



JOINT MUNICIPAL WASTE MANAGEMENT STRATEGY FOR LINCOLNSHIRE

Strategic Environmental Assessment Post Adoption Statement

March 2019

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1. Introduction

- 1.1 The Lincolnshire Waste Partnership (LWP) brings together the public bodies within Lincolnshire responsible for collection and disposal of waste, including:
- Seven Waste Collection Authorities (WCA's) – Boston Borough Council, City of Lincoln Council, East Lindsey District Council, North Kesteven District Council, South Holland District Council, South Kesteven District Council and West Lindsey District Council;
 - One Waste Disposal Authority (WDA) – Lincolnshire County Council; and
 - One Waste Regulatory Authority – The Environment Agency.
- 1.2 The 2018 Joint Municipal Waste Management Strategy (JMWMS) provides a strategic framework through which the partners of the LWP can express their shared vision and strategic objectives for the handling of municipal waste. Furthermore, it meets the requirements of the Waste and Emissions Trading Act 2003 to have such a joint strategy.
- 1.3 The development of the 2018 JMWMS began with the LWP agreeing a strategic vision and objectives, and then progressed through an iterative process of draft versions and feedback to an agreed Consultation Draft which was released for 90 days of public and stakeholder consultation.
- 1.4 The JMWMS was then reviewed in the light of consultation responses, and a Revised Draft was produced. In September 2018 the LWP agreed final amendments to the LWP, and endorsed the Final JMWMS to go forwards for formal adoption by each of the partner Councils. Each of those adoptions followed in late 2018 or early 2019.
- 1.5 Further details of the JMWMS process can be found in Chapter 4 of the JMWMS which can itself be found online at:
<https://www.lincolnshire.gov.uk/recycling-and-waste/waste-strategy-for-lincolnshire/37756.article>
- 1.6 The JMWMS process also included undertaking a Strategic Environmental Assessment (SEA). SEA permits analysis of all draft Strategy provisions against a series of environmental objectives. The aim is to ensure the effects of the Strategy are positive with regard to the County's environmental features. Any significant adverse effects identified must be avoided, remedied or mitigated.
- 1.7 European Directive 2001/42/EC (often known as the SEA Directive) requires the preparation of an environmental report that considers the significant environmental effects of a plan or programme. This Directive is transposed

into UK law by *The Environmental Assessment of Plans and Programmes Regulations 2004: Statutory Instrument 2004 No. 1633* (The SEA Regulations). The Lincolnshire Waste Partnership is the body which prepares and adopts the JMWMS document, so each partner council is classified as 'Responsible Authority' under the SEA Regulations.

1.8 The SEA Regulations (Reg 16) specify that *'as soon as reasonably practicable after the adoption of a plan or programme for which an environmental assessment has been carried out under these Regulations, the responsible authority shall...bring to the attention of the public...a statement containing the following particulars...*

- a) How environmental considerations have been integrated into the plan or programme;*
- b) How the environmental report has been taken into account;*
- c) How opinions expressed in response to—
 - (i) The invitation referred to in regulation 13(2)(d);*
 - (ii) Action taken by the responsible authority in accordance with regulation 13(4), have been taken into account;**
- d) How the results of any consultations entered into under regulation 14(4) have been taken into account;*
- e) The reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and*
- f) The measures that are to be taken to monitor the significant environmental effects of the implementation of the plan or programme.*

1.9 This SEA Post Adoption Statement considers each of these matters in turn.

2. How environmental considerations have been integrated into the JMWMS document

2.1 The JMWMS has, by definition, focussed on environmental considerations throughout. However, this can most clearly be seen through some specific examples.

2.2 **Strategic Vision** (see beginning of JMWMS Chapter 1) – Protecting the environment is at the heart of the LWP's vision:

To seek the best environmental option to provide innovative, customer-friendly waste management solutions that give value for money to Lincolnshire.

2.3 **Strategic Objectives** (see JMWMS Section 1.4) – All 10 objectives are aimed at helping the LWP to protect the environment, for example:

- *To explore new opportunities of promoting waste minimisation and of using all waste as a resource in accordance with the waste hierarchy.*
- *To contribute to the UK recycling targets of 50% by 2020 and 55% by 2025.*
- *To find the most appropriate ways to measure our environmental performance, and set appropriate targets.*
- *To seek to reduce our carbon footprint.*

2.4 **Waste Hierarchy** (see JMWMS Section 2.2.1) – As set out in the EU Waste Framework Directive, the waste hierarchy provides a guide for handling each waste stream in the most environmentally beneficial way.

2.5 **Monitoring the strategy** (see JMWMS Section 8.1) – In order to know how well the LWP are meeting their environmental objectives, it is important to establish and report on appropriate measures. Further details are given in Chapter 7 of this SEA Post Adoption Statement.

