

# Environment and Infrastructure Select Committee

10 May 2018



## Review of the Surrey Waste Plan: Consultation on Draft Plan

**Purpose of the report:** Policy Development and Review

Surrey County Council is the Waste Planning Authority and so is responsible for setting policy concerning the development of suitable waste management facilities in Surrey. The policy informs decision making for related planning applications. The current Surrey Waste Plan includes such policies and was adopted in 2008 and is now being reviewed. The new Plan, known as the 'Surrey Waste Local Plan' is required to go through several stages of public consultation.

A Draft Surrey Waste Local Plan was published for public consultation between November 2017 and February 2018 and this report sets out the results of this consultation. 322 comments were received and these are being taken into account in the preparation of the text of a 'Submission' Plan. Further technical assessments are also being undertaken to verify the suitability of specific sites proposed in the Plan for waste management.

Cabinet will be asked to agree the text at its meeting in September. If agreed, the Submission Plan would then be published for six weeks to allow representations on its soundness and legality.

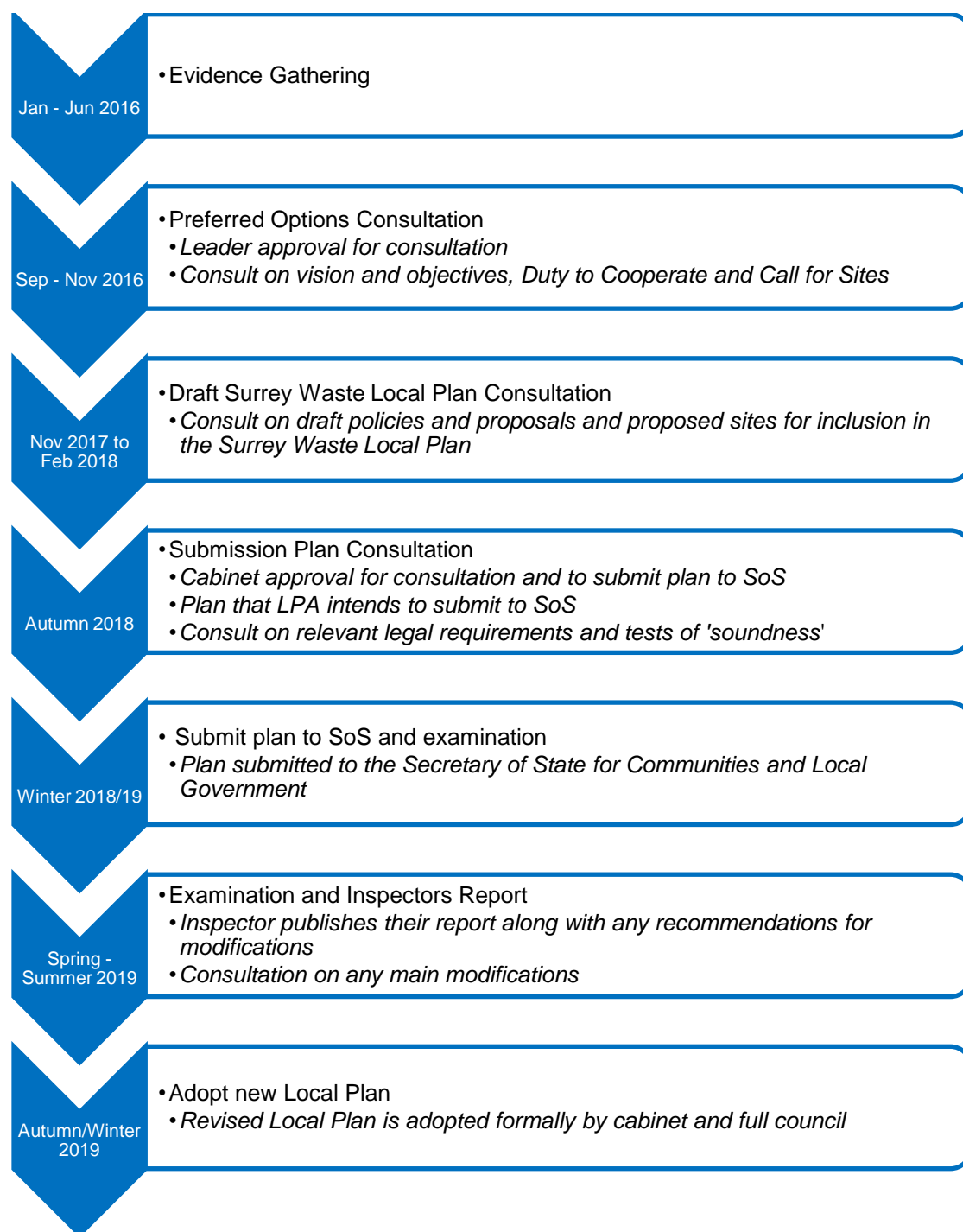
The Committee is asked to note and comment on the nature of the response to the Draft Plan and the work being undertaken to complete the Submission Plan.

