. All of the comments and suggestions received during this consultation were considered and fed into the review, the results of which were published in the Government Review of Waste Policy in England 2011. The report sets out a number of 'Principal Commitments' which aim to achieve a more sustainable approach to the use of materials, deliver environmental benefits and support economic growth. More detailed intentions are then set out in relation to the sustainable use of materials, waste prevention, re-use and recycling, regulation and enforcement, co-working between households and local authorities, business waste recovery, energy recovery, landfill and infrastructure and planning.

3.21 The Waste Review Action Plan published alongside the Waste Review 2011 sets out 62 actions to help achieve the principal commitments, under the following headings:

- Responsibility deals with business
- Preventing waste
- Helping and rewarding people and organisations to 'do the right thing'
- Energy from waste
- Modernising waste regulation and its enforcement
- Public sector leading by example

3.22 Each action has a reference to the relevant section of Waste Review 2011, a delivery timetable, how the action could impact on carbon and who the main actors in delivering the action are.

Waste Strategy for England 2007

3.23 Until the new Waste Management Plan is adopted, the existing national waste strategy is still in place – the Waste Strategy for England 2007, which is summarised below. The *Waste Strategy 2007* will also continue to form part of the new Waste Management Paper.

3.24 The Waste Strategy translates the principles of the EU Waste Framework Directive into UK policy and builds upon the aims of Waste Strategy 2000.

3.25 The Government's key objectives are to:

- Decouple waste growth (in all sectors) from economic growth and put more emphasis on waste prevention and re-use.
- Meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020.
- Increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste.
- Secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste.
- Get the most environmental benefit from that investment, through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.

3.26 The Strategy sets national targets for:

- Reducing the amount of household waste that is not either re-used, recycled or composted.
- Recycling and composting of household waste – at least 40% by 2010, 45% by 2015 and 50% by 2020.
- Recovery of municipal waste – 53% by 2010, 67% by 2015 and 75% by 2020.

3.27 In order to achieve the aims and objectives of the Strategy, the Government intends to make use of existing instruments, such as the Landfill Tax Escalator, and the introduction of new mechanisms (such as financial inducements for householders) to incentivise efforts to reduce, re-use, recycle waste and, where appropriate, to recover energy from waste materials. Further application of the principle of producer responsibility is an important aspect of the Strategy, targeting key sources of excessive waste where significant improvement is required.

Commercial & Industrial Waste in England: Statement of actions and aims

3.28 This statement was published in 2009 and sets out the Department of Environment Food and Rural Affairs aims and objectives for commercial and industrial waste in England. The statement is intended for businesses, waste management companies, local authorities, regulators and delivery bodies and others interested in business waste and resource efficiency. Waste Strategy 2007 highlighted the importance of reducing the amount of waste generated by commerce and industry. A key part of the vision for commercial and industrial waste set out in the statement therefore is to achieve a greater degree of convergence in policy between commercial and industrial waste and household waste. This is because in terms of car bon and other impacts it makes little difference whether the source of any given kind of waste is businesses or households.

3.29 The Department of Environment Food and Rural Affair's aims for commercial and industrial waste are the same as for household waste and other types of waste:

- Reduce the amount of waste that arises in the first place – by more sustainable design, production, purchasing and use as well as reuse of products and materials in the economy;
- Increase the proportion of the waste that does arise which is productively re-used, recycled or recovered;
- Reduce significantly the amount of waste that is sent to landfill or incinerated without recovering energy;
- Manage any remaining residual waste responsibly;
- Maximise the investment opportunities for business from commercial and industrial waste management.

3.30 To make progress towards the policy aims and objectives for commercial and industrial waste in England set out above, action is proposed in the following four areas:

- helping business;
- working with the waste management industry;
- plugging the data gap;
- encouraging innovative approaches.

Strategy for Hazardous Waste Management

3.31 The *Strategy for Hazardous Waste Management in England*[46] (2010) sets out the following principles for hazardous waste management:

- waste hierarchy;
- infrastructure provision;
- reduce our reliance on landfill;
- no mixing or dilution;
- treatment of hazardous organic wastes; and
- end reliance on the use of Landfill Directive waste acceptance criteria derogations.

Guidance for applying the waste hierarchy to hazardous waste

3.32 The Department of Environment Food and Rural Affairs has also produced guidance (November 2011) to help anyone carrying out any of the following activities in England and Wales to understand their obligations in relation to hazardous waste and the waste hierarchy. The guide is aimed at:

- any person who produces hazardous waste, or
- any person who holds, carries, keeps, treats or imports hazardous waste, or
- dealers or brokers who have control of hazardous waste, or
- any person responsible for the transfer of hazardous waste.

3.33 This guidance supports the Department of Environment Food and Rural Affairs *Hazardous Waste Strategy* and will help considered decisions to be made about the management of hazardous waste in terms of waste hierarchy. Although the waste hierarchy applies to healthcare waste, this guidance does not cover hazardous healthcare waste, instead that is covered by a Department of Health document.

National Policy Statement for Hazardous Waste

3.34 In addition to the National Planning Policy Framework, Planning Policy Statement 10, the forthcoming new Waste Management Plan and the Waste Strategy for England, there are also National Policy Statements which relate to nationally strategic infrastructure. National Policy Statements set out national policy against which proposals for major infrastructure will be assessed (rather than the local plan policies for the area in which they may be located) in order to ensure that there is a clear policy framework for planning decisions regarding these types of proposals and to provide greater transparency.

3.35 The *Hazardous Waste National Policy Statement* (July 2013) sets out Government policy in relation to strategic infrastructure required for dealing with hazardous waste, aiming to ensure that human health and the environment are adequately protected, to encourage implementation of the waste hierarchy, to ensure that sufficient disposal facilities are provided and to minimise greenhouse gas emissions and maximise opportunities for climate change adaptation and resistance.

[46] http: //archive.defra.gov.uk/environment/waste/topics/hazwaste/documents/policy.pdf

Anaerobic Digestion Strategy and Action Plan

3.36 The Government made a commitment to work towards a 'zero waste' economy in the Coalition Programme for Government of May 2010, and to introduce measures to increase energy from waste through anaerobic digestion. The Government considers that AD can play an important role in meeting the waste hierarchy as a means of dealing with organic waste and avoiding, by more efficient capture and treatment, the greenhouse gas emissions that are associated with its disposal to landfill. In addition, the Government recognises that Anaerobic Digestion offers other benefits, such as recovering energy and producing valuable biofertilisers. The biogas can be used to generate heat and electricity, converted into biofuels or cleaned and injected into the gas grid. The **Anaerobic Digestion Strategy and Action Plan** was published by the Department of Environment Food and Rural Affairs and the Department for Energy and Climate Change in June 2011, and was prepared in partnership between Government and industry.

3.37 The Strategy explains what Anaerobic Digestion is, why the Government is interested in it, what the current industry capacity is, future potential for Anaerobic Digestion, how Anaerobic Digestion will contribute to the objectives of several key elements of legislation (i.e. the waste hierarchy in the Waste Framework Directive, targets in the Landfill Directive, the Climate Change Act and the European Union Renewable Energy Directive) and the various financial incentives available for the support of Anaerobic Digestion. However, the Strategy does not set specific targets or regional strategies for the adoption of Anaerobic Digestion. The Strategy recognises that there may need to be some adjustments to the incentive regimes. However, it will ultimately be up to local authorities, communities and industry to decide which technologies are most suitable for their waste and energy needs.

3.38 The Action Plan sets out 56 actions designed to tackle barriers to the increased uptake of Anaerobic Digestion in England. The eight major areas of work in the Action Plan are:

- Improving our understanding of the Anaerobic Digestion baseline
- Building UK skills
- Building safe and secure markets for digestate
- Raising awareness of Anaerobic Digestion – Community Anaerobic Digestion and localism
- Building markets for biomethane and transport fuels
- Anaerobic Digestion in the rural community
- Finance
- Regulation

3.39 In July 2012, the Government published an *Annual Report on Progress 2011/12* for the Anaerobic Digestion Strategy and Action Plan. The Department for Environment Food and Rural Affairs established a Steering Group (including representatives from government departments, agricultural and waste industry) to monitor and co-ordinate progress under the Action Plan and to ensure that the actions remain relevant to the challenges that the Anaerobic Digestion sector faces. Twenty one of the Actions have now been completed, a further 28 are being progressed towards completion, and seven are ongoing actions.

