

# The Surrey Waste Plan

## The Preferred Plan 2005

- For consultation

Including the following Waste Development Documents:

- Core Strategy
- Waste Development
- Waste Development Control Policies
- Proposals Maps

**[As considered by County Council's Executive at its meeting of 27 Sept 2005.  
Note that consequential amendments may be made before final publication  
of this Plan for consultation.]**

October 2005



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The Glossary and Monitoring Scheme for the Plan will be appended to these documents.

Background and supporting information is available in separately produced reports. All reports and supporting information produced for or by the County Council are available on the Council's website, at [www.surreycc.gov.uk/wasteplan](http://www.surreycc.gov.uk/wasteplan)

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## *WHAT IS THE SURREY WASTE PLAN?*

The Plan sets out policies and proposals for the development of waste management facilities in Surrey up to 2016.

It is a new form of Plan, required by the Planning and Compulsory Purchase Act 2004. That Act requires a number of separate documents to be prepared on waste. Surrey County Council has prepared the following documents:

- Core Strategy – sets out the spatial vision for the area over the Plan period together with key spatial objectives and strategic policies.
- Waste Development – contains site-specific proposals for development of waste management facilities. The sites identified are shown on the proposals map.
- Waste Development Control Policies - contains a set of development control policies that apply across the whole County, and are applicable to the allocated sites.
- Proposals Map – illustrates the main areas of designation (Green Belt, AONB etc) and the location of the identified sites.

These are combined within this single document, for convenience called The Surrey Waste Plan. The introductory parts of the Plan and the Appendices are included for information but are not part of the legal framework.

This Plan is published for public consultation. It contains the preferred strategy and proposals of the Council and an Appendix, which summarises the approach taken to alternative options. When the final Plan is eventually approved it will replace the Surrey Waste Local Plan 1997, which is the current Plan.

A Sustainability Appraisal of the Surrey Waste Plan is available, along with a number of technical reports, notably on the need for waste management facilities, and the suitability of sites, as well as the results of previous consultations.

Note: Surrey County Council is preparing another set of documents which will set out policies and proposals for minerals extraction and processing under the generic title of the Surrey Minerals Plan.

Construction and demolition waste will be considered in more detail later through a document entitled “Recycled and Secondary Aggregates”. This will be progressed primarily through the Minerals Plan, but will be a shared document with the Surrey Waste Plan.

The Council is also preparing jointly with Guildford Borough Council an Area Action Plan for Slyfield. When these are complete the combined set of documents will form The Surrey Minerals and Waste Local Development Framework.

A schedule of the documents, which comprise the Minerals and Waste Local Development Framework, and the timetable for their production, is set out in the Local Development Scheme.



## ***USING THE PLAN***

The four waste development documents in the Surrey Waste Plan must be read as a whole. Planning proposals will be considered in relation to all the policies of these documents.

Furthermore, planning proposals for waste must be assessed not just in relation to the waste development documents but also against other parts of what is known as the Development Plan. Under the Planning and Compulsory Purchase Act 2004 the Development Plan for waste proposals in Surrey is:

- The Regional Spatial Strategy, prepared by the South East England Regional Assembly (known as the South East Plan) and;
- The waste development documents in the Surrey Waste Plan and;
- Local Development Documents prepared by District and Borough Councils in Surrey, including any relevant Area Action Plans.

The documents in the Surrey Waste Plan and other Local Development Documents are prepared in accordance with the Regional Spatial Strategy.

Currently, the waste management part of the South East Plan (the South East Waste Management Strategy) is in draft, although at its penultimate stage before approval. Until that is finally approved by the Secretary of State, it is Regional Planning Policy Guidance Note 9 that is part of the Development Plan. Within Surrey, until it is replaced by the Regional Spatial Strategy, the *Surrey Structure Plan*, adopted 2004, will form part of the Development Plan. Existing district and borough Local Plans are part of the Development Plan until replaced by Local Development Documents.



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# 1 THE BASIS FOR THE SURREY WASTE PLAN

## 1.1 SURREY

A1 Surrey is one of England's smallest counties at around 650 square miles, but has one of the largest populations of over 1,000,000. It is the most urbanised shire county in England with about 85% of people living in urban areas. It has a highly developed economy, with significant job growth and very high average income levels.

A2 The Metropolitan Green Belt covers over 70% of Surrey, and much of the County is also covered by the Surrey Hills and High Weald Areas of Outstanding Natural Beauty. The County is also home to a number of Parks and Gardens, Sites of Special Scientific Interest and Areas of Great Landscape Value. The Rivers Thames, Mole and Wey all contribute to the County's diverse landscape characters.

## 1.2 WASTE GENERATION AND MANAGEMENT IN SURREY

A3 There are many different types of waste – the word waste is a generic term given to describe many different materials that, essentially are to be discarded. The Waste Development documents in this Plan apply to all wastes.

## 1.3 HOW MUCH WASTE IS PRODUCED AND HOW IS IT MANAGED?

A4 Waste is usually looked at in terms of different waste streams, which reflect the nature of the waste and how it is collected and disposed

- **Municipal Solid Waste** – In 2004/05, waste arisings were about 623 000 tonnes with households in Surrey generating around 587 000 tonnes of that. In 2004/5 most Municipal Solid Waste was landfilled (around 75% or 442 000 tonnes), with the remaining 25% recycled or composted.
- **Commercial and Industrial Waste** – It is estimated that current commercial and industrial waste arisings in Surrey are around 780 000 tonnes per annum. Forecasts indicate that almost half will be landfilled with 40% recycled and 11% going for recovery <sup>(1)</sup>.
- **Construction and Demolition Waste** - Waste arisings in Surrey are estimated to be fairly stable at around 1.9 million tonnes per annum, with currently 45% recycled, 31% sent to landfill sites, and the remaining 24% sent to exempt sites ('exempt' sites refers to those that are exempt from

(1) Assessment of Need for Waste Disposal and Management. Facilities in Surrey. Prepared for Surrey County Council by Babbie Group Ltd. December 2003.

requiring an Environment Agency waste management licence)<sup>(1)</sup>, such as agricultural improvement schemes, golf course contouring etc.

- **Hazardous Waste** – Approximately 49 000 tonnes of hazardous waste was produced in Surrey. Only one hazardous waste facility has been licensed within Surrey, a separate cell at the Patteson Court Landfill, Redhill for stabilised, non-reactive wastes, but is not currently operational.

A5 Not all waste generated in Surrey is managed within the County. Nor does all the waste managed in Surrey have its origins in the County. A portion of Surrey's waste is exported out of the County, mostly to landfill. In addition, Surrey has, for many years, been landfilling a portion of London's waste due to its proximity to the Capital and its relative availability of void space.

## 1.4

### WASTE GROWTH

A6 The volume of waste produced in the South East Region has been growing at over 3% per annum<sup>(2)</sup>. The Integrated Waste Management Strategy for Surrey projected 2% per annum growth in municipal solid waste to 2010 and 1% pa growth thereafter. In essence, the average Surrey resident is increasing the amount of waste they produce each year, although the rate of growth has fallen recently and changes will be monitored. Around 0.5% of the annual waste growth in Surrey is due to the increasing number of households.

A7 The current growth rate for commercial and industrial waste arisings is around 2% per year<sup>(1)</sup>. The lack of historical data on construction and demolition waste arisings makes it difficult to estimate current trends in arisings, but they are likely to be in line with the level of construction and demolition activity. Improved construction methods mean that an increasing amount of waste is processed and reused on site. This could have the result of reducing the growth of construction and demolition waste over time.