### Introduction:

1. Surrey County Council is the Waste Planning Authority (WPA). This is distinct from its role as the Waste Disposal Authority (WDA). The WPA decides on planning applications for development related to the management of waste and does this by considering policies in its waste local plan. The waste local plan plans for the development of facilities capable of managing waste in Surrey in the most sustainable way.
2. The current waste local plan is the Surrey Waste Plan that was adopted by the Council in 2008. The new Surrey Waste Local Plan (SWLP) will cover the period up to 2033. The new SWLP will consider all major waste streams including: commercial and industrial (C&I) waste, construction, demolition and excavation waste (C,D&E), as well as waste produced by households.

3. The stages in preparing the SWLP are outlined in Figure 1. Key stages of consultation include the Issues and Options consultation, the Draft Plan consultation and a Submission Plan consultation prior to the plan being submitted to the Secretary of State (SoS). The timetable shown in Figure 1 has been updated to reflect the need for additional time required to properly assess the responses to the consultation on the draft SWLP that includes the need for detailed technical assessment.

**Figure 1 Key stages of plan preparation and broad types of engagement that may occur**



#### **Member Reference Group**

4. A Member Reference Group (MRG) exists to act as a 'critical friend' to the process of preparing the SWLP and has engaged at various stages of the Plan's preparation.

5. During the preparation of the plan, the MRG has highlighted key areas where further information would be beneficial. This has included:
  - The need to identify which types of waste management facility could be appropriate at each allocated site;
  - Clarification of recycling targets and how the need for waste management facilities has been calculated;
  - The need to ensure that the plan is aligned with the Waste Disposal Authority's strategy for managing municipal waste and with recent government policy announcements on the environment; and,
  - The need for assessment of potential development (including on the transport network, habitats, air quality and the landscape) as part of the plan, in addition to at application stage.
  - Confirmation that the county council, as the WDA, does not currently have any plans for further energy from waste plants in Surrey. This is confirmed. If in future the WDA were to develop plans for an energy from waste plant, in addition to the Eco Park, then these plans would need to be approved by Cabinet.
  
6. The MRG has also requested that the Environment & Infrastructure Select Committee has the opportunity to consider the wording of the submission plan at its meeting on 8 September prior to consideration by Cabinet on 25 September.

<b>Consultation on the Draft Surrey Waste Local Plan</b>
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7. A draft plan was prepared and published for comments for a 12 week period (including additional time for Christmas bank holidays) between 1 November 2017 to 7 February 2018, in accordance with Surrey County Council's adopted Statement of Community Involvement.
  
8. This was the first opportunity that stakeholders had to consider a complete plan including draft policies and proposed sites. The contents of the draft plan, which also included a vision, strategic objectives and spatial strategy, are summarised below.

**Draft SWLP – Vision, Strategic Objectives, Spatial Strategy and Policies**

9. The Draft SWLP included a revised vision and strategic objectives and a spatial strategy based on the preferred options identified through the previous issues and options consultation in late 2016. The spatial strategy seeks to direct additional waste management capacity to land that has been previously developed and on sites that are well connected to producers of waste e.g. homes and businesses.
  
10. The policies guide how waste development in Surrey should take place and the issues that development needs to consider.

**Draft SWLP – Proposed Sites**

11. By estimating future waste arisings and calculating current waste management capacity it has been established that there is a clear need

for additional waste management capacity in the county – particularly energy recovery and composting.