UK Plan for Shipments of Waste

3.40 In addition to the Waste Shipment Regulations and the Transfrontier Shipment of Waste Regulations 2007, this UK policy document implements the long-standing UK policy of self-sufficiency in the disposal of waste by strictly limiting when waste may be shipped to or from the UK for disposal. It entered into force in August 2007 and was amended with effect from May 2012 to allow for the possible shipment of contaminated river sediments that are classified as non-hazardous waste. It takes

into account the UK's obligations under international, European Union and national law, particularly under the United Nations Basel Convention on the Control of Transboundary Movements of Hazardous Waste and their Disposal (the Basel Convention) and the European Union Regulation, which implements the Basel Convention within the European Union. In England, the Environment Agency is the competent authority for ensuring the UK's obligations are met.

Other relevant climate change and energy policies and strategies

3.41 As waste management in the UK contributes to climate change through emission of greenhouse gases (in particular methane from landfills), other waste treatment processes can also contribute to reducing climate change if energy is recovered from the process, thus reducing reliance on fossil fuels for energy generation. Therefore, the following national legislation, plans and strategies are relevant to the revisions to national waste planning policy and the potential environmental effects to be considered through the Strategic Environmental Assessment.

3.42 The Climate Change Act 2008 created a new approach to managing and responding to climate change in the UK by:

- Setting ambitious, legally binding targets.
- Taking powers to help meet those targets.
- Strengthening the institutional framework.
- Enhancing the UK's ability to adapt to the impact of climate change.
- Establishing clear and regular accountability to the UK Parliament and to the devolved legislatures.

3.43 The *UK Renewable Energy Strategy (2009)* is the UK's response to the European Union-wide action to increase the use of renewable energy. The UK has set a legally binding target of obtaining 15% of energy from renewable sources by 2020 and this strategy details how that target will be achieved. Using more sustainable bioenergy is one of the intentions set out in the Strategy to help the UK meet this target. The Strategy states that waste biomass is a currently underused resource which could make a significant contribution to meeting UK renewable energy targets and reducing the amount of waste that is landfilled.

3.44 The *UK Low Carbon Transition Plan (July 2009)* sets out the Government's five point plan to tackle climate change. When waste decomposes it releases methane, which makes up about 4% of total UK greenhouse gas emissions. The Transition Plan aims to cut England's annual waste emissions by the equivalent of one million tonnes of carbon dioxide by 2020, which will reduce UK waste emissions to 13% below 2008 levels. This will be achieved by implementing a range of policy options including reducing the amount of waste produced, putting less waste into landfills and capturing more of the methane produced from existing landfills.

3.45 There are also three other National Policy Statements relevant to the national waste planning policy:

- The *Waste Water National Policy Statement* (March 2012) sets out Government policy for the provision of major waste water infrastructure, recognising that demand for water treatment is likely to increase in response to population growth, more stringent requirement for treatment and the effects of climate change (i.e. reduced water availability).
- The *National Policy Statement for Renewable Energy Infrastructure* (NPS EN-3) (July 2011) sets out the importance of renewable sources of energy for electricity generation. The policy statement states that 'the recovery of energy from the combustion of waste, where in accordance with the waste hierarchy, will play an increasingly important role in meeting the UK's energy needs". The National Policy Statement goes on to say that waste combustion plants need not disadvantage reuse or recycling initiatives where the proposed development

accords with the waste hierarchy. The National Policy Statement sets out strict criteria for good design that should be applied to all energy infrastructure.

- The *National Policy Statement for Nuclear Power Generation* (NPS EN-6) (July 2011) sets out the Government's policy for nuclear energy and provides the basis for decision-making by the Infrastructure Planning Commission (or, from April 2012, the Secretary of State through powers under the Localism Act 2011) in relation to applications coming forward for new nuclear power stations. It details how the Government must be satisfied that effective arrangements exist, or will exist, for the management and disposal of the waste that will be produced from nuclear power stations, before permission can be granted.

4 Strategic Environmental Assessment Screening

4.1 In order to undertake the Strategic Environmental Assessment Screening exercise, Land Use Consultants reviewed what has changed between the draft revised national waste planning policy and the waste planning policy contained in Planning Policy Statement 10. This was achieved by preparing a table to show the 2011 Planning Policy Statement 10 requirements in the left column, any changes, additions or deletions proposed in the new national policy in the middle column, and in the final column, a judgement about whether or not the change is likely to have a significant environmental effect, with reference to the baseline information presented in Section 2 where relevant. The findings of the Strategic Environmental Assessment Screening are shown in Table A1 of Appendix 1.

4.2 Judgements about whether changes to the national waste planning policy are likely to have significant effects have taken the criteria in Annex II of the Strategic Environmental Assessment Directive into consideration (see Table A2 in Appendix 1), but in particular, the first set of criteria, i.e. those that relate to the characteristics of the plan being assessed (see box below), rather than the second set, which relate to the characteristics of the area likely to be affected (as this is difficult to determine for national-level policy).

Criteria for determining the likely significance of effects (Annex II of Strategic Environmental Assessment Directive)

1. The characteristics of plans and programmes, having regard, in particular, to:

— the degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources,

— the degree to which the plan or programme influences other plans and programmes including those in a hierarchy,

— the relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development,

— environmental problems relevant to the plan or programme,

— the relevance of the plan or programme for the implementation of Community legislation on the environment (e.g. plans and programmes linked to waste-management or water protection).

2. Characteristics of the effects and of the area likely to be affected, having regard, in particular, to:

— the probability, duration, frequency and reversibility of the effects,

— the cumulative nature of the effects,

— the transboundary nature of the effects,

— the risks to human health or the environment (e.g. due to accidents),

— the magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected),

— the value and vulnerability of the area likely to be affected due to:

— special natural characteristics or cultural heritage,

— exceeded environmental quality standards or limit values,

— intensive land-use,

— the effects on areas or landscapes which have a recognised national, Community or international protection status.

4.3 The draft national waste planning policy document is seven pages long (including appendices) compared to the current Planning Policy Statement 10 document, which is 22 pages. The revisions have therefore reduced the length of the document but generally retained the policy intentions contained in Planning Policy Statement 10 albeit in a condensed form, with the exception of issues that have been superseded by the national planning reforms (e.g. revocation of regional strategies).

4.4 The changes in the revised national waste planning policy compared with the current Planning Policy Statement 10 are considered unlikely to have a significant environmental effect, as they are not substantive changes to policy intent. However, whilst the policy intentions appear to remain the same or similar, the text has been significantly reduced and some procedural elements, most notably the requirements relating to regional spatial strategies and the particular arrangements for London, have been deleted.

4.5 However, as described in **Table A1**, the potential effects of revoking the regional strategies has been subject to a separate Strategic Environmental Assessment exercise (with initial Strategic Environmental Assessment Reports for published for consultation in October 2011, and updated S Strategic Environmental Assessment reports which built on the 2011 reports published for each region since between July-December 2012). The effects of revoking (or retaining) the waste policies in the regional strategies are covered under Appendix D and, if necessary, Material Assets in Appendix E of each report. The 2012 Strategic Environmental Assessment Reports concluded that overall there is likely to be either no effect or a minor positive effect (for some regions) arising from revocation of the regional waste policies, as the waste policies contained in the regional strategies respected the European and national policy context and, in seeking to achieve the required shift towards more sustainable waste management, built on principles set out in the Waste Strategy for England and Planning Policy Statement 10. Only in very few isolated instances was a specific policy found to have a significant effect on a Strategic Environmental Assessment topic area.

