

Surrey County Council Waste Planning

Surrey Waste Local Plan

2018–2033

Preferred Options Consultation Report

Draft for Economic Prosperity, Environment and Highways
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Preferred Options Consultation Report

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Executive Summary

Introduction

- The current Surrey Waste Plan (SWP) was adopted in 2008. The new Surrey Waste Local Plan (SWLP) will cover the period from 2018 to 2033. The new SWLP will help make sure that Surrey is able to provide sufficient capacity to manage its waste in the most sustainable way.
- The SWLP 2018 – 2033 will deal with all waste, but will focus on household waste, Commercial and Industrial (C&I) waste, construction and demolition (CD&E) waste and hazardous waste.

What factors are influencing the emerging Waste Plan?

- Surrey is the most wooded county in England with a rich and varied natural and built heritage. Our communities value the high quality of Surrey's environment and it is important that the Waste Planning Authority (WPA) acknowledges this when considering major new infrastructure, including waste facilities.
- There are a number of drivers that will influence waste development such as physical and environmental constraints. We have outlined these drivers and how they may influence the emerging waste plan.

What are we aiming to achieve?

- The draft vision sets out how waste should be managed in Surrey throughout the plan period. In order to achieve the draft vision, seven draft objectives and a draft spatial strategy have also been proposed.

How will we deal with any overlapping or related policy documents?

- The SMP will require minor changes following the adoption of a revised SWLP 2018 – 2033 to update references to the SWP 2008. Changes will also be required to text in the ARJDPD post-adoption. How best to make these changes will be considered during the review of the SWP 2008.

How are we going to provide sites and areas for waste related development?

- As part of the Preferred Options consultation we are asking for comments on the method that is proposed for calculating current available capacity for waste management in Surrey and the assumptions used to apply this methodology. We will also be taking steps to validate the data we currently hold for sites.
- The proposed site selection criteria aim to balance environmental protection against the need for waste related development and the challenge in meeting Surrey's needs going forward.
- Surrey County Council is also seeking nominations for suitable sites under a 'Call for Sites'.

How are we going to cooperate with other organisations?

- Surrey County Council is also consulting on a Duty to Cooperate (DtC) Scoping Statement to ensure that those authorities, prescribed bodies and other stakeholders we are required to cooperate with are satisfied with the steps we will take to engage with them in order to discharge our duty.

Next Steps

- The Preferred Options consultation will run for a period of 12 weeks between 4 August and 27 October 2016. Once the consultation closes the WPA will produce a statement outlining the responses and how these will be addressed in developing a revised SWLP 2018 – 2033.
- If you have any questions about the consultation you can contact the waste planning policy team at Surrey County Council.

Contact Us



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**Letter: Planning and Development Service, County Hall,
Penrhyn Road, Kingston upon Thames, Surrey. KT1 2DW**

1 Introduction

1.1 Why do we need to plan for waste facilities in Surrey?

- 1.1.1 Waste management infrastructure is essential to support a modern economy. It is essential crucial therefore that we plan for waste related development to ensure waste is managed sustainably, preventing any significant adverse impacts on the environment and communities. By planning for waste related development we also provide certainty for developers and the community through the allocation of suitable sites for waste management facilities.
- 1.1.2 Surrey is the most wooded county in England and has retained a large proportion of countryside with 73% of the county lying within the Metropolitan Green Belt. The landscape, natural heritage and biodiversity of Surrey are rich, with the county containing diverse habitats that support a wide range of species. In addition to this, Surrey has important historic sites of high value.
- 1.1.3 All of these features make Surrey a great place to work and live. Our communities value the high quality of Surrey's environment and it is important that Surrey County Council, as the Waste Planning Authority (WPA), acknowledges this when considering major new infrastructure such as new waste facilities.

1.2 What is a Waste Plan?

- 1.2.1 Waste Local Plans set out the planning framework for the development of waste management facilities. A Waste Local Plan normally includes a core strategy, policies for development management in determining waste applications and site allocations.
- 1.2.2 The current Surrey Waste Plan (SWP) was adopted in 2008. The new Surrey Waste Local Plan (SWLP) will cover the period from 2018 to 2033. The new SWLP will help to ensure that Surrey is able to provide sufficient waste management capacity to manage its waste in the most sustainable way.
- 1.2.3 The SWLP 2018 – 2033 will include provision for Local Authority Collected Waste (LACW) which includes household waste, Commercial and Industrial (C&I) waste, construction and demolition (CD&E) waste and hazardous waste. Both EU and national policy provide guidance for how the essential policy concepts of the waste hierarchy, principles of proximity and self-sufficiency are to be applied.

