



Department
for Environment
Food & Rural Affairs

wood.

Department for Environment, Food & Rural Affairs

Strategic Environmental Assessment

Post Adoption Statement



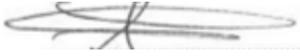
Report for

Department for Environment, Food & Rural Affairs
Seacole Block
2 Marsham Street
London
SW1P 4DF

Main contributors

Pete Davis
Alex Melling
James Martin
Jennie Topham

Issued by



.....
Alex Melling

Approved by

.....
Pete Davis

Wood Group UK Limited

Nicholls House
Homer Close
Leamington Spa
Warwickshire CV34 6TT
United Kingdom
Tel +44 (0)1926 439 000

Doc Ref. 41808

h:\projects\41808 defra sea of waste plan\deliver stage\d
design_technical\reports\pas\41808 wmpe post adoption
statement_final.docx

Copyright and non-disclosure notice

The contents and layout of this report are subject to copyright owned by Wood (© Wood Group UK Limited 2020) save to the extent that copyright has been legally assigned by us to another party or is used by Wood under licence. To the extent that we own the copyright in this report, it may not be copied or used without our prior written agreement for any purpose other than the purpose indicated in this report. The methodology (if any) contained in this report is provided to you in confidence and must not be disclosed or copied to third parties without the prior written agreement of Wood. Disclosure of that information may constitute an actionable breach of confidence or may otherwise prejudice our commercial interests. Any third party who obtains access to this report by any means will, in any event, be subject to the Third Party Disclaimer set out below.

Third party disclaimer

Any disclosure of this report to a third party is subject to this disclaimer. The report was prepared by Wood at the instruction of, and for use by, our client named on the front of the report. It does not in any way constitute advice to any third party who is able to access it by any means. Wood excludes to the fullest extent lawfully permitted all liability whatsoever for any loss or damage howsoever arising from reliance on the contents of this report. We do not however exclude our liability (if any) for personal injury or death resulting from our negligence, for fraud or any other matter in relation to which we cannot legally exclude liability.

Management systems

This document has been produced by Wood Group UK Limited in full compliance with our management systems, which have been certified to ISO 9001, ISO 14001 and ISO 45001 by Lloyd's Register.

Document revisions

| No. | Details | Date |
|-----|-----------|----------|
| 1 | Draft PAS | Dec 2020 |
| 2 | Final PAS | Jan 2021 |
| | | |

Executive summary

The Waste (England and Wales) Regulations 2011 (the Waste Regulations) stipulate that the Government must produce a Waste Management Plan for England (WMPE) and review it every six years.

The 2021 WMPE provides an up to date overview of waste management in England. It supersedes the previous WMPE published in December 2013. The work to prepare the 2021 WMPE has been led by Department for the Environment, Food and Rural Affairs (Defra).

The WMPE is a national plan, produced by a public body, required by legislation and covers waste management. As such, it is within the scope of the Strategic Environmental Assessment (SEA) regulations¹ to ensure that environmental considerations are taken into account.

This document is the Post Adoption Statement required by the SEA process. SEA is an assessment process that supports decision making by identifying, characterising and evaluating the likely significant effects of a plan or programme on the environment and determining how any adverse effects may be mitigated or where any beneficial effects may be enhanced.

The Post Adoption Statement is being published in parallel with the adopted WMPE.

¹ The Environmental Assessment of Plans and Programmes Regulations 2004 (SI2004/1633), available at: <http://www.legislation.gov.uk/uksi/2004/1633/contents/made>

Contents

| | | |
|-----------|--|----------------------|
| 1. | Introduction | 6 |
| 1.1 | Overview | 6 |
| 1.2 | The Waste Management Plan for England Structure and contents | 6 6 |
| 1.3 | Strategic Environmental Assessment | 7 |
| 1.4 | Consultation | 8 |
| 1.5 | Purpose of this report | 8 |
| 2. | How environmental considerations have been integrated into the WMPE | 10 |
| 2.1 | Environmental considerations in the WMPE | 10 |
| 2.2 | Environmental considerations through the SEA Context and baseline Assessment framework The assessment of the WMPE | 10 11 12 12 |
| 3. | How the Environmental Report has been taken into account | 13 |
| 3.1 | Summary of the findings of the Environmental Report | 13 |
| 4. | How opinions expressed on the consultation have been taken into account | 15 |
| 4.1 | Introduction | 15 |
| 4.2 | Public consultation on the WMPE | 15 |
| 4.3 | SEA consultation Technical consultation on the SEA Scoping Report Public consultation on the Environmental Report | 16 16 17 |
| 5. | The reasons for choosing the WMPE as published, in the light of the other reasonable alternatives dealt with | 18 |
| 5.1 | Introduction | 18 |
| 5.2 | Reasons for choosing the WMPE | 18 |
| 5.3 | Reasons for rejecting the reasonable alternative considered | 18 |
| 6. | The measures decided concerning monitoring | 20 |
| 6.1 | Introduction | 20 |

| | | |
|-----------|---|----|
| Table 2.1 | Topics considered in the Environmental Report | 11 |
|-----------|---|----|

| | |
|------------|------------------|
| Appendix A | SEA QA Checklist |
|------------|------------------|

1. Introduction

1.1 Overview

- 1.1.1 The Waste (England and Wales) Regulations 2011 (the Waste Regulations) stipulate that the Government must produce a Waste Management Plan for England (WMPE, or the 'Plan') and review it every six years.
- 1.1.2 The 2021 WMPE provides an up to date overview of waste management in England, focusing on waste arisings and their management. It provides an analysis of the current waste management situation in England and evaluates how it will support implementation of the objectives and provisions of the Waste Regulations. It is a high-level document which is non-site specific. It replaces the previous WMPE that was published in December 2013.
- 1.1.3 The work to prepare the 2021 WMPE has been led by Department for the Environment, Food and Rural Affairs (Defra). It was adopted in January 2021 and the WMPE, as well as its accompanying environmental report, can be found for free at gov.uk.
- 1.1.4 The WMPE is a national plan, produced by a public body, required by legislation and covers waste management. As such, it is within the scope of the Strategic Environmental Assessment (SEA) regulations² which have been met to ensure that environmental considerations have been taken into account.
- 1.1.5 This document is the Post Adoption Statement required by the SEA process. SEA is an assessment process that supports decision making by identifying, characterising and evaluating the likely significant effects of a plan or programme on the environment and determining how any adverse effects may be mitigated or where any beneficial effects may be enhanced.

