



OFFICER REPORT TO LOCAL COMMITTEE SPELTHORNE

CONSULTATION ON SURREY MINERALS PLAN

19 NOVEMBER 2009

KEY ISSUE

To consider the core strategy and primary aggregates development plan documents, and draft proposals of the aggregates recycling development plan document and minerals site restoration supplementary planning document, of the Surrey Minerals Plan.

SUMMARY

The Committee is invited to consider the proposals within the core strategy and primary aggregates documents, and the draft proposals for aggregates recycling and minerals site restoration as they affect Spelthorne.

OFFICER RECOMMENDATION

The Local Committee (Spelthorne) is asked to:

- (i) Confirm that it agrees with the county council that the proposals in the core strategy and primary aggregates documents are sound
- (ii) Determine whether it wishes to submit any comments on the draft aggregates recycling and final draft minerals site restoration documents.

1 INTRODUCTION AND BACKGROUND

- 1.1 The Surrey Minerals Plan forms part of the development plan for Surrey and is being updated. Extensive consultation on the draft proposals took place in 2006 and 2008 since which time the proposed

documents for submission to the Secretary of State have been prepared. The Cabinet approved the documents for submission on 29 September and this was endorsed by the County Council on 13 October.

- 1.2 Representations on the soundness of the proposals for the core strategy and primary aggregates development plan documents (DPD), which will be submitted to government in February 2010 are invited to identify issues which the independent Inspector will examine.
- 1.3 At the same time, comments on draft proposals for aggregates recycling and the final draft minerals site restoration document are being sought prior to finalising them later in 2010. A period of further representation on the aggregates recycling document will take place.

2 CORE STRATEGY AND PRIMARY AGGREGATES

- 2.1 The *Core Strategy DPD* provides the overall framework for mineral planning across the county to 2026. The spatial strategy considers the geographical occurrence of economically viable mineral resources and the constraint this and environmental factors put on the choice of sites for mineral extraction. The distribution of other mineral development facilities such as recycling sites and rail aggregate depots is also considered.
 - 2.2 The *Core Strategy DPD* includes policies dealing with general issues such as the efficient use of mineral resources and their safeguarding. A key aspect of the strategy is the policies setting out the strategic need for future working of aggregates, industrial sand, clay and oil and gas, the main minerals produced in Surrey. Finally, policies providing a framework for the detailed assessment of the environmental and transport implications of planning applications for mineral development, and the restoration of sites, are proposed.
 - 2.3 The *Primary Aggregates DPD* makes site specific proposals for contributing towards the regional apportionment of aggregates. In terms of quantity produced, aggregates are the most significant mineral in Surrey. Sand and gravel for concrete comes mainly from the Lower Thames valley.
 - 2.4 Soft or building sand is also part of aggregate production in Surrey and comes from the Lower Greensand Formation which outcrops in Surrey just to the south of the North Downs.
- How the proposals affect Spelthorne**
- 2.5 The core strategy includes a policy on future aggregate requirements in the county. Aggregate requirements are derived nationally and the plan needs to conform with the sub-regional apportionment set in the regional spatial strategy. The sub-regional apportionment is currently

under review but the proposed level of 1.32mtpa means that Surrey has to provide more than 21 mt of aggregate between 2010 and 2026.

- 2.6 Potential resources of sand and gravel suitable for concrete are concentrated in the Lower Thames valley and in the lower reaches of the Rivers Wey and Mole namely the boroughs of Elmbridge, Runnymede and Spelthorne. Six areas were identified in Spelthorne in the preferred option consultation draft of the plan in 2006. These were Home Farm Quarry extension, Shepperton, Homers Farm, Bedfont, King George VI Reservoir, Stanwell, Manor Farm, Laleham, Queen Mary Reservoir, Laleham and Watersplash Farm, Halliford.
- 2.7 All these sites are retained in the current version of the primary aggregates document as without them the regional requirement would not be met. This does, however, mean that resources of sand and gravel would be largely exhausted by 2026, bringing an end to mineral extraction in the borough.
- 2.8 The remaining five preferred areas identified for concreting aggregate are in Elmbridge and Runnymede.