1.3 Why are we reviewing the plan?

1.3.1 It is essential that development plans are kept up to date to provide a robust policy framework to support the sustainable management of waste. The current plan is reaching the end of the plan period and since the plan was adopted in 2008 a number of new challenges have arisen. These challenges include:

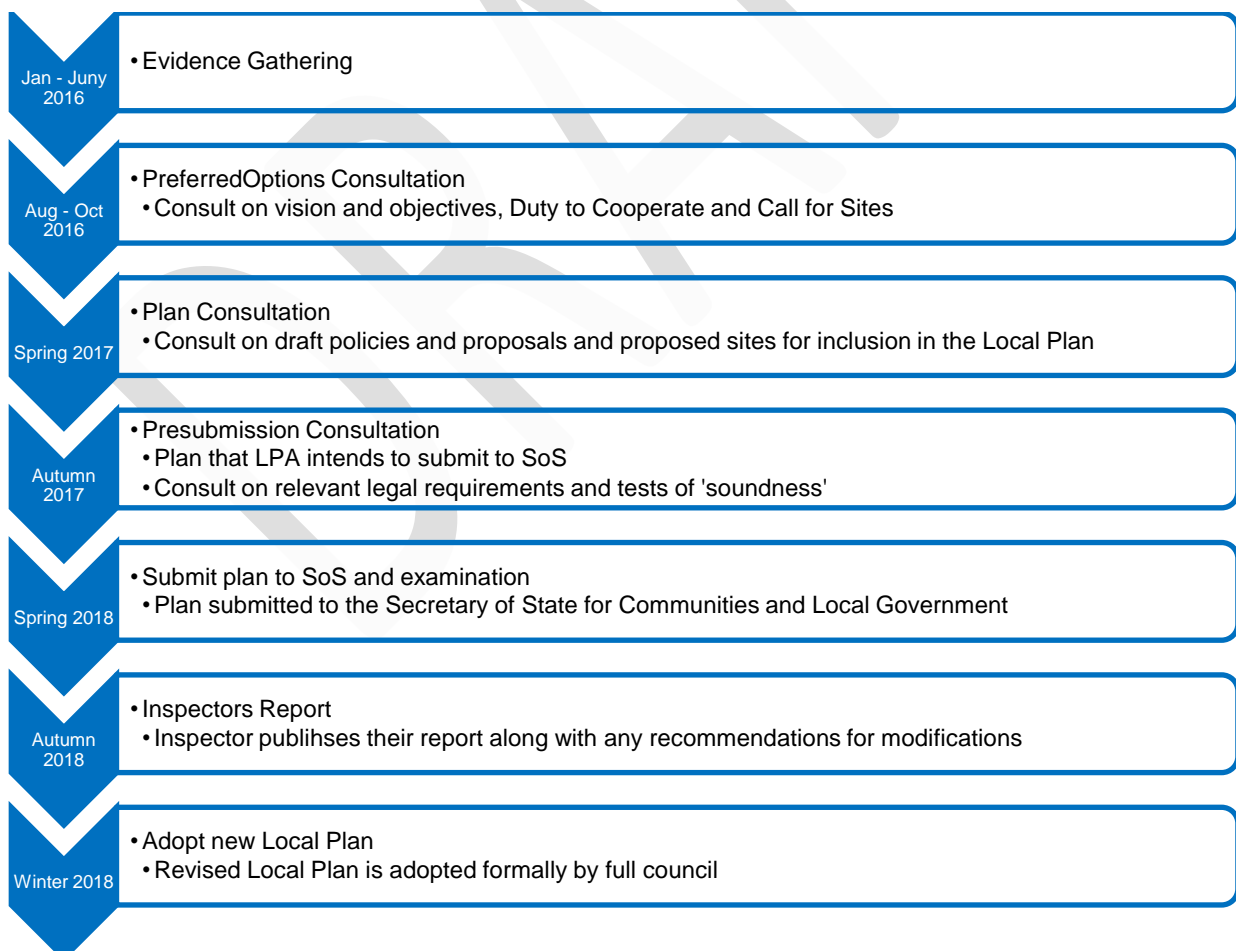
- Changes in the policy landscape
- Evolution of waste management
- Current and emerging local conditions including pressure to release allocated sites to alternative development

1.3.2 A review will ensure that we plan for waste management capacity on the basis of the most up to date evidence and forecasts of waste arisings.