1.2 The Waste Management Plan for England

Structure and contents

- 1.2.1 The Waste (England and Wales) Regulations 2011³ specify the scope and content of the WMPE. The Plan is a high-level document which is non-site specific, providing an analysis of the current waste management situation in England. The Plan does not introduce new policies or attempt to change the policy landscape of how waste is managed in England.
- 1.2.2 The Plan's core aim is to bring current waste management policies under the umbrella of one national plan. Many of these policies are from the Government's Resources and Waste Strategy published in 2018 which sets out a vision to move to a more circular economy. However, the Plan also draws on other government strategies including those from other departments.
- 1.2.3 National waste planning policy is also an important part of delivering the objectives of the Waste (England and Wales) Regulations 2011 and is referred to throughout the Plan. Current planning policy in the National Planning Policy Framework⁴ and the National Planning Policy for Waste contains planning policies which should be taken into account by local authorities:

² The Environmental Assessment of Plans and Programmes Regulations 2004 (SI2004/1633), available at: <http://www.legislation.gov.uk/ukxi/2004/1633/contents/made>

³ <https://www.legislation.gov.uk/ukxi/2011/988/contents/made>

⁴ www.gov.uk/government/publications/national-planning-policy-framework--2

- in assessing the suitability of areas and sites for waste development within local plans; and
- in determining planning applications.

1.2.4 Within the Plan, the chapter on the waste management situation in England summarises how the waste hierarchy is applied in England. This chapter also explains how waste management is regulated by the Environment Agency to prevent harm to human health and the environment.

1.2.5 The chapter on waste arisings summarises information on the extent, nature, and sources of waste which is necessary to underpin decisions on waste management. Subsequent chapters provide further detail on promoting better quality recycling and, where required, new collections and infrastructure.

1.2.6 Finally, the Plan considers the future development of waste streams in light of current policies.

1.3 Strategic Environmental Assessment

1.3.1 SEA became a statutory requirement for certain plans or programmes once the SEA regulations came into force in July 2004. Throughout the course of the development of a plan or programme, the SEA should seek to identify, describe and evaluate the likely significant effects on the environment of implementing the plan or programme and to propose appropriate measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects. This allows the environmental impacts of Plans proposals to be identified and addressed whilst at the development stage, enabling consideration of possible alternatives in advance of implementation.

1.3.2 Defra has considered the SEA requirements and has determined that they apply on a precautionary basis, providing a systematic process to consider the environmental effects of the draft WMPE (consistent with the approach to the preparation of the 2013 WMPE).

1.3.3 The main stages of SEA are iterative, building on evidence and consultation responses over time to inform the development of the WMPE. They include:

- setting the context and objectives, establishing the baseline and deciding on the scope of the assessment in consultation with the statutory SEA consultation bodies;
- developing and refining alternatives, assessing the likely direct, indirect and cumulative effects of proposed options and identifying mitigating and monitoring measures;
- completing an Environmental Report to present the identified likely significant environmental effects of the draft WMPE, including reasonable alternatives, in a form suitable for public consultation and use by decision-makers;
- consulting on the draft WMPE and the Environmental Report;
- assessing the environmental implications of any significant changes to the draft WMPE made as a result of public consultation on the draft plan;
- providing information in a Post Adoption Statement on how the SEA and consultees' opinions were taken into account in deciding the final form of the WMPE to be published; and
- undertaking suitable monitoring of the associated impacts of the selected options.

1.3.4 The main outputs of the SEA are:

- **the SEA Scoping Report**, which sets out the context and establishes the baseline conditions for the assessment and outlines the approach to the SEA of the draft WMPE including the assessment objectives and guide questions (which were subject to consultation);

- **the Environmental Report**, which contains the findings of the assessment of the likely significant environmental effects of the draft WMPE (and which was issued for public consultation alongside the draft WMPE); and
- **the Post Adoption Statement** (this report), which sets out how environmental factors, the Environmental Report and consultees' opinions have been taken into account in deciding the final form of the WMPE.

1.4 Consultation

- 1.4.1 Consultation with the English SEA environmental bodies (the Environment Agency, Natural England and Historic England) on the scope and likely detail to be included in the subsequent Environmental Report was undertaken between 10th June and 15th July 2019. A schedule of consultation responses to the Scoping Report was presented in Appendix B of the Environmental Report.
- 1.4.2 The Environmental Report and the draft WMPE were subject to public consultation between 20th August 2020 and 15th October 2020. This provided an opportunity for a wide range of consultees to submit comments on the draft WMPE and the Environmental Report. A summary of the relevant processes and consultations is given in Section 4 of this document titled 'How opinions expressed on the consultation have been taken into account'. Further information is provided in the Government's response to the consultation published on gov.uk.