12. The draft SWLP proposed strategic sites<sup>1</sup> considered suitable for waste management to meet the ‘capacity gap’. Following an assessment of over 200 sites, nine were short listed as having the potential to help deliver waste management capacity by accommodating a range of treatments.
13. The sites proposed in the SWLP are set out below. Eight of these sites are already identified in the current Surrey Waste Plan 2008. Details of the sites and how they were identified were set out in separate documents published alongside the Draft SWLP.

Site	Site in current adopted plan 2008
Former Weylands STW, Hersham	Yes
Land NE of Slyfield Industrial Estate, Guildford	Yes
Randalls Road, Leatherhead	Yes
Land adj Earlswood STW, Redhill	Yes
Land adj Trumps Farm, Longcross	Yes
Land adj Lyne Lane STW, Chertsey	Yes
Oakleaf Farm, Stanwell Moor	Yes
Land at Lambs Business Park, South Godstone	No
Land at Martyrs Lane, Woking	Yes

14. As suitable land for waste management in urban areas is difficult to find, particularly in a county such as Surrey, most of the sites are located in the Green Belt. In accordance with national policy any proposal on a Green Belt site would have to demonstrate ‘very special circumstances’.
15. During the consultation on the Draft SWLP, further nominations for alternatives sites were invited to ensure no opportunities are being overlooked.

### Consultation Activity

16. Awareness of the consultation was achieved as follows:
  - Approximately 1,800 individuals and organisations were notified about the consultation either by email or letter;
  - Hard copy documentation and notices were made available for inspection at council offices;
  - Media coverage by press (newspaper article);
  - Presentation at a meeting of the Surrey Planning Working Group with Planning Policy Officers present from Surrey district and borough councils; and,
  - Responses to emails and letters concerning the consultation.
17. In order to help respondents comment easily on the areas of the plan which concerned them, a survey split into different questions was

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<sup>1</sup> To be strategic these sites need to be capable of processing at least an additional 20,000 tonnes of waste per annum

included on the consultation portal 'Surrey Says'. Specific consultation questions were asked on the policy wording in the draft SWLP and on the individual sites being proposed. In addition various background papers were made available including a non-technical summary of the draft Plan.

## **Results of the consultation on the Draft SWLP**

### **Consultation Responses**

18. A total of 322 responses were received during the consultation:
- 266 responses submitted by individuals (See Appendix 1 for a map showing responses per borough and district).
  - 56 by organisations (waste industry, county, district & borough and parish councils, government bodies, community and environmental organisations).

Note that nearly all of the respondents to the consultation made multiple comments.

19. Appendix 2 includes a list of the organisations that responded to the consultation.
20. An overview of the comments made during the consultation is included below and a detailed report that summarises the results of the consultation has been prepared (Interim Regulation 18 Summary Report). This report sets out how the comments made are being considered, including where changes to the text of the SWLP are likely to be necessary. The Interim Regulation 18 Summary Report is included in Appendix 3.
21. The Interim Regulation 18 Summary Report will be updated following technical assessment work, and this final report will accompany the report to Cabinet concerning the text of the Submission Plan.

### **Vision, Strategic Objectives, Spatial Strategy and Policies**

22. There was support from respondents for the draft vision and the principles set out in the draft objectives. There was a recognition of the importance of waste management in supporting a healthy economy in Surrey and there was support for the aim of net self sufficiency. There was particular support for the aspiration to increase prevention, re-use, recycling, and recovery of waste to minimise the amount of waste sent to landfill.
23. Support was expressed for policies in the Plan. Minor amendments to the wording of policies, mainly to improve their effectiveness, were suggested by some respondents, including some Surrey Districts and Boroughs.
24. A number of respondents commented that a greater emphasis was needed on environmental protection.

25. Several respondents questioned whether the recycling targets set are ambitious enough, though there was an acknowledgement that these targets should remain achievable.