## 1.5

### EUROPEAN DIRECTIVES

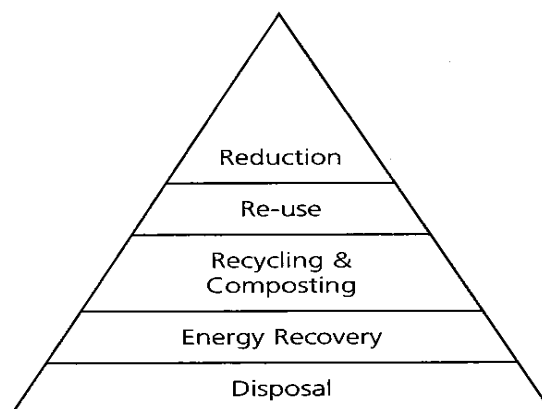
A8 The principal European legislation is the Waste Framework Directive. Its purpose is to 'set up a system for the coordinated management of waste within the Community in order to limit waste production.' This is implemented through the national waste strategy for England, the *Waste Strategy 2000*.

A9 It introduced the waste hierarchy – a conceptual framework that sets out the main options for the management of wastes in order of importance. The waste hierarchy represents a sliding scale starting with the most sustainable option (reduction) and ending with the least sustainable option (disposal).

(1) Assessment of Need for Waste Disposal and Management. Facilities in Surrey. Babbie Group Ltd. December 2003.

(2) South East England Regional Assembly (SEERA) Proposed Alterations to Regional Planning Guidance: Regional Waste Management Strategy. No Time to Waste. March 2004..

Figure 1.1 The Waste Hierarchy



- The most effective environmental solution is often to reduce the generation of waste – *reduction*
  - Products and materials can sometimes be used again, for the same or a different purpose – *re-use*
  - Resources can often be recovered from waste – *recycling and composting*
  - Value can also be recovered by generating energy from waste – *energy recovery*
  - Only if none of the above offer an appropriate solution should waste be disposed of.
- 

A10 The objective is to manage waste as near to the top of the hierarchy as possible. Firstly, by focussing on reducing waste in the first place. Secondly, focussing on the reuse of products or materials for the same or a different purpose. Thirdly, by recovering value from waste through recycling and composting. Fourthly, by generating energy from waste. Only if none of the above options offer an appropriate solution should final disposal be used.

A11 The Landfill Directive aims to drive waste up the management hierarchy. Demanding targets have been set to reduce the amount of biodegradable municipal waste that may be landfilled.

A12 The Waste Electrical and Electronic Equipment Directive sets out to reduce the impact of waste electrical and electronic equipment. The Directive requires producers to provide for separately collected waste electrical and electronic equipment with targets for recovery, reuse and recycling. The End of Life Vehicles (ELVs) Directive also requires operators (i.e. producers, dismantlers and shredders among others) to establish adequate systems for the collection of ELVs and establishes reuse, recycling and recovery targets. Essentially, these Directives seek practice of the waste hierarchy in the management of these wastes.

## 1.6

### NATIONAL POLICY ON SUSTAINABLE DEVELOPMENT AND WASTE

A13 Overarching the entire approach to the management of waste are the principles of sustainable development. These are set out in *Securing the Future*<sup>(1)</sup>. The five elements of sustainable development are:

- Promoting good governance;

(1) *Securing the Future*, the UK Strategy for Sustainable Development.

- Living within environmental limits;
- Using sound science responsibly;
- Achieving a sustainable economy; and
- Ensuring a strong, healthy and just society.

A14 *Waste Strategy 2000* (as amended July 2005) and *Planning Policy Statement 10: Planning for sustainable waste management (PPS10)* establish national policy and principles for waste management in England.

A15 *Waste Strategy 2000* states the objectives of waste management decisions should be:

- Reducing the environmental impact of waste by moving waste management up the waste hierarchy
- Managing waste in ways that protect human health and the environment and in particular
  - without risk to water, air soil and plants and animals;
  - without causing a nuisance through noise and odours;
  - without adversely affecting the countryside or places of special interest; and
  - disposing of waste at the nearest appropriate installation, by means of the most appropriate methods and technologies.
- Waste decision-making should be based on the following principles:
  - individuals, communities and organisations should take responsibility for their waste;
  - in taking decisions there should be consideration of alternative options in a systematic way;
  - effective community engagement should be an important and integral part of the decision-making process;
  - the environmental impacts for possible options should be assessed looking at both the long and short term; and
  - decisions should seek to deliver the environmental outcomes that do most to meet these objectives taking account of what is feasible and what is an acceptable cost.

A16 The Waste and Emissions Trading Act 2003 is a key piece of legislation. It rations each waste disposal authority to landfilling a certain amount of biodegradable municipal waste in a specified scheme year by a system of tradable allowances – the Landfill Allowance Trading Scheme (LATS). Each waste disposal authority will be able to determine how to use its allocation of allowances in the most effective way. It will be able to trade allowances with other authorities, save them for future years or use some of its future allowances in advance.

A17 The key driver to this legislation is that authorities will be fined for each tonne of waste landfilled in excess of the allowance set by the Government. This sets a particular challenge for authorities, including Surrey County Council, where waste management has been heavily reliant on disposal to landfill.

A18 *PPS10* sets out how the objectives and decision-making principles in *Waste Strategy 2000* will be applied in the planning system. Waste Planning Authorities are responsible for identifying suitable site opportunities for waste treatment or disposal installations and the Government looks to Waste Planning Authorities to take full account of the policies described in the Strategy. Waste Planning Authorities are to allocate sites to support the pattern of waste management facilities set out in the *Regional Spatial Strategy (RSS)* in accordance with the broad locations identified in the *RSS* and also allocate sites and areas for new or enhanced waste management facilities to support the apportionments set out in the *RSS*.

## 1.7

### REGIONAL POLICY

A19 The emerging South East Regional Waste Management Strategy recognises the waste production and disposal crisis currently facing the South East. It seeks to achieve a reduction in both waste produced and waste disposed of to landfill. A range of treatment methods will be required, from composting to energy recovery, as part of an integrated approach to waste management. The Strategy promotes initiatives to change attitudes to waste, recognising it as a resource, and encouraging new markets.

A20 The policies contained within the strategy require Waste Planning Authorities within the Region to plan for net self-sufficiency. In addition, the policies state that provision should be made for a declining amount of waste exported from London.

A21 Self-sufficiency does not necessarily mean counties such as Surrey dealing with *all* of their own waste. There are circumstances when it makes sense for waste to be imported or exported between different geographical areas for treatment or disposal. Instead, *net* self-sufficiency is sought. Net self-sufficiency occurs where the County takes responsibility for a quantity of waste that is equivalent to the amount generated within its boundaries; rather than managing all, or only, the waste generated within its boundaries.

A22 The goal for self-sufficiency is the ability to meet own needs, and for everybody to take responsibility for the waste they produce. However, in the case of the South East region, its proximity to London means that it has a role in accepting waste from the Capital. London is not capable of being entirely self-sufficient and the region will continue to play a role in disposal of its residual waste. The Capital is expected to improve its recovery performance over time. As such, the South East Region is seeking not to accept a significant proportion of London's waste by 2016.

A23 Waste Planning Authorities are required to identify suitable sites for resource recovery activities throughout waste management. Many facilities will need to be developed, preferably close to the source of waste and generally close to urban areas. However, there are competing demands for urban and previously developed land and the Strategy recognises that development for waste use will be required in the countryside and urban fringe. Policy contained within the draft *Regional Spatial Strategy* does not preclude waste development in the Green Belt, where justified.

A24 *The Surrey Structure Plan 2004* provides a strategic framework for land use planning in the County. The policies will remain valid up to 2007, or until superseded by the South East Plan. The *Structure Plan* continues to focus new development within the urban areas, but with greater emphasis on the positive management of change, ensuring that development enhances the economic, social and environmental well-being of the County. It sets out to defend the Metropolitan Green Belt, improving the environmental quality of urban fringe areas, and to protect the countryside for its own sake.

A25 *Policy DN18* of the *Surrey Structure Plan* sets out the approach to waste management. Aspects of the policy on Best Practicable Environmental Option and the Proximity Principle are superseded by later Government policy in *PPS10*. Otherwise it commits the County to the provision of sufficient waste facilities to deal with the amount equivalent to the waste arising in Surrey and any additional requirement deriving from regional policy guidance.

