

Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) of the Greater Manchester Joint Waste Draft Publication DPD

Main Report
June 2010



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1 Introduction

1.1 Joint Waste Development Plan Document

- 1.1.1 The Planning and Compulsory Purchase Act 2004 requires local authorities to prepare a Local Development Framework (LDF). The LDF is made up of a portfolio of local Development Plan Documents (DPD), which must include policies to deal with waste.
- 1.1.2 In July 2005, agreement was reached across the ten Association of Greater Manchester Authorities (AGMA) districts of Greater Manchester; Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan to prepare a joint Development Plan Document for waste, to be known as the Greater Manchester Joint Waste Development Plan Document (JWDPD). From hereon the document will be referred to as the Greater Manchester Joint Waste Development Plan Document (JWDPD).
- 1.1.3 Work on the JWDPD is being co-ordinated and managed by the Greater Manchester Geological Unit (GMGU) on behalf of each District. In addition, a Joint Committee has been established to act as an Executive, with responsibility for all documents except those prepared for publication and adoption, which must be agreed by each District's Full Council.
- 1.1.4 The purpose of the JWDPD is to set out a planning strategy to 2027 for sustainable waste management across Greater Manchester, which enables the adequate provision of waste management facilities (including disposal) in appropriate locations for municipal, commercial and industrial, construction and demolition and hazardous wastes. The JWDPD will form part of the ten local authorities' individual LDFs and help deliver the relevant elements of the Community Strategy for each District. The JWDPD will put in place a planning policy framework, which will enable the ten Greater Manchester Authorities to take decisions on the locations of new waste management facilities. Criteria-based policies within the JWDPD will provide a consistent approach for dealing with waste planning applications across the ten authorities.
- 1.1.5 The Draft Publication Waste Plan document contains several key components, including:
- **A Strategic Aim and Strategic Objectives:** The strategic aim provides an overall focus and direction for the JWDPD. This is supported by a set of strategic objectives which seek to deliver the overall aim.
 - **Future Waste Management Requirements:** A series of policies to guide future waste management, together with supporting data on waste arisings, current treatment and disposal capacity are set out within the JWDPD.
 - **Site/Area Allocations:** This section sets out the policies which identify sites and/or areas to ensure the delivery of the identified capacity requirements (capacity gap or deficit) for the plan period.

- **Development Management Policies:** This section sets out the policies that will be used to assess planning applications for waste management proposals.
- **Monitoring and Implementation:** This section sets out a framework for monitoring the effectiveness of the JWDPD's policies and their implementation.

1.2 Strategic Environmental Assessment / Sustainability Appraisal

- 1.2.1 Independent consultants Scott Wilson were commissioned to undertake the integrated Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) (known herein as 'SA') of the JWDPD. Scott Wilson prepared the SA of the Stage 1 Issues and Options, the SA of the Stage 2 Issues and Options and the SA for the Preferred Options. This document forms the SA for the Draft Publication DPD). It builds on the previous appraisals and reflects changes arising from public consultation and the development of new policy options.
- 1.2.2 SEA involves the systematic identification and evaluation of the environmental impacts of a strategic action (e.g. a plan or programme). In 2001, the EU legislated for SEA with the adoption of *Directive 2001/42/EC 'on the assessment of the effects of certain plans and programmes on the environment'* (the 'SEA Directive'). The Directive entered into force in the UK on 21 July 2004 and applies to a range of English plans and programmes, including Waste DPDs.
- 1.2.3 SA broadens the concept of SEA to also address economic and social impacts. Under the Planning and Compulsory Purchase Act 2004 (PCPA), Waste Planning Authorities must undertake SA for each of their Waste DPDs.

1.3 The SA Process

- 1.3.1 In November 2005 the Government published guidance on undertaking SA of LDDs which incorporates the requirements of the SEA Directive¹ ('the Guidance'). This guidance advocates a five-stage approach to undertaking SA – see Figure 1.1.
- 1.3.2 Stage A involves establishing the framework for undertaking the SA – essentially a set of sustainable development objectives against which each Local Development Document (LDD) can be assessed – together with the evidence base that will help to inform the appraisal. The framework and evidence base are documented in a **Scoping Report**. The Scoping Report was subject to public consultation and is available to view on the JWDPD website².
- 1.3.3 Stage B in the SA process involves the main body of appraisal work. With respect to the JWDPD, at stage B the work involved assessing the draft **objectives** (i.e. the plan's

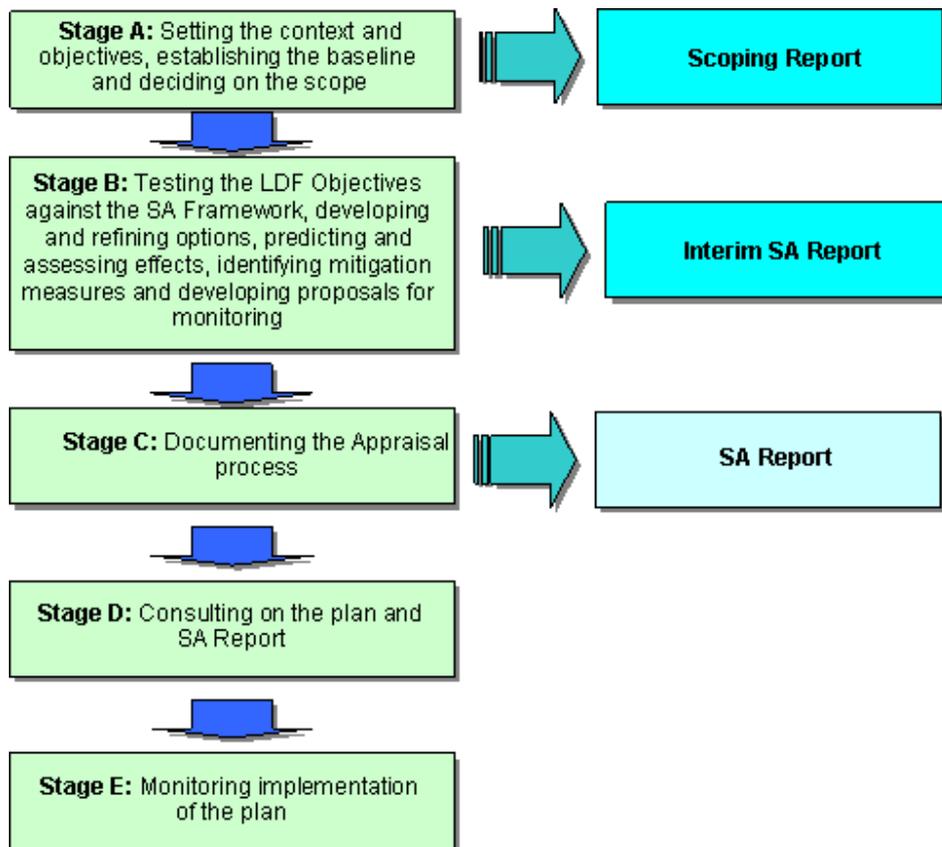
¹ ODPM (2005). *Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents*.

² See: <http://www.gmwastedpd.co.uk/scoprep.html>

aspirations) and the various **options** generated by the Joint Committee, the choice of which provided the foundations for the JWDPD.

- 1.3.4 The preparation of the Issues and Options and the public consultation on these, was undertaken in two stages. Strategic issues were identified in the Stage One Issues and Options Report (2007) and assessed in the accompanying (Interim) SA to that report. The Stage One SA Report documented the appraisal of the objectives and options proposed by the Joint Committee in the Stage One Issues and Options Report and summarised their potential economic, social and environmental implications.
- 1.3.5 More detailed development management and site-specific issues were addressed in the Stage Two Issues and Options report (2008). The Stage Two Issues and Options: Built Facilities SA Report documented the appraisal of the development management policy options, the needs assessment and the site / area options for waste management facilities. A Stage Two Issues and Options SA Report on Residual Waste was also produced in 2009 as an addendum to the Stage Two Issues and Options: Built Facilities SA report.

Figure 1.1: Five-stage approach to SA



- 1.3.6 The Preferred Options SA Review (2009) – although not a formal requirement – was prepared to provide a summary assessment of the sustainability merits of the Preferred Option and make recommendations for improvement. The Issues and Options and Preferred Options SA Reports are available at:
<http://www.gmwastedpd.co.uk/coredocs.html>.

1.4 This Report

- 1.4.1 This report documents the appraisal of the Draft Publication JWDPD and summarises the potential economic, social and environmental implications. This report has been prepared to demonstrate that sustainability considerations have been incorporated into the development of the JWDPD, and to provide information for stakeholders as well as an audit trail of the appraisal process.
- 1.4.2 Stage C of the SA process is the appraisal of the JWDPD. Task D involves consulting on the Plan and SA report, this stage involved public participation of the Preferred Options. This report represents Task D2(i); appraising significant changes to the JWDPD following the public consultation on Preferred Options, and any new policy options which may have emerged since the Preferred Options DPD was prepared – to support a revised JWDPD for publication and consultation. The Publication Stage is a formal opportunity for anyone to make representations on any aspects of the soundness of the document. GMGU will consider the comments received in response to the Publication JWDPD and may make changes to the document if considered necessary. The JWDPD will then be formally submitted to the Government. An Independent Inspector will be appointed by the Government to consider the soundness of the JWDPD and an examination will be held.
- 1.4.3 Appendix 2 sets out a procedural ‘quality assurance’ checklist for evaluating SA reports, based on questions and criteria derived from the SEA Directive, the regulations implementing the SEA Directive in England and the government’s guidance on undertaking SA for local development documents.