1.5 Purpose of this report

- 1.5.1 SEA regulation 16(4) requires that when a plan or programme is adopted (in this case, the WMPE), the consultation bodies, the public and any other consultees are informed, and the following specific information is made available:
- the plan as adopted;
 - a statement summarising:
 - (i) how environmental considerations have been integrated into the plan or programme;
 - (ii) how the Environmental Report has been taken into account;
 - (iii) how opinions expressed in response to the consultation of the draft WMPE and Environmental Report have been taken into account;
 - (iv) the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and
 - (v) the measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.
- 1.5.2 The purpose of this Post Adoption Statement is to provide the specific information outlined under each of the points listed (i) to (v) above. The statement is structured as follows:
- **Section 2:** sets out how environmental considerations have been integrated into the 2021 WMPE;
 - **Section 3:** describes how the recommendations of the Environmental Report have been taken into account in the 2021 WMPE;

- **Section 4:** summarises how opinions expressed during the consultation on the draft WMPE and Environmental Report have been taken into account;
- **Section 5:** outlines the reasons for choosing the WMPE as adopted in light of the reasonable alternatives considered and assessed;
- **Section 6:** sets out how significant effects will be monitored.

1.5.3

A table demonstrating how this Post Adoption Statement complies with the SEA Regulations' post adoption procedures is included in **Appendix A**.

2. How environmental considerations have been integrated into the WMPE

2.1 Environmental considerations in the WMPE

- 2.1.1 Environmental considerations are integral to the WMPE.
- 2.1.2 By providing a comprehensive waste management policy framework in England, it delivers the objectives of the The Waste (England and Wales) Regulations 2011: to protect the environment and human health by preventing or reducing the generation of waste, the adverse impacts of the generation and management of waste, and by reducing overall impacts of resource use and improving the efficiency of such use⁵. The Plan is inextricably linked to the Resources and Waste Strategy⁶ which sets out a vision and a number of policies to move to a more circular economy, many of which fall under the umbrella of the Plan. This includes how England will minimise the damage caused to the natural environment by reducing and managing waste safely and carefully, and by tackling waste crime.
- 2.1.3 The Plan provides an analysis of the current waste management situation in England and outlines how it will support implementation of the objectives. For example, in 2000/01, 12% of all local authority managed waste was recycled or composted, compared to 42.7% in 2018/19⁷. Meanwhile, the proportion of local authority waste sent to landfill has fallen from 79.0% to 10.8% in the same period.
- 2.1.4 Three proposed major reforms to the waste system in England were included in the Resources and Waste Strategy and are included in the Plan. These are the introduction of a deposit return scheme for drinks containers, extended producer responsibility for packaging, and consistency in household and business recycling collections.
- 2.1.5 In 2019, the UK Government became the first major economy in the world to set a legally binding target to achieve net zero greenhouse gas emissions from across the UK economy by 2050. Emissions from waste management (excluding EfW) have decreased by 69% between 1990 and 2018 and the sector will continue to play an important part of the UK's ambition to achieve net zero⁸. The Plan helps ensure that waste is moved up the waste hierarchy and minimises the types and amounts of waste reaching the lower tiers of recovery and disposal, enabling further reductions in carbon emissions from the waste sector. The Resources and Waste Strategy also includes plans to reduce the amount of waste sent to landfill and the greenhouse gas emissions associated with breakdown of biodegradable waste, and to increase recycling, which typically results in lower carbon emissions in comparison to manufacturing products from virgin materials.

2.2 Environmental considerations through the SEA

- 2.2.1 Environmental considerations have been integrated into the WMPE throughout the key stages of the SEA process and in particular through:
- the review of the context and baseline for the SEA and WMPE;

⁵ This objective includes changes to the text to be made by the Waste (Circular Economy) (Amendment) Regulations 2020.

⁶ www.gov.uk/government/publications/resources-and-waste-strategy-for-england

⁷ <https://www.gov.uk/government/statistical-data-sets/env18-local-authority-collected-waste-annual-results-tables>

⁸ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/862887/2018_Final_greenhouse_gas_emissions_statistical_release.pdf

- the development of the framework used to assess the effects of the draft WMPE; and
- the assessment of the WMPE (and reasonable alternatives to it).

Context and baseline

- 2.2.2 To provide the context for the SEA, the relevant aspects of the state of the environment and its evolution without the WMPE were considered at the outset of the SEA process, along with the environmental characteristics likely to be significantly affected. This information was contained in the SEA Scoping Report that was subject to consultation in June and July 2019
- 2.2.3 Baseline information and relevant plans and programmes were considered for England (including the marine environment), with the geographic scope reflecting the fact that the WMPE is defined in Regulation 7 (3)(a) of the Waste Regulations as including “*the sea adjacent to England out as far as the seaward boundary of the territorial sea*”.
- 2.2.4 Schedule 2 of the SEA Regulations require that the assessment includes information on 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 inter-relationship between the issues referred to*”. These topics formed the basis for the collection and analysis of contextual and baseline information. **Table 2.1** lists the assessment topics and highlights their relationship with the SEA regulation requirements.

Table 2.1 Topics considered in the Environmental Report

| SEA Topic Area | SEA Regulation Topics |
|---|---|
| Biodiversity and Nature Conservation | Biodiversity, Flora and Fauna |
| Population, Economics and Skills | Population |
| Human Health | Population Human Health |
| Land Use, Geology and Soils | Soils |
| Water | Water |
| Air Quality | Air Human Health Biodiversity, Flora and Fauna |
| Climatic Factors (including climate change mitigation and adaptation and energy) | Climatic Factors |
| Flood Risk and Coastal Change | Water Climatic Factors |
| Waste and Resources | Material Assets |
| Traffic and Transport | Biodiversity, Flora and Fauna Population Human Health |

| SEA Topic Area | SEA Regulation Topics |
|--|--|
| Cultural Heritage (including architectural and archaeological heritage) | Cultural Heritage |
| Landscape and Townscape. | Landscape Cultural Heritage Human Health |

- 2.2.5 Consistent with the requirements of Schedule 2 (2), (3) and (4) of the SEA regulations, Appendix D of the Environmental Report set out the collated contextual and baseline information, on a topic-by-topic basis, for each of the 12 SEA topics listed in Table 2.1.
- 2.2.6 From the review of plans and programmes and analysis of current and projected baseline conditions (contained in Appendix C and D of the Environmental Report), a number of key environmental issues were identified. These issues were summarised in Table 3.2 of the Environmental Report.