A26 *Policy LO4* recognises that waste management facilities will be acceptable in the countryside where need is justified and adverse impacts can be satisfactorily managed.

A27 The Surrey Waste Plan is one of the mechanisms for implementing the *Community Strategy for Surrey*. The strategy vision has the following themes:

- Sustaining the value of our environment with high quality development, where needed, supported by the right infrastructure and taking the long term view in our decision-making;
- Protecting Surrey's countryside, wildlife, heritage and natural assets and promoting access and a sense of local identity and belonging;
- Highlighting to the public the need to reduce unnecessary consumption of natural resources and encouraging changes in behaviour such as to increase recycling and so reduce the amount of waste generated;
- Providing environmentally and economically acceptable ways of disposing of residual waste; and
- Leading the sustainable development of the County including making the council itself an exemplar of environmental management in its buildings, services and use of resources.

A28 As the *Community Strategy* is further developed, opportunities for implementing the objectives of the *Strategy* through the implementation of the Surrey Waste Plan will be taken.

A29 Surrey County Council adopted a Waste Policy Statement in November 2004. This responds to the need for an overarching policy to address the European and national legislative drivers put in place since 2000, and to inform the distinctive statutory roles of the Authority in regard to the management of waste. The Waste Policy Statement focuses on municipal waste and recognises the need to work alongside colleagues within the waste collection authorities, and representatives of all communities that generate waste.

A30 The Statement explicitly sets out not to exclude any technology type.

A31 Surrey County Council is preparing a joint municipal waste strategy with District and Borough Councils to cover municipal waste, under new Government guidelines.



# The Surrey Waste Plan

The Preferred Plan 2005

Core Strategy  
Waste Development document

October 2005



## 2.1

## SPATIAL STRATEGY

B1 Surrey County Council has set out its approach to waste management in a Waste Policy Statement adopted in November 2004. Included within that are the following Statements of Principle and Intent:

**Statements of Principle and Intent**

- i) The most sustainable and most cost-effective approach for Surrey County Council is to help residents; businesses and industry avoid waste arising in the first place. When waste is created, then our policy is to help minimise it, facilitate its use as far as possible as a resource, and mitigate its effects on our community and environment but we cannot absolve the Surrey community from the consequences of providing facilities for handling Surrey's generated waste.
- ii) We believe that responsibility for waste in our society should fall predominantly upon those who produce it, albeit that there are inadequate powers or sanctions currently available to enforce this. Where and when possible the 'polluter pays' principle for dealing with waste should be applied.
- iii) As far as possible, Surrey's waste should be treated and disposed of taking into account the impact on both the environment and cost in as optimal a way as practicable. Recognising that the collection, handling and disposal of waste is inherently expensive, and likely to become increasingly expensive because of regulatory and fiscal changes, the Council aims to deliver an affordable waste service for the people of Surrey. Central to this is the role of the Council's PFI-based waste disposal contract and also the manner in which the collection and disposal authorities work in collaboration to streamline all aspects of municipal waste management to the overall benefit of the people of Surrey.
- iv) The Council will lead by example, working in partnership with others, and not simply exhort others to take a sustainable approach to use of materials and to waste. We will continue to work to reduce the waste generated from our own buildings and activities and to maximise re-use and recycling.
- v) The Council will resolutely focus on avoidance and minimisation of municipal waste through public awareness and other programmes, whilst lobbying for regulatory and other measures that encourage this objective. We will work with our waste collection authority partners (since targets are judged for the County as a whole) and others in municipal waste stream management to meet Government's Best Value performance targets for recycling/composting; this currently stands at 36% for the County as a whole. In some parts of Surrey, working with partners, we hope and believe this can be bettered.
- vi) We are open to any feasible means of disposing of the residual waste that could not be recycled, composted or otherwise reclaimed from the waste stream. Whilst acknowledging the concerns of people, but with due regard to the waste hierarchy, we consider energy-from-waste recovery via incineration (with the most up to date controls on and effective monitoring of emissions by the Environment Agency) as the most practicable, financially viable and sustainable approach presently available for that residual part.
- vii) We will take a collaborative approach to waste issues, working with waste collection authorities, the County's waste contractor, commercial and industrial sectors, charities and community groups, and neighbouring authorities, as appropriate, in order to generate more efficient and effective results than any organisation can get from working in isolation.

- viii) The Council will approach business and domestic waste by pursuing opportunities to manage both streams in a co-ordinated way. We will pursue opportunities to work with business to help reduce commercial and industrial waste and promote reuse and recycling by the private sector.
- ix) The Council will develop and promote a joint natural resources initiative, in partnership with the Boroughs and Districts and with neighbouring counties. This will support joint measures and lobbying to promote the development of a thriving materials re-use and recycling market. Waste is to be regarded as a resource for further utilisation by householders, local businesses, industry and other agents - for re-use, recycling into secondary raw materials, and value recovery.
- x) As part of a sustainable approach to the management of waste, the council will continue to review and encourage opportunities for a wide range of existing and emerging technologies and techniques to be applied in Surrey by the relevant providers.

B2 That statement was prepared in the light of European and national policy on waste. Not all aspects of it are directly relevant to the Waste Development documents in the Surrey Waste Plan, but Surrey County Council intends that it should set the overall framework for the Plan.

B3 Since then Government has issued further guidance on waste planning (*PPS10*) and its view on the Regional Waste Management Strategy.

B4 Taking these into account, as well as the general locational policies within the *Surrey Structure Plan*, the strategic objectives for the Waste Development documents in this Plan are below.

## 2.2

### *STRATEGIC OBJECTIVES*

B5 The strategic objectives of the Waste Development documents are:

- To provide for sustainable management of Surrey's waste;
- To help deliver sustainable development by driving waste management up the waste hierarchy, addressing waste as a resource and looking to disposal as the last option, but one which must be adequately catered for;
- To enable the provision of facilities to allow for net self-sufficiency in Surrey in accordance with the South East Plan;
- To provide for a network of waste facilities to be established to enable waste to be disposed of in one of the nearest appropriate installations without endangering health or harming the environment;
- To protect the Green Belt but recognise the particular locational needs of some waste management facilities;
- To reflect the concerns and interest of communities and the needs of waste collection and disposal authorities and business;
- To protect the quality of Surrey's natural environment and heritage; and
- To enable the provision of a range of waste technologies including Energy from Waste.

B6 Delivery of these objectives will be monitored throughout the period of each of the Waste Development documents.

B7 *PPS10* requires a framework in which communities take more responsibility for their own waste, and where sufficient and timely provision of waste management facilities to meet their needs is enabled. Much of this will be achieved through encouraging waste minimisation and more recycling by communities.

B8 Surrey must provide sufficient waste management facilities to meet the needs of its population and economy. Where possible these should be close to the source of waste. It is neither practicable nor affordable, however, for each local community to treat its own waste. Partly, this is because Surrey's dispersed settlement pattern means that most facilities would have to be located to serve a combination of towns and villages. Partly, it reflects the difficulties of finding suitable sites, and the economies of scale in developing and operating waste facilities to the demanding standards now required.

B9 Therefore, new facilities will be considered for a sequence of identified locations, reflecting the makeup of the County and also the general locational strategy of the *Surrey Structure Plan*.

B10 Wherever possible, waste should be managed on the site of its production. This may not always require development (home composting) or it may have limited duration (crushing of hardcore on a redevelopment site). As society moves away from a reliance on disposing of waste in landfill, waste will increasingly need to be managed and treated in buildings.

B11 Generally, waste management facilities should be suited to development on industrial sites and in urban areas. However, Surrey has relatively limited industrial and urban land, for which there are strongly competing demands. In preparing this Surrey Waste Plan, the lack of opportunities within the urban areas of Surrey has been confirmed. With the rapid turnover of the property market in Surrey, it is not possible to identify individual plots that may become available over the Plan period. The industrial areas that appear to provide the most potential for waste development are listed in *Section 3*.