4.6 Additionally, except in relation to one specific policy in one region, these overall effects were found to be the same whether the regional strategy in question was to be revoked or retained. The Strategic Environmental Assessment Reports conclude that, in the absence of the regional strategies, the European and national policy context will still exist, and the focus for delivering spatial waste plans and implementing the directive lies at the local authority level. Waste planning authorities are expected to continue to take forward their waste plans, and to work together under the Duty to Co-operate, to provide land for waste management facilities, to support the sustainable management of waste. Data and other information prepared by partners, including the Environment Agency and other waste planning authorities will continue to assist in this process.

4.7 Given that there are no substantive changes to policy, it is Land Use Consultant's view that the revised national waste planning policy does not require S Strategic Environmental Assessment.

5 Proposed method for Strategic Environmental Assessment if required

5.1 This chapter outlines the proposed method for carrying out the full Strategic Environmental Assessment of the revised national waste planning policy, if the statutory consultation bodies consider it should be required. Note that following consultation with the statutory consultation bodies in January-February 2013, there was general agreement that full Strategic Environmental Assessment of the revised national waste planning policy is not required. This chapter has been retained to show what was presented to the statutory consultation bodies during the January-February 2013 consultation.

Strategic Environmental Assessment Framework

5.2 Development of Strategic Environmental Assessment objectives is a recognised way in which environmental effects can be described, analysed and compared. While the 2004 Strategic Environmental Assessment Report included a set of objectives, these were quite narrow in scope. It is therefore considered more appropriate to use the full set of Strategic Environmental Assessment topics to assess the potential environmental effects of the revised national waste planning policy:

- Biodiversity, flora and fauna.
- Population and human health.
- Soil.
- Water.
- Air.
- Climatic factors.
- Cultural heritage.
- Landscape.
- Material assets.

5.3 The assessment will comprise two components: the effects of the revised national waste planning policy on its own merits; and the effects compared to continuation of Planning Policy Statement 10.

5.4 Given that the national waste planning policy is a strategic document, the Strategic Environmental Assessment will also be undertaken at a high level. The policy document will be assessed as a whole, and include reference to the types of effects required by the Strategic Environmental Assessment Regulations where relevant (i.e. permanent/temporary, short/medium/long term, cumulative, synergistic etc.). Where potential significant adverse effects are identified, we will consider what mitigation is in place to ensure that such effects do not arise. Such mitigation might be addressed through safeguards in the national waste policy itself, at a lower level of plan making, in environmental permitting, or in safeguarding policies in sister documents such as the National Planning Policy Framework which will also apply to local waste plans).

5.5 In summary, therefore, we will ask for each Strategic Environmental Assessment topic, the following questions:

(i) Will the revised national waste planning policy have an effect on … [the Strategic Environmental Assessment topic]?

(ii) What will be the nature of the effect (i.e. will it be positive/negative, minor/significant, short/long term, permanent/temporary, etc.

(iii) What mitigation is in place to address significant effects identified?

(iv) What will be the residual effect after mitigation?

(v) How does the residual compare against continuation of Planning Policy Statement 10?

Key assumptions

5.6 Based on our review of relevant plans and programmes and the baseline national trends for each of the Strategic Environmental Assessment topics as relevant to national waste planning policy, we have listed below the key assumptions we would make in determining (or ruling out) potential environmental effects:

- Modern waste management facilities that are appropriately located, well-run and well-regulated, and operated in line with current pollution control techniques and standards should pose little risk to human health.
- Many new waste management facilities would be subject to a thorough assessment of their (natural and historic) environmental effects under the Environmental Impact Assessment Regulations.
- Impacts of waste management facilities on the landscape are likely to be more significant where facilities incorporate a tall emissions stack, in comparison with other types of facilities.
- Previously developed land is assumed to have biodiversity value.
- European designated conservation sites are afforded protection under the Habitats Regulations.
- Development of waste management facilities in areas at risk of flooding would be subject to the sequential test currently set out in the National Planning Policy Framework and its technical guide.
- Local waste plans will be prepared in accordance with the policy intent of the revised national waste planning policy.

Reporting

5.7 The Strategic Environmental Assessment Report will include all the information required under Annex I of the Strategic Environmental Assessment Directive, some of which (e.g. baseline information and policy objectives) are presented in this Screening/Scoping Report.

5.8 The Strategic Environmental Assessment Report will not attempt to go into a level of detail that is inappropriate for a high level policy document. It will, however, seek to identify any aspects of the policy that could give rise to significant effects when implemented through waste local plans. It should be noted that the 2004 Strategic Environmental Assessment on Planning Policy Statement 10 did not identify any significant adverse effects.

5.9 The Strategic Environmental Assessment Report will include a Non-Technical Summary in accordance with Annex I of the Strategic Environmental Assessment Directive.

Appendix 1 Strategic Environmental Assessment Screening of revisions to national waste planning policy

Table A1: Strategic Environmental Assessment Screening to determine whether the changes proposed in the revised national waste planning policy are likely to have a significant environmental effect

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
Sustainable Waste Management The overarching aim of Planning Policy Statement 10 is to contribute to sustainable development by producing less waste and using it as a resource where possible, while protecting human health and the environment. Movement up the waste hierarchy will break the link between economic growth and the environmental impact of waste.	There is no specific section for sustainable waste management, but the same themes are dealt with in the **Introduction** section (see below). The overarching aim to drive waste management up the waste hierarchy remains unchanged, but its link in helping to deliver the Government's 2005 strategy for sustainable development has been removed. The reference to the overall objective of Government policy on waste being to protect human health and the environment by producing less waste and by using it as a resource wherever possible is now dealt with within the objectives set out in the **Introduction** (see below).	Unlikely to have a significant environmental effect – the overarching theme of achieving sustainable waste management is unchanged. The references in Planning Policy Statement 10 to the protection of human health and the environment are still dealt with in the revised national policy, as part of the objectives set out in the Introduction (see below).
Key Planning Objectives Regional and local planning authorities should	**Introduction** The list of objectives (now included in the	Unlikely to have a significant environmental effect – most of the

[47] Note that these judgements have also taken into account the characteristics of the national waste planning policy with respect to the criteria set out in Annex II of the STRATEGIC ENVIRONMENTAL ASSESSMENT Directive (see Table A2 in this Appendix).

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
prepare plans that (in summary and numbered for ease of comparison): 1. Drive waste up the waste hierarchy, addressing waste as a resource. 2. Provide a framework for communities to take more responsibility for their own waste and enable sufficient and timely provision of facilities to meet communities' needs. 3. Help implement the national waste strategy, are consistent with EU legislation. 4. Help secure the recovery or disposal of waste without endangering human health or harming the environment, and enable waste to be disposed of in the nearest appropriate installations. 5. Reflect the needs and concerns of communities, waste disposal authorities and business, and encourage competitiveness. 6. Protect green belts but recognise particular locational needs of some facilities. 7. Ensure that design and layout of new development supports sustainable	Introduction section) is broadly the same, except for objectives five and six. The fifth objective in Planning Policy Statement 10 (to reflect the concerns and interests of communities, waste authorities and business and encourage competition) has been removed. The sixth objective (to protect green belts) is now addressed in the section called **Identifying Sites for New Development** (see below) and removes the reference that planning authorities should give significant weight to locational needs and wider environmental and economic benefits when considering waste planning applications in the Green Belt. In addition, the objectives are only directed at local planning authorities (to reflect the abolition of regional planning bodies and the revocation of regional strategies). The objectives are (summarised and numbered for ease of comparison): 1. Drive waste management up the waste hierarchy, addressing waste as a resource. 2. Provide a framework for communities to take more responsibility for waste, enabling waste to be disposed of (or recovered for household mixed municipal waste) in the nearest appropriate installations. 3. Help secure the recovery or disposal of	objectives have not changed substantively, and while the fifth objective in Planning Policy Statement 10 has been removed, it is not considered likely to have a significant environmental effect. In preparing waste plans, local planning authorities already have to reflect needs and concerns of communities and business due to the engagement requirements that all local plans must meet as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012 (SI 2012/767).