### **Proposed Sites**

26. Many of the comments that were received were from members of the public opposed to waste site provision in their area. Comments were made relating to all of the proposed sites, with the sites at Lambs Business Park and Oakleaf Farm receiving the most comments.
27. Comments that were made on the proposed sites in the plan mostly related to concerns on the potential impact of waste related development on residents, their quality of life and the environment. These included impacts on transport (in particular increased HGVs, noise, congestion, vehicle and pedestrian safety), visual intrusion, flood risk and air quality, as well as impacts on habitats and biodiversity.
28. Some respondents' concerns related to potential impacts on sensitive receptors (such as schools and hospitals) as well as areas designated as being of landscape, historic, scientific or environmental importance.
29. Concerns were raised that sites are situated within the Green Belt and highlighted the importance of adhering to national policy and the need for any development to demonstrate 'very special circumstances'. In addition, the deliverability of some of the sites was questioned.
30. There was a strong desire for the county council to identify which facility types might be suitable at specific allocated sites. There was also a desire that the county council considers the potential impact of any development at allocated sites in-combination with other types of proposed development nearby.
31. Ten additional sites were nominated for inclusion in the plan and are listed in Appendix 3.. All but one of these sites has previously been considered and rejected in the site identification and evaluation process.
32. Following further consideration, none of the sites nominated are being carried forward for inclusion in the plan. Further detail relating to this will be contained in the Regulation 18 Consultation Summary Report.

### **General Comments**

33. There was strong support for partnership working, including between Surrey County Council, district and borough councils and other authorities.
34. Several respondents noted the Plan appeared thorough and sound, though there were also concerns that the documents were complex and that there was a large volume of content.

<b>Further work</b>
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35. In light of the comments received during the consultation, further work is underway to confirm the content of the SWLP. This further work includes the following:
  - Additional evidence gathering, including detailed technical assessment of the sites we are proposing to allocate; and,
  - further engagement with specific stakeholders.
36. Detailed technical assessment of the suitability of the proposed sites is being undertaken. This work is taking account of comments received during the consultation and includes assessments of the impact of waste related development on the following:
  - Habitats, including those designated under the EU Habitats Directive;
  - landscape and visual amenity;
  - the highway network;
  - risks of flooding; and,
  - air quality.
37. This work will help define the suitability of each of the proposed sites for different types of waste management technology. For example, checking that the emissions from certain forms of waste management will not have an adverse impact on sensitive habitats.
38. This technical assessment work will also help to inform the site development criteria, which will guide the type and scale of development which is considered appropriate at each site.
39. In addition the 'Waste Needs Assessment' will be refreshed to ensure that the calculation of the requirement for additional waste capacity is based on the most recent data.
40. The Submission Plan must be accompanied by a Sustainability Appraisal (SA), and the SA of the Draft Plan will be refreshed to take account of any significant changes to the text.
41. It is expected that the following aspects of national policy which affect waste planning will be updated before the SWLP is adopted<sup>2</sup> :
  - National Planning Policy Framework (and related guidance)
  - National policy on waste management<sup>3</sup>
42. For the SWLP to be found sound at examination it has to be shown to be consistent with national policy and so any changes will be reviewed to assess the need for amendments to the SWLP.
43. The Council will continue to work with its partners in particular through the duty to cooperate around specific sites or areas identified as suitable for waste use.

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<sup>2</sup> Dates for release are not yet known, but are expected later in 2018

<sup>3</sup> Currently set out in the Waste Management Plan for England, 2013



44. During the preparation of the Submission Plan, if it is considered that significant changes are required, then it is possible that a further round of consultation will be undertaken to obtain stakeholder comments on these changes before the text is presented to Cabinet. Any proposed changes to the Plan which require such consultation will be discussed with MRG beforehand.

#### **Conclusions:**

45. Consultation on a Draft Surrey Waste Local Plan, that proposed nine site allocations for waste management has been completed, resulted in 322 responses.
46. Taking account of the comments received, work is underway to confirm the content of the Submission Draft of the Surrey Waste Local Plan for consideration by Council in the Autumn.
47. Subject to agreement by Cabinet, the Submission Plan will be published for a period of representations on soundness and legality prior to submitting the Plan for examination by the Secretary of State.