B12 Opportunities for waste related development in urban areas are limited, so land beyond needs to be considered. Priority should be given to the reuse of previously developed land, and in rural areas, redundant farm buildings and their curtilages, before greenfield sites.

B13 Much of the County is covered by the Green Belt designation. Over forty sites were assessed in detail from a long list of several hundred and of those considered to have potential for waste management development most are located in the Green Belt. Protection of the Green Belt will continue, but the locational needs of some waste management facilities, together with the wider environmental and economic benefits of sustainable waste management, will

be factors to be taken into account in assessing very special circumstances in determining proposals for waste development in the Green Belt.

B14 Transport considerations are important in assessing the potential of sites for waste development. Preferable locations for waste facilities, therefore, are those on or close to Surrey's strategic road network (comprising motorways and trunk and principal roads), minimising the residential frontages and sensitive areas passed. While water or rail transport is generally environmentally preferable, it is only really feasible for bulk movements over medium to long distances, and, therefore, considered unlikely to have a role in a self-sufficient approach to waste management in Surrey.

## 2.4

### *WASTE MANAGEMENT TECHNOLOGIES*

B15 There are examples abroad of a wide variety of technologies, which may come forward as the UK waste industry seeks to meet the challenge of diversion from landfill. The strategy does not prescribe which waste management technologies should be used. However, particularly when proposing facilities lower down in the waste hierarchy, applicants will be expected to demonstrate satisfactorily how their proposals integrate into a sustainable approach to waste management in Surrey, taking account of opportunities for treatment further up the hierarchy.

## 2.5

### *WASTE MINIMISATION*

B16 European, national and regional policies place great emphasis on waste avoidance and minimisation. It is at the top of the waste hierarchy, and this is reflected in the policy approach in Surrey.

B17 A local policy approach to waste minimisation should initiate and encourage waste minimisation and exchange on a multi-sector basis, in order that waste reduction is achieved for all waste streams. The more successful waste minimisation can be, then the less the need for additional waste management facilities.

B18 Developing and maintaining partnerships with all local authorities, businesses and community groups enables each sector of the community to act together, taking advantage of economies of scale and exchanging knowledge of best practice. It also means that levels of awareness and the understanding of waste issues can be raised, which should further contribute to waste minimisation objectives.

B19 Reducing waste is also of value to business. Companies can save money by purchasing only the materials required and subsequently disposing of less waste. Longer life products reduce the need for replacements, which also create waste in their own production.

B20 Within Surrey, experience of the links between economic growth, population and waste over recent decades suggests waste growth is expected

to be greater than simply the increase in population. This reflects consumers' behaviour, affluence and consumption of goods that in turn invariably leads to increased generation of waste. Increasing public awareness can help inform consumer decisions and enable the link between economic and waste growth to be broken.

B21 Municipal solid waste minimisation initiatives being undertaken within the South East region and elsewhere in England include:

- home composting;
- reduced capacity of bins (often in conjunction with home composting);
- nappy laundering schemes;
- education and awareness raising campaigns;
- initiatives to influence markets for recycled materials; and
- initiatives to influence manufacturers and retailers on design for recycling.

B22 Of these, home composting and reduced bin capacity have proved to be the most cost effective initiatives (lowest cost for the amount of waste saved) and achieved relatively high rates of participation.

B23 A considerable amount of waste is produced by the construction industry. The planning system has a role to play to minimise waste in construction and re-development. Surrey County Council will work with the Districts and Boroughs to achieve this.

B24 Surrey County Council is one of the largest employers in Surrey and negotiates many significant contracts for service delivery. In negotiating these contracts, the Authority can promote waste minimisation techniques that would be implemented by the contractor. In setting this example, it can work with the other local planning authorities in Surrey, to encourage waste minimisation initiatives in large construction projects.

### **Policy CS1: Waste Minimisation**

**Waste Minimisation will be promoted by:**

- (i) working in partnership with the business community in Surrey to raise awareness, and to provide information and advice;**
- (ii) raising awareness amongst the general public in Surrey to inform purchasing and lifestyle decisions;**
- (iii) working in partnership with other local authorities and public bodies in the County to ensure that waste minimisation is addressed in all contracts for works and services;**
- (iv) working in partnership with the other local planning authorities to influence and encourage developers and contractors to design and to manage the subsequent construction contracts for housing, commercial and all other developments in Surrey in ways which minimise waste in the construction process;**

- (v) **encouraging District planning authorities to include policies in Development Plan documents seeking to minimise waste in construction; and**
- (vi) **leading by example.**

## 2.6

### *WASTE REUSE, RECYCLING & RECOVERY OF RESOURCES*

B25 Reuse has been practised throughout society for a long time. In recent years the domestic reuse market has moved from the second-hand furniture/house clearance shops and returnable bottles, to charity shops and initiatives set up as small businesses. Reuse has become an essential part of civic amenity site operation, whilst car boot and jumble sales are probably the most common and well known form of waste reuse.

B26 Government Best Value targets require Surrey to recycle 36% of its household waste by 2005/06. To meet this and other forthcoming targets for waste, policies need to promote awareness amongst the general public, businesses and industry within Surrey, communicating the aims of the waste hierarchy, in order that people and business can make informed purchasing and lifestyle decisions. Surrey County Council recognises the role it can play in ensuring that reuse, recycling and recovery of resources from waste is scrutinised in its contracts for works and services.

B27 New housing, industrial and commercial development can be designed to increase the potential for recycling waste materials. For example, all new residential development could be required to provide space for facilities for segregating and recycling waste, or to contribute (financially or through the provision of land) toward the local civic amenity sites. Industrial, commercial and retail development could be required to provide more substantial waste segregation and collection facilities as part of the built development, or could be required to provide a Waste Management Plan for the development which seeks to minimise waste generation and disposal, whilst maximising reuse and recycling rates.

B28 Surrey County Council is not responsible for determining the great majority of planning applications, but it will take an active role in promoting these measures to the District and Borough Councils. Appropriate methods would include engaging in their Local Development Framework process and making representations on larger scale development proposals.

B29 Recycling within the construction and demolition and commercial and industrial waste streams is achieved at a higher rate than for municipal waste. Further increases can be achieved through methods such as waste exchange facilities, which enable the reuse of commercial and industrial waste from one business to another. Some of these are commercially operated while others have local authority involvement <sup>(1)</sup>.

(1) This idea is promoted on the egeneration website for the South East region. [www.egeneration.co.uk](http://www.egeneration.co.uk).

## **Policy CS2: Waste Reuse, Recycling & Recovery of Resources**

**The promotion and facilitation of the reuse, recycling and recovery of resources from waste will be undertaken by:**

- (i) working in partnership with the business community in Surrey to raise awareness and to provide information and advice;**
- (ii) raising awareness amongst the general public in Surrey to inform purchasing and lifestyle decisions;**
- (iii) working in partnership with other local authorities and public bodies in the County to ensure that reuse, recycling and recovery of resources from waste is addressed in all contracts for works and services;**
- (iv) working in partnership with the other local planning authorities to influence and to encourage developers and contractors to design housing, commercial and other developments in ways to maximise the ability of future occupiers to reuse, recycle and recover resources from waste including by providing adequate space and facilities in all developments for storage and handling of segregated waste;**
- (v) encouraging District Planning authorities to include policies in Development Plan documents seeking:**
  - reuse, recycling and recovery of materials from demolition;**
  - provision for occupiers of buildings to reuse, recycle and recover resources from waste;**
- (vi) working in partnership with the other local planning authorities to require and to secure contributions from developers towards the provision of reuse, recycling and civic amenity facilities to meet community, commercial and industrial needs;**
- (vii) working in partnership with local community and voluntary groups and social enterprises to encourage reuse, recycling and recovery of resources; and**
- (viii) leading by example in the management and delivery of its own services.**

### **2.7**

#### ***DEVELOPING WASTE MARKETS***

B30 Recognising waste as a resource opens up considerable potential for the development of new business. In doing so, it can help address the traditional attitude toward many recycled materials that, because they are waste-derived they are of intrinsically poor quality. Using recycled material provides benefits in reducing the use of virgin resources; whilst the advantages of finding new uses locally include minimising transportation costs and creating local employment opportunities. However, the development of markets for

the reuse of waste and recycling is dependant on addressing the barriers that restrict demand for recyclables, from both manufacturing processes and elsewhere.