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
waste management.	waste without endangering human health or harming the environment. 4. Ensure that design and layout of new development supports sustainable waste management.	
Decision-Making Principles Regional planning bodies and all planning authorities should adhere to the following principles: • Regional Spatial Strategies should provide opportunities to meet regional needs for waste management, and local planning documents should reflect their contribution to delivering that regional strategy. • Waste management should be considered alongside other spatial planning concerns and should be integrated with other relevant strategies. • Planned provision of new capacity and its spatial distribution should be based on robust data and analysis of options. • Sustainability appraisal should be applied to ensure planning strategies support national waste planning objectives.	There is no equivalent section to this one in the new policy document, setting out overarching principles to guide waste planning authorities. The requirement to base decisions on robust data and an appraisal of options is now dealt with in a new brief section called '**Using a Proportionate Evidence Base'**. The revised national policy document does not refer to the need to apply SA to waste planning strategies. References to regional planning context have been removed. Monitoring is covered in the section **'Monitoring and Review'**. Principles for determining applications are covered entirely in the section called '**Determining Planning Applications**' (see below for details of that section in the new policy document).	Unlikely to have a significant environmental effect – the decision-making principles are no longer set out in a separate section as in Planning Policy Statement 10, but they are still reflected in the wider content of the document. Previously there was some repetition in the way that they were covered in the decision-making principles and again in more detail in the specific sections relating to Regional Spatial Strategies and LDDs, and this repetition has been removed.

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
• Indicators should be monitored and reported on, informing regular reviews (at least every 5 years) of waste plans. Waste planning authorities should adhere to the following principles in determining planning applications: • Controls under the planning and pollution control regimes should complement rather than duplicate each other and conflicting conditions should be avoided. • Co-working with pollution control authorities should ensure that best use is made of expertise and information. • Before development plans can be reviewed to reflect this Planning Policy Statement, authorities should have regard to its policies as material considerations.		
Regional Spatial Strategy The Regional Spatial Strategy should include a concise strategy for waste management over a 15-20 year period. Regional Spatial Strategies should be prepared by regional planning bodies working alongside local planning authorities, and drawing from local strategies. This section of Planning Policy Statement 10 is	There is now no section on regional strategies so the guidance for preparing these documents is no longer included. Some of the key points about need for waste management facilities and site selection are still included but in sections called '**Identify Need for Waste Management Facilities**' and '**Identifying Sites for New Development**' (see	The change removes the requirement for strategic (or larger than local) identification of broad locations where waste facilities should be accommodated, which could mean insufficient sites are located to meet

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
divided into sub-sections: • Preparing the Regional Spatial Strategy • Waste requiring management • Identifying a pattern of waste management facilities • Implementing the Regional Spatial Strategy • Regional Technical Advisory Body Key requirements for regional planning bodies in this section include: Regional planning bodies should work alongside their constituent local planning authorities to develop a realistic and responsible approach to future waste management. Regional planning bodies should identify tonnages of waste requiring management for the commercial and industrial and municipal sectors. The tonnages of waste should be apportioned by waste planning authority area or sub-regions. Regional planning bodies should consider the need for additional waste management capacity of regional or sub-regional significance and should reflect any requirement for waste management facilities identified	below). However, this is all presented in the context of local planning now, whereas previously broad locations were to be identified at the regional level. Guidance relating to regional technical advisory bodies has been removed.	future waste management needs. However, the potential effects of revoking the regional strategies has been subject to a separate Strategic Environmental Assessment exercise (with initial Strategic Environmental Assessment Reports published for consultation in October 2011, and updated Strategic Environmental Assessment reports which built on the 2011 reports published for each region between July-December 2012). The effects of revoking (or retaining) the waste policies in the regional strategies are covered under Appendix D and, if necessary, Material Assets in Appendix E of each report. The 2012 Strategic Environmental Assessment Reports concluded that overall there is likely to be either no

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
nationally. The strategy for waste management should provide a framework for the preparation of local development documents by identifying the waste management facilities required and their distribution across the region. The pattern of waste management facilities should look forward over a sufficient period to prove attractive to investment but not constrain movement up the waste hierarchy. Regional planning bodies should identify in the Regional Spatial Strategy the broad locations where the pattern of waste management facilities should be accommodated. The strategy for waste management should be carried forward into local development documents and will inform the preparation and review of municipal waste management strategies. In preparing local development documents, there should be no need to reopen consideration of either its principles or the annual rates of waste to be managed. Where circumstances have changed significantly, or there is important new information to be taken into account, the presumption should be that the Regional Spatial Strategy should be revised before local development documents are next reviewed.		effect or a minor positive effect (for some regions) arising from revocation of the regional waste policies, as the waste policies contained in the regional strategies respected the European and national policy context and, in seeking to achieve the required shift towards more sustainable waste management, built on principles set out in the Waste Strategy for England and Planning Policy Statement 10. These overall effects were found to be the same whether the regional strategy in question was to be revoked or retained. There were some individual waste policies within some of the regional strategies that were found to have potentially significant positive effects whether the regional strategy was revoked or retained (e.g.

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
The regional planning body should convene a broadly-based regional technical advisory body to provide advice on the preparation of the strategy for waste management in the Regional Spatial Strategy and its implementation. Regional planning bodies with regional technical advisory bodies, should therefore co-ordinate the programme of data collection and monitoring undertaken by constituent waste planning authorities and maintain consistency of approach.		the South West Regional Spatial Strategy Policy RE5 Management and Transport of Waste, the North East Regional Spatial Strategy Policy 45 Sustainable Waste Management and the South East Plan Policy W1 Waste Reduction (only in the longer term)). However, these policies did not affect the overall conclusions that there would be no significant effects from either revoking or retaining the regional waste policies. The Strategic Environmental Assessment Reports conclude that in the absence of the regional strategies, the European and national policy context will still exist, and the focus for delivering spatial waste plans and implementing the directive lies at the local authority level. Waste planning authorities are expected to continue to

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
		take forward their waste plans, and to work together under the Duty to Co-operate, to provide land for waste management facilities, to support the sustainable management of waste. Data and other information prepared by partners, including the Environment Agency and other waste planning authorities will continue to assist in this process.
Local Development Documents Core Strategies should set out policies and proposals for waste management in line with the Regional Spatial Strategy and should identify sites and areas for waste management which will meet capacity equivalent to at least 10 years of the annual rates set out in the Regional Spatial Strategy. This section of Planning Policy Statement 10 is divided into sub-sections: • Identifying land for waste management facilities • Identifying suitable sites and areas	This section (and the Regional Spatial Strategy section) is replaced by the three sections in the new policy document: • **Using a proportionate evidence base** • **Identify need for waste management facilities** • **Identifying sites for new development** The first two sections transfer the regional planning requirement to identify tonnages of waste and the new capacity requirements using robust data and options appraisal to the local level, and replace the emphasis on accordance with the Regional Spatial Strategy with taking account of any waste management requirement	Unlikely to have a significant environmental effect – most of the requirements have not changed substantively, and the regional planning requirements have been replaced by reference to national level data and advice. In addition, the requirement to consider the need for facilities of regional or sub-regional significance has been replaced by 'consider the

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
Key requirements for waste planning authorities in this section include: Waste planning authorities should identify sites and areas for new waste management facilities in their development plan documents in accordance with broad locations and apportionment identified in the Regional Spatial Strategy. When considering sites, opportunities for managing waste where it arises and opportunities for co-location of facilities should be considered. The suitability of sites should be assessed against the following criteria: • How well they support Planning Policy Statement 10 policies. • Physical and environmental constraints on development including neighbouring land uses. • Potential cumulative effect of previous waste facilities on the well-being of the local community, including any significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential. • Capacity of transport infrastructure to support sustainable movement of waste	identified nationally and Government's latest advice on forecasts and waste arisings. The third new section **Identifying sites for new development** no longer refers to the framework provided by the Regional Spatial Strategies and the annual rates set out in those documents. Also, it now includes the reference to the protection of Green Belts, which was previously presented as the sixth Key Planning Objective (see above). It makes clear that Local planning authorities should recognise the particular locational needs of some types of waste management facilities when defining detailed Green Belt boundaries and removes the reference that planning authorities should give significant weight to locational needs and wider environmental and economic benefits when considering waste planning applications in the Green Belt. In addition, the reference to looking for opportunities to co-locate waste management facilities together and with complementary activities included a footnote in Planning Policy Statement 10 stating 'reflecting the concept of resource recovery parks'. The footnote in the new policy document now states 'Where an energy from waste facility is the most appropriate type of development, consideration should be given to siting facilities such as to enable the utilisation of the heat produced as an energy source. This may include sites	need for additional waste management capacity of more than local significance and reflect any requirement for waste management facilities identified nationally' as well as 'work jointly with other waste planning authorities, through the statutory duty to co-operate, to provide a suitable network of facilities'. The addition of the new footnote relating to co-location opportunities for waste management facilities, including alongside waste sewage treatment works and the requirement to consider siting of energy from waste facilities such as to enable utilisation of the heat produced as an energy source, should have a positive effect in terms of reducing reliance on fossil fuels thereby reducing contributions to climate change, but this effect is