2.6 **Action Plan** (see JMWMS Section 7.5 & Appendix D) – The Action Plan sets out how the LWP will implement the JMWMS to achieve the stated objectives. It includes a workstream on:

Choosing performance indicators appropriate to measure environmental performance.

2.7 **Strategic Environmental Assessment (SEA)** – The development of the JMWMS was subjected to a full SEA process to ensure that environmental considerations have been thoroughly taken into account. The SEA process was recorded in the following documents:

- Scoping Report – This set out the proposed list of environmental factors needing to be considered in preparing the JMWMS. The document was subject to consultation from August to October 2017.
- Environmental Report – Drawing on the results of the scoping process, this set out the potential impacts of the JMWMS, and proposals for the monitoring and mitigation of those impacts. Alongside the Consultation Draft of the JMWMS, it was subject to public consultation from April to July 2018.
- This Post Adoption Statement – Describes how environmental factors, particularly those raised through the SEA process, have been taken into account in developing the final JMWMS, and how those factors will be monitored and mitigated against going forwards.

3. How the SEA Environmental Report has been taken into account

- 3.1 The SEA Environmental Report identified (see page 19, Table 7) that seven of the ten strategic objectives proposed in the Consultation Draft of the JMWMS were likely to have largely positive environmental effects. Whilst some of these objectives have been updated in the adopted JMWMS (see Chapter 6), they retain their essential meaning.
- 3.2 The Environmental Report identified that that there could be negative or uncertain environmental effects from three of the proposed strategic objectives, and these concerns have been addressed as follows.

Objective 3

Original Text (Consultation Draft JMWMS)
To consider the introduction of separate food waste collections.
Adopted Text (Final JMWMS)
To consider the introduction of separate food waste collections where technically, environmentally and economically practicable.
Negative/uncertain effects identified in Environmental Report
<ul style="list-style-type: none"> • Additional collection vehicle movements • Impact of new waste processing facilities • Needs to promote recycling • Visual impact of additional bins and collection vehicles
How identified effects have been taken into account
This objective now specifically states that this consideration will take into account whether such collections are environmentally practicable. Also, a year-long trial is being undertaken to allow the assessment to be based on evidence from real collections. The trial includes an extensive communications campaign to promote recycling through the scheme.

Objective 8

Original Text (Consultation Draft JMWMS)
To make an objective assessment of whether further residual waste recovery/disposal capacity is required and, if necessary, seek to secure appropriate capacity.
Adopted Text (Final JMWMS)
To make an objective assessment of what further waste processing/disposal capacity is required and, as necessary, secure appropriate capacity.
Negative/uncertain effects identified in Environmental Report
<ul style="list-style-type: none"> • Additional vehicle movements to get to new facilities • Impact of building and operating new facilities • Focus on residual waste rather than promoting recycling
How identified effects have been taken into account
The environmental impact of new sites will be properly considered in selecting an appropriate location and technology. The objective has been expanded to include facilities to handle waste higher up the waste hierarchy.

Objective 10

Original Text (Consultation Draft JMWMS)
To consider appropriate innovative solutions in the delivery of our waste management services.
Adopted Text (Final JMWMS)
<i>NO CHANGE</i>
Negative/uncertain effects identified in Environmental Report
All uncertain "because of the lack of information on the potential solutions at this stage".
How identified effects have been taken into account
In line with the stated strategic vision, the potential environmental impacts will be given full consideration in the selection and development of any solution, whether innovative or otherwise.

- 3.3 Another new addition to the adopted JMWMS is an initial Action Plan (see Chapter 7 and Appendix D) setting out how the LWP intend to implement the JMWMS. Several of the main workstreams identified reflect the Environmental Report as follows.

Food Waste Trial
This will enable an assessment of the environmental effects of food waste collections to be made on the basis of the results and lessons learned from real collections in Lincolnshire.

Location of additional processing/disposal sites
The environmental impact of new sites will be properly considered in selecting an appropriate location and technology.

Choosing performance indicators appropriate to measure environmental performance
This will enable monitoring of the environmental effects of implementing the JMWMS. As set out in section 7 of this Statement, the suite of measures will include, where appropriate, those suggested in Table 11 of the Environmental Report.

- 3.4 The Environmental Report sets out (particularly in Table 10, copied below) a list of mitigation measures to minimise the likely negative effects of the JMWMS. These will be actioned in implementing the JMWMS and its action plan.

Should the development of additional waste management capacity be required, environmental assessment should be undertaken on an individual project level where appropriate. Depending on the nature and location of the scheme, statutory EIA or other environmental assessments may be required.