B31 Surrey County Council will be proactive in generating (and encouraging others to generate) markets for recycled materials, working with public organisations such as the Waste and Resources Action Programme the South East England Development Agency and local privately funded initiatives. One means of achieving this would include changing procurement practices and standards to favour the purchase of recycled materials.

### **Policy CS3: Developing Waste Markets**

**Surrey County Council will work in partnership with the business community and others to promote and, where appropriate to facilitate, the development of the market for both the reuse of waste and recycled waste including by:**

- (i) raising awareness, providing information and advice;**
- (ii) assisting with securing financial support for product development and marketing;**
- (iii) encouraging contracts for works and services in the public and private sectors to specify their use wherever possible; and**
- (iv) leading by example in its own procurement practices.**

## **2.8**

### **WASTE MANAGEMENT CAPACITY**

B32 National policy seeks self-sufficiency in waste management. In the South East, the *Regional Waste Management Strategy* requires net self-sufficiency, with each county dealing with its own waste and making a contribution to London's declining waste management export needs. The *Surrey Structure Plan* establishes that Surrey will provide waste facilities to deal with the amount equivalent to the waste arising in Surrey and any agreed additional requirement in relation to London's waste exports.

B33 Extensive movement of waste does occur between waste planning authority areas. Self-sufficiency throughout the South East region is sought, accepting that these movements will occur and may be necessary to reduce long distance transport of waste, or to provide for specialist facilities.

B34 Surrey County Council remains committed to achieving net self-sufficiency, enabling appropriate development that implements the waste hierarchy and ensuring that the County delivers its contribution to regional waste management. *Regional Waste Management Strategy* sets ambitious targets for recycling, recovery and overall diversion of waste from landfill, and sets annual tonnages of waste to be managed in each county. The figures for Surrey provide the benchmark for the capacity to be provided through this Plan and for monitoring.

B35 In considering the need for development involving landfilling or landraising Surrey County Council will have regard both to the remaining capacity of existing and other permitted landfill and landraising facilities in the County or parts of the County, and any information from regional monitoring relating to landfill needs arising from London.

B36 Recovery in *Policy CS4* refers to both the recovery of materials and the recovery of energy. The policy is not technology specific and is relevant to both large and small scale proposals.

#### **Policy CS4: Waste Management Capacity**

**Planning permissions will be granted to enable sufficient waste management capacity to be provided to:**

- (i) manage the equivalent of the waste arising in Surrey, together with a contribution to meeting the declining landfill needs of residual wastes arising in and exported from London; and**
- (ii) contribute to achieving the regional targets for recycling, composting, recovery and diversion from landfill by ensuring a range of facilities is permitted.**

## 2.9

### *LOCATION OF WASTE FACILITIES*

B37 The Plan's approach to the location of waste management facilities is set out in *Section 2.3*. Most new facilities will be housed in buildings and tightly controlled to high standards compatible with suitable locations within urban areas, where they are capable of operating without significant impacts on amenity. However, because of the limited land availability with Surrey's urban areas, the locational strategy needs to consider waste development in the countryside, including Green Belt.

B38 *Policy CS5* identifies previously developed land as an appropriate location for waste management activities. This description does not include land that has been restored, but land on which development has occurred before, and where it has been abandoned without repair. At these locations, the principle of development is likely to have been established, and it should be appropriate to allow a new waste facility, subject to all other relevant policy. There is considerable variation in the scope for development of these sites which will be addressed through site development briefs, prepared as supplementary planning documents.

B39 Operational landfill sites can also provide suitable locations for waste related development; 'operational' means a site that is currently accepting waste. It is recognised that this action is likely to extend the life of the facility. Whilst this will result in some negative impacts, these may be outweighed by the benefit of achieving sustainable development in the longer term. Many of these sites have supporting infrastructure established to a good standard (including transport network, access and landscaping). In allowing further

waste development at them such as recycling or materials recovery, most efficient use of the trips being made to the site can be realised; and rather than all the waste being disposed of, it can instead be processed so that only the residual waste is disposed of.

#### **Policy CS5: Location of Waste Facilities**

**Sites will be allocated in the Plan and proposals for waste facilities on unallocated sites will be considered in terms of the sustainable movement of waste and in accordance with the following:**

- (i) priority to industrial / employment sites, particularly those in urban areas, and to any other suitable urban sites;**
- (ii) previously developed land outside the urban areas, including land in waste management use, with priority to sites close to urban areas and/or easily accessible by the strategic road network. Land beyond the Green Belt will be considered before sites within the Green Belt.**

**For all proposals:**

- (a) the larger the scale of development and traffic generation, the more important is a location well served by the strategic road network; and**
- (b) Areas of Outstanding Natural Beauty and Great Landscape Value and/or with nature conservation designations should be avoided.**

## **2.10**

### **GREEN BELT**

B40 The fundamental aim of Green Belt policy is to prevent urban sprawl by keeping land permanently open. To preserve openness there is a presumption against 'inappropriate development' as set out in *Planning Policy Guidance Note 2: Green Belts*. Waste is not included in those categories of development that are appropriate in the Green Belt.

B41 Within the Green Belt there are sites where development can occur, maintaining openness and not conflicting with the purposes of the designation. Minerals can be worked only where they are found and extraction need not be inappropriate development, provided that high environmental standards are maintained and that the site is well restored. Landfill is most often the means to that restoration. Neither landfill nor landraising activities need conflict with the purposes of including land in the Green Belt. Both can play a positive role in the objectives of the Green Belt: the after use of a site may provide the opportunities for access to restored open countryside, or improve damaged land around a town.

B42 Development at operational quarries and landfill sites, where mineral extraction or waste disposal is active and restoration is not complete, may be justifiable in very special circumstances in the Green Belt. Where development would occur at a lower land level, it may not impact on openness, and being limited to the life of the operational mineral or landfill

site, means that the long term purposes of including land within the Green Belt could be maintained.

B43 It may be necessary to locate other forms of waste management facility in the Green Belt where non Green Belt sites cannot be found. Very special circumstances will have to be demonstrated, taking account of the need to make provision and other environmental and economic benefits. *Policy CS6* reflects this, as well as *Policy DC1* which provides for safeguarding sites which may be required.

B44 A minimum of buildings is required to support open windrow composting and, as such, this waste related activity may be justifiable in very special circumstances in the Green Belt, see *Policy WD4*. This may also apply, with suitable safeguards, to the re-use of buildings in the Green Belt. Waste treatment is increasingly practised within buildings; the re-use or redevelopment of buildings located within the Green Belt could make an important contribution to providing the waste management infrastructure required in Surrey.

B45 *Policy CS6* seeks to ensure that the Green Belt serves its proper purpose whilst making adequate provision for necessary development. *PPS10* requires planning authorities to prepare and deliver planning strategies that protect Green Belts but recognise the particular locational needs of some types of waste management facilities when defining detailed Green Belt boundaries and, in determining planning applications, that these locational needs, together with the wider environmental and economic benefits of sustainable waste management, are material considerations that should be given significant weight in determining whether proposals should be given planning permission.

B46 The policy framework in relation to Surrey's Green Belt boundary is set out in the *Structure Plan Policy LO4*. The mechanism for making further changes would be through the *Regional Waste Management Strategy* but no changes are proposed in relation to waste development.