3 AGGREGATES RECYCLING AND MINERALS SITE RESTORATION

- 3.1 The *Aggregates Recycling DPD* indicates draft proposals for sites to meet the regional requirement to increase the availability of recycled materials so that it can contribute towards overall aggregate demand and reduce pressure on land-won production. The Surrey Waste Plan 2008 has identified locations where waste recycling and processing facilities may be developed. Seven of these are considered potentially suitable for aggregates recycling. One potential new site for a permanent facility has been identified and two sites for potential temporary facilities.
- 3.2 Some of the sites identified in the Primary Aggregates DPD require inert fill material. These are identified as potential temporary aggregate recycling sites so that opportunity can be taken to use the residual waste left after recycling as part of the restoration.
- 3.3 The *Minerals Site Restoration Supplementary Planning Document (SPD)* supports the core strategy policies on restoration by summarising best practice and developing indicative schemes for restoration of the sites identified as proposals in the core strategy and primary aggregates documents.

How the draft proposals affect Spelthorne

- 3.4 Two of the sites, identified in the Surrey Waste Plan as suitable for waste recycling and processing facilities, considered potentially suitable for aggregates recycling are in Spelthorne. These are Charlton Lane, Shepperton and Oakleaf Farm, Stanwell; permission has recently been granted for the latter. In addition to these, Stanwell Quarry,

Stanwell is identified as potentially suitable for a temporary aggregates recycling facility.

- 3.5 Homers Farm, Bedfont, one of the preferred areas for mineral extraction, is identified as a potentially suitable location for a temporary aggregate recycling facility to aid its restoration. The other preferred areas for aggregate extraction are not considered suitable sites for such temporary facilities.
- 3.6 The indicative restoration schemes propose filling and restoration to agriculture for Home Farm extension, Homers Farm and Watersplash Farm. The two reservoir sites will remain in operational use for water storage, whilst it is proposed to restore Manor Farm as a series of waterbodies because there is no access for fill material. If it becomes feasible to import fill material this indicative scheme may be altered.

4 HOW TO MAKE REPRESENTATIONS

- 4.1 There has been extensive public consultation during the preparation of the plan, the outcome of which is reported in detail in one of the background papers (Consultation Statement 2009) supporting the published documents. The documents, along with the background material listed at the end of this report, are available to view on the SCC website at <http://www.surreycc.gov.uk/mineralsplan>.
- 4.2 The 2009 consultation on the plan has two distinct parts
- proposals for submission to government on the core strategy and on primary aggregates
 - consultation stages on aggregates recycling and minerals site restoration
- 4.3 Representations on the former are meant to be directed at ensuring that the document is legally compliant with the Planning and Compulsory Purchase Act 2004 and that it is sound.
- 4.4 Tests of legal compliance include whether the procedures and public involvement have been adequately fulfilled, whether a document conforms generally to national and regional policy and has regard to the sustainable community strategy for its area.
- 4.5 The tests of soundness are grouped under three headings – whether the document is justified, effective and consistent with national policy. They are explained in more detail in the notes that accompany the publication stage representation form.
- justification is about the evidence base for the plan, the engagement of the local community, the appropriateness of the strategy and its sustainability.

- effectiveness is about delivery of the plan and its ability to adapt should the context change significantly.
- consistency with national policy is a pre-requisite and any departure from this must be clearly justified.

4.6 The consultation leaflet provides the mechanism for response to the aggregate recycling and minerals site restoration documents. At this stage the county council is seeking views on the proposals (final ones in the case of the restoration document) prior to making a decision on their content.

5 FINANCIAL/VALUE FOR MONEY IMPLICATIONS

5.1 The council is committed to a timetable for preparing the Surrey Minerals Plan through the Minerals and Waste Development Scheme. Failure to meet milestones could reduce the level of Planning and Housing Delivery Grant.