Assessment framework

- 2.2.7 The framework used to assess the draft WMPE comprised of 15 SEA objectives and associated guide questions. The SEA objectives and guide questions used in the assessment of the draft WMPE reflected the topics contained in Schedule 2(6) of the SEA regulations and were informed by:
- the review of plans and programmes and the associated environmental protection objectives;
 - the baseline information and key environmental issues;
 - a broad understanding of the likely generic effects arising from waste management policies and practices;
 - the findings of the SEA of the 2013 WMPE; and
 - responses received to consultation on the SEA Scoping Report.
- 2.2.8 Broadly, the SEA objectives presented the preferred environmental outcome, which typically involves minimising detrimental effects and enhancing positive effects. Assessing the draft WMPE against the SEA objectives helped to ensure that environmental factors have been fully taken into account in the development of the WMPE.

The assessment of the WMPE

- 2.2.9 The SEA was undertaken alongside, and informed, the development of the draft WMPE. This helped ensure that environmental considerations were taken into account in the development of the draft WMPE. One alternative to the draft WMPE was identified as 'reasonable' and was also assessed, the "direction of travel" alternative. This reasonable alternative sought to consider the potential to move each waste type further up the waste management hierarchy, without reference to specific targets providing greater flexibility.
- 2.2.10 The findings of the SEA are summarised in Section 3 and consideration of the reasonable alternative is summarised in Section 5 of this Post Adoption Statement.

3. How the Environmental Report has been taken into account

3.1 Summary of the findings of the Environmental Report

- 3.1.1 The likely significant environmental effects of implementing the draft WMPE have been identified, described and evaluated in accordance with the requirements of the SEA regulations.
- 3.1.2 Overall, the assessment has found that the draft WMPE would have positive effects across the majority of the SEA objectives that have been used to help characterise the social, economic and environmental effects of the draft WMPE, relative to the current baseline. This broadly reflects the socio-economic and environmental benefits associated with sustainable waste management and moving waste up the waste management hierarchy.
- 3.1.3 Significant positive effects have been identified in respect of biodiversity (SEA Objective 1). This principally reflects the potential for increased waste prevention, reuse and recycling to reduce litter (which can cause harm to both terrestrial and marine ecology) and the extraction and processing of natural resources (which can affect habitats and species). The draft WMPE has also been assessed as having a significant positive effect on land use, geology and soils (SEA Objectives 5 and 6) due to the potential for the plan to support (inter alia) the decrease in disposal of wastes to landfill, through the move of material up the waste management hierarchy (with associated reductions in land excavation and the potential for contamination by leachates) and increased composting, relative to the current baseline.
- 3.1.4 By supporting the movement of waste up the hierarchy, the draft WMPE is expected to help avoid/minimise greenhouse gas emissions associated with the extraction of raw materials and manufacturing of products, although some uncertainty remains. The decrease in disposal of wastes to landfill, through the move of material up the waste hierarchy would also reduce emissions associated with the decomposition of biodegradable waste. Overall, the draft WMPE has therefore been assessed as having a significant positive effect on climatic factors (SEA Objective 10) relative to the current baseline.
- 3.1.5 In-combination with the National Planning Policy for Waste⁹ (NPPW), the Resources and Waste Strategy, waste local plans and the 25 Year Environment Plan¹⁰, as well as equivalent plans being produced by the devolved administrations in Scotland, Wales and Northern Ireland, the Plan is expected to generate a significant positive (in-combination) effect on waste and resources (SEA Objective 12).
- 3.1.6 No overall significant negative effects have been identified during the assessment of the draft WMPE. The construction and operation of new waste management infrastructure as well as the implementation new waste collection services and Deposit Return Scheme (DRS) associated with the commitments and targets presented in the draft WMPE could have a range of negative environmental effects related to, inter alia, land take, vehicle movements, emissions to air and landscape and visual impact and in this context, a minor negative effect has been identified in respect of biodiversity (SEA Objective 1) relative to the current baseline. However, the likelihood of adverse effects occurring, their magnitude and their duration is dependent on the type, scale and location of infrastructure to be developed, the proximity of sensitive receptors and the nature of the associated waste collection services/DRS to be implemented. It should also be noted that

⁹ <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

¹⁰ www.gov.uk/government/publications/25-year-environment-plan

location of new sites would be identified in the relevant waste local plan (which would themselves be consistent with the policies of the National Planning Policy Framework¹¹ (NPPF) and NPPW) and which are subject to SEA and HRA, and would require relevant planning permissions (which could include EIA and HRA) and environmental consents to develop and construct and operate. The operation of waste management facilities is also subject to environmental permitting whilst adverse impacts associated with new waste collection services and DRS (principally emissions to air and disturbance associated increased vehicle movements) may be reduced in the future by the transition towards low emission and electric vehicles.

- 3.1.7 Based on the assessment of the draft WMPE, a range of mitigation measures have been identified. These measures are principally project/service-level mitigation identified which could address the potential adverse environmental effects associated with the construction and operation of waste management facilities and waste collection services, as opposed to revisions to the plan itself.
- 3.1.8 The WMPE includes a section on the SEA process as well as the findings included in the Environmental Report. This includes pointing the reader to this Post Adoption Statement for further information. The information and approach set out in the WMPE was informed by the SEA process but no significant change in approach was identified given the overall SEA conclusion of positive effects across the majority of the SEA objectives as described above. The SEA findings highlighting the potential for the construction and operation of new waste management infrastructure as well as the implementation of new waste collection services and DRS associated with new commitments and targets to have negative effects have been shared with Defra Resources & Waste policy teams and Ministry for Housing Communities and Local Government so that these can be considered during further detailed development of Defra policies and the review of the national planning policy.