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
and waste resource. Priority should be given to the re-use of previously-developed land and redundant agricultural and forestry buildings and their curtilages.	alongside existing waste sewage treatment works'.	not considered to be significant.
Determining Planning Applications Where proposals are consistent with an up-to-date development plan, waste planning authorities should not require applicants for new/enhanced facilities to demonstrate a quantitative or market need for the proposal. Applications on unallocated sites should be considered favourably when consistent with Planning Policy Statement 10 and the relevant Core Strategy. Waste disposal facilities will need to demonstrate that they won't undermine the waste hierarchy. Waste planning authorities are concerned with delivering the overall strategy and not the control of processes (e.g. to do with pollution). They should work on the assumption that the relevant control regime will be applied and enforced. When considering applications, there is a need to consider the likely impact on the local environment and amenity. Modern, well-run facilities should pose little risk	**Determining Planning Applications** This section is broadly very similar in the new policy document but with much briefer wording, and less detail provided. When determining applications, waste planning authorities should: • Only take into account the quantitative or market need for the proposal where proposals are not consistent with an up-to-date development plan. This includes a new footnote stating 'In such cases, waste planning authorities should consider the extent to which existing, and consented waste management capacity not yet operational, would satisfy any identified need'. • Refuse planning permission for proposals not in line with the development plan unless the applicant can demonstrate that the facility will not undermine the local waste planning strategy through movement up the waste hierarchy.	Unlikely to have a significant environmental effect – most of the requirements have not changed substantively.

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
to human health. Relevant advice should be taken regarding potential impacts and this should be taken into consideration when determining an application. Planning conditions can be used to control aspects of a development such as hours of operation and transport modes to be used. Proposals for non-waste developments should be considered in terms of their impacts on waste management facilities and allocated waste sites. Development proposals should be accompanied by site waste management plans. New developments should make provision for waste management and promote designs and layouts that secure integration of waste management facilities. Facilities themselves should be well-designed and contribute positively to the character and contribution of the area. Industry should work alongside local communities to ensure that proposals coming forwards do not contravene up to date development plans.	• Consider the impact on the local environment and amenity against criteria set out in Annex B (*see below*). Modern, appropriately located, well-run and well-regulated waste management facilities, operated in line with current pollution control techniques and standards should pose little risk to human health. • Ensure that waste management facilities in themselves are well-designed, so that they contribute positively to the character and quality of the area in which they are located. • Concern themselves with implementing the planning strategy in the local plan and not with the control of processes which are a matter for pollution control authorities. When determining applications, all planning authorities should ensure that: • The likely impact of proposed non-waste related development on existing waste facilities and sites and areas allocated for that purpose is acceptable and doesn't prejudice the implementation of the waste hierarchy. • New non-waste development makes provision for waste management and	

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
	integrates facilities into the development and the wider landscape (though design) where appropriate. • The handling of waste arising from the construction and operation of development is handled to maximise reuse/recovery opportunities, and minimise off-site disposal.	
Monitoring and Review Annual monitoring reports should report on performance and set out actions to address any issues. As a minimum, monitoring should include changes in the stock of waste management facilities, waste arisings and the amount of waste recycled, recovered or going for disposal. Annual monitoring co-ordinated by regional planning bodies and undertaken by constituent waste planning authorities should be closely co-ordinated with data collection by the Environment Agency.	**Monitoring and Review** Much briefer – this has been reduced to just one paragraph, and reflects the changed requirements nationally for monitoring of plans and planning outcomes by local authorities. As such it does not specify how frequently monitoring should be undertaken. In addition, the new policy document only requires local planning authorities to do what was previously considered the minimum: monitor the changes in the stock of waste management facilities and their capacity, waste arisings and the amounts of waste being recycled, recovered or going to landfill.	Unlikely to have a significant environmental effect as the monitoring requirements have not changed substantively. Waste Planning Authorities will still need to prepare monitoring annual monitoring reports due to the legislative provision of s35 of the Planning and Compulsory Purchase Act. However, s113 of the Localism Act 2011 amends s35 of the Planning and Compulsory Purchase Act by removing the requirement to send reports to the Secretary of State. Regulation 34 of Local Planning Regulations (SI

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
		2012/767) now makes provision on the content of annual monitoring reports and for them to be made publicly available (rather than submitted to the Secretary of State).
Annex A: Waste Planning Authorities responsibilities This annex defined the term and role of waste planning authorities and what constitute 'county matters' with respect to waste in two tier authority areas. In particular it highlighted the difficulty that can arise in respect of planning applications that should normally be decided by a district planning authority but which involve the use of large amounts of engineering fill (for such purposes as levelling or landscaping of sites or the construction of bunds or embankments) and suggested that in such cases, it may be appropriate to question developers about the purpose of certain types of proposed development.	This annex is not included in the new policy document.	Generally, the omission of this annex is unlikely to have a significant environmental effect, as Annex A of Planning Policy Statement 10 provided a summary with a bit of interpretation of waste planning authority statutory duties, as provided for under 2003 Prescription of County Matters Regulations (SI 2003/1033). The final paragraph relating to the determination of planning applications that involve large amounts of construction and demolition waste does highlight a frequently occurring situation, which if the district planning authority

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
		does not deal with it accordingly could result in environmental effects at the local scale (e.g. in the form of unlicensed or permitted landraising which could affect the following Strategic Environmental Assessment topics: water, air and soil quality as well as amenity and the appearance of the landscape). However, the omission of this paragraph from the new national waste planning policy is not considered to have a significant environmental effect.
Annex B: The set of shared sustainable development principles This annex presents the set of five shared principles of sustainable development contained in the UK's 2005 strategy for sustainable development Securing the Future.	This annex is not included in the new policy document.	Generally, the omission of this annex is unlikely to have a significant environmental effect. While the new waste planning policy does not include reference to the UK's Sustainable Development Strategy, the National Planning Policy Framework

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
		sets out both the internationally-recognised 'Brundtland' definition and refers to these five 'guiding principles' of the UK Sustainable Development Strategy, it also reaffirms that planning has an economic, a social and an environmental role in contributing to sustainable development
Annex C: The Waste Hierarchy This annex included the commonly used upturned triangle diagram of the waste hierarchy to reflect the revised Waste Framework Directive (2008/98/EC) and the key principles underpinning the hierarchy.	**Now Appendix A: The Waste Hierarchy** This appendix includes the triangle diagram, and also includes the key principles underpinning the hierarchy: • The most effective environmental solution is often to reduce the generation of waste, including the re-use of products – prevention. • Products that have become waste can be checked, cleaned or repaired so that they can be re-used – preparing for re-use. • Waste materials can be reprocessed into products, materials, or substances – recycling. • Waste can serve a useful purpose by	The content has not changed substantively and is unlikely to have a significant environmental effect.