#### **Policy CS6: Green Belt**

**There will be a presumption against inappropriate waste related development in the Green Belt.**

**In considering inappropriate development proposals in the Green Belt, the following considerations may constitute very special circumstances:**

- (i) the locational needs of some types of waste management facilities;**
- (ii) the wider environmental and economic benefits of sustainable waste management.**

**If sites in the Green Belt come forward for waste related development, preference will be given to those listed in Policy DC1.**

B47 An important objective of the core strategy is the protection of the environment, residential and recreational amenity and health. The development control policies set out the detail of how this will be applied in respect of waste development.

B48 New waste management facilities should pose little risk to human health. Any implications are the primary responsibility of the pollution control authorities, generally the Environment Agency, but planning should ensure that the location of proposed waste development is acceptable and health can be material to such decisions. Where this is an issue, the County Council will draw on Government advice and research and consult with the relevant health authorities and agencies.

**Policy CS7: Environment, amenity and health**

**Planning Permission will only be granted for waste related development, where the environment, amenity, health and safety can be adequately protected.**

# The Surrey Waste Plan

The Preferred Plan 2005

Waste Development  
Waste Development document

October 2005



### 3.1 ENABLING WASTE DEVELOPMENT

C1 A range of new facilities is required if the drive to divert waste from landfill is to be successful. These will be required across the County and at a range of scales, both large and small. The Waste Development policies reflect the Waste Hierarchy and Surrey County Council's priorities for waste management within the County.

C2 A number of new sites will be required. However the majority of waste sites in Surrey are in the Green Belt and Government Policy on Green Belt does not consider waste as an appropriate use, except in very special circumstances. The Plan is based on an extensive site search and suitable sites in the Green Belt will be dealt with under a safeguarding approach. Only sites which are available, or have a reasonable prospect of becoming available, for waste development have been considered for inclusion in the policies.

C3 It is expected that both established and new technologies will continue to be developed, bringing innovative and effective methods of managing the County's waste. The waste development policies are not technology specific, ensuring they continue to be relevant and applicable as new and enhanced technologies are developed.

C4 The policies are generally not specific to a particular waste stream. The Waste Development Documents are applicable to all waste, and most waste streams can be managed through similar facilities. As such, the management of most waste has similar land use implications and it is not necessary to provide different policy for each type of waste.

### 3.2 CIVIC AMENITY SITES (HOUSEHOLD WASTE RECYCLING CENTRES)

C5 High up the waste hierarchy is the reuse of unwanted materials. Civic amenity (CA) sites are provided by the County Council as Waste Disposal Authority primarily for use by local residents to deposit items of household waste that are not normally collected by the weekly collection service, e.g. bulky waste items such as beds, cookers and garden waste. Such facilities play a vital role in the delivery of sustainable waste management in the County, making significant contributions to increasing the reuse and recycling of waste. A wide network of civic amenity sites will be required to ensure Surrey meets its recycling and diversion targets.

C6 Modern, purpose built CA sites are most appropriately located in urban locations such as general industrial and storage land. In these locations, the facility provides a readily accessible service, reducing the distance householders should need to travel to recycle bulky goods. A review of CA sites has indicated that a number require internal improvement and others need expansion such as those at: Earlswood, Martyrs Lane and Randalls

Road. Areas of the County where current sites may need relocating are: Bagshot, North Tandridge, Epsom and Slyfield.

#### **Policy WD1: Civic Amenity Sites**

**Planning permissions for the improvement or extension of existing civic amenity sites or the provision of new sites will be granted:**

- (i) on land that is, or has been used, or is allocated in a local Plan or Development Plan document, or has planning permission for general industrial or storage purposes; and**
- (ii) at existing or proposed waste management sites, subject in the case of landfill and landraising sites or other temporary facilities, to the civic amenity use being limited to the life of the landfill, landraising or other temporary facility.**

### **3.3**

#### ***RECYCLING, STORAGE, TRANSFER, MATERIALS RECOVERY AND PROCESSING FACILITIES***

C7 It is often necessary to bring together waste collected from a number of sources for bulking up prior to transport to another location for treatment or disposal. This activity is undertaken at a transfer station. Bulking up waste, whether large (e.g. refuse collection vehicles from a town) or small (e.g. bottle banks) collections, reduces the overall impact from transport movements.

C8 Recycling, recovery and processing facilities cover a wide range of technology types that might include materials recovery facility mechanical biological treatment plant, or autoclave plant. This list is not exhaustive of the current technologies available and the policy is not technology specific so that the Waste Development document is able to react to new technologies that are developed. In essence, these facilities are expected to enable and to encourage waste to be used as a resource, and to recover materials that will be put to beneficial use *Policy WD2* does not include those technologies that involve the thermal treatment of waste.

C9 The recycling and processing of waste is increasingly being carried out within modern, purpose-designed buildings that can be located in urban areas and industrial estates. In terms of supporting sustainable communities, the location of waste facilities within the urban fabric is preferred. An Area Action Plan is being prepared jointly with Guildford Borough Council for Slyfield, where land for waste development will be allocated. A list of industrial estates, which may be able to accommodate waste development, is shown below, in *Table 3.1*, although this list is not exhaustive.

C10 Within Surrey urban locations are not readily available and so other discrete sites have also been named, either as a preferred location or as identified sites in the Green Belt safeguarded for waste development. The locations are identified on the proposals map, but site boundaries in the supporting material for the Plan are only indicative and will be firmed up when site development briefs are produced. Two of those sites, at Lyne Lane

and Oak Leaf Farm, have particular constraints which would significantly limit the scale of acceptable waste development.

**Table 3.1** *Potential Urban Sites/Industrial Estates for Accommodating Waste Development*

<b>Site name</b>	<b>District/Borough</b>
BP, Waterside Drive, Walton	Elmbridge
Nonsuch Business Park, Kiln Lane, Ewell	Epsom & Ewell
Woodbridge Park Industrial Estate, Guildford	Guildford
Midleton Industrial Estate, Guildford	Guildford
Cathedral Hill Estate, Guildford	Guildford
Mill Lane Works, Old Portsmouth Road, Peasmarsh	Guildford
Riverway Estate, Peasmarsh	Guildford
Station Road, Ash, Guildford	Guildford
Vokes Site, Normandy	Guildford
Holmethorpe Industrial Estate, Redhill	Reigate & Banstead
Wells Place Industrial Estate, Redhill	Reigate & Banstead
Thorpe Industrial Estate, Crabtree Road, Thorpe	Runnymede
Northumberland Place Trading Estate, Stanwell	Spelthorne
Littleton Lane, Shepperton	Spelthorne
York Town Industrial Estate: Doman Road, Camberley	Surrey Heath
York Town Industrial Estate: Stanhope Road, Camberley	Surrey Heath
York Town Industrial Estate: Rest of the estate, Camberley	Surrey Heath
Admiralty Way Trading Estate, Camberley	Surrey Heath
Hobbs Industrial Estate, Newchapel	Tandridge
Farnham Trading Estate, Water Lane, Farnham	Waverley
Bourne Mill Trading Estate, Farnham	Waverley
Cranleigh Trading Estate, Cranleigh	Waverley
Coxbridge Sandpit, Farnham	Waverley
Wintersells Industrial Estate, Byfleet	Woking
Avro Way, Brooklands Trading Estate, Byfleet	Woking/Elmbridge
Byfleet Industrial Estate, Oyster Lane, Byfleet	Woking
Monument Bridge East Industrial Estate, Woking	Woking
Goldsworth Park Trading Estate, Woking	Woking
Sheerwater Industrial Estate, Woking	Woking

**Policy WD2: Recycling, Storage, Transfer, Materials Recovery and Processing Facilities (Excluding Thermal Treatment)**

**Planning permissions for development involving the recycling, storage, transfer, materials recovery and processing (excluding thermal treatment) of waste will be granted:**

- (i) at the following preferred sites, as shown on the proposals map:**
  - a) Slyfield Industrial Estate: Land to the North East**
  - b) Clockhouse Brickworks, Capel**

provided that the development proposed meets the other policies of this Plan.