¹¹ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

4. How opinions expressed on the consultation have been taken into account

4.1 Introduction

- 4.1.1 Consultation lies at the heart of any meaningful assessment or appraisal process and is based on the key principle that plan and programme making is better where it is transparent, inclusive and uses information that has been subject to public scrutiny. In this context, the Government has sought to ensure that those with an interest in, or who are affected by, the WMPE should have the opportunity to present their views on the draft WMPE and the accompanying Environmental Report.
- 4.1.2 This section provides a summary of the consultation on the draft WMPE and Environmental Report, providing a signpost to how responses have been taken into account.

4.2 Public consultation on the WMPE

- 4.2.1 The consultation was launched on the 20th August and ran for eight weeks, closing on 15th October 2020. A total of 79 responses were received, 63 of which were submitted via the Citizen Space website and 16 via email. Of those that responded via email not all directly answered the consultation questions. Defra have taken on board all responses however this accounts for why questions did not receive a 100% response rate.
- 4.2.2 Of the 79 responses, 28 were from Local Authorities (LAs), 10 from Industry, 12 from Industry or Professional Associations or bodies, 12 from Local Authority Associations or bodies, 7 from individuals and 3 from Environmental Campaign Groups. Seven responses were received from other types of organisations which included: a regional Mayor, a local neighbourhood community group, a regulator, a group of construction site project managers, an environmental consultancy, a waste management company and a regional authority. No campaign responses were received in response to the consultation.
- 4.2.3 The main themes from respondents to the consultation questions¹² were as follows:
- Question 1 - Will the draft Waste Management Plan for England – when combined with the local specific guidance in waste planning policy – meet the requirements of Schedule 1 of the Waste (England and Wales) Regulations 2011?
 - ▶ Calls for the Plan to be more ambitious and reviewed more frequently.
 - ▶ Further clarity required in the Plan on future waste management infrastructure requirements.
 - ▶ Concern that measures in Plan will not be enough to meet recycling targets.
 - ▶ Calls for the Plan to include guidance on the best option to treat food waste.
 - ▶ Calls for the Plan to include a section on emergency responses.
 - ▶ Plan should be linked to the Planning for the Future White Paper.

¹² Consultation question 2 refers to the Environmental Report. Responses are summarised in paragraphs 4.3.5 to 4.3.8 of this PAS.

- ▶ Plan shows conflict with the Planning White Paper's proposal to abolish the duty to co-operate.
- Question 3 - Do you agree or disagree with the following statement: 'There will be no additional burdens for business, consumers or local authorities arising directly from the adoption of the Plan.
 - ▶ Too early to predict burdens of the Plan.
 - ▶ A need to ensure producers meet the full net costs of the policies through EPR.
 - ▶ Introduction of a DRS could impact on LA revenue.
 - ▶ Free collection of garden waste would cause a burden to local authorities.
 - ▶ Concern expressed over costs of food waste collection for local authorities.

4.2.4 Defra considered all the responses to this consultation and have made changes to the WMPE where appropriate, such as including a paragraph in the WMPE on how measures in the Plan contribute to the Government's Net Zero target. Many of the responses to Question 3 commented on the potential for the waste reforms to place a burden on local authorities; in view of the fact that the second round of consultations for the major waste reforms is taking place in 2021, no changes to the Plan were made as a result of these comments. For further details on the consultation and the Government's response to the themes identified above, please see the Government's Summary of Responses and Response document which has been published alongside this Post Adoption Statement.

4.3 SEA consultation

Technical consultation on the SEA Scoping Report

- 4.3.1 A Scoping Report was issued to the SEA consultation bodies in England (the Environment Agency, Natural England and Historic England) for consultation on the scope of the Environmental Report between 10th June and 15th July 2019.
- 4.3.2 Comments on any aspect of the Scoping Report were welcomed, although views were particularly sought in response to the following questions:
- Does the Scoping Report set out sufficient information to establish the context for the assessment, both in terms of the scope of the baseline analysis presented, and the plans and programmes reviewed (Section 2, Appendix B and C)? If not, which areas do you think have been missed from the baseline analysis and/or what additional plans or programmes should be included? Alternatively, are there any topics covered in the baseline that are considered to be unnecessary? Similarly, are there any plans and programmes currently included in the review of plans and programmes that is identified as being unnecessary and could be discarded?
 - Do the SEA objectives and guide questions cover the breadth of issues appropriate for appraising the effects of the draft WMPE? If not, which objectives and/or guide questions should be amended and how? Are there any additional objectives or guide questions that you believe should be included? Alternatively, are there any objectives and guide questions which are unnecessary and could be removed?
 - Do you have any other comments?
- 4.3.3 Three responses were received to the consultation, one each from the SEA consultation bodies. Views expressed concerned:

- the review of plans and programmes, with additional plans and programmes identified for inclusion e.g. the European Strategy for Plastics in a Circular Economy (2018) and the Statutory Instrument relating to the draft Climate Change Act 2008 (2050 Target Amendment) Order 2019;
- the contextual information for the assessment, with additional information identified as including Heritage Counts and the research of the Marine Plastics Research Unit at Plymouth University.
- proposals for amendments to the draft SEA objectives and guide questions e.g. including a reference to natural capital in the guide questions against biodiversity and nature conservation and amending the cultural heritage guide questions to improve clarity and ensure greater alignment with the historic environment requirements of the NPPF.
- commentary on the proposed timeframe for short-, medium- and long-term effects;
- key issues identified; and
- areas where, in the view of the consultee, the SEA process could encourage greater ambition in the WMPE.