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
	replacing other materials that would otherwise have been used – other recovery. • The least desirable solution where none of the above options is appropriate – disposal.	
Annex D: The role of the regional technical advisory body This annex explained the role and composition of the regional technical advisory body in more detail.	This annex is not included in the new policy document.	Generally, the omission of this annex is unlikely to have a significant environmental effect. However, while in the absence of regional technical advisory bodies there may be less co-ordination and co-operation between waste planning authorities as they have had a key role in identifying the need for facilities of more than local significance, there is still reference in the new policy document to the statutory duty to co-operate requirement for waste planning authorities.
Annex E: Locational Criteria This annex sets out locational criteria, which	**Now Appendix B: Locational Criteria** This annex contains almost exactly the same	The content has only had very minor changes in relation to one topic area

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
should be considered by waste planning authorities when testing the suitability of sites and areas. These locational criteria cover: • Protection of water resources. • Land instability. • Visual intrusion. • Nature conservation. • Historic environment and built heritage. • Traffic and access. • Air emissions, including dust. • Odours. • Vermin and birds. • Noise and vibration. • Litter. • Potential land use conflict. For each point, there is some brief description of how waste management facilities can have an effect on each issue.	locational criteria and wording as the previous Annex E, although the wording associated with 'historic environment and built heritage' has been amended to ensure that potential adverse effects of waste management facilities are considered on heritage assets generally (i.e. undesignated as well as designated assets).	and is unlikely to have a significant environmental effect. These criteria should also provide mitigation of potential effects arising from development of new waste management facilities, as they seek to ensure that waste planning authorities only make provision for sites that are suitable for waste management facilities and likely to result in the least environmental impact.
Annex F: London This annex describes the particular arrangements for waste planning in London and the responsibilities of the Mayor.	This annex is not included in the new policy document. Footnote 1 in the new policy states that 'waste planning authorities' includes the Greater London Authority.	Unlikely to have a significant environmental effect as there are no new arrangements for London. Government Office for

Planning Policy Statement 10 (2011) summary of requirements (following the section headings of Planning Policy Statement 10)	Changes proposed in the new national waste planning policy (2013)	Does the change have the potential to have a significant environmental effect?[47]
		London Circular 1/2008 replaced Circular 1/2000 referred to in Planning Policy Statement 10, but has now been replaced by the National Planning Policy Framework (see Annex 3 of National Planning Policy Framework – documents that have been replaced by the National Planning Policy Framework).

Table A2: Description of the characteristics of the national waste planning policy with respect to the criteria set out in Annex II of the Strategic Environmental Assessment Directive

Criteria for determining the likely significance of effects (Annex II of STRATEGIC ENVIRONMENTAL ASSESSMENT Directive)	Description of the characteristics of the revised national waste planning policy, having regard to the Annex II criteria (in first column)
The characteristics of plans and programmes, having regard, in particular, to:	
— The degree to which the plan or programme sets a framework for projects and other activities, either with regard to the location, nature, size and operating conditions or by allocating resources.	The revised national waste planning policy contributes to setting a framework for projects (alongside the National Planning Policy Framework and lower tier waste plans prepared by local waste planning authorities). Appendix B of the national waste planning policy includes locational criteria, which should be considered by waste planning authorities when testing the suitability of sites and areas for waste management use. However, while Appendix B sets out general siting principles and locational criteria that will be applied to a range of sites at the county or district/borough level, the potential effects of developing individual sites for waste management uses cannot be determined at the national level. In addition, the criteria in Appendix B have not changed from those set out in Annex E of Planning Policy Statement 10 (and these were assessed previously in the 2004 Strategic Environmental Assessment Report for Planning Policy Statement 10). Finally, the criteria in Appendix B should help to provide mitigation of potential effects of waste management uses, as they seek to ensure that waste planning authorities only make provision for sites that are suitable for waste management facilities and likely to result in the least environmental impact.
— The degree to which the plan or programme influences other plans and programmes including those in a hierarchy.	The revised national waste planning policy (alongside the National Planning Policy Framework) influences the preparation of lower tier waste plans prepared by waste planning authorities. It does not influence the national

Criteria for determining the likely significance of effects (Annex II of STRATEGIC ENVIRONMENTAL ASSESSMENT Directive)	Description of the characteristics of the revised national waste planning policy, having regard to the Annex II criteria (in first column)
	waste management plan, but is complementary to it. However, as shown in **Table A1** above the revised national waste planning policy has not changed the policy intentions contained in Planning Policy Statement 10 with respect to waste planning authorities' responsibilities in relation to preparing local waste plans and determining planning applications.
— The relevance of the plan or programme for the integration of environmental considerations in particular with a view to promoting sustainable development.	The revised national waste planning policy, along with the National Planning Policy Framework and Defra Waste Management Paper is very relevant to the integration of environmental considerations (contained in wider EU and national legislation, as discussed in Section 3 of this report) and also the promotion of sustainable waste management development in particular.
— Environmental problems relevant to the plan or programme.	As shown in **Section 2** of this report, the main environmental problems or issues that are relevant to the revised national waste planning policy are those relating to the levels of waste produced in England and the ways in which waste is managed. While there have been positive trends in terms of reducing reliance on landfill and increasing recycling and treatment of waste, and reductions in the amount of waste produced by households in particular, additional waste management facilities still need to be developed across the country to meet the Waste Framework Directive and Landfill Directive targets. The national waste planning policy seeks to ensure that the planning system will help to achieve the objectives and targets for diverting waste away from landfill and managing it through methods higher up the waste hierarchy through its influence on the use and development of land.
— The relevance of the plan or programme for the implementation of Community legislation on the environment (e.g. plans and programmes	The revised national waste planning policy, along with the National Planning Policy Framework and Defra Waste Management Paper is very relevant to the implementation of EU legislation on the environment, in particular meeting the

Criteria for determining the likely significance of effects (Annex II of STRATEGIC ENVIRONMENTAL ASSESSMENT Directive)	Description of the characteristics of the revised national waste planning policy, having regard to the Annex II criteria (in first column)
linked to waste-management or water protection).	targets set out in the Waste Framework Directive and Landfill Directive.
Characteristics of the effects and of the area likely to be affected, having regard, in particular, to:	
— The probability, duration, frequency and reversibility of the effects.	While the national waste planning policy covers England, the implementation of its policies will occur through the preparation of local waste plans, and subsequent determination of planning applications by waste planning authorities at the local level. Therefore, the probability, duration, frequency and reversibility of effects can only be determined at the local scale during preparation of waste plans and/or determination of planning applications. However, construction effects could be assumed to be temporary, while effects from operation of facilities would be ongoing, but most likely to occur during operational hours, on week days and some weekends.
— The cumulative nature of the effects.	Where a number of waste facilities are developed in close proximity there may be potential for cumulative effects. However, the potential cumulative effects of developing sites for waste management use cannot be determined at the national level, as implementation of the national waste planning policies will occur through the preparation of local waste plans, and subsequent determination of planning applications by waste planning authorities at the local level. Therefore, cumulative effects should be considered through the Strategic Environmental Assessments and site selection work during preparation of waste plans, and during determination of planning applications. The revised national waste planning policy still includes the requirement for waste planning authorities to consider the cumulative impact of previous waste disposal facilities on the well-being of the local community, including any

Criteria for determining the likely significance of effects (Annex II of STRATEGIC ENVIRONMENTAL ASSESSMENT Directive)	Description of the characteristics of the revised national waste planning policy, having regard to the Annex II criteria (in first column)
	significant adverse impacts on environmental quality, social cohesion and inclusion or economic potential when identifying sites and areas for new or enhanced waste management facilities.
— The trans-boundary nature of the effects.	The national waste planning policy covers provision of waste management facilities in England. Shipments of waste further afield are covered in the national waste management plan (within the UK Plan for Shipments of Waste, which implements the UK policy of self-sufficiency in the disposal of waste by strictly limiting when waste may be shipped to or from the UK for disposal). Therefore, there should not be trans-boundary effects arising from implementation of the national waste planning policy.
— The risks to human health or the environment (e.g. due to accidents).	The potential effects of development of individual sites for waste management use on human health cannot be determined at the national level, as implementation of the national waste planning policies will occur through the preparation of local waste plans, and subsequent determination of planning applications by waste planning authorities at the local level. However, the criteria set out in Appendix B of the revised national waste planning policy, together with the requirements of the Environmental Permitting regime are likely to ensure that human health is not adversely affected by waste management development.
— The magnitude and spatial extent of the effects (geographical area and size of the population likely to be affected).	While the national waste planning policy covers England, the implementation of its policies will occur through the preparation of local waste plans, and subsequent determination of planning applications by waste planning authorities at the local level. Therefore, potential effects from development of waste management facilities are likely to be local in scale and may only directly affect residents or adjacent uses in close proximity to the site (e.g. within 250 m). Effects on nature conservation sites or landscapes may occur