2 Sustainability Objectives, Baseline, Context

2.1 Review of Relevant Plans and Programmes

2.1.1 In accordance with the SEA Directive requirements, a review of relevant plans and programmes that may influence the JWDPD and vice versa was undertaken at the Scoping stage. The detailed review is contained in the SA Scoping Report³. A number of key messages were identified following the review. These messages were intended to provide guidance during the preparation of the JWDPD and to aid the SA process. The key messages are set out in Table 2.1 below. This list is not necessarily exhaustive and no priority should be inferred from the ordering. Since preparing this summary, the Government has announced its intention to revoke RSS.

Table 2.1: Summary of Key Messages from relevant plans and programmes

Source	Key messages – the JWDPD should seek to:
EU Waste Framework Directive; EU Landfill Directive; Waste Strategy 2000; PPS 10	1. Provide facilities for the treatment of waste
EU Landscape Convention; Defra Review of Environmental Health Effects of Waste Management; PPS 7; Bolton Landscape Character Appraisal;	2. Seek to protect and enhance all characteristics of the landscape, improve local environmental quality and protect the environment
PPG 2: Green Belts; PPS 10; Regional Economic Strategy; GM Derelict Land Strategy; Bolton Landscape Character Appraisal; Various GM Community Strategies	3. Prioritise the development of brownfield sites where appropriate and respect the permanence of the green belt where possible
District Community Strategies; Bolton Landscape Character Appraisal; Action for Nature in Trafford	4. Secure minimal harmful environmental impact and mitigate any harmful impacts of developments, especially in sensitive areas. This should include use of native plants/trees for screening and traditional designs where appropriate.
District Community Strategies	5. Enable and encourage involvement of key stakeholders, communities and also hard to reach groups, throughout the decision making process

³ <http://www.gmwastedpd.co.uk/scoprep.html>

<p>EU Directive 79/409/EEC; EU Directive 92/43/EEC; PPS 9; ODPM Circular 06/2006; PPS 10; RSS for Northwest; GM BAP; Bolton BAP; Manchester Biodiversity Strategy</p>	<p>6. Protect and enhance biodiversity</p>
<p>PPS 15; PPS 16; Ancient Monuments and archaeological Areas Act; Bolton Heritage Strategy; Bury Heritage Strategy; Rochdale Cultural Strategy; Stockport Conservation Strategy; Wigan's Heritage Strategy</p>	<p>7. Recognise the importance of protecting and enhancing the heritage environment, including archaeologically important locations, buildings/monuments and their settings, historic parks, gardens and cemeteries, from the impacts of waste management facilities. Ensure developers identify impacts of proposals upon the historic environment.</p>
<p>World Summit on Sustainable Development; Climate Change Action Plan for England's Northwest; GM Air Quality Action Plan</p>	<p>8. Recognise the need for cleaner more sustainable energy sources and encourage their use within new developments</p>
<p>The Planning Response to Climate Change; PPG 25</p>	<p>9. Recognise the impacts of flooding upon developments and also the impacts of new developments upon the flood plain</p>
<p>EU Air Quality Directive; EU Water Framework Directive; PPS 10; PPS 23</p>	<p>10. Limit the impacts of waste management facilities on sensitive receptors such as water/air etc and protect and conserve water and air quality and promote sustainable drainage</p>
<p>PPS 10; Waste Framework Directive; EU Landfill Directive</p>	<p>11. Recognise the need for sustainable waste management practices by promoting the waste hierarchy and aim to reduce waste production</p>
<p>Regional Economic Strategy; PPS 10; RSS for Northwest</p>	<p>12. Support the development of new waste sector businesses and new skills for employees associated with waste management facilities by encouraging strategically based sites and promoting investment and infrastructure development</p>
<p>PPS 9: Manchester Biodiversity Strategy</p>	<p>13. Encourage developers to identify ecological impacts of proposals</p>
<p>PPG 13: Northwest Transport Strategy; Northwest Regional Freight Strategy; GM Air Quality Action Plan; GM Local Transport Plan</p>	<p>14. Increase use of sustainable transport methods by encouraging developers to incorporate sustainable transport plans into proposals</p>

PPG 13: Northwest Transport Strategy; Northwest Regional Freight Strategy; GM Air Quality Action Plan; GM Local Transport Plan	15. Encourage the use of sustainable transport modes and reduce the need to travel
PPG 13; North West Transport Strategy; District Community Strategies	16. Promote the importance of highway safety
Defra Review of the Environmental Health Effects of Waste Management; PPS 10	17. Safeguard the health of the community
RSS for the North West: District Community Strategies	18. Protect and improve quality of life
Regional Economic Strategy; District Cultural Strategies; District Community Strategies	19. Recognise the importance of cultural activities and the impacts caused by environmental damage
PPS 1; RSS for the North West	20. Ensure appropriate design of waste management facilities
Gateway to the Future: Regeneration Strategy for Stockport	21. Recognise the requirement for appropriate lighting of waste management developments
PPS1	22. Where possible, promote 'win-win-win solutions' that advance economic, social and environmental concerns.
Energy White Paper; The Planning Response to Climate Change; A Climate Change Action Plan for England's Northwest	23. Limit the potential impact of waste management developments on climate change and provide mitigation and adaptation methods for climate change
North West Regional Waste Strategy 2004	24. Maximise the opportunities for North West businesses arising from sustainable waste management, including the not-for-profit sector

2.2 Baseline Data

- 2.2.1 The collection of baseline information is a key component of the SA process and a legal requirement under the SEA Directive. Baseline information helps to provide a basis for predicting and monitoring effects and helps to identify sustainability problems.
- 2.2.2 Given the joint working nature of the development of the JWDPD document, baseline data has been obtained from a number of different sources. In particular data used to provide the information base for Local Development Frameworks, Annual Monitoring

Reports and Scoping Reports has been used (where available). This information is held by the various local authorities within the Greater Manchester area. The SEA of the GMWDA Waste Strategy and the RSS Scoping Report for the North West also informed the evidence base.

2.2.3 Baseline information is presented in the Scoping Report⁴ in the form of a range of social, economic and environmental indicators and a series of GIS Maps displaying the following:

- Urban areas in Greater Manchester;
- Water features in Greater Manchester;
- International designated sites in Greater Manchester;
- National and local designated sites in Greater Manchester;
- Aerodromes and Airport Safeguarding Zones;
- Extent of the Green Belt in Greater Manchester.

2.3 Key Sustainability Issues

2.3.1 Stage A of the SA process involves identifying the sustainability issues and problems facing the area in question. The extent of the area covered by the JWDPD includes all of the ten districts within the Greater Manchester area; Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan. The Scoping Report set out a broad analysis of the sustainability issues at this spatial scale. The Scoping Report also details specific issues related to waste by type – see Table 2.2.

Table 2.2: Sustainability problems facing the emerging JWDPD

Sustainability problem	Supporting evidence
Population – An increasing population will mean there may be more waste	<ul style="list-style-type: none"> • Greater Manchester’s population was estimated at 2,530,900 in 2003 an increase of 2% from the 2001 census. It is predicted that the population will continue to increase • Greater Manchester has the largest overall population of any area in the North West and produces the largest amount of waste.
Health levels	<ul style="list-style-type: none"> • Of the 50 most deprived local authority areas in England in 2004, 6 were located in Greater Manchester
Protection of Heritage Features	<ul style="list-style-type: none"> • There is a rich archaeological heritage found within Greater Manchester. In particular there are a number of Registered Historic Parks and Gardens which contribute a richness and variety to the landscape.

⁴ Scoping Report for Sustainability Appraisal and Strategic Environmental Assessment of the Greater Manchester Joint Waste DPD (see: <http://www.gmwastedpd.co.uk/docs/scopingreport.pdf>)

Overall air quality in Greater Manchester is poor	<ul style="list-style-type: none"> • Air quality management areas (AQMA) have been declared in Bolton, Bury, Manchester, Oldham, Stockport, Tameside and Trafford for nitrogen dioxide and particulate matter 10, and in Rochdale, Salford and Wigan for nitrogen dioxide.
Groundwater	<ul style="list-style-type: none"> • The presence of major and minor aquifers across Greater Manchester may affect the siting of some waste management facilities (WMF).
Flood Risk Areas	<ul style="list-style-type: none"> • Siting of waste management facilities upon flood plains may increase the risk of flooding, and pollution.
Impact on designated sites of biodiversity interest	<ul style="list-style-type: none"> • Greater Manchester contains a number of sites of biodiversity value, from local to national and European importance, including three special areas of conservation (SAC), one special protection area (SAC), 21 sites of special scientific interest (SSSI) and 25 Local Nature Reserves. • Designated sites for nature conservation will be a factor in the location of waste facilities.
Waste arisings	<ul style="list-style-type: none"> • New developments in Greater Manchester may result in an increase in waste produced.
Municipal waste disposal	<ul style="list-style-type: none"> • In 2005/06, of the 1.383 million tonnes produced in the GMWDA area, 975,786 million tonnes were sent to landfill whilst 260,425 tonnes were recycled/composted, representing 18.8% of the total.
Requirement to manage several waste streams	<ul style="list-style-type: none"> • There is likely to be a requirement for waste management sites to manage commercial and industrial waste during the plan period. • There is a gap in the baseline data in relation to the amount of construction and demolition waste produced at the Greater Manchester sub-regional level. • The amount of hazardous construction, demolition and asbestos waste produced in Greater Manchester more than doubled between 2001 and 2003 from 32,000 tonnes to 81,000 tonnes. • The provision of waste sites that are equipped to deal with hazardous waste in the North West as a whole is poor. • Actual levels of radioactive waste production are unknown at sub regional level, but this waste will be produced in hospitals in Greater Manchester and will require disposal.