(ii) where very special circumstances can be demonstrated in accordance with the policy CS6, the following safeguarded sites may be considered favourably

- a) Charlton Lane, Shepperton
- b) Copyhold Works, Redhill
- c) Earlswood Depot, Redhill
- d) Heather Farm, Horsell
- e) Martyr's Lane, Woking
- f) Randalls Road, Leatherhead
- g) Land adjacent to Trumps Farm, Longcross
- h) Weylands Treatment Works, Hersham
- i) Land at former airfield, Wisley

(iii) where very special circumstances can be demonstrated in accordance with the policy CS6, the following safeguarded sites may be considered favourably for limited scale waste development:

- j) Lyne Lane, Chertsey: former compost site
- k) Oak Leaf Farm, Horton Road, Stanwell Moor

(iv) on other sites in accordance with the locational strategy as set out in Policy CS5.

### 3.4

#### *RESOURCE PARKS AND DISASSEMBLY PLANTS*

C11 Disassembly plants and resource recovery parks are a grouping together of a variety of industries that can use each others' outputs as a resource. They enable waste to be treated as a resource, ensuring it is put to beneficial uses with the minimum of processing. The processes are expected to be undertaken in urban locations and to utilise buildings similar to those normally seen on industrial estates or business parks. They will be encouraged at land in, or allocated for, general industrial or storage use, as set out in *Table 3.1*, or on sites in *Policy WD2*.

### 3.5

#### *RECYCLING, STORAGE, TRANSFER OF CONSTRUCTION AND DEMOLITION WASTE AT MINERAL SITES*

C12 In line with national and regional strategy, the Plan looks to progressively reduce the amount of construction and demolition waste disposed of to landfill. There are advantages in co-locating construction and demolition waste recycling and processing facilities on mineral sites. Broadly, both materials are similar in nature, as are the general processes that both construction and demolition waste and virgin minerals undergo (including screening and grading of material, crushing and breaking). The nature of the environmental effects is also broadly similar (e.g. dust generation, noise,

haulage/transport effects). Potentially, there are transport-related savings to be made through the use of heavy goods vehicles delivering construction and demolition waste for processing and then leaving the minerals site with extracted minerals. Recycled construction and demolition waste is often used as secondary aggregate in building construction, landscaping and in road construction.

C13 In view of these close linkages, construction and demolition waste and recycled aggregates will be considered together as a separate Development document, which will be progressed as part of the Minerals Plan. In the interim period pending the preparation of this document, the following policy approach in *Policy WD3* will apply, although very special circumstances will need to be demonstrated for sites in the Green Belt. Operational mineral sites are not considered to have the same strong links with other waste streams.

C14 Permissions granted for construction and demolition waste related facilities will be temporary and restricted to the operational life of the mineral site. This is the period within which the site is actively working, and does not extend beyond the permitted restoration date.

### **Policy WD3: Recycling, Storage, Transfer of Construction and Demolition Waste at Mineral Sites**

**Planning permissions for development involving recycling, storage and transfer of construction and demolition waste at mineral sites will be granted provided that the proposed development is for a temporary period commensurate with the operational life of the mineral site, and in the case of Green Belt sites it accords with Policy CS6.**

## **3.6**

### **COMPOSTING**

C15 Composting can be undertaken either within a building or contained within a series of structures, generally termed 'in-vessel', or outdoors by open windrows. In-vessel composting, which can cover a variety of techniques, is covered under *Policy WD4*. Open windrow composting involves the raw material (usually green and/or garden waste and cardboard) being arranged outdoors in long narrow piles on a hard and preferably waterproof surface. The windrows are mixed and turned regularly for aeration, either by hand or mechanically.

C16 Open windrow composting is not promoted by this Waste Development document as a preferred method for dealing with waste. As a waste management technology, it has quite different land use implications to other techniques. Experience in the County has shown that problems with odour nuisance can develop, where higher levels of throughput are attempted. Open windrow composting operations require only minimal support buildings. The operations are comparable to agricultural practices and may therefore be appropriate to locate in the open countryside.

C17 In considering any application for open windrow composting, Surrey County Council will seek advice from the Environment Agency in regard to the appropriate distance to be maintained between the proposed facility and

housing. Any proposal less than 250 metres from a sensitive receptor, such as a dwelling, would require a risk assessment. Small-scale open windrow composting is considered to mean under 5,000 tonnes of material processed per annum. Any greater level of throughput will be viewed critically with regard to the prevention of odour nuisance.

#### **Policy WD4: Composting**

**Planning permissions will be granted for small-scale open windrow composting with sufficient distance from any dwelling, or in-vessel composting at:**

- (i) waste disposal landfill or landraising sites provided that it is for a temporary period commensurate with the operational life of the landfill or landraising site;**
- (ii) sites in the countryside where the land has been previously developed; and**
- (iii) sites in the countryside currently used for composting waste for use on agricultural land.**

### **3.7**

#### ***THERMAL TREATMENT FACILITIES***

C18 Thermal treatment is a general term used for waste management technologies, designed to generate power, and often to recover heat, through the combustion of waste. Advanced thermal treatment includes gasification and pyrolysis, emerging technologies without as yet full scale plant operating in the UK.

C19 As thermal treatment is lower in the waste hierarchy than other waste management options, two important checks have been included in Policy WD5. Firstly, it has to be demonstrated that the waste cannot practically and reasonably be reused, recycled or processed to recover materials. Essentially this requires the sorting and separation of waste to enable 'front-end' recycling and composting before the residual waste can be accepted at a thermal treatment plant. This requirement will ensure that the thermal treatment plant does not 'crowd out' the potential for recycling or otherwise gaining benefit from the waste prior to its thermal treatment. There must be sufficient recycling and composting to at least meet the Regional Waste Strategy requirements, which the waste industry will be encouraged to exceed where practicable and viable.

C20 Secondly, the proposed development will need to recover energy and not simply be a means for waste management. The waste hierarchy identifies that thermal treatment with energy recovery is preferred over thermal treatment without energy recovery, and this is reflected in the policy.

C21 Thermal treatment facilities vary in size according to their waste throughput, but tend to be large buildings, and all include the distinctive feature of a chimney stack or flue. This means that the acceptability of the visual impact has been a particular consideration in selecting suitable sites.

C22 The number of thermal treatment facilities required in Surrey is expected to be very limited and not all of the sites in the policy are likely to be required. It is not possible, however, to be sure what proposals may come forward in the future and a choice of sites is required.

C23 Clockhouse Brickworks, Capel is considered a suitable site for the development of a thermal treatment plant. Five other sites, all in the Green Belt, are considered to have the potential to accommodate a thermal treatment plant, subject to the demonstration of very special circumstances to justify development in the Green Belt. Visual impact remains a consideration on all of these sites, but proposals at Charlton Lane, Randalls Road and Wisley Airfield will particularly have to demonstrate that they can sufficiently overcome any adverse visual impact.

#### **Policy WD5: Thermal Treatment Facilities**

**Planning permission for development involving the thermal treatment of waste will be granted provided:**

- (i) the waste to be treated cannot practically and reasonably be reused, recycled or processed to recover materials;**
- (ii) provision is made for energy recovery;**
- (iii) the proposed development is at the following preferred site, as shown on the proposals map:**
  - (a) Clockhouse Brickworks, Capel; and**

**where very special circumstances can be demonstrated in accordance with *Policy CS6*, the following safeguarded sites will be considered:**

- (b) Charlton Lane, Shepperton**
- (c) Martyrs Lane, Woking**
- (d) Randalls Road, Leatherhead**
- (e) Land adjacent to Trumps Farm, Longcross**
- (f) Land at Wisley Airfield**

[The suitability of the site at Heather Farm, Woking for inclusion in the policy is still under consideration. Woking Borough Council have put forward an integrated waste management proposal on the site, including a thermal treatment (pyrolysis) element, but impact assessment work is not yet complete.]