Criteria for determining the likely significance of effects (Annex II of STRATEGIC ENVIRONMENTAL ASSESSMENT Directive)	Description of the characteristics of the revised national waste planning policy, having regard to the Annex II criteria (in first column)
	at greater distances depending on connectivity between waste sites and receptor sites, or visibility of the waste site within the landscape. However, these effects can only be determined at the local scale during preparation of waste plans and/or determination of planning applications.
— The value and vulnerability of the area likely to be affected due to: • special natural characteristics or cultural heritage; • exceeded environmental quality standards or limit values; • intensive land-use.	The potential effects of development of individual sites for waste management use cannot be determined at the national level, as implementation of the national waste planning policies will occur through the preparation of local waste plans, and subsequent determination of planning applications by waste planning authorities at the local level. However, the criteria set out in Appendix B of the revised national waste planning policy are likely to ensure that areas of special natural characteristics or cultural heritage are not adversely affected by waste management development.
— The effects on areas or landscapes which have a recognised national, Community or international protection status.	The potential effects of development of individual sites for waste management use cannot be determined at the national level, as implementation of the national waste planning policies will occur through the preparation of local waste plans, and subsequent determination of planning application by waste planning authorities at the local level. However, the criteria set out in Appendix B of the revised national waste planning policy are likely to ensure that landscapes of national or international importance are not adversely affected by waste management development.

Appendix 2 : Summary of Statutory Consultation Bodies' responses to consultation on the Strategic Environmental Assessment Screening/Scoping Report (Feb 2013)

Table A3: Summary of Statutory Consultation Bodies' responses to consultation (undertaken Jan-Feb 2013) on the Strategic Environmental Assessment screening/scoping report for the proposed revisions to the English national waste planning policy

Note that paragraph and page references throughout this table refer to the Strategic Environmental Assessment Screening/Scoping Report version 5 issued for consultation by the Department of Communities and Local Government to the consultation bodies in England, Scotland and Wales.

SNCB	Summary of comment made in relation to the S Strategic Environmental Assessment screening/scoping report	How addressed in the Strategic Environmental Assessment
Q. 1 – Based on the information provided in this report (in particular Section 4 and Appendix 1), do the statutory consultation bodies consider that the revised national waste planning policy requires Strategic Environmental Assessment?		
English Heritage (EH)	On the basis of the information provided we feel not.	Noted. No action needed.
Environment Agency (England and Wales)	We have not identified any significant environmental effects that are likely to arise from the proposals.	Noted. No action needed.
Natural England	As the responsible authority for the policy contained within the Planning Policy Statement, the Department for Communities and Local Government should take legal advice on the application of the Strategic Environmental Assessment Directive to ensure compliance. Natural England does not consider that the proposed content and policy wording of the Waste Planning Policy Statement as currently drafted, will significantly affect the natural environment.	Noted. No action needed.

Historic Scotland	I note from the screening / scoping report that it is considered that there will not be trans-boundary effects on the historic environment arising from implementation of the national waste planning policy. I am content to agree with this view as I consider such effects unlikely. I am therefore content that the revision of the national waste planning policy will not affect our interests and agree with scope and level of detail of the assessment in this regard. None of the comments contained in this letter should be construed as constituting a legal interpretation of the requirements of the Strategic Environmental Assessment Regulations. They are intended rather as helpful advice, as part of Historic Scotland's commitment to capacity-building in Strategic Environmental Assessment.	Noted. No action needed.
Scottish Environment Protection Agency	Having reviewed the Screening Report, we agree that the proposed changes to the national waste planning policy are unlikely to have significant environmental effects on the Scottish environment in respect of our main areas of interest. We therefore have no further comments to make.	Noted. No action needed.
Scottish Natural Heritage	Scottish Natural Heritage agrees that the above Plan is not likely to have significant environmental effects that will generate trans-boundary issues in respect of its main areas of interest. Please note that this consultation response provides a view solely on the potential for the plan or programme to have significant environmental effects that will generate trans-boundary issues. Scottish Natural Heritage cannot comment on whether or not the plan or programme meets other criteria determining the need for strategic environmental assessment as set out in the Act.	Noted. No action needed.
Q. 2 – Should it be decided that a Strategic Environmental Assessment of the revised national waste planning policy is required, do the statutory bodies agree with the proposed approach to the Strategic Environmental Assessment set out		

in Section 5?		
English Heritage	We agree with the approach put forward in Section 5 and note the inclusion of a 'cultural heritage' topic. In considering the 'cultural heritage' section of the Strategic Environmental Assessment Baseline (paragraphs 2.45 – 2.47), English Heritage goes on to suggest some additions and amendments to those paragraphs. In addition, English Heritage suggests that in the Key Assumptions under para 5.6, bullet point two could be rephrased as follows: 'Many new waste management facilities would be subject to a thorough assessment of their environmental (natural and historic) effects under the Environmental Impact Assessment regulations.' English Heritage also suggests the term 'cultural heritage' is replaced by historic environment throughout the document to align it with the National Planning Policy Framework – pages 1, 4, 7, 34, 36, 52 and 53.	As there is general agreement between the statutory consultation bodies in England, Scotland and Wales that the revisions to the national waste planning policy for England are unlikely to have a significant environmental effect, the conclusion in the Strategic Environmental Assessment screening/scoping report remains, that Strategic Environmental Assessment is not required. However, the changes suggested by English Heritage are generally clarifications of the existing baseline and wording in the Strategic Environmental Assessment screening/scoping report, and have therefore been updated in this final version of the Strategic Environmental Assessment screening/scoping report. The term 'cultural heritage' has been retained within the document as it is primarily used in references to the ' Strategic Environmental Assessment topics' listed in Annex 1 of the Strategic Environmental Assessment Directive, one of which is cultural heritage.
Environment Agency (England and Wales)	We agree with the approach to strategic environmental assessment, should it be required, as far as it is set out in chapter 5. But should it be decided that a strategic environmental assessment is required, we would appreciate further involvement to discuss the approach in more detail. For example, we note it does not include reference to the consideration of alternatives or monitoring, nor how the assessment would tie in with the Strategic Environmental Assessment of Defra's Waste Management Plan for England. Given that Wales, Scotland and Northern Ireland dispose some of their wastes in England and vice versa, we	Noted. No action needed. As there is general agreement between the statutory consultation bodies in England, Scotland and Wales that the revisions to the national waste planning policy for England are unlikely to have a significant environmental effect, the conclusion in the Strategic Environmental Assessment screening/scoping report remains, that Strategic Environmental Assessment is not required. Therefore these issues do not need to be addressed.

	consider that a Strategic Environmental Assessment of the updated waste planning policy in England should also consider the potential for environmental impacts in those other countries. The Strategic Environmental Assessment would therefore need to take account of relevant baseline data for those countries, and certain plans and programmes that are applicable.	
Natural England	The overall approach to the Strategic Environmental Assessment, as set out, is acceptable and in accordance of with the level of consultation and engagement that we would expect. Further work is required in terms of the join up with Defra's Waste Management Plan and the strategic environmental assessment that is already under way for this plan. If an strategic environmental assessment is undertaken it should include a more in depth assessment on the impacts on soils and Best and Most Versatile agricultural land (see further comments on this below), than the current scoping report describes. We note that there is no reference to the consideration of alternatives, monitoring or the potential for environmental effects in Wales, Scotland and Northern Ireland, which are all issues that would need to be addressed in a strategic environmental assessment.	Noted. No action needed. As there is general agreement between the statutory consultation bodies in England, Scotland and Wales that the revisions to the national waste planning policy for England are unlikely to have a significant environmental effect, the conclusion in the strategic environmental assessment screening/scoping report remains, that strategic environmental assessment is not required. Therefore these issues do not need to be addressed.
Comments on specific components of the STRATEGIC ENVIRONMENTAL ASSESSMENT screening/scoping report		
Natural England	Whilst it is noted from the strategic environmental assessment screening/scoping report (para. 2.70) that the historical relationship between minerals sites and waste disposal is decreasing, our experience is that infilling with inert materials makes a valuable contribution to making minerals development more sustainable, especially when minerals underlie Best and Most Versatile agricultural land. This should continue to be	Noted. No action needed for the strategic environmental assessment Screening/Scoping Report.