2.4 SA Appraisal Framework

- 2.4.1 SA is fundamentally based on an **objectives-led approach**, whereby the potential impacts of a plan are gauged in relation to a series of objectives for sustainable development. In other words, the objectives provide a methodological yardstick against which to assess the effects of the plan.
- 2.4.2 As part of Stage A of the SA process, a series of 19 sustainable development objectives were established for appraising the JWDPD in the SA Scoping Report – see Table 2.3. The Scoping Report was published for consultation with the relevant statutory stakeholders and other interested organisations and individuals during September 2006. The findings of this consultation exercise were used to finalise the Sustainability Appraisal objectives (from hereon in the document referred to as SA Objectives) and framework process that would be used throughout the iterative process to assess emerging options and inform the final SA Report.
- 2.4.3 The SA Objectives form the foundation of the SA Framework. The SA Framework sets out the assessment criteria for the appraisal of the Draft Publication JWDPD and includes the SA Objectives and supporting indicators. The complete SA Framework is provided in Appendix 1.
- 2.4.4 The SA Objectives are as follows:

Table 2.3: SA Objectives

SA Framework
1. To exploit the growth potential of business sectors
2. To encourage sustainable economic growth and assist in reducing the disparities of sub-regional economic performance
3. To develop and market the region's image
4. To develop and maintain a healthy labour market
5. To reduce the need to travel, improve choice and use of sustainable transport modes
6. To improve physical health and mental health and reduce health inequalities
7. To improve access to good quality affordable and resource efficient housing
8. To enable groups and communities to contribute to decision making, and to reduce social exclusion
9. To improve access to and use of basic goods, services and amenities for all groups
10. To protect, enhance, manage and restore where appropriate, the rich diversity of cultural, built environment and archaeological assets and their settings
11. To protect, enhance, manage and restore where appropriate biodiversity, landscape character and accessibility, protected species, habitats and sites of geological importance
12. To protect and improve local environmental quality and reduce crime

13. To protect and improve the quality of controlled waters
14. To protect and improve air quality
15. To restore and protect land and soil and to manage contaminated land
16. To mitigate and adapt to climate change, minimise the risk of flooding and increase use of SUDS
17. To ensure the prudent use of natural resources and the sustainable management of existing resources
18. To minimise the requirement for energy use, promote efficient use and increase the use of energy from renewable resources
19. To manage waste sustainability; minimise waste, its production, and increase re-use, recycling and recovery rates

3 Appraisal Methodology

3.1 Introduction

- 3.1.1 In accordance with the SEA Directive requirements highlighted below, this section outlines the methodology followed in appraising the JWDPD.
- 3.1.2 There were two components of the appraisal; Task B1, which required testing the JWDPD Objectives against the Sustainability Framework, and Task B3-B5, which focused on predicting, evaluating and mitigating the potential effects of the JWDPD. The preparation of the sustainability appraisal following these stages formed Task C. The consultation on the Preferred Options and the development of the SA for Draft Publication represented Task D1 (public participation on the preferred options) and Task D2(i) (appraising significant changes).
- 3.1.3 For details on the five-stage approach to SEA and how these appraisals fit into this approach please see Section 1.3 and Figure 1.1.

Task B1: Testing the DPD Objectives against the Sustainability Appraisal Framework

- 3.1.4 Task B1 comprised the testing of the JWDPD Strategic Objectives against the Sustainability Appraisal Framework. A Compatibility Appraisal was undertaken on the Strategic Objectives and the SA Objectives.
- 3.1.5 For the Compatibility Appraisal a more simplified set of scoring symbols was adopted than that later used for the Appraisal of the Preferred Policies (see Table 4.1). This was because the purpose of the appraisal was to determine the compatibility of the Strategic Objectives with the SA Objectives, rather than an attempt to determine their effect. The Compatibility Appraisal can be found in Chapter 4.

Task B3-B5: Predicting, Evaluating and Mitigating the Potential Effects of the DPD

- 3.1.6 Task B3-B5 comprised the prediction, evaluation and mitigation of the potential effects of the JWDPD. The Draft Publication JWDPD policies were appraised against the SA Objectives. The appraisal was referenced against the information gathered in the Scoping Report, the previous Stage 1 and Stage 2 Issues and Options and the Preferred Options SA Review and other available background information.
- 3.1.7 Impacts on the SA Objectives were defined as beneficial, neutral, negligible or adverse (see Table 3.1).
- 3.1.8 Chapter 5 describes in detail the appraisal of the Draft Publication JWDPD policies. The appraisal matrices for the Draft Publication policies can be found in Appendix 2 of this report.

Table 3.1: Appraisal Scoring Symbols for the Draft Publication Options

Symbol	Likely Effect on the SA Objectives
+	Policy will result in a beneficial impact on the SA Objectives
+?	The impact on the SA Objectives is dependant on implementation, but if there were to be an impact it would most likely to be beneficial
0	Neutral or negligible effect
?	The relationship between the Option and the SA Objectives is unknown, or there is not enough information to make an assessment
X?	The impact on the SA Objectives is dependant on implementation, but if there were to be an impact it would most likely be adverse
x	Option will result in a adverse impact on the SA Objectives

3.1.9 In assessing the temporal aspect of the potential significant effects of the JWDPD the following approximate timescales have been used:

- Short term: the period from the effective start date of the JWDPD where all activities would be approved in line with the JWDPD's policies to several years thereafter (e.g. 1-3 years). This stage is generally considered to correspond with the period of construction of some sites relevant to the Publication policies;
- Medium term: the approximate time period lasting from the end of the short term, to the beginning of the long term (e.g. 3 – 10 years). This stage is generally considered to be the time scale where waste sites become operational; and
- Long term: this stage is generally considered to encompass the last seven years of the JWDPD and beyond (e.g. year 10 and beyond) and it is assumed that the JWDPD policies are continued / carried forward for the purposes of assessment.

3.1.10 The permanence of effects is accounted for through the temporal account (short-, medium- and long-term).

3.2 Site / Area Appraisals

3.2.1 In order to reach a series of options for the distribution of new Waste Management Facilities (WMF) in Greater Manchester, a comprehensive review and appraisal exercise has been undertaken of a wide range of sites / areas. These sites / areas were identified using a series of land databases, studies, land allocations in local authority planning policies and identification of existing waste facilities⁵. Other sites

⁵ The sources for this initial 'long list' of sites are provided in para. 3.17 on p.35 of the Stage Two Issues & Options Report

were identified following consultation with local authorities, public bodies and commercial stakeholders and added to the 'long list' for appraisal.

3.2.2 The selection of sites / areas process has been undertaken in three stages:

- Initial Sieving – to reduce the 'long list' of sites / areas to a shortlist of potentially appropriate sites, by assessing the 'long list' against inclusionary and exclusionary criteria⁶ and ruling out those sites constrained by the exclusionary criteria.
- Site / Area Appraisals – a detailed appraisal of each site / area on the shortlist, incorporating an assessment of the sustainability and suitability of locating different types of WMF on each site.
- Identifying options for the distribution of WMF – a strategic and spatial overview presenting different options for the pattern of distribution across Greater Manchester, informed by the site / area appraisals.

3.2.3 The SA of the sites / areas included in policies 4 , 5 and 7 are included in Appendix 4. The SA of the potential sites / areas for WMF is within, and has been an integral part of, the overall site / area appraisal exercise. The initial 'long list' of sites / areas was narrowed down to 110 sites / areas across the 10 Greater Manchester Authorities through an initial sieve, whereby sites that were clearly inappropriate for waste use due to, for example, deliverability issues or proximity to a highly sensitive receptor, were excluded at an early stage. The full list of inclusionary and exclusionary criteria can be found in the *Stage 2 Issues and Options Report: Built Facilities* (pp.36-37, para.3.20 and 3.21) and is also outlined in the guidance for completing the site appraisals pro formas, in Appendix 5.

3.2.4 A pro forma was prepared to enable the full range of issues to be tested in relation to each of the 110 shortlisted sites / areas and for those issues to then be taken into consideration in assessing the overall sustainability of the sites / areas for waste uses both generally; and specifically in relation to the following WMF categories (definitions of these can be found in the Glossary):

- Landfill / Landraise
- Open Air Waste Management Recycling Facilities
- Open Windrow Composting (OWC)
- Conventional Thermal Treatment (CTT)
- Advanced Thermal Treatment (ATT), including Gasification and Pyrolysis
- Material Recovery Facility (MRF)
- Mechanical Heat Treatment (MHT)

⁶ Greater Manchester JWDPD Stage Two Issues and Options Report, pp.36-37, para. 3.20 and 3.21

- Mechanical Biological Treatment (MBT)
- Anaerobic Digestion (AD)
- In-Vessel Composting (IVC)

3.2.5 The effect of potential waste uses on a site / area was appraised using the scoring system set out in Table 3.2, whereby the suitability of the site / area for waste uses was given a sustainability rating as follows:

Table 3.2: Sustainability ratings for site / area appraisals

Band A	Band B	Band C	Band D
Site is highly suitable for waste uses with only minimal mitigation required	Site is suitable for waste uses following appropriate mitigation	Site is possibly suitable for waste uses although there are significant mitigation issues to address	Site is not suitable for waste uses

3.2.6 Appendix 5 sets out the guidance (i.e. methodology) used in completing the pro forma and includes a blank pro forma for reference.

4 Assessment of Joint Waste DPD against Sustainability Appraisal Framework and Consideration of Alternatives

4.1 Introduction

4.1.1 This section of the report tests the compatibility of the DPD objectives against the SA framework (Task B1). This section also describes how alternatives to meeting the DPD objectives have been developed and how these have been appraised (Task B2).

4.2 Testing the Strategic Aim and Objectives

4.2.1 As a first step in assessing the sustainability of the Draft Publication JWDPD the Strategic Aim and Objectives that set the tone of the Plan must be assessed.

The Aim

4.2.2 The Strategic Aim of the Plan is:

“To provide a sound spatial planning framework to deliver sustainable waste management in Greater Manchester consistent with national planning policies and the Waste Strategy for England 2007. The purpose is to provide sufficient opportunities for new waste management facilities to come forward within Greater Manchester that are of the right type, in the right place and provided at the right time.”

4.2.3 The strategic aim reflects national policy. The aim is sustainable in that it seeks to provide a sound framework to deliver sustainable waste management. A ‘sound’ framework would seek to balance the environmental, economic and social needs of Greater Manchester, addressing the three pillars of sustainability.

The Strategic Objectives

4.2.4 The Strategic Objectives aim to deliver the Strategic Aim. The Objectives have changed slightly from the JWDPD objectives set out in the Issues and Options Report.

4.2.5 The Objectives are as follows:

- Objective 1: To ensure that Greater Manchester’s waste is dealt with in line with Scenario 2 of the needs assessment.
- Objective 2: To promote the movement of waste up the waste hierarchy, assuming minimisation at source, increasing reuse, recycling and recovery, whilst recognising there may still be a need for additional landfill capacity for residual waste.

- Objective 3: To assist in reducing greenhouse gas emissions and assist in adaptation/mitigation of climate change, including resource efficiency and minimising the need for energy in accordance with targets at national and local level.
- Objective 4: To ensure waste growth within the sub-region does not increase to the same degree as growth in economic activity i.e. to decouple waste growth from economic growth.
- Objective 5: To provide a flexible approach for the delivery of the required waste management facilities, allowing emerging technologies to come forward.
- Objective 6: To ensure appropriate protection of the quality of life of communities.
- Objective 7: To protect the sub-regions natural environment, biodiversity, geodiversity, cultural and historic heritage.
- Objective 8: To reduce waste movements and, where waste needs to be moved, to promote the sustainable movement of waste across the sub-region.

4.2.6 The matrix below provides the assessment of these objectives against the SA Framework.

Table 4.1: Results of the Compatibility Appraisal of the Draft Publication Strategic Objectives and the SA Objectives

Strategic Objectives	SA Objectives																		
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
S01	+	+	+	0	0	0	0	0	0	+	+	+	+	+	+	+	+	+	++
S02	+	+	+	+	0	0	0	0	0	+	+	+	+	+	+	+	+	+	++
S03	+	+	0	0	0	0	0	0	0	+	+	0	0	+	+	++	++	++	+
S04	0	+	0	0	0	0	0	0	0	+	+	+	0	0	+	0	+	0	++
S05	+	+	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	++

SO6	0	0	0	0	0	0	0	0	0	+	0	0	+	0	0	0	+	0	0	0
SO7	0	+	+	0	0	0	0	0	0	0	++	++	+	+	+	+	0	0	0	0
SO8	0	+	0	0	+	0	0	0	0	0	0	0	0	0	0	0	+	0	0	++

Table 4.2 Appraisal Scoring Symbols for Strategic Objectives

Symbol	Likely Effect on the SA Objective
++	Objective very compatible
+	Objective compatible
0	Objectives not related
X	Objectives incompatible
?	The objective relationship is unknown or is dependent on implementation

4.2.7 The Strategic Objectives proposed for the JWDPD are consistent with sustainable development principles and address key sustainability issues associated with waste management including the need to manage waste in line with the waste hierarchy, reducing GHG emissions, decoupling waste growth from economic growth, supporting investment in the waste sector and protecting the environment. The objectives also promote sustainable movement of waste as well as ensuring appropriate protection of the quality of life of the communities.

4.3 Consideration of Alternatives

4.3.1 The preparation of the Draft Publication JWDPD has been preceded by a series of stages whereby a number of reasonable alternative approaches to achieving the strategic aim and objectives of the DPD have been appraised. These alternatives refer to future waste management arrangements, site/area allocations and development management policies.

4.3.2 Each policy and any applicable alternatives were appraised individually at the Stage 1 Issues and Options (2007) and Stage 2 Issues and Options stage (2008). At each of these stages, the findings of the SA informed policy development.

4.4 Revisions to Policies and Options between Preferred Options and Submission Draft

- 4.4.1 Following consultation in 2008 and in light of the amendments suggested in the Stage 1 and Stage 2 Issues and Options SA reports and Preferred Options SA Review (2009), some changes have been made to the policies and these will be subject to appraisal in this report. In some instances policies have been combined, or new policies of a similar nature have been added. By way of reference, the development of the JWDPD between the Preferred Options and the Publication Draft, and changes to policy numbers are illustrated in Table 4.3.
- 4.4.2 Any significant changes that might be made following consultation on the Draft Publication JWDPD would also need to be subject to SA.

Table 4.3: Development of JWDPD policies from Preferred Options to Publication Draft

Preferred Options	Draft Publication Stage
Future Waste Management Requirements	
Policy Direction 1: Capacity requirements	Policy 1: Commercial and Industrial Waste: Energy Recovery
	Policy 2: Commercial and Industrial Waste: Disposal
	Policy 3: Hazardous Waste: Disposal Capacity
Site Area / Allocations	
Policy Direction 2: Site Allocations	Policy 4: Site Allocations
Policy Direction 3: Area Allocations	Policy 5: Area Allocations
Policy Direction 4: Non hazardous residual waste disposal	Policy 6 Inert Residual Waste Disposal
	Policy 7: Non-hazardous residual waste disposal
Development Management	
Policy Direction 5: Requirement for Combined Heat and Power	Policy 8: Requirement for Combined Heat and Power
Policy Direction 6: Restoration and Aftercare	Policy 9: Restoration and Aftercare
Policy Direction 7: Unallocated Sites	Policy 10: Unallocated Sites
Policy Direction 8: Safeguarding	Policy 11: Safeguarding of sites

5 Appraisal of the Publication Policies

5.1 Publication Policies

- 5.1.1 The JWDPD comprises twelve policies divided into three sections: Future Waste Management Requirements; Site Allocations; and Development Management. Each policy was appraised against the SA Objectives and Framework. The detailed matrices used to appraise the publication policies are set out in Appendix 2. The following section provides a narrative summary of the findings of this appraisal.

Future Waste Management Requirements

Policy 1 – Commercial and Industrial Waste: Energy Recovery

Summary

- 5.1.2 This policy is concerned with the capacity requirements for ‘energy recovery’ for commercial and industrial waste for the period of 2010 to 2027. It will have a positive impact on a number of the SA objectives. The development of ‘energy recovery’ facilities within Greater Manchester will have a very positive impact on SA objective 18 as this will help to increase energy efficiency within Greater Manchester. Furthermore, the policy will have a positive impact on promoting efficient and increased use of energy (SA objective 18) as energy from waste is considered to be a low-carbon source and its importance is acknowledged in Planning and Climate Change (Supplement to Planning Policy Statement 1)⁷.
- 5.1.3 The development of ‘energy recovery’ facilities in Greater Manchester will have a positive impact on reducing the need to transport waste to areas outside of Greater Manchester for disposal. This will be particularly beneficial in terms of protecting and enhancing air quality throughout Greater Manchester, as emissions given off through transporting waste will be minimised. However, it is important that emissions from combustion of waste is managed to ensure no negative impact on air quality.
- 5.1.4 In the long term, the policy will have a positive impact on improving access to resource efficient housing (SA objective 7) as there is the potential for energy recovered to be used to heat housing through combined heat and power. In the medium and long term, the policy will also increase access to cheap electricity and heating within Greater Manchester which will have a positive impact on SA objective 9.
- 5.1.5 The policy will have a positive impact on ensuring new and innovative waste management technologies are delivered. This will ensure that the waste management sector within Greater Manchester is developed (SA Objective 1). The development of new waste management facilities will have a slightly positive impact on ensuring that

⁷ Planning and Climate Change (Supplement to Planning Policy Statement 1) (2007). Accessed on 24th June 2010 from <http://www.communities.gov.uk/documents/planningandbuilding/pdf/ppsclimatechange.pdf>

job opportunities are provided in the waste sector within Greater Manchester (SA Objective 4), particularly in the medium and long term.

- 5.1.6 Although the policy was judged to have no impact on a number of SA objectives (8, 10, 11, 13 and 16), the sites and areas suggested for the development of 'energy recovery' facilities in policies 4 and 5 were subject to a robust SA. Any sites that were judged to have a significant detrimental impact on key environmental assets and/or social cohesion were not taken forward for consideration for development of waste facilities.

Mitigation

- 5.1.7 None proposed.

Policy 2 – Commercial and Industrial Waste: Disposal

Summary

- 5.1.8 Policy 2 sets out the capacity requirements for commercial and industrial waste disposal within the Greater Manchester area between 2012 and 2027.
- 5.1.9 The policy will reduce the need to travel to areas outside of Greater Manchester in order to dispose of commercial and industrial waste. This will have a positive impact on ensuring that waste disposal facilities within Greater Manchester are accessible and it will also ensure that air quality is protected (SA Objective 14) through reducing emissions produced through transporting commercial and industrial waste.
- 5.1.10 Although the disposal of commercial and industrial waste to landfill does not represent a sustainable method of managing waste, there will be some residual waste that cannot be managed further up the waste hierarchy. The supporting text for the policy identifies the need to only maintain an adequate supply of landfill capacity, and no surplus capacity, which should discourage unnecessary landfilling of waste. This should help to ensure that businesses are encouraged to manage their waste sustainably through recycling, re-use and waste prevention (SA Objective 19).
- 5.1.11 The policy will have a slightly positive impact on two of the economic SA Objectives. It will help to grow the waste management sector within Greater Manchester (SA Objective 1) and the development of commercial and industrial waste disposal facilities is likely to have a slightly positive impact in terms of providing the necessary infrastructure for the economy (SA Objective 2).
- 5.1.12 In relation to a number of the SA Objectives (8, 10, 11, 12, 13, 15 and 16), the impact was judged to be minimal. These objectives focus on the need to protect key environmental assets (10, 11, 12, 13, 14 and 15), enhance community cohesion (8 and 9) and address climate change (16). The need to ensure that these assets are protected was considered during the sustainability appraisal of the Pilsworth North and South and Whitehead sites.

Mitigation

5.1.13 None proposed.

Policy 3 – Hazardous Waste: Disposal Capacity

Summary

5.1.14 Policy 2 identifies the requirements for managing hazardous waste within Greater Manchester. The policy will have a positive impact on four of the SA Objectives (1, 4, 9, and 19). However, the policy will have a negative impact on two SA Objectives: 5 and 14.

5.1.15 Although most hazardous waste generated within the area will also be dealt with in the Greater Manchester area, some waste will be transported to other treatment sites in the North West. There will usually be a negative effect on sustainability in relation to air quality (SA Objective 14), reducing the need to travel (SA Objective 5) and minimising the requirement for energy use (SA Objective 19). This will be caused by the increased distances hazardous waste will be transported (the exception to this is where the facility is just across the sub-region border and could therefore be closer than some facilities within Greater Manchester from some sources of waste). However, the potential for mitigating the negative impact of transporting hazardous waste outside of Greater Manchester is beyond the control of the waste management authorities.

5.1.16 Although the disposal of hazardous waste in landfill/landraise within Greater Manchester does not represent a sustainable method of managing waste, the supporting text for the policy identifies the need to only maintain an adequate supply of landfill capacity, which should discourage unnecessary landfilling of hazardous waste throughout Greater Manchester.

5.1.17 The policy was judged to have a minimal impact on a number of the SA Objectives (8, 9, 10, 11, 12, 13, 15 and 16). These objectives focus on the need to protect key environmental assets (10, 11, 12, 13, 14 and 15), enhance community cohesion (8 and 9) and address climate change (16). The need to ensure that these assets are protected was considered during the sustainability appraisal of the Pilsworth South site, which is identified in the supporting text for the policy as a waste management site with capacity to dispose of hazardous waste.

Mitigation

5.1.18 None proposed

Site Allocations

Policy 4 – Site Allocations

Summary

- 5.1.19 Policy 4 allocates sites for waste management development and indicates the type of waste management facility that would be suitable on a particular site. The policy scores well against many SA Objectives but particularly 1, 2, 9, 17 and 19.
- 5.1.20 It is considered that the implementation of this policy will have a minimal impact on SA Objectives 3, 6 and 8.
- 5.1.21 The implementation of this policy as part of the Plan will provide a planning framework which will provide certainty for the future of waste planning in Greater Manchester.
- 5.1.22 The impacts of waste development at both a local, sub regional and regional level vary according to size, location and type of processes being undertaken on site. For example, some of the environmental impacts may be of regional significance due to transport, processing and disposal of waste outside Greater Manchester whilst some of the impacts are local and relate to the operation of individual sites. The implementation of this policy is likely to ensure that applicants meet both sub regional requirements outlined in the JWDPD and also consider local issues outlined in relevant Core Strategies.

Mitigation

- 5.1.23 None proposed.

Policy 5 – Area Allocations

Summary

- 5.1.24 In a similar manner to Policy 4, Policy 5 allocates areas for waste management development and indicates the type of waste management facility that would be suitable in that particular area. The policy scores well against many SA Objectives but particularly 1, 2, 9, 17 and 19.
- 5.1.25 It is considered that the implementation of this policy will have a minimal impact on SA Objectives 3, 6 and 8.
- 5.1.26 Identifying areas within which the principle of waste use would be broadly acceptable provides flexibility for future waste demands and allows for a change in circumstances.
- 5.1.27 The implementation of this policy as part of the Plan will provide a planning framework which will provide certainty for the future of waste planning in Greater Manchester.
- 5.1.28 The impacts of waste development at both a local, sub regional and regional level vary according to size, location and type of processes being undertaken on site. For

example, some of the environmental impacts may be of regional significance due to transport, processing and disposal of waste outside Greater Manchester whilst some of the impacts are local and relate to the operation of individual sites. The implementation of this policy is likely to ensure that applicants meet both sub regional requirements outlined in the JWDPD and also consider local issues outlined in relevant Core Strategies.

Mitigation

- 5.1.29 None proposed.

Policy 6 – Inert Residual Waste Disposal

Summary

- 5.1.30 Policy 6 sets out the JWDPD's approach to managing inert residual waste within Greater Manchester. The policy was judged to have a positive impact on a number of SA Objectives including 1, 2, 3, 4, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18 and 19.
- 5.1.31 The policy will have a positive impact in relation to a number of the economic related SA objectives. The lack of sites identified within the policy for inert waste disposal should encourage the development of markets for inert waste to be used as a fill material (SA objective 1). The policy will also enable the maximum value recovery from waste where possible, as no sites have been allocated for disposal, which will have a positive impact on encouraging economic growth within Greater Manchester (SA objective 2). There is a potential for inert waste to be used to restore sites so they can be used for sporting or leisure facilities, which will have a positive impact on developing the regions image (SA objective 3).
- 5.1.32 Through not identifying specific waste management facilities for inert waste, the policy encourages the re-use of inert waste in order to achieve a variety of positive outcomes (including alterations of ground level using inert waste, quarry restoration and use of inert material for engineering and daily cover in non-hazardous landfills). This will ensure that waste is moved up the waste hierarchy and represents a sustainable method of managing/re-using inert waste. It will also have a positive impact on protecting key environmental and built assets (including biodiversity, heritage, landscape character, biological and archaeological) within Greater Manchester insofar as inert waste can be used in landscaping, agricultural improvements, regeneration schemes and quarry restoration.
- 5.1.33 The policy wording identifies the need to consider relevant national and local planning policy as part of making decisions on inert waste disposal applications. This will further ensure that the need to protect, manage and enhance environmental assets is considered if an application does come forward for disposing inert waste within Greater Manchester.

Mitigation

5.1.34 None proposed.

Policy 7 – Non-Hazardous Residual Waste Disposal

Summary

5.1.35 Policy 7 sets out how non-hazardous residual waste will be disposed of within Greater Manchester. The policy will have a positive impact on a number of the SA Objectives including 5, 9, 14, 18 and 19.

5.1.36 In terms of reducing the need to travel (SA Objective 5), the location of non-hazardous residual waste disposal facilities within Greater Manchester should have a positive impact (in the short and medium term) as they will be accessible and will ensure that waste does not have to be transported to areas outside of Greater Manchester. In turn, the reduction in the need to transport waste outside of Greater Manchester will also have a positive impact on protecting air quality (SA Objective 14) as emissions from transport will be reduced.

5.1.37 In the long term, the impact on reducing the need to travel (SA Objective 5) and improving and protecting air quality (SA Objective 14) is unknown as the policy does not identify a site that is suitable to deal with non-hazardous residual waste disposal post 2020. This leads to uncertainty as to whether non-hazardous residual waste will be located in a sustainable location within Greater Manchester (although the policy includes measures that will aim to ensure that waste sites are appropriately located in terms of national and local planning policy).

5.1.38 Although waste disposal is at the bottom of the waste hierarchy, this policy is likely to have a slightly positive impact on minimising the requirement for energy use (SA Objective 18) and managing waste sustainably (SA Objective 19). This is due to the measure included within the policy wording that requires proposals to comply with JWDPD Objective 2 (to promote the movement of waste up the waste hierarchy). The inclusion of this measure will ensure that proposals for non-hazardous waste residual waste disposal applications will be required to consider more sustainable methods of managing waste before proposing a site for disposal.

Mitigation

5.1.39 None proposed.

Development Management

Policy 8 – Requirement for Combined Heat and Power

Summary

- 5.1.40 Policy 8 requires applications for waste management facilities that have the potential to utilise biogas or energy from waste fired technologies to provide combined heat and power, unless it can be demonstrated that this would prevent the development of waste management facilities that have the potential to deliver important waste infrastructure.
- 5.1.41 The implementation of Policy 8 will have a positive impact on SA Objectives 17, 18 and 19 which relate to the efficient use of energy and increase in the use of renewable energy and sustainable use of waste resources (i.e. recovering value from waste).
- 5.1.42 CHP systems utilise waste heat when heating requirements are present, resulting in a significant increase in the overall efficiency of the power and heating system. A reduction in fuel consumption inevitably results in a reduction in CO₂ emissions (positive impact on SA Objective 14) and subsequently this is likely to have a positive impact on sustainable economic growth (SA Objective 2).

Mitigation

- 5.1.43 None proposed.

Policy 9 – Restoration and Aftercare

Summary

- 5.1.44 Policy 9 seeks to ensure that landfill / landraise sites are restored and maintained satisfactorily to the benefit of communities.
- 5.1.45 The implementation of this restoration and aftercare policy will ensure that sites allocated for landfill are restored to a suitable state after operations cease, addressing the needs of that particular area.
- 5.1.46 The implementation of Policy 9 will have a positive impact on SA Objectives 11, 12, 13, 15 and 17 and should ensure that an appropriate and beneficial after-use is sensitive to local requirements and sympathetic to the character of the surrounding environment.

Mitigation

- 5.1.47 Where appropriate, after-use should incorporate sustainable development practices and design features that promote the prudent use of natural resources, waste minimisation and energy efficiency.

- 5.1.48 To increase sustainability the supporting text of the policy should indicate the need for restoration proposals to address long term management / after-care of the site. The policy could state that restoration methodologies will be assessed at the planning application stage through the submission of a restoration and aftercare plan, to ensure that restoration proposals are both technically feasible and respect the character of the environment in which the development is proposed.

Policy 10 – Unallocated Sites

Summary

- 5.1.49 Policy 10 allows for the development of unallocated sites if the proposal fits within the spatial strategy set out in the JWDPD, contributes to the JWDPD aim and objectives and if the proposal meets the same assessment criteria as allocated sites.
- 5.1.50 Policy 10 has a number of positive impacts on the SA objectives, particularly objectives 1, 17 and 19 through a flexible approach to delivering sustainable waste management in Greater Manchester.
- 5.1.51 The implementation of this policy will guide waste development on unallocated sites to the most sustainable locations and enable the exploitation of new opportunities not envisaged when the JWDPD was prepared. In the future there may be opportunities for a range of other facilities to be brought forward on non-allocated sites, if the right circumstances were to apply. There is likely to remain the need to provide flexibility for smaller facilities to be delivered across the JWDPD area which, while provided for in the allocated areas, may also be appropriate elsewhere. It also provides flexibility in the event that allocated sites cannot be developed.
- 5.1.52 In line with the site assessment for allocated sites and areas, Policy 10 aims to ensure waste development proposals on unallocated sites demonstrate that waste development would not have any unacceptable adverse environmental, economic and social effects.
- 5.1.53 Overall, the implementation of this policy should provide sufficient flexibility to accommodate changes in European and national legislation and guidance and the introduction of new waste management methods and technologies.

Mitigation

- 5.1.54 None proposed.

Policy 11 – Safeguarding of sites allocated for waste management in the Waste Plan and safeguarding of sites required for the delivery of the Municipal Waste Management Strategies.

Summary

- 5.1.55 Policy 11 seeks to safeguard sites allocated for waste uses in the JWDPD and those sites required for the delivery of Municipal Waste Management Strategies and to protect these key sites from future conflict with incompatible uses.

- 5.1.56 Policy 11 has a number of positive impacts on the SA objectives, particularly objectives 1, 2, 17 and 19.
- 5.1.57 The implementation of this policy will ensure that allocated sites are not compromised for use for waste facilities by other new sensitive developments in the area, where it is appropriate to safeguard a site in this way. The safeguarding of sites will ensure that capacity is met and that any lost capacity will be made up for elsewhere.
- 5.1.58 Safeguarding allocated sites increases the likelihood that sufficient facilities can be built within Greater Manchester to manage waste arisings, which has a positive impact on SA Objective 2, i.e. providing the necessary infrastructure for sustainable economic growth.
- 5.1.59 Safeguarding sites from other development which may prejudice its waste uses encourages further investment and co-location of other waste facilities (and thus a positive impact on SA Objective 1 and 19).

Mitigation

- 5.1.60 None proposed.

Policy 12 – Safeguarding Existing Waste Management Capacity

Summary

- 5.1.61 Policy 12 sets out requirements for ensuring that existing waste management capacity within Greater Manchester is safeguarded. The policy will have a particularly positive impact on encouraging sustainable economic growth within Greater Manchester as it provides flexibility for the market to deliver the most efficient use of land in Greater Manchester. Furthermore, this requirement will ensure that waste continues to be managed sustainably within Greater Manchester (SA Objective 19).
- 5.1.62 The sustainability of the policy in relation to a number of other objectives could be strengthened. If an application for non-waste uses is granted on a site with existing planning permission for waste management facilities and capacity has to be met elsewhere in Greater Manchester, then the sustainability of any new waste site in relation to protecting environmental assets, minimising the risk of flooding and reducing the need to travel will be ensured through policy 10 (Unallocated Sites). However, the policy could be strengthened by a cross reference that sets out the need for new waste sites to meet the requirements set out in policy 10.

Mitigation

- 5.1.63 Include a cross reference that sets out the need for new waste sites to meet the requirements set out in policy 10.

5.2 Summary of Effects of Publication Draft

- 5.2.1 The JWDPD performs very well against the SA objectives. As shown in Table 5.2 below, the assessment has identified that one or more of the publication draft policies will potentially have significant positive effects upon the SA objectives: 1, 2, 9, 17 and 19.
- 5.2.2 The appraisal did identify some uncertainty in relation to Policy 7: Non-hazardous residual waste disposal. The long term impacts of policy 7 are uncertain as the policy does not identify capacity for managing non-hazardous residual waste after 2020. This leads to uncertainty as to whether non-hazardous residual waste will be disposed of in Greater Manchester.
- 5.2.3 There are minor adverse effects identified upon SA Objectives 5, 14 and 15 in relation to Policy 3: Hazardous Waste: Disposal Capacity. Although some hazardous waste will be dealt with in the Greater Manchester area, some waste will be transported to other areas throughout the North West. There will usually be a negative effect on sustainability caused by the increased distances waste will be transported. However it is acknowledged that the potential for mitigating the negative impact of transporting hazardous waste outside of Greater Manchester is beyond the control of the waste management authorities.
- 5.2.4 Overall, it is considered that the waste document provides a sound framework of policies and allocations, which will contribute towards sustainable waste management across Greater Manchester. It is recommended that the policies incorporate any suggested mitigation prior to Submission.

Table 5.1: Appraisal Scoring Symbols for the Draft Publication Options

Symbol	Likely Effect on the SA Objectives
+	Policy will result in a beneficial impact on the SA Objectives
+?	The impact on the SA Objectives is dependant on implementation, but if there were to be an impact it would most likely be beneficial
0	Neutral or negligible effect
?	The relationship between the Option and the SA Objectives is unknown, or there is not enough information to make an assessment
X?	The impact on the SA Objectives is dependant on implementation, but if there were to be an impact it would most likely be adverse
x	Option will result in an adverse impact on the SA Objectives

5.3 Cumulative and Synergistic Effects

- 5.3.1 Table 5.2 shows that the JWDPD will have a positive cumulative impact on SA objectives 1 (to exploit the growth potential of business sectors) and 2 (to encourage sustainable economic growth). Many of the policies will help to boost the waste management sector within Greater Manchester which will have a positive cumulative and synergistic impact on delivering economic growth. The JWDPD was also judged to have a positive cumulative impact on SA objective 19 (to manage waste sustainably) as overall it will help to ensure that waste is managed sustainably within Greater Manchester. The JWDPD is also likely to have a positive synergistic impact on SA Objective 17 and 18. For example the development of Combined Heat and Power plants through policy 8 is likely to reduce the amount of raw material and fossil fuels used for heating purposes, encouraging sustainable use of resources and minimising the requirement for energy.
- 5.3.2 As a synergistic benefit the development of sustainable waste management facilities will provide the necessary infrastructure to support sustainable economic growth within the sub region and will also improve the accessibility of waste management facilities for local communities.
- 5.3.3 The cumulative impact of the JWDPD in relation to a number of the environmental related SA objectives (10, 11, 12, 13, 14, 15 and 16) was judged to be positive, dependant upon the implementation of the policies by the individual local authority during the determination process for planning applications for waste management sites.

Table 5.2: Cumulative effects of the Sustainability Appraisal

SA Objectives	Draft Publication Policies											
	1	2	3	4	5	6	7	8	9	10	11	12
SA1	+	+	0	+	+	+	0	+	0	+	+	0
SA2	+	+	+	+	+	+	0	+	0	+	+	+
SA3	0	0	0	0	0	+	0	0	+	0	0	0
SA4	+	0	0	+	+	+	0	+	0	+	+	0
SA5	+	+	X?	+	+	0	?	0	0	+	+	+

SA6	0	0	0	0	0	0	0	0	0	0	0	0	0
SA7	+	0	0	0	0	0	0	0	0	0	0	0	0
SA8	0	0	0	+	0	0	0	0	0	0	0	0	0
SA9	+	0	0	+	+	+	?	+	+	+	+	+	0
SA10	0	0	0	+	+	+	0	0	0	+	+	+	+
SA11	0	0	0	+	+	+	0	0	+	+	+	+	+
SA12	0	0	0	+	+	+	0	0	+	+	+	+	0
SA13	0	0	0	+	+	+	0	0	+	+	+	+	+
SA14	+	+	X?	+	+	+	?	+	+	+	+	+	+
SA15	0	0	0	+	+	+	0	0	+	+	+	+	+
SA16	0	0	0	+	+	+	0	+	+	+	+	+	+
SA17	0	0	0	+	+	+	0	+	+	+	+	+	0
SA18	+	0	X?	+	+	+	+	+	0	+	+	+	0
SA19	+	+	+	+	+	+	+	+	0	+	+	+	+

6 Recommendations and Mitigation

6.1 Introduction

6.2 Mitigation

6.2.1 The SA of the JWDPD has recommended a number of minor mitigation measures. A summary table of the mitigation measures put forward by the SA is provided below in Table 6.1.

Table 6.1: Suggested Mitigation Measures

Policy	Suggested Mitigation Measure
Policy 1 – Commercial and Industrial Waste: Energy Recovery	None proposed.
Policy 2 – Commercial and Industrial Waste: Disposal	None proposed.
Policy 3 – Hazardous Waste: Disposal Capacity	None proposed.
Policy 4 – Site Allocations	None proposed.
Policy 5 – Area Allocations	None proposed.
Policy 6 – Inert Residual Waste Disposal	None proposed.
Policy 7 – Non-Hazardous Residual Waste Disposal	None proposed.
Policy 8 – Requirement for Combined Heat and Power	None proposed.
Policy 9 – Restoration and Aftercare	<p>Where appropriate, after-use should incorporate sustainable development practices and design features that promote the prudent use of natural resources, waste minimisation and energy efficiency.</p> <p>To increase sustainability the supporting text of the policy should indicate the need for restoration proposals to address long term management / after-care of the site. The policy could state that</p>

	restoration methodologies will be assessed at the planning application stage through the submission of a restoration and aftercare plan, to ensure that restoration proposals are both technically feasible and respect the character of the environment in which the development is proposed.
Policy 10 – Unallocated Sites	None proposed.
Policy 11 – Safeguarding of sites allocated for waste management in the Waste Plan and safeguarding of sites required for the delivery of the Municipal Waste Management Strategies	None proposed.
Policy 12 – Safeguarding Existing Waste Management Capacity	Including a cross reference that sets out the need for new waste sites to meet the requirements set out in policy 10.

7 Monitoring

7.1 Monitoring

7.1.1 The implementation of the JWDPD will need to be monitored to ensure it does not have any significant adverse sustainability effects.

7.1.2 The Greater Manchester authorities have identified indicators which will provide a consistent basis for monitoring the performance of the JWDPD against its vision and strategic objectives and key policies (see chapter 5 of the JWDPD). In order to satisfy the requirements of the SEA Directive, monitoring relating to the significant sustainability effects of the JWDPD against the baseline must also be identified. It is recommended that wherever possible, these effects are monitored as part of the JWDPD monitoring, as the monitoring of baseline information (as required by the SEA Directive) will also be of relevance to the Plan.

7.2 Monitoring of Significant Effects

7.2.1 It is not necessary to monitor non-significant effects, or to monitor an effect indefinitely. Indicators for monitoring effects have therefore only been proposed where it is judged that implementation of the policy could lead to a significant effect (whether this is positive or negative).

Table 7.1: Monitoring Significant Effects

Policy	Significant effects to be monitored	Proposed Indicators
Commercial and Industrial Waste: Energy Recovery	<p>The policy will ensure that new and innovative waste management technologies will be developed throughout Greater Manchester. New technologies that could be developed include conventional and advanced thermal treatment, mechanical heat treatment and gasification.</p> <p>The development of 'energy recovery' facilities will also ensure that the amount of residual waste sent to landfill will be reduced.</p>	<p>Effects can be monitored using the following SA Framework indicators:</p> <ul style="list-style-type: none"> 'Achievement of maximum value recovered from waste' 'Proportion of waste diverted from landfill' <p>And the following modified SA Framework indicators:</p> <ul style="list-style-type: none"> 'Number of operational facilities generating energy from <i>commercial and industrial waste</i>' 'Capacity of <i>commercial and industrial waste management facilities</i> by type'
Commercial and Industrial Waste: Disposal	<p>Outlining the requirement for waste disposal will reduce the need to travel to areas outside of Greater Manchester in order to dispose of commercial and industrial waste and will also ensure that air quality is protected through reducing emissions produced through transporting</p>	<p><i>Proposed new significant effects indicator:</i></p> <p>Approximate annual emissions generated by transportation of commercial and industrial waste</p>

	commercial and industrial waste.	
Hazardous Waste: Disposal Capacity	Although hazardous waste will be dealt with in the Greater Manchester area, some waste will be transported to other areas throughout the North West. There will usually be a negative effect on sustainability and reducing the need to travel caused by the increased distances waste will be transported.	Effects can be monitored using modified SA Framework indicator: HGV mileage intensity associated with <i>hazardous</i> waste collection and disposal
Site Allocations	The implementation of this policy will provide a planning framework which will provide certainty for the future of waste planning in Greater Manchester.	<i>Proposed new significant effects indicator:</i> Number of planning permissions granted for new waste management facilities on sites allocated in the JWDPD Note that the JWDPD target is minimum of 75% of waste developments occur on allocated sites
Area Allocations	The implementation of this policy will provide a planning framework which will provide certainty for the future of waste planning in Greater Manchester.	<i>Proposed new significant effects indicator:</i> Number of planning permissions granted for new waste management facilities in areas allocated in the JWDPD.
Unallocated Sites	The implementation of this policy will ensure the exploitation of new opportunities. In the future there may be opportunities for a range of other facilities to be brought forward on non-allocated sites, if the right circumstances were to apply.	<i>Proposed new significant effects indicator:</i> Number of planning permissions granted for new waste management facilities on sites or within areas which are not allocated for waste management purposes in the JWDPD.

7.2.2 With regard to allocated sites and areas, a number of potential significant effects have been identified during the site and area appraisals. These are site and area specific, but include potential impacts on:

- Ground water resources (major aquifers) and Source Protection Zones
- Effects on sensitive receptors e.g. dwellings, schools and other developments
- Potential effects on nature conservation designations
- Proximity to sources of waste arising (distance waste is moved)
- Potential to use sustainable modes of transport and proximity to strategic freight network

- 7.2.3 Where development of an individual site is judged to have potential significant adverse effects, the information submitted with the planning application should demonstrate how these impacts will be mitigated against. Where necessary monitoring conditions will be attached to the planning permission.

7.3 SA Monitoring

- 7.3.1 The Greater Manchester authorities have developed a set of primary indicators to monitor the sustainability performance of the JWDPD, which are set out in the SA Framework (see Appendix 1). The implementation of the submission policies should therefore be monitored (to measure the potential economic, social and environmental effects) using the SA Framework Primary Indicators (as set out in Appendix 1), alongside the additional significant effects indicators which have been identified through the appraisal process (as set out in Table 7.1).
- 7.3.2 As stated above, SA monitoring can be undertaken concurrently with the monitoring of the output indicators (which relate to the strategic objectives of the JWDPD) set out in Chapter 5 of the JWDPD.

7.4 Uncertainties and Risks

- 7.4.1 In carrying out the Draft Publication sustainability appraisal a number of the effects upon the SA objectives were determined to be uncertain. This is because many of the effects of the JWDPD's policies are dependent upon planning applications for waste management facilities coming forward and the effectiveness of local Core Strategy policies in managing any negative effects of these proposals. The strategic nature of the proposed policies means that ultimately, the real effects of the JWDPD will depend on how specific Waste Planning authorities interpret and implement the policies.
- 7.4.2 The SA has defined the *potential* effects of developing waste management facilities but the eventual impacts to a large extent will depend on the scale of development, nature and type of operations and the location of the development site in relation to sensitive receptors. This uncertainty is best addressed at the planning application and licensing stages through EIA and IPPC assessments.
- 7.4.3 These assessments (EIA/IPPC) will ensure that mitigation measures put in place during the development of the site will help minimise significant adverse effects, for example noise, visual effects, impacts on biodiversity or landscape and potential pollution of water resources. It is also expected that conditions on hours of working will help mitigate against traffic impacts associated with waste management operations.

8 The Difference made by the Sustainability Appraisal Process

- 8.1.1 This SA report makes a series of recommendations for mitigation that aim to improve the JWDPD and its implementation. These are described in chapter 6 of this report. AGMA and GMGU will consider which of these recommendations will be adopted, which in turn will be informed by the pending period of consultation with the public and statutory bodies, including the three SEA Consultation Bodies⁸ and the municipal waste authorities and individual waste management authorities.
- 8.1.2 SA has contributed to JWDPD development by providing an independent assessment of the sustainability of:
- the Stage One and Two issues and options;
 - the resulting Preferred Options; and
 - the Draft Publication Waste Plan.
- 8.1.3 The process has therefore provided an ongoing check on the sustainability of the emerging JWDPD as envisaged by government guidance. The assessment also identifies likely effects, which should inform more detailed discussions over individual developments and planning applications.

⁸ English Heritage, the Environment Agency and Natural England (the last effective from October 2006 - formerly the two separate bodies of English Nature and the Countryside Agency)

9 What Happens Next?

- 9.1.1 GMGU on behalf of each District is required to engage stakeholders and the wider Greater Manchester community on the Publication Version under Regulation 27 of the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008.
- 9.1.2 Preparation of the JWDPD has already been through a number of stages during which extensive stakeholder involvement has taken place. At this stage, the intention of issuing this SA Report alongside the JWDPD is to allow for representations to be made in connection with issues of soundness (i.e. whether the JWDPD is justified, whether it is effective and whether it is consistent with national policy) and legal compliance only.
- 9.1.3 The Planning Inspectorate has issued guidance entitled 'Local Development Frameworks – Examining Development Plan Documents: Procedural Guidance' (August 2009). This document is relevant to the JWDPD as it will form part of LDFs and can be found on the Planning Inspectorate's web site at the following link:
http://www.planninginspectorate.gov.uk/pins/appeals/local_dev/dpd_procedure_guide_aug09.pdf.
- 9.1.4 In order to ensure that the scope and content of representations on the Draft Publication Stage DPD and this SA Report are restricted to issues of soundness and legal compliances in accordance with the Planning Inspectorate guidance stated above, respondents are requested to make representations on an official comment form that has been specifically designed to assist in making representations. GMGU are keen to promote the submission of comments electronically and would encourage anyone with appropriate facilities to make their responses in this way. An electronic version of the official comment form can be found on the GMGU's web site at: <http://www.gmwastedpd.co.uk/coredocs.html>.
- 9.1.5 Alternatively, completed comment forms can be returned by post to the following address:
- GMGU (Urban Vision Partnership Ltd)**
Emerson House
Albert Street
Eccles M30 0TE
- 9.1.6 Should the JWDPD undergo any further significant changes in the future, including as a result of consultation responses, the significant changes will also be submitted for further SA.
- 9.1.7 Submission of the JWDPD to the Secretary of State is expected to occur in early 2011, this will be followed by an Examination into the JWDPD in mid / late 2011. Following the examination, the Inspector will produce a report with recommendations and will make a decision on whether the JWDPD is sound and can be taken forward for adoption by the ten Greater Manchester authorities. The JWDPD is scheduled for adoption in 2012.