### **3.8**

#### **WASTE WATER AND SEWAGE TREATMENT PLANTS**

C24 There is an established network of sewage facilities within Surrey, but upgrades will be required and this may involve development at a new location. To minimise pumping, sewage treatment plants reflect river catchment areas, rather than administrative boundaries. Whilst imports and

exports of all waste are recognised to occur, this movement across the County boundary is particularly relevant to sewage and waste water management.

C25 The Landfill Directive has put a ban on the disposal of liquids to landfill facilities. This may result in additional pressure to find available space within operational sewage treatment plant to manage liquid wastes that were previously disposed of through landfill. Sewage treatment plants can also be appropriate locations for new facilities to manage domestic and other wastes.

### **Policy WD6: Waste Water and Sewage Treatment Plants**

**Planning permissions will be granted for new waste water and sewage treatment plant, extensions to existing works, or facilities for the co-disposal of sewage with other wastes, where development is either needed to treat Surrey's arisings or in the case of arisings from elsewhere the need cannot practicably and reasonably be met at another site. Wherever practical and economical, biogas should be recovered for use as an energy source.**

## **3.9**

### *LANDFILLING AND LANDRAISING*

C26 Surrey imported approximately 313 000 tonnes of waste, principally from London, for non-hazardous landfill in 2002, the last year for which estimates are available. The *Regional Waste Strategy* refers to continuing, but declining, need for surrounding Counties to contribute to London's landfill needs. The increased emphasis on waste minimisation, reuse, recycling, and recovery is intended to reduce the amount of waste to be disposed of to landfill. Nevertheless, landfill will continue to play a part in waste management for the foreseeable future. Increasingly, the waste going to landfill will have been subjected to pre-treatment.

C27 In the waste hierarchy, landfill is the option of last resort. The strategy reflects this so that landfill and landraise development is seen as only acceptable for waste that has been demonstrated as reasonably and practicably unable to be reused, recycled, or processed to recover materials or energy. This check is part of the mechanism for encouraging the management of waste further up the hierarchy.

C28 Landfill is commonly used to fill in voids left by mineral working and to achieve restoration of the site. Landraise developments are not as common. However, landraise with the deposit of waste is a form of waste development and needs to be included within this policy framework. Whilst landraise activities are often considered inappropriate, such development can be beneficial. Examples include regrading a steep slope to bring land into agricultural use, or constructing a landscape or noise mitigation bund.

C29 Landfill and landraising activities can also restore previously damaged and polluted land, to enable a more positive and beneficial use. Examples of more positive and beneficial uses include public park or nature reserve. *Policy WD7* requires such landfill and landraise schemes to result in not just small changes but that the disposal activity makes a fully beneficial contribution with substantial improvements to the quality of the land. Proposals will be expected to limit the quantity of deposited waste to the minimum necessary.

C30 Surrey County Council is committed to driving the management of waste up the hierarchy. It will not normally allow landfill or landraise sites in excess of need. The level of need required to be met will be continuously reviewed, and take into account the proposed decreasing level of provision required for waste from London.

C31 The main report of the *Assessment of Need for Waste Disposal and Management in Surrey*, December 2003, noted that there is likely to be a shortfall in landfill void space by 2007 and that additional landfill facilities will be required. Preparatory work for the Waste Development documents did not identify any preferred sites for landfill that are currently available or likely to become available within the Plan period. However the issue of meeting the need for landfill remains to be addressed. As such, it is important to husband landfill void.

C32 To ensure that the potential benefits of landfill and landraise are maximised such proposals must include consideration of final use of the land, including proposals for a high quality of restoration and long term management plans for the restored site. The finished levels of a restored landfill site may be higher than adjoining land. However, they will still be expected to incorporate high quality standards of restoration of the site that are appropriate to the surrounding landscape.

C33 The recovery of landfill gas provides significant benefit by minimising reliance on fossil fuels. This benefit is expected to be gained wherever possible. However, in the longer term, with a significant reduction in the amount of biodegradable waste disposed of to landfill, there is likely to be less resultant gas to recover.

C34 Other proposals involving the construction of noise bunds or other engineering factors will involve the deposit of wastes and may be determined by the District Councils. To gain planning permission, such development should be necessary and not give rise to any adverse environmental impacts,

**Policy WD7: Disposal by Landfilling, Landraising, or other engineering works.**

**Planning Permission will only be granted for waste disposal by landfilling, landraising or other engineering works provided:**

- (i) the waste to be disposed of cannot practicably and reasonably be reused, recycled or processed (to recover materials; produce compost, soil conditioner, inert residues or to recover energy) or may otherwise be required for the restoration of mineral workings, and**
- (ii) the proposed development is both essential for and involves the minimum quantity of waste necessary for:**
  - a) the purposes of restoring current or former mineral workings sites; or**
  - b) facilitating a substantial improvement in the quality of**

- land; or
- c) **facilitating the establishment of an appropriate afteruse; or**
- d) **improving land damaged or degraded as a result of previous or existing uses and where no other satisfactory means exists to secure the necessary improvement; or**
- e) **the carrying out of other engineering operations.**

**In granting planning permission for landfilling or landraising developments, or other engineering works, conditions may be imposed limiting both the types and quantities of waste to be deposited in order to conserve capacity for waste that cannot be reused, recycled or processed (to recover materials; produce compost, soil conditioner, inert residues; or to recover energy).**

**Proposals for landfilling or landraising should:**

- (i) incorporate finished levels that are compatible with the surrounding area and any likely settlement. The finished levels should be the minimum required to ensure satisfactory restoration of the land for an agreed after-use;**
- (ii) include proposals for aftercare and securing long term management of the restored site;**
- (iii) make provision wherever practical and economical for landfill gas to be recovered for use as an energy source; and**
- (iv) Make provision where practical for appropriate habitat creation for biodiversity benefit.**

C35 Proposals for other engineering works should demonstrate that the development is compatible with the surrounding land uses and landscape.

C36 Proposals for major development and highway schemes may involve large earth moving operations which have the potential to generate a substantial requirement for spoil disposal. Whilst recognising that there is a need for inert fill material at licensed sites within the County, the Authority is concerned that movement of such large volumes of bulk material gives rise to unacceptable traffic impacts. The Authority will wish to see the maximum amount of material re-used as part of the project itself and any alternative proposals for disposal will be required to demonstrate that the material cannot be adequately dealt with at the point of generation

#### **Policy WD8: Spoil**

**The disposal of spoil waste from major highway projects by landfilling or landraising will be permitted on land adjoining the highway the subject of the works, where it can be demonstrated that:**

- (i) the proposal would result in significantly less environmental disturbance including traffic impact compared with the disposal of the waste arising at permitted sites**

- (ii) **the proposal provides for restoration to a landform which allows the site to be returned to an acceptable afteruse following the completion of waste importation.**

### 3.10

#### *POTENTIALLY POLLUTING SUBSTANCES*

*C37 PPS23: Planning and Pollution Control* advocates the need to assess and control the impact of potentially polluting developments. Such development may involve the removal and processing and deposit of waste and be matters dealt with either by the County or District Councils depending on the nature of the scheme. *Appendix A* of *PPS23* sets out the matters to be considered in taking decisions on planning applications and the applicant will need to satisfy the determining authority with regard to the acceptability of development for the protection of the environment and human health and safety. Both the direct and indirect impacts of the development will require assessment. The planning authority may seek further information where there is reason to believe that the land that is the subject of the proposal is, or may be, contaminated, or that the delivery may give rise to potentially polluting substances.

#### **Policy WD9: Potentially Polluting Substances**

**Where development involves potentially polluting substances, planning permission will only be granted where acceptable measures are included for the protection of the environment and human health and safety for any direct and indirect impacts.**



# The Surrey Waste Plan

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Waste Development Control Policies  
Waste Development document

October 2005



#### 4.1 SAFEGUARDING SITES

D1 Safeguarding sites is a key tool that can be used to ensure the timely delivery of key waste management infrastructure in Surrey. *PPS10* recognises that local planning authorities have a responsibility to consider the impact of other development on established or identified waste uses, and where this might