#### **Recommendations:**

48. It is recommended that the Environment & Infrastructure Select Committee:
  - a. Note the level and nature of response to the consultation on the Draft Surrey Waste Local Plan;
  - b. support the work being undertaken to prepare a Submission Draft Surrey Waste Local Plan in light of the responses received;
  - c. note the slight change to the timetable; and,
  - d. note that the Member Reference Group will continue to scrutinise the wording of the Submission Plan prior to further consideration by the Environment & Infrastructure Select Committee on 8 September.

#### **Next steps**

A 'Submission' version of the SWLP will be produced for consideration by Cabinet on 25 September. Subject to agreement by Cabinet the Submission Plan will be published for a six week period of representations on soundness and legality prior to submitting the Plan for examination by the Secretary of State in 2019.

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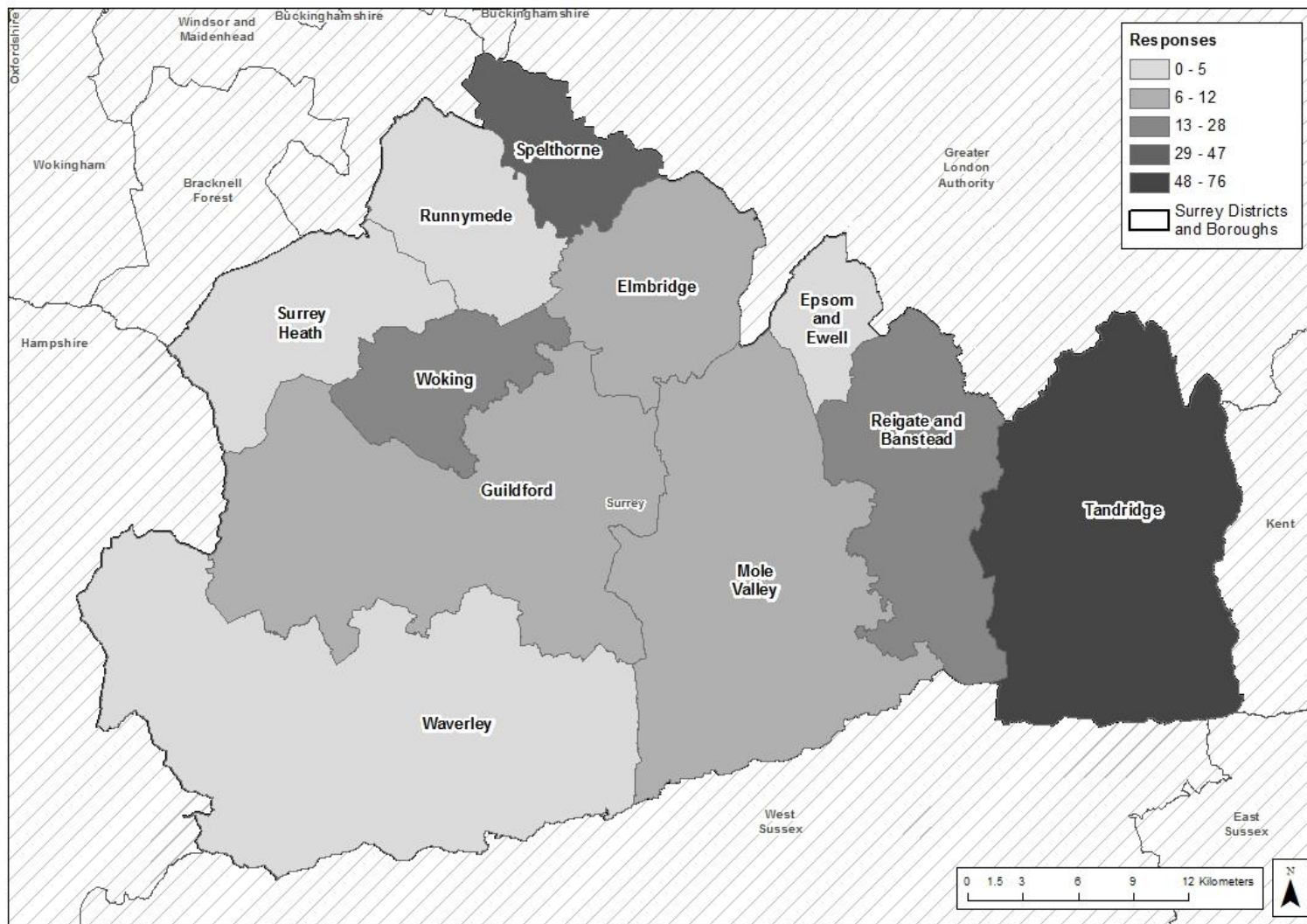
## Sources/background papers:

Appendix 1 Map Showing Location of Consultation Responses  
Appendix 2 Details of Stakeholders commenting on the Draft Plan  
Appendix 3 Reg 18 Consultation Interim Summary Report

All background reports are available on the Planning Policy website  
(<http://www.surreycc.gov.uk/environment-housing-and-planning/minerals-and-waste-policies-and-plans>)

- a. Draft Surrey Waste Local Plan
- b. Draft Surrey Waste Local Plan Annexe 1 – Shortlisted Sites
- c. Draft Plan Non Technical Summary
- d. Types of Waste Management Facilities - Non-technical Explanation
- e. Background Policy Paper No 5: Waste Needs Assessment
- f. Background Policy Paper No 6: Site Identification and Evaluation Report
- g. Background Policy Paper No 7: Delivery of Waste Management Capacity in Surrey 2008 - 2017
- h. Background Policy Paper No 8: Duty to Cooperate Evidence of Engagement
- i. Preferred Options Report – Vision and Objectives
- j. Preferred Options Report – Spatial Strategy
- k. Preferred Options Report – Policy Development
- l. Issues & Options Summary of Responses Report
- m. Environmental Assessment and Sustainability Appraisal Scoping Report
- n. Draft Environmental and Sustainability Report
- o. Draft Minerals and Waste Development Scheme

# Appendix 1 Map Showing Location of Consultation Responses



## **Appendix 2 Details of stakeholders commenting on the Draft Plan**

### *Transport body/company*

Gatwick Airport Limited  
Transport for London

### *Other NGO*

Surrey Nature Partnership  
Surrey Hills AONB Board  
CPRE Surrey  
RSPB

### *Parish Council*

Bisley Parish Council  
Ewhurst & Ellens Green Parish Council  
Chiddingfold Parish Council  
Claygate Parish Council  
Godstone Parish Council  
Worplesdon Parish Council  
Salfords and Sidlow Parish Council  
Cranleigh Parish Council  
Effingham Parish Council

### *District/Borough Council*

Surrey Heath Borough Council  
Mole Valley District Council  
Guildford Borough Council  
Woking Borough Council  
Runnymede Borough Council  
Elmbridge Borough Council  
Spelthorne Borough Council  
Reigate and Banstead Borough Council  
Tandridge District Council  
London Borough of Richmond upon Thames  
South London Waste Plan (LBs of Croydon, Kingston, Merton, Sutton)

### *Waste Management Company*

Collier Environmental Services Ltd  
Charles Morris Management Limited  
Grundon Waste Management Limited  
Biffa Waste Services  
Brett Aggregates Ltd  
W T Lamb Holdings Limited  
EGAP Recycling Ltd  
Cappagh Group Ltd  
Chambers Runfold plc

### *County Council*

East Sussex County Council  
Hampshire County Council  
Kent County Council

### *Local Business*

New Zealand Golf Club

*Residents Group*

Stanwell Moor Residents Association  
The Chertsey Society  
Oxsted and Limpsfield Residents Group  
South Godstone Residents' Association  
Tandridge Lane Action Group  
Guildford Residents Association

*Statutory Environmental/Heritage Body*

Natural England  
Historic England

*Other Organisations*

Coast to Capital LEP  
Thames Water

Wonham Place RTM Limited  
Wisley Property Investments  
SMECH Management Company Ltd  
Bridge Court Holdings Ltd

Over 17 responses were received from Duty to Cooperate (DtC) bodies and other agencies including: Historic England, Natural England, Transport for London (TfL) Surrey Hills Area of Outstanding Natural Beauty (AONB) Management Board, four Waste Planning Authorities (WPAs) and nine Surrey district and borough councils.

Thirteen responses were received from waste site operators, landowners and/or their representatives.

## **Appendix 3 Reg 18 Consultation Interim Summary Report**

See separate document