Public consultation on the Environmental Report

- 4.3.4 The Environmental Report was published for consultation alongside the draft WMPE between 20th August 2020 and 15th October 2020. Question 2 of the consultation document asked “Do you agree with the conclusions of the Environmental Report?”.
- 4.3.5 A total of 77 responses were received to this question; 63 were provided through the on-line consultation questionnaire and the remaining 14 were provided as an email response. The responses were from individuals, NGOs, local authorities, regulators and the waste industry.
- 4.3.6 A total of 44 responses agreed with the findings of the Environmental Report, 22 did not agree and the remaining 11 did not express a view.
- 4.3.7 For the majority of respondents, the Environmental Report provided a comprehensive study of the potential impacts to the environment which may arise as the result of the implementation of the Plan. Support was expressed for the objectives of the draft Plan to move wastes up the waste management hierarchy and the positive environmental effects that would result. Generally, consultees agreed that the location specific negative effects could be addressed through relevant planning policies, planning permissions, environmental consents and permits. There was widespread comment and support for the need for careful monitoring of the effects to ensure that the environment is not negatively impacted by waste management strategies.
- 4.3.8 The range of issues raised by respondents relate to the scope, objectives and commitments of the Plan rather than its assessment. These included the use of specific waste management technologies, implementation including the implications for rural communities and the need to take into account low carbon commitments.
- 4.3.9 The Government welcomes the support given to the proposals for monitoring and will continue the development of indicators outlined in the Resources and Waste Strategy for tracking performance against the Government’s strategic commitments and ambitions related to resource use, waste production and waste management.

5. The reasons for choosing the WMPE as published, in the light of the other reasonable alternatives dealt with

5.1 Introduction

- 5.1.1 Regulation 12 (2) requires the identification, description and evaluation of “*the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme*”.
- 5.1.2 In accordance with these requirements, and following the consideration of a range of possible alternatives identified through the application of the hierarchy of alternatives contained in Government’s SEA guidance¹³, one alternative to the draft WMPE (as proposed) was identified as reasonable and was taken forward for assessment as part of the SEA, namely the “direction of travel’ alternative’. The ‘Direction of travel’ alternative seeks to consider the potential to move further up the waste management hierarchy for each waste type, thereby encouraging a direction of travel, but in a manner that is less prescriptive and which could present greater flexibility to exceed rates or timeframes.
- 5.1.3 This section of the Post Adoption Statement sets out the reasons for selecting the WMPE as designated and for the rejection of the reasonable alternative considered.

5.2 Reasons for choosing the WMPE

- 5.2.1 The Government’s preferred option for the WMPE is that it should be a compilation of existing and planned policies. This reflects that there is already a comprehensive system of waste management policy and legislation in England.
- 5.2.2 This includes the Government’s ambitious Resources and Waste Strategy published in 2018 which sets out a vision and a number of policies to move to a more circular economy. These include waste prevention policies as well as those which support reuse, repair and remanufacture activities.
- 5.2.3 The public consultation on the Plan has also shown that the majority of the respondents believed the Plan meets the requirements set out in the Waste (England and Wales) Regulations 2011.
- 5.2.4 The assessment in the Environmental Report concluded the Plan has overall positive effects across the majority of the SEA objectives. As well as this, the SEA assessment also found that adoption of the Plan would not create significant negative effects on the environment.
- 5.2.5 Due to the reasons set out above Defra has chosen the WMPE rather than the reasonable alternative.

5.3 Reasons for rejecting the reasonable alternative considered

- 5.3.1 The identified reasonable alternative to the WMPE was the ‘Direction of travel’ alternative which seeks to consider the potential to move further up the waste management hierarchy for each waste

¹³ Office of the Deputy Prime Minister ODPM et al (2005) *A Practical Guide to the Strategic Environmental Assessment Directive*. Available from https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7657/practicalguidesea.pdf.

type, thereby encouraging a direction of travel, but in a manner that is less prescriptive. The Government recognises that this may provide greater positive effects on the environment than the current Plan. However, the assessment of the preferred Plan has already been shown to have overall positive effects across the majority of the SEA objectives.

- 5.3.2 Defra have chosen to reject the reasonable alternative due to the preferred role of the WMPE being to set out existing and planned waste management policies rather than introducing new policies or to focus on waste prevention.
- 5.3.3 The Government's Waste Prevention Programme, also required by the Waste (England and Wales) Regulations 2011, sets out how we aim to drive action further up the waste hierarchy in line with the Resources & Waste Strategy. This complements the WMPE by focusing on action higher up the hierarchy, such as supporting reduction of use of certain products, reuse, repair, and remanufacture. The Waste Prevention Programme is currently being revised in advance of a consultation, following a review published in July 2020. Defra takes the view that the combination of the WMPE and the Waste Prevention Programme for England will provide an overall picture of policy intent and action as to resources and waste management in England to support the waste hierarchy.
- 5.3.4 As highlighted previously responses from the public consultation on WMPE demonstrated that the Plan does meet the requirements of the Waste (England and Wales) Regulations 2011. In revising the Plan, post consultation, Defra reflected on the comments received. For further details on the consultation, please see the Government's response to consultation document.