1.4 How will the Waste Plan be delivered?

1.4.1 There are several stages in preparing a new SWLP 2018 – 2033. These are outlined in Figure 1. At each stage there will be opportunity for residents, businesses and other key stakeholders to comment.

Figure 1 Process for delivering the Surrey Waste Local Plan 2018 – 2033




1.5 What are 'Issues and Options'?

- 1.5.1 Regulation 18 of the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2012 requires the Local Planning Authority (LPA) to notify and invite representations from statutory consultees and our communities in developing the plan.
- 1.5.2 The Preferred Options Paper is the first formal opportunity for stakeholders to contribute to the revised plan. The Preferred Options Paper will set out the strategic context for waste management and explore the overall scale of need for additional waste management facilities in Surrey.
- 1.5.3 Linked to this consultation is a call for sites, to give interested persons the opportunity to put forward their site for consideration for inclusion in the SWLP.

1.6 How you can get involved?

- 1.6.1 You can respond to the questions in this consultation via the Surrey Says consultation hub (<https://www.surreysays.co.uk/>) during the consultation period (4 August to 27 October 2016). Copies of documents will also be available at County Hall and some local offices and libraries for those who do not have online access.
- 1.6.2 If you have any questions about the consultation you can contact the waste planning policy team at Surrey County Council by:

 Phone: 0208 541 9897

 Email: wasteplan@surreycc.gov.uk

 Letter: Planning and Development Service, County Hall, Penrhyn Road, Kingston upon Thames, Surrey. KT1 2DW

2 What factors influence the Waste Plan?

2.1 Context

- 2.1.1 Surrey is the most wooded county in England with 22% woodland cover, almost double the national average of 12%. The county has retained a large proportion of countryside with 73% of the county lying within the Metropolitan Green Belt.
- 2.1.2 Surrey is also one of the most densely populated and urbanised shire counties; however, large parts of it remain essentially rural in character. A total of 44,800 hectares of the county is covered by national landscape designations including the Surrey Hills Area of Outstanding Natural Beauty (AONB) and the High Weald AONB.
- 2.1.3 The natural heritage and biodiversity of Surrey is rich, with the county containing diverse habitats that support a wide range of species. Numerous sites within the county have been designated for protection on the grounds of nature conservation and biodiversity at the local, national and international levels.
- 2.1.4 In addition to its landscape and natural heritage designations, Surrey has 197 Scheduled Monuments, 248 designated County Sites of Archaeological Importance and 1,077 individual Areas of High Archaeological Potential.

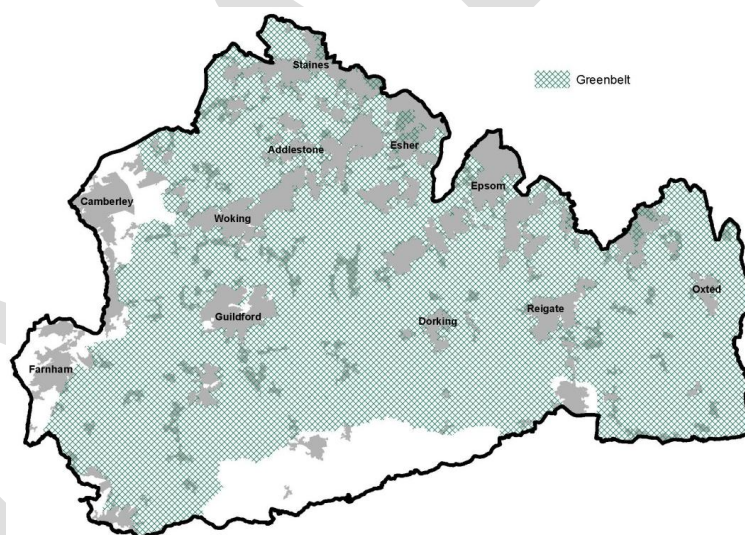


Figure 2.1 Map of greenbelt in Surrey

- 2.1.5 Surrey is characterised by a large number of individual settlements rather than a single centre. It comprises a mixture of larger towns (such as Guildford, Woking, Staines upon Thames, Weybridge, Farnham, Camberley, Epsom and Redhill) and other smaller towns. Traffic flows on all roads are well above the national average.