	addressed in planning policy and recognised as an issue in the Planning Policy Statement (and assessed in the strategic environmental assessment), particularly as the National Planning Policy Framework requires high standards of minerals restoration to be achieved, including the long term potential of best and most versatile land to be safeguarded (National Planning Policy Framework paragraphs 143 and 144). We would welcome the opportunity to work with you on the development of the Waste Planning Policy Statement and the issues of soils and minerals after care.	
Countryside Council for Wales	(Para. 1.5) Countryside Council for Wales would suggest that it would be useful for this report to include maps indicating the spatial scope of the plan under scrutiny (i.e. the English national waste planning policy).	This information has been added to the report through text description rather than a map as this approach was considered more appropriate due to the national scale of the plan under scrutiny.
Countryside Council for Wales	(Para. 1.9) Clarification would be welcomed regarding the status and progress of proposed National Policy Statements on waste and waste water infrastructure.	Noted. No action needed. This is already provided in paragraphs 3.34-35 and 3.45 of the strategic environmental assessment screening/scoping report.
Countryside Council for Wales	(Para. 1.5) No consideration has been given to relevant plans, policies and programmes within neighbouring/devolved administrations including overarching and sectoral waste plans in Wales. Clarification would be welcomed as to how this plan and reciprocal strategic waste strategies and plans in Wales apply in the context of cross border movement of waste and waste derived emissions between England and Wales.	Noted. No action needed. English national waste planning policy has been screened and identified as unlikely to have any significant environmental effects within England, therefore, it is unlikely to have any significant environmental effects in Wales. Note that Scottish national consultation bodies confirm this conclusion with respect to Scotland. Proposed changes to the English national waste planning policy still refer to: *"Waste planning authorities should identify sites and areas for waste management facilities in appropriate locations. Planning policies should…plan for the disposal of waste and the recovery of mixed municipal waste in one of the nearest appropriate installations (the proximity principle) but recognise that new facilities will need to serve catchment areas large enough to justify the investment in appropriately scaled facilities". And also that waste planning authorities*

		should "work collaboratively with other planning authorities to take account of : *(i) waste arisings across neighbouring [waste] planning authority areas/ cross-boundary arisings".* Therefore, cross boundary issues will be dealt with at the local level.
Countryside Council for Wales	Additional consideration has not been given to those plans which may, by encouraging or setting the framework for development, engender waste creation, e.g. Regional and Local Development Plans etc. and therefore the need for waste facilities.	Noted. No action needed. Para. 3.2 of this strategic environmental assessment screening/scoping report already describes the national waste planning policy's relationship with relevant plans at the local level by stating "the national waste planning policy provides information on how waste planning authorities must discharge their responsibilities with respect to the Waste Framework Directive, including preparation of local waste plans. It therefore establishes the framework for developing local planning policies relating to waste management and disposal." Also Table A2 states "The revised national waste planning policy (alongside the National Planning Policy Framework) influences the preparation of lower tier waste plans prepared by waste planning authorities. It does not influence the national waste management plan, but is complementary to it."
Countryside Council for Wales	(Para.s 2.1-2.5) Countryside Council for Wales notes with interest the presentation of the strategic environmental assessment baseline in advance of any discussion of a screening determination. Clarification would be welcomed regarding this departure from standard strategic environmental assessment procedure. Countryside Council for Wales goes on to note that there is inconsistency in the presentation of baseline information with respect to whether it is presented on a local level only, using national data, or data for England	Noted. No action needed. Para. 1.15 in this strategic environmental assessment screening/scoping report explains that "Land Use Consultants has also carried out elements of the Scoping stage for the strategic environmental assessment of the revised national waste planning policy at the same time as the strategic environmental assessment Screening exercise in order to help inform whether a full strategic environmental assessment is required." It was considered a useful exercise to go through to identify the relevant baseline and plans and

	and Wales (although Countryside Council for Wales recognises that some data commonly gathered for England and Wales cannot be easily disaggregated). Countryside Council for Wales then makes suggestions where specific elements of the baseline, further detail should be provided, and makes the point that the potential for environmental effects is not necessarily determined by spatial proximity to a waste facility but on causal links and pathways and on the sensitivity of the receiving environment.	programmes as part of the process for determining whether the revisions to the national waste planning policy were likely to have a significant environmental effect. Given that the revisions to the national waste planning policy have been shown to be unlikely to have a significant effect in Tables A1 and A2, it is not considered necessary to augment the baseline information already provided in the strategic environmental assessment screening/scoping report.
Countryside Council for Wales	While this screening report has concluded that the proposed changes (to national waste planning policy) will have a 'significant environmental effect' in the context of the strategic environmental assessment process, it would appear that no reciprocal consideration has been given as to whether the proposed changes are likely to have effects on the integrity of European sites (including Ramsar sites) in the context of the Habitats Directive. Clarification would be welcomed as to whether the proposed amendments to the national waste planning policy will be subject to a 'test of significance' under the Habitats Directive in order to inform this strategic environmental assessment Screening process and to enable Countryside Council for Wales to provide a definitive response to this strategic environmental assessment Screening report.	Noted. However, in considering the likelihood of significant environmental effects arising from the changes to the national waste planning policy under the strategic environmental assessment Regulations, consideration has been given to all of the strategic environmental assessment topics, including biodiversity, flora and fauna. This included general consideration of whether the changes to the national waste planning policy could affect European sites (note that para. 2.10 in the baseline section refers to the potential for waste management facilities to affect internationally designated sites). The national waste planning policy is not included in the definition of a land use plan in the Conservation of Habitats and Species Regulations 2010[48] under Part 6 "Assessment of plans and projects" Regulation 107. However, there is no definition of a plan under Regulation 61 (which gives effect to Article 6(3) of the Habitats Directive and states that where a "plan or project" is likely to have a significant effect on a European site or a European offshore marine site (either alone or in combination with other plans or projects), then an appropriate assessment of the implications for the site in view of that site's conservation objectives will be needed). Section 4.3.2 of the European Commission guidance on the Habitats Directive[49] states that the term "plan" should be broadly interpreted. The guidance states that

		"regional or geographically extensive spatial plans are often not applied directly but form the basis for more detailed plans or serve as a framework for development consents, which then have direct legal effects. Both types of land-use plans should be considered covered by Article 6(3) to the extent that they are likely to have relevant significant effects on a Natura 2000 site". The guidance goes on to state that "sectoral plans can also be considered as within the scope of Article 6(3), again in so far as they are likely to have a significant effect on a Natura 2000 site. Examples might include transport network plans, waste management plans and water management plans". This could be interpreted that the national waste planning policy is covered by Article 6(3). However, the guidance goes on to state that "a distinction needs to be made with 'plans' which are in the nature of policy statements, i.e. policy documents which show the general political will or intention of a ministry or lower authority. An example might be a general plan for sustainable development across a Member State's territory or a region" and that "it does not seem appropriate to treat these as 'plans' for the purpose of Article 6(3), particularly if any initiatives deriving from such policy statements must pass through the intermediary of a landuse or sectoral plan. However, where the link between the content of such an initiative and likely significant effects on a Natura 2000 site is very clear and direct, Article 6(3) should be applied." In our view, the national waste planning policy is a policy statement from the Department of Communities and Local Government. It is not a spatial plan, but sets the policy framework for the preparation of Waste Local Plans by waste planning authorities. It does not propose development, but sets down the criteria by which development for the

		purposes of waste planning should be assessed. Therefore, there are no clear links between the content of the national waste planning policy and likely significant effects on a Natura 2000 site. As such, it should not be considered a 'plan' for the purpose of Article 6(3). As a result, it is not considered necessary to undertake a test of significance (or screening exercise) under the Habitats Regulations for the revisions to the national waste planning policy. This clarification has now been included in Chapter 1 of the strategic environmental assessment screening/scoping report.