6. The measures decided concerning monitoring

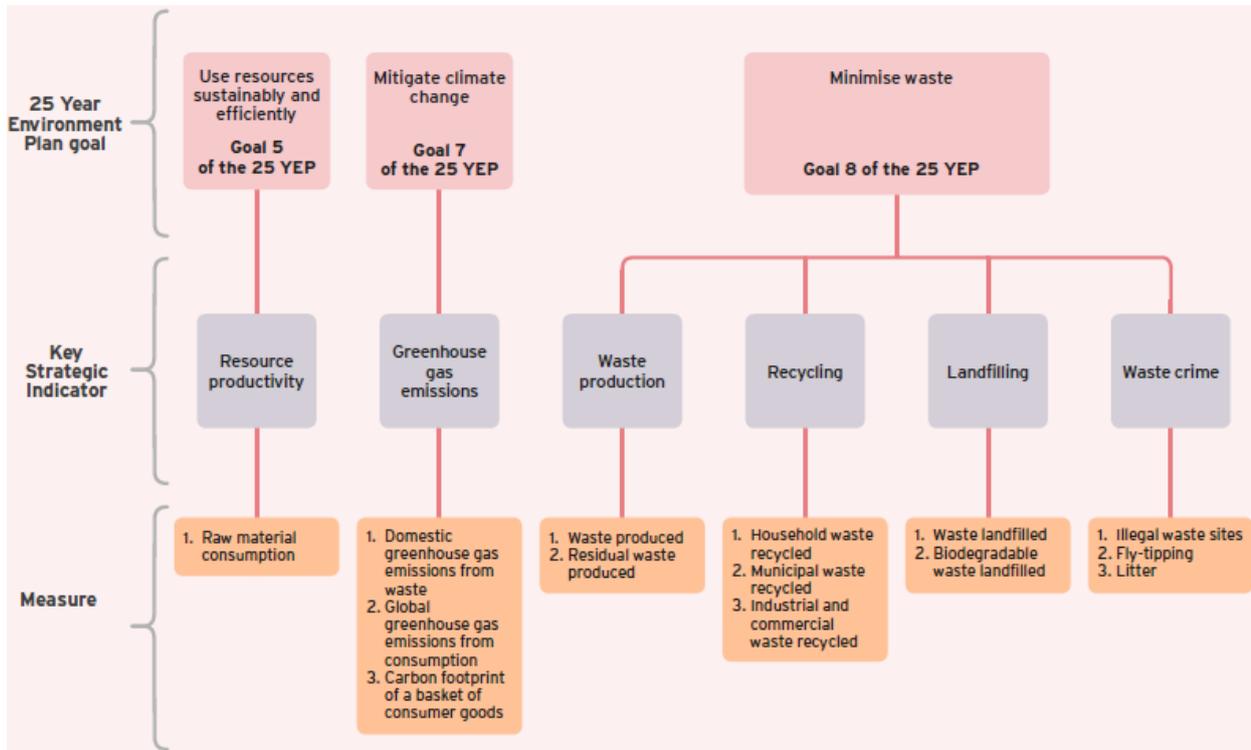
6.1 Introduction

- 6.1.1 The SEA regulations require that the PAS set out the “*measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme*” [in this case the WMPE]. As set out in Government Guidance¹⁴, “*it is not necessary to monitor everything or monitor an effect indefinitely. Instead, monitoring needs to be focused on significant environmental effects*”.
- 6.1.2 Monitoring should therefore be focused on:
- the significant effects identified in the assessment that may give rise to irreversible damage, with a view to identifying trends and where appropriate to implement relevant mitigating measures before such damage is caused; and
 - uncertain effects where monitoring would enable preventative or mitigating measures to be undertaken.
- 6.1.3 Reflecting the findings of the Environmental Report [that the implementation of the draft WMPE is likely to have positive effects across all of the SEA objectives and no significant negative effects], it has been determined that monitoring measures for each SEA objective/topic are unnecessary.
- 6.1.4 SEA regulation 17 (2) states that, where appropriate, existing monitoring arrangements may be used to assess the effects of the WMPE. In this context, the Resource and Waste Strategy includes an Indicator Framework for monitoring progress against Resource and Waste Strategy policies and commitments that consists of a number of measures and which reflect progress against the following six policy priorities: increasing resource productivity; reducing greenhouse gas emissions; reducing waste production; increasing recycling; reducing waste crime and reducing landfilling (see **Figure 6.1**). More information on the reporting mechanism for tracking these indicators is provided in the *Resources and Waste Strategy Evaluation Plan*¹⁵.

¹⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7657/practicalguidesea.pdf

¹⁵ Defra (2020) Resources and Waste Strategy: Evaluation Plan. Available online at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/907161/resources-and-waste-strategy-evaluation-plan.pdf

Figure 6.1 Indicator Framework for Monitoring the Resources and Waste Strategy



6.1.5 In consequence, the strategic indicators and measures will be used as the monitoring framework for the purposes of the SEA. This approach will avoid unnecessary duplication and is consistent with the Government’s policy goals (as contained in the 25 Year Environment Plan).

6.1.6 It is recognised that waste management, including the construction and operation of waste management facilities, can have a range of socio-economic and environmental effects that may be significant at a local level. However, these effects are considered and monitored by waste planning authorities through the waste local plan process, in accordance with Regulation 34 of the Town and Country Planning (Local Planning) (England) Regulations 2012. In consequence, it is not considered to be necessary, or appropriate, for the 2021 WMPE monitoring framework to consider such effects.