2.2 Drivers and Influences

- 2.2.1 The National Planning Practise Guidance explains that Waste Planning Authorities (WPAs) should “set out clear assumptions on which they make their forecast”. The types of drivers and influences identified as part of this review are outlined in Table 1.

Table 1 Drivers and Influences identified for the review of the Surrey Waste Plan 2008

Driver	Influence
Institutional and responsibility issues	<p>These include consideration of the waste hierarchy which encourages the prevention, reuse, recycling and recovery of waste and the circular economy package. This affects the amount of waste the WPA expect to plan for and what types of facilities to include in the plan.</p> <p>The principles of proximity and net self-sufficiency in the waste framework directive will affect the number and location of waste management facilities.</p>
Resource value of waste and closing the loop	<p>The waste industry employs a large number of people and the sector is growing. The value that can be extracted from waste is increasing, technology is changing and bespoke and specialist facilities are emerging in response to this opportunity.</p> <p>However, wider economic conditions affect the ability for schemes to attract funding and schemes can find it difficult to compete with higher value uses e.g. housing, commercial.</p> <p>The WPA needs to support waste management by providing certainty, through allocating suitable locations. The SWLP needs to include policies that allow flexibility to support emerging technologies.</p>
Future growth of homes and businesses	<p>Waste infrastructure is needed to support growth in Surrey. Households and businesses create waste. The SWLP needs to provide enough capacity to deal with this waste to support economic growth and the development of new homes.</p>
Transport infrastructure	<p>The WPA acknowledges that congestion and HGV movements are key areas of concern for our communities. Appropriate site allocations and policies which promote sustainable methods of transport and minimise travel distances on road networks are needed to mitigate impacts to communities.</p>
Human health and environmental protection	<p>Surrey boasts a high quality natural environment with a number of biodiversity, landscape and heritage designations. The WPA needs to make sure that any site allocations and policies protect and enhance the natural environment. Sites and facilities located near sensitive areas or areas of poor air quality will need to be considered against human health criteria.</p> <p>The county is also largely covered by green belt designation. Previously developed land is increasingly under pressure from competing forms of development. The WPA will need to plan positively and continue to safeguard existing waste sites to carefully balance the need for sites with human and environmental health.</p>

3 What are we aiming to achieve?

3.1 Draft Vision

- 3.1.1 The draft vision sets out how waste should be managed in Surrey throughout the plan period. The vision should demonstrate a positive approach to planning and as such should be both ambitious and deliverable. The proposed vision is outlined below:

In 2033 Surrey will continue to be net self-sufficient, managing the equivalent of waste arising in the County. The Surrey Waste Local Plan, through allocation of appropriate sites and areas, will provide enough capacity to meet Surrey's current and future needs.

The Surrey Waste Local Plan will promote the prevention of waste and the treatment of waste higher up the waste hierarchy through reuse, recycling and recovery. Surrey will continue to increase its recycling rate for all wastes, aiming for 70% by the end of the plan period. By 2033 Surrey will send zero waste to landfill.

Waste related development in Surrey will be sustainable, efficient, able to meet the needs of households and businesses, and will not impose significant adverse impacts on the community or the environment.

3.2 Draft Objectives

3.2.1 In order to achieve the draft vision, the following draft objectives are proposed:

Objective 1: To promote the sustainable management of waste by working with our stakeholders to promote waste prevention and maximise the amount of waste that is re-used, recycled and recovered. The Surrey Waste Local Plan should support initiatives that help meet local targets for recycling and recovery.

Objective 2: To encourage communities to take responsibility for their own waste. To help Surrey be net self-sufficient by having enough waste management facilities to deal with the equivalent amount of waste generated in the county.