<p>Construction should be undertaken in line with a Construction Management Plan which should include measures to manage construction traffic, reduce environmental impacts and make the most of opportunities for enhancement such as landscape and habitat planting. CMPs should also encourage the use of best practice construction methods and equipment.</p>
<p>Where changes in the provision of waste collection services are proposed, in terms of materials collected and frequency, consideration will be given to the duties of each Local Authority in relation to noise and air quality.</p>
<p>Consideration of low or zero emission vehicles, such as hybrid or electric, should be considered.</p>
<p>Schemes which involve information provision should consider whether it is possible to include information such as a) flood alerts or weather events affecting waste infrastructure to increase resilience to climate change, or b) that relating to seasonal variations in waste such as green waste during the summer, or food/packaging waste during holidays.</p>
<p>Collaboration with environmental organisations should be considered, particularly where schemes are close to areas of environmental interest e.g. designated sites, habitat, to ensure opportunities for study and conservation are explored.</p>
<p>Undertake collaboration with local schools, youth groups, businesses and companies as part of any change in waste collection services or information provision with regards to recycling and waste avoidance.</p>
<p>Ensure proposed waste management activities or developments undertake air quality assessments as required.</p>
<p>Ensure waste management proposals include sustainable landscape management plan as part of their design and operation.</p>
<p>Consult with neighbouring administrative areas as to the opportunities for the use and/or management of various waste streams.</p>
<p>Ensure SEA recommendations are linked to future waste management actions/schemes, by making use of the SEA objectives and indicators in the development of action/scheme specific monitoring.</p>

4. How opinions expressed and results of public consultation have been taken into account

- 4.1 This section demonstrates how consultation with the public and statutory consultation bodies has been carried out and how these opinions have been taken into account in the development of the JMWMS.
- 4.2 When preparing the initial SEA Scoping Report and defining the framework for the assessment, the Council undertook a specific consultation involving key stakeholders including the three statutory consultees (Environment Agency, Historic England and Natural England) and LWP partners. That feedback was incorporated into the development of the SEA Environmental Report.
- 4.3 The completed SEA Environmental Report was included with the Consultation Draft JMWMS. Appendix B of the adopted JMWMS sets out in detail the process, results and response to the consultation process undertaken.
- 4.4 The consultation process included:
- Direct distribution to statutory SEA consultees.
 - Making paper copies of the JMWMS available for inspection at the offices of each LWP partner council.
 - A web page with the relevant documents and an online survey for responses.
 - Direct contact with other stakeholders including Parish Councils, waste businesses and neighbouring local authorities.
- 4.5 The use of a questionnaire (available online or in hard copy on request) allowed for statistical analysis of the responses received. The questionnaire included two specific questions relating to the SEA process, and these showed broad agreement with how the JMWMS has taken into account the contents of the Environmental Report.

Does the Environmental Report correctly identify the likely significant effects of the draft Joint Municipal Waste Management Strategy?
--

77% of responses said "yes".

Do you agree or disagree that the draft JMWMS has sufficiently taken account of the information provided in the Environmental Report?
--

81% of responses agreed or strongly agreed with this.

- 4.6 Both of the above questions also gave the opportunity for further comments. Many of those who answered "no" to the first commented that they felt that the Environmental Report was too long and complex to understand. However, it is felt that a shorter report would be unable to cover the required topics in sufficient detail. Other views expressed included:

Overall	
Lack of specific actions in JMWMS makes it difficult to do a full SEA.	The JMWMS now includes an Action Plan and each action will consider environmental impacts.
Need to learn lessons from other authorities.	Neighbours have been, and will continue to be consulted. Best practice will also be considered in developing the ongoing Action Plan.
Need more consideration of climate change and carbon emissions.	Objectives include reducing our carbon footprint.

Collections	
Harmonised collections would increase recycling.	This is included as an objective and in the Action Plan.
Review bin provision but don't give people too many.	A review of collections is included in the Action Plan.
HWRCs services could be improved.	A review of HWRC services is included in the Action Plan.

Disposal	
<ul style="list-style-type: none"> • Ensure facilities are located correctly. • Consider localised facilities. 	There is an Action Plan workstream to consider the "location of additional processing/disposal sites".

Financial	
Need to strike an appropriate balance between environmental considerations and "value for money".	JMWMS now commits to seeking "the best environmental option which can be afforded".
Lack of clarity on possible additional charges for services.	Decisions have yet to be made but the JMWMS vision commits to providing "value for money".

- 4.7 Many of those who disagreed or strongly disagreed "that the draft JMWMS (had) sufficiently taken account of the information provided in the Environmental Report made similar comments to the above. Other views expressed included:

Promote waste minimisation.	Now specifically added to objective 4.
Shared budget responsibility between LWP partner councils.	JMWMS now refers to "value for money for Lincolnshire residents".
The need to consider the whole process, including residents driving to waste facilities.	In including an HWRC service review alongside the review of kerbside collections, the aim is to consider everything as a whole.

- 4.8 Further details on the consultation responses received and how they were taken into account in preparing the final JMWMS can be found in Appendix B of the adopted JMWMS.

5. Is the JMWMS "likely to have significant effects on the environment of another Member State"?

- 5.1 It is likely that the LWP's JMWMS will have effects beyond the borders of Lincolnshire and, in view of that, all neighbouring councils were contacted during the public consultation period.
- 5.2 It seems unlikely, however, that there will be significant effects outside of the UK. In the light of that, it has been deemed unnecessary to seek feedback from other EU Member States.

6. The reasons for choosing the JMWMS as adopted, in the light of the other reasonable alternatives considered

6.1 The SEA Directive requires the likely significant effects on the environment of implementing a plan or programme to be identified, described and evaluated. The Directive also stipulates that there should be a similar evaluation of all reasonable alternatives. In developing the JMWMS document a number of alternative options have been considered at various stages of the process.

6.2 Retaining the existing (2008) JMWMS

The Waste and Emissions Trading Act 2003, which states the requirement for the LWP's partner councils to have a joint strategy, also states that they must "keep under review" that strategy. It does not, however, set a fixed time period for such a review. However, the LWP decided that a review was necessary because:

- Local circumstances have changed – A major focus of the 2008 JMWMS was to address that the LWP was sending around half of its waste (some 170,000 tonnes per annum) to landfill. Through the delivery of a new Energy from Waste facility, that figure is now around 13,000 tonnes, so a key driver has changed.
- Wider circumstances have changed – We identified the need to react to, amongst other things, the EU's Circular Economy package and the move towards the UK's exit from the EU.

6.3 Undertaking a "light touch" review of the existing JMWMS

This was considered, particularly given that some of the existing strategic objectives are still very relevant. However, in the light of the above reasons for change, it was decided to start from scratch with a new list of objectives. The process of developing these is shown in detail in Appendix A of the adopted JMWMS. Again, this was discounted because there has been such a significant change in circumstances and strategic drivers in the intervening years.

6.4 Retaining the strategic objectives as originally agreed (July 2017)

The public consultation showed strong support for the list of objectives set out in the Consultation Draft JMWMS. Whilst the essential meaning of those objectives has been retained it was decided, in the light of consultation responses (particularly from LWP partner councils), to update some of them. Full details of the changes, and the reasons for them, are set out in section 6.1 of the adopted JMWMS, but they include:

- Objective 2 – Strengthening the commitment to move towards a common set of recycling materials.
- Objective 4 – Adding reference to promoting waste minimisation.
- Objective 8 – Extending the assessment of capacity from residual waste to all waste streams to help promote the waste hierarchy.

6.5 Not adding/developing an Action Plan until after adoption of JMWMS

At the time of release of the Consultation Draft JMWMS the Action Plan to accompany the JMWMS had yet to be developed. In line with consultation responses, including from LWP partner councils, an initial Action Plan was produced and included (as Appendix D) in the final version to go forwards for adoption. Details of how that initial Action Plan was developed can be found in section 7.5 of the adopted JMWMS.

6.6 Consideration of other changes

Appendix B of the adopted JMWMS summarises responses received to the public consultation and the changes made in response to the feedback received. Where no change was deemed necessary, this is explained in the text.

7. The measures that are to be taken to monitor the significant environmental effects of the implementation of the JMWMS

7.1 The implementation of the JMWMS will be monitored on a regular basis and reported both to the LWP and through each partner council's own reporting procedures.

7.2 In the context of the JMWMS, monitoring will provide a basis for:

- Identifying unforeseen adverse effects and any remedial action that may be necessary;
- Assessing whether the Strategy is achieving the SEA Objectives; and
- Assessing whether the mitigation measures are performing effectively.

7.3 The suite of measures to be reported will be selected from a number of sources including:

- Measures proposed in the SEA Environmental Report
- Resources and Waste Strategy for England – Chapter 8 highlights the need to measure performance, and suggests ways to do so
- Former statutory indicators – e.g. NI192
- Measures specifically identified in the JMWMS – e.g. "carbon footprint"

7.4 The process to select an appropriate suite of measures has already begun but has not been completed at the time of the publishing of this Statement. However, it is proposed to monitor and report on measures under the following headings:

- Waste Hierarchy
- Contamination (of recyclables)
- Carbon (footprint)
- Value For Money – Making best use of the available budget enables improved environmental performance
- Customer Friendly – Enabling the public to help us to improve environmental performance