Appendix A

SEA QA Checklist

| Quality Assurance Checklist for SEA of the Waste Management Plan for England | |
|--|---|
| Objectives and Context | |
| The plan's purpose and objectives are made clear. | Section 1.3 and Section 2 of the Environmental Report. |
| Environmental issues, including international and EC objectives, are considered in developing objectives and targets. | Key issues have been identified and are presented in Table 3.3 and then throughout Appendix D of the Environmental Report. These have informed the development of the SEA Framework presented in Table 3.4 of the Environmental Report. |
| Scoping | |
| The environmental consultation bodies are consulted in appropriate ways and at appropriate times on the content and scope of the Environmental Report. | The environmental bodies were consulted on the Scoping Report in June 2019. |
| The SEA focuses on significant issues. | Key issues have been identified in the baseline analysis contained in Appendix D and are presented in Table 3.3 of the Environmental Report. |
| Technical, procedural and other difficulties encountered are discussed; assumptions and uncertainties are made explicit. | Discussed in Section 3 of the Environmental Report. |
| Alternatives | |
| Realistic alternatives are considered for key issues, and the reasons for choosing them are documented. | Potential alternatives and the reasons for their selection are identified in Section 2.3 of the Environmental Report. |
| The environmental effects (both adverse and beneficial) of each alternative are identified and compared. | The reasonable alternatives to the draft WMPE have been assessed in Appendix D of the Environmental Report. |
| Inconsistencies between the alternatives and other relevant plans, programmes or policies are identified and explained. | The reasonable alternatives to the draft WMPE have been assessed in Appendix D of the Environmental Report. |
| Reasons are given for selection or elimination of alternatives | Potential alternatives (and the reasons for their selection and elimination) are identified in Section 2 of the Environmental Report |
| Baseline Information | |
| Relevant aspects of the current state of the environment and their likely evolution without the plan are described. | Refer to Appendix D of the Environmental Report. |
| Characteristics of areas likely to be significantly affected are described, including areas wider than the physical boundary of the plan area where it is likely to be affected by the plan where practicable. | Refer to Appendix D of the Environmental Report. |
| Difficulties such as deficiencies in information or methods are explained. | Discussed in Section 3.5 and 4.5 of the Environmental Report |
| Prediction and evaluation of likely significant effects | |
| Effects identified include the types listed in the Directive (biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, | These are set out in Appendix D of the Environmental Report. |

| Quality Assurance Checklist for SEA of the Waste Management Plan for England | |
|--|--|
| material assets, cultural heritage and landscape) as relevant; other likely environmental effects are also covered as appropriate. | |
| Both positive and negative effects are considered, and where practicable, the duration of effects (short, medium or long-term) is addressed. | These are set out in Appendix D of the Environmental Report. |
| Likely secondary, cumulative and synergistic effects are identified where practicable. | The potential for cumulative and synergistic effects is considered in Section 4.2 and Table 4.1 of the Environmental Report. |
| Inter-relationships between effects are considered where practicable. | Inter-relationships between effects are identified in Section 4.3 of the Environmental Report, where appropriate. |
| Where relevant, the prediction and evaluation of effects makes use of accepted standards, regulations, and thresholds. | These are identified in the commentary of the Environmental Report, where appropriate. |
| Methods used to evaluate the effects are described. | These are described in Section 3 of the Environmental Report. |
| Mitigation measures | |
| Measures envisaged to prevent, reduce and offset any significant adverse effects of implementing the plan are indicated. | Mitigation measures are set out in Appendix D and then summarised in Section 4.4 of the Environmental Report. |
| Issues to be taken into account in development consents are identified. | Relevant issues, as appropriate, are set out in Appendix D and then summarised in Section 4 of the Environmental Report. |
| Environmental Report | |
| Is clear and concise in its layout and presentation. | The structure of the Environmental Report was subject to early consultation and review as part of scoping. |
| Uses simple, clear language and avoids or explains technical terms. Uses maps and other illustrations where appropriate. | Maps and tables have been used to present the baseline information in Appendix D of the Environmental Report where appropriate. |
| Explains the methodology used. | Section 3 of the Environmental Report presents the methodology used for assessment. |
| Explains who was consulted and what methods of consultation were used. | This is discussed in Section 1 of the Environmental Report. |
| Identifies sources of information, including expert judgement and matters of opinion. | Information is referenced throughout the Environmental Report. |
| Contains a non-technical summary | A Non-Technical Summary of the Environmental Report has been provided. |
| Consultation | |
| The SEA is consulted on as an integral part of the plan-making process. | Consultation on the Scoping Report took place in June 2019. Appendix B of the Environmental Report contains a schedule of the scoping consultation responses. The Environmental Report was published alongside the draft WMPE for consultation between 20 th August 2020 and 15 th October 2020. |
| The consultation bodies, other consultees and the public are consulted in ways which give them an early and effective opportunity within appropriate time frames to express their opinions on the draft plan and Environmental Report. | Consultation on the Scoping Report took place in June 2019. Appendix B of the Environmental Report contains a schedule of the scoping consultation responses. The Environmental Report was published alongside the draft WMPE for consultation between 20 th August 2020 and 15 th |

| Quality Assurance Checklist for SEA of the Waste Management Plan for England | |
|---|---|
| | October 2020. The responses have been summarised in the Government's response to the consultation. |
| Decision-making and information on the decision | |
| The Environmental Report and the opinions of those consulted are taken into account in finalising and adopting the plan. | This has been included in Section 3 and 4 of this Post Adoption Statement. |
| An explanation is given of how they have been taken into account. | This has been included in Section 3 and 4 of this Post Adoption Statement. |
| Reasons are given for choices in the adopted plan, in the light of other reasonable options considered. | This has been included in Section 5 of this Post Adoption Statement. |
| Monitoring Measures | |
| Measures proposed for monitoring are clear, practicable and linked to the indicators and objectives used in the SEA. | Monitoring measures are presented in Section 6. |
| Monitoring is used, where appropriate, during implementation of the plan or programme to make good deficiencies in baseline information in the SEA. | Monitoring measures are presented in Section 6. |
| Monitoring enables unforeseen adverse effects to be identified at an early stage (these effects may include predictions which prove to be incorrect). | Monitoring measures are presented in Section 6. |
| Proposals are made for action in response to significant adverse effects. | Monitoring measures are presented in Section 6. No significant negative effects have been identified. |

wood.