Objective 3: To have suitable sites and preferred areas to meet the predicted need for new waste management facilities. To locate facilities as close as possible to key population centres and identified opportunities for growth, such as new settlements or major urban extensions.

Objective 4: To take advantage of opportunities to maximise the economic benefits of waste management by encouraging the use of waste as a resource. This also means encouraging innovation and new technologies to keep up with developing markets.

Objective 5: To make best use of land when making provision for sites for new waste management facilities. To give priority to previously developed land including the co-location of waste facilities within non-waste development and identifying opportunities to improve and enhance existing waste management facilities.

Objective 6: To make sure waste facilities are sustainable. Facilities should be appropriately located, well designed, well constructed and well operated to reduce potential adverse effects on human health and the environment.

Objective 7: To support the reduction of greenhouse gas emissions through sustainable management of waste by reducing the need for landfill, and minimising the need for waste transport by locating new waste facilities in proximity to population centres.

3.3 Spatial Strategy

- 3.3.1 The spatial strategy sets out how the over-arching vision can be spatially implemented in Surrey. A draft spatial strategy is included below. This will be subject to review and any comments received as part of the consultation.

New sites will need to be allocated to meet any capacity gap identified during the plan period. New sites will be identified as either allocated sites or preferred areas. Sites will be located on sites or in areas considered to be suitable for waste development in principle. Sites will still require detailed assessment as part of the planning application process, which may include the need for an Environmental Impact Assessment.

The WPA will seek to promote the sustainable management of waste. The principle of proximity encourages the management of waste in one of the nearest appropriate installations, by means of the most appropriate technologies, in order to ensure a high level of protection for the environment and human health.

New waste development should be principally directed towards developed areas, where main population centres are located and where growth and employment is concentrated. This will make sure the majority of waste arising within Surrey can be managed as close as possible to its source.

Transport considerations will also be important in assessing the potential of sites for waste related development. New waste facilities will be promoted where these provide sustainable transport options e.g. rail or those with good connections i.e. close to Surrey's strategic road or which minimise the impact to amenity.

Generally, modern waste management facilities should be acceptable development on industrial sites. Opportunities to co-locate facilities on existing waste management sites, or alongside compatible non-waste development, will be supported when appropriate. We recognise that Surrey has relatively limited industrial and urban land, for which there are strongly competing demands.

Greenbelt policy is an important consideration and the SWLP will ensure that locational policies reflect this.

Opportunities to support sustainable waste practises will be encouraged. This includes treatment methods which have elements of reuse, recycling or recovery and see the use of waste as a resource.

In recognition that not all types of waste facilities are appropriate in all areas, and to give flexibility to the Surrey Waste Local Plan, locational policies will be used to guide the location of waste development during the plan period.

3.4 Proposed End date for the Surrey Waste Local Plan

- 3.4.1 The National Planning Policy Framework (NPPF) confirms that local plans should be drawn up over an appropriate timescale, preferably a 15 year time horizon to take account of longer term needs. In line with this guidance it is proposed that the revised plan will cover the period from 2018 to 2033.

4 How will we deal with any overlapping or related policy documents?

4.1 Statement of Community Involvement

4.1.1 The Statement of Community Involvement (SCI) outlines how local communities and stakeholders will be involved in the preparation of local plans and planning decisions. A revised SCI was adopted in spring 2015. The SCI will support the preparation of the SWLP 2018 – 2033 and will form part of its evidence base.

4.2 Surrey Minerals Plan

4.2.1 The Surrey Minerals Plan (SMP) was adopted in July 2011. The Minerals Plan Core Strategy DPD and Primary Aggregates DPD have been assessed as being in conformity with the National Planning Policy Framework (NPPF). Therefore we are not seeking to review the plan at this stage. The SMP will require minor changes following the adoption of a revised SWLP 2018 – 2033 to update references to the SWP 2008.

4.3 Aggregates Recycling Joint Development Plan Document

4.3.1 The Aggregates Recycling Joint Development Plan Document (ARJDPD) was adopted 12 February 2013. The ARJDPD should be read alongside the SWP 2008 and the SMP Core Strategy 2011. The requirement to prepare the ARJDPD is contained in the SMP Core Strategy.