6 EQUALITIES IMPLICATIONS

6.1 These have been addressed in part through preparation of the Surrey Statement of Community Involvement, adopted July 2006. An Equality Impact Assessment has been carried out on the Minerals Plan and has not revealed any discernable discrimination against any of the Equality and Diversity strands.

7 RISK MANAGEMENT IMPLICATIONS

7.1 The council is required to publish an Annual Monitoring Report detailing progress of the Minerals Plan against milestones in the Minerals and Waste Development Scheme.

8 CRIME AND DISORDER IMPLICATIONS

8.1 None

9 CONCLUSION AND RECOMMENDATIONS

9.1 The core strategy provides a framework for determining future applications for mineral development. The site specific proposals in the primary aggregates document are necessary to meet demands for minerals essential to the construction sector. These are key elements in the Surrey Minerals Plan and were endorsed by Cabinet on 29 September as proposed documents for submission to government. The county council agreed on 13 October that they be published to enable representations to be made.

9.2 Mineral resources can only be worked where they occur and this is particularly the case for river valley gravels. The Lower Thames valley

has made a significant contribution to aggregate needs in the past and this is likely to continue within the lifetime of the plan. The Committee are asked to support the proposals made by the county council.

- 9.3 Comments are invited on the proposals in the *Aggregates Recycling DPD* before these are finalised later in 2010. The *Minerals Site Restoration SPD* is at final consultation stage as this is not subject to independent examination. The county council will consider all comments received but the document cannot be approved until the development plan documents have been adopted.

WHAT HAPPENS NEXT:

The documents will be progressed as shown in the table.

	Publication of draft for consultation	Publication of proposals for submission to the Government ¹	Submission of documents to the Government ²	Estimated Examination date [start of hearing]	Estimated adoption date
<i>Core Strategy DPD</i>		6 November 2009	February 2010	June 2010	November 2010
<i>Primary Aggregates DPD</i>		6 November 2009	February 2010	September 2010	January 2011
<i>Draft Aggregates Recycling DPD</i>	6 November 2009	November 2010	February 2011	June 2011	October 2011
<i>Final draft Minerals Site Restoration SPD</i>	6 November 2009				January 2011

- ¹ At this stage representations on soundness and legal compliance are invited
- ² Documents are submitted to the Government together with copies of representations and, where appropriate, a schedule of suggested amendments. The amendments should be minor only and not be of such significance that further consultation or appraisal is deemed necessary.

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BACKGROUND PAPERS:	<ul style="list-style-type: none"> • Strategic Environmental Assessment and Sustainability Appraisal (2009) • Habitats Regulation Assessment and Appropriate Assessment of the Surrey Minerals Plan (2009) • Report on the Strategic Flood Risk Assessment of the Surrey Minerals Plan (2009) • Consultation Statement (2009) • Assessment of potential yield for selected PMZs, Surrey (GWP 2009) • Primary Aggregates Land Assessment (SCC 2006, updated 2009) • Assessment of Pendell Farm Preferred Area for Silica Sand (GWP 2009) • Assessment of aggregate recycling sites – long list (SCC 2009) • Assessment of aggregate recycling sites – short list (SCC 2009) • Rail Aggregate Depots (SCC 2008, updated 2009) • Mineral Safeguarding Areas (SCC 2009) • Transportation Assessment (SCC 2006, updated 2009) • Strategic Transportation Assessment (SCC 2009) • Hydrological Assessment (EA advice 2006, updated 2009) • Geology of Surrey (SCC 2006, updated 2009) • Silica Sand (SCC 2008, updated 2009) • Non-aggregate minerals (SCC 2008, updated 2009) • Surrey Minerals Plan (preferred option), (SCC 2006) • Proposed amendments to Core Strategy (SCC 2008) • Policy options for non-aggregate minerals, rail aggregate depots and recycled and secondary aggregates (SCC 2008) • Recycled and secondary aggregates (SCC 2008) • Landscape and Visual Impact Assessment (CBA consultants 2004 & 2006)