9.2 The SEA Statement

- 9.2.1 Once the JWDPD has been adopted GMGU will be required to provide the public and the Consultation Bodies with information on how sustainability considerations highlighted through the SA process, as well as consultation responses, are reflected in the JWDPD and how its

implementation will be monitored in the future. This document takes the form of a SEA Statement, which is published alongside the adopted JWDPD.

Glossary

**Advanced Thermal Treatment (ATT),
Gasification and Pyrolysis**

Includes pyrolysis and gasification. Like including thermal treatment, ATT recovers energy from residual waste. It differs in how the waste is processed and the energy liberated for recovery. Thermal treatment directly releases the energy in the waste through combustion. ATT thermally treats the waste to generate secondary products (gas, liquid and/or solid) from which energy can be generated.

Alternative

See 'options'.

Anaerobic Digestion (AD)

A process where biodegradable material is broken down in the absence of oxygen in an enclosed container. It produces a mixture of carbon dioxide, methane and solids/liquids known as digestate which can be used for fertiliser, compost or Solid Recovered Fuel (SRF). The methane gas released by the process is normally burnt to generate heat and power.

Annual Monitoring Report (AMR)

Assesses the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being achieved.

Consultation Body

An authority which because of its environmental responsibilities is likely to be concerned by the effects of implementing plans and programmes and must be consulted under the SEA Directive. The Consultation Bodies in England are English Heritage, Natural England and the Environment Agency.

Consultation Statement

A statement prepared by a Local Planning Authority for a Supplementary Planning Document under regulation 17 (1) of the Town and Country Planning (Local Development) (England) Regulations 2004.

Combined Heat and Power

The use of a heat engine or a power station to simultaneously generate both electricity and useful heat. It is one of the most common forms of energy recycling.

Conventional Thermal Treatment (CTT)

The controlled high temperature burning of waste, either to reduce its volume or its toxicity. Energy recovery is achieved by utilising the calorific value of the materials burnt. The most efficient facilities combine the production of heat (usually in the form of steam) with power (electricity) (combined heat and power referred to as

CHP). For specialist waste streams smaller facilities are used to meet the required need.

Core Strategy

Should set out the key elements of the planning framework for the area. It should comprise: a spatial vision and strategic objectives for the area; a spatial strategy; core policies; and a monitoring and implementation framework with clear objectives for achieving delivery.

Cumulative effects

Cumulative impacts arise, for instance, where several developments each have insignificant effects but together have a significant effect; or where several individual effects of the SPD (e.g. noise, dust and visual) have a combined effect.

Development Plan Documents (DPD)

A type of Local Development Document. DPDs include the Core Strategy, site specific allocations of land and Area Action Plans (where needed).

Energy Recovery Facility

Resource recovery method in which a part of all of the waste material produced in a process is burned to generate heat or electricity.

Environmental Impact Assessment

EIA is a procedure that must be followed for certain types of development before they are granted development consent. The requirement for EIA comes from a European Directive (85/33/EEC as amended by 97/11/EC). The procedure requires the developer to compile an Environmental Statement (ES) describing the likely significant effects of the development on the environment and proposed mitigation measures. The ES must be circulated to statutory consultation bodies and made available to the public for comment. Its contents, together with any comments, must be taken into account by the competent authority, e.g. local planning authority, before it may grant consent.

Hazardous Waste

Waste that poses substantial or potential threats to public health or the environment. Hazardous waste is listed in the European Waste Catalogue (EWC) 2002.

Inert Waste

Waste which is neither chemically or biologically reactive and will not decompose.

Indicator

A measure of variables over time, often used to measure achievement of objectives.

Output indicator	An indicator that measures the direct output of the plan or programme. These indicators measure progress in achieving a plan objective, targets and policies.
Significant effects indicator	An indicator that measures the significant effects of the plan.
Contextual indicator	An indicator used in monitoring that measures changes in the context within which a plan is being implemented.
In-Vessel Composting (IVC)	The composting of biodegradable waste in an enclosed environment, ranging from enclosed halls to tunnels, reactors, vessels and containers. In the process the water content of the waste (feed stock) is reduced. This process can be controlled to regulate moisture and temperature to increase the rate at which the composting process occurs.
Landfill/ landraise	The deposit of waste into land (landfill) or where land is raised by the deposit of waste material above existing or original ground level (landraise) in such a way that pollution or harm to the environment is prevented and, through restoration, to provide land which may be used for another purpose. Planning permission can be time limited and 'temporary'.
Local Development Document (LDD)	There are two types of Local Development Document: Development Plan Documents and Supplementary Planning Documents.
Local Development Framework (LDF)	Sets out, in the form of a 'portfolio', the Local Development Documents which collectively deliver the spatial planning strategy for the area in question. The LDF also includes the Statement of Community Involvement, the Local Development Scheme and the Annual Monitoring Report.
Local Development Regulations	Town and Country Planning (Local Development) (England) Regulations 2004. Town and Country Planning (Transitional Arrangements) (England) Regulations 2004.
Material Recovery Facility (MRF)	A site where recyclable waste is mechanically or manually separated, baled and stored prior to reprocessing. Where these facilities accept organic (biodegradable) waste they are referred to as 'dirty MRFs' and will have to operate

24hrs a day 7 days a week to avoid the rotting of stockpiled material.

Mechanical Heat Treatment (MHT)

A process which uses a combination of heat, air and moisture to clean and sanitise mixed recyclables to produce easily segregated recycle and a residual organic material that can be used as a solid recovered fuel in other processes. (Also known as the autoclave process). Mechanical Heat Treatment processes do not involve the burning of waste.

Mechanical Biological Treatment (MBT)

A process which treats residual waste after recycling has taken place. Reusable materials and contaminants are separated from the waste stream by a variety of mechanical processes and the remaining residue is then treated biologically prior to landfilling or energy recovery, typically through AD or the IVC treatment process. The process reduces the water content of the waste (feed stock) and increases its calorific value allowing its use as a solid recovered fuel (SRF).

Mitigation

Used in this guidance to refer to measures to avoid, reduce or offset significant adverse effects on the environment.

Non-Hazardous Waste

Non-hazardous waste is waste which does NOT feature on the list of hazardous waste in the European Waste Catalogue (EWC) 2002.

Objective

A statement of what is intended, specifying the desired direction of change in trends.

Open Air Waste Management

These facilities include scrap yards, skip Recycling Facilities hire, construction and demolition yards, outdoor waste transfer stations and Household Waste Recovery Centres. They generally have unenclosed machinery and their through put varies depending on the size of the site.

Open Windrow Composting (OWC)

The composting of organic green waste in open air windrows which are not enclosed in any building, tunnel, reactor, vessel or other container.

Option

The range of rational choices open to plan-makers for delivering the plan objectives. For the purposes of this guidance 'option' is synonymous with 'alternative' in the SEA Directive.

Plan

For the purposes of the SEA Directive this is used to refer to all of the documents to which this guidance applies, including Regional Spatial Strategy revisions and Development Plan Documents. Supplementary Planning

Documents are not part of the statutory Development Plan but are required to have a sustainability appraisal.

PPS11	Planning Policy Statement 11: Regional Spatial Strategies
PPS12	Planning Policy Statement 12: Local Development Frameworks
Pre-submission consultation statement	A statement prepared by a Local Planning Authority for a Development Plan Document pursuant to regulation 28(1)(c) of the Town and Country Planning (Local Development) (England) Regulations 2004.
Scoping	The process of deciding the scope and level of detail of a Sustainability Appraisal.
Screening	The process of deciding whether a document requires a SA.
SEA Directive	European Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment.
SEA Regulations	The Environmental Assessment of Plans and Programmes Regulations 2004 (which transposed the SEA Directive into law).
Secondary or Indirect effects	Effects that are not a direct result of the SPD, but occur away from the original effect or as a result of a complex pathway. Examples of secondary effects are a development that changes a water table and thus affects the ecology of a nearby wetland; and construction of one project that facilitates or attracts other developments.
Strategic Environmental Assessment (SEA)	Generic term used internationally to describe environmental assessment as applied to policies, plans and programmes. In the UK, SEA is increasingly used to refer to an environmental assessment in compliance with the 'SEA Directive'.
Sustainability Appraisal (SA)	Generic term used to describe a form of assessment which considers the economic, social and environmental effects of an initiative. SA, as applied to Local Development Documents, incorporates the requirements of the SEA Directive.

Sustainability issues

The full cross-section of sustainability issues, including social, environmental and economic factors.

Synergistic effects

Synergistic effects interact to produce a total effect greater than the sum of the individual effects. Significant synergistic effects often occur as habitats, resources or human communities get close to capacity. For example, a wildlife habitat can become progressively fragmented with limited effects on a particular species until the last fragmentation makes the areas too small to support the species at all. On the other hand, beneficial synergistic effects may occur when a series of major transport, housing and employment developments in a sub-region, each with their own effects, collectively reach a critical threshold so that both the developments as a whole and the community benefiting from them become more sustainable.

The Directive on Integrated Pollution Prevention and Control (IPPC)

The IPPC Directive (IPPCD) (Council Directive 2008/1/EC) aims to minimise pollution from various industrial activities throughout the European Union. Operators of certain industrial installations covered by the IPPC Directive are required to obtain an environmental permit from the authorities in the EU countries. These environmental permits provide operational measures to control emissions to the environment. About 52,000 installations are covered by the IPPCD in the European Union.

Unitary Development Plan (UDP)

An old-style development plan prepared by a Metropolitan district and some Unitary Local Authorities, which contains policies equivalent to those in both a structure plan and local plan.