4.3.2 The SMP Core Strategy DPD sets a specific aim to increase the rate of recycling to at 0.9 mtpa by 2026. Surrey County Council is committed to achieving this target and therefore needs to make sure that when updating the SWP 2008 appropriate policies and/or sites are included to help meet this target.

4.3.3 The ARJDPD identifies suitable sites that could contribute to the future provision of aggregate recycling including temporary facilities at mineral sites (Policies AR2 and AR3). These policies will remain relevant until a review of the SMP.

4.3.4 Text in the ARJDPD lists sites identified in the SWP 2008 that are considered to have the potential for aggregates recycling. The suitability of sites for aggregates recycling needs to be considered as potential waste sites are reviewed.

4.3.5 Changes will be required to text in the ARJDPD to reflect the revised SWLP 2018 – 2033 post-adoption. How best to do this will be considered during the review. It is important to note that the ARJDPD policies will remain valid as a result of the new SWLP 2018 – 2033 being adopted.

5 How are we going to provide sites and areas for waste related development?

5.1 Safeguarding

5.1.1 The SWP 2008 recognises that the loss of appropriate sites to other development will make waste recycling, diversion and recovery targets harder to achieve. Recognising the complexities of securing appropriate sites for waste management all allocated waste sites will be protected from unnecessary non-waste development. In addition, existing sites will continue to be safeguarded. This seeks to ensure that the continued operation of these facilities is not constrained by other types of development.

5.2 Criteria for assessing whether sites are suitable

5.2.1 In line with the NPPW, allocated sites are to be located, designed and operated to minimise potential adverse impacts on the amenity of local communities, the natural and historic environment.

5.2.2 The NPPW includes criteria¹ for: protection of water resources, land instability, visual intrusion, nature conservation, historic environment and built heritage, traffic and access, air emissions including dust, odours, vermin and birds, noise and vibration, litter, and potential land use conflict.

5.2.3 The site assessment criteria listed within the Site Assessment Scoping Statement fall under two main categories:

- i) Preliminary Criteria
- ii) Secondary Criteria

5.2.4 Preliminary Criteria will be used to 'sieve' those sites which are unlikely to be able to support waste-related development. Secondary Criteria will be used to provide a more detailed site assessment to determine the most appropriate locations for waste related development.

5.3 Putting forward suitable sites

5.3.1 As part of the 'Issues and Options' consultation we are also seeking nominations for suitable sites under a 'Call for Sites'. These nominated sites will be subject to the same scrutiny outlined in the Sites Assessment Methodology before being considered for inclusion in the new SWLP 2018 – 2033.

¹ National Planning Policy for Waste (NPPW) 2014 Appendix B

6 How are we going to cooperate with other organisations?

6.1 Duty to Cooperate Scoping Statement

- 6.1.1 Surrey County Council as the WPA has a duty to “engage constructively, actively and on an ongoing basis” with other relevant organisations to maximise the effectiveness with which plan preparation is undertaken in developing the new SWLP 2018 – 2033.
- 6.1.2 The WPA has identified several organisations that we will need to engage with in the preparation of the SWLP including: Surrey Districts and Boroughs, other Waste Planning Authorities, and other relevant organisations as identified in the Duty to Cooperate (DtC) Scoping Statement. The DtC Scoping Statement outlines how and when the WPA expects to engage with those organisations identified.
- 6.1.3 Surrey County Council is consulting on the DtC Scoping Statement to ensure that those authorities, prescribed bodies and other stakeholders we have identified are satisfied with the steps we will take to engage with them in order to discharge our duty.

7 Next Steps

7.1 Consultation

- 7.1.1 The WPA will consult on the Preferred Options as outlined in this report between 4 August and 27 October 2016, a period of 12 weeks.
- 7.1.2 Once the consultation closes Surrey County Council will produce a statement outlining the types of responses received and how these will be addressed in developing a revised SWLP 2018 – 2033.
- 7.1.3 Surrey County Council may follow up with groups or individuals on specific issues that arise from the consultation to ensure that these are fully accounted for in the draft SWLP 2018 – 2033. Surrey County Council will also aim to keep all our stakeholders informed as the SWLP 2018 – 2033 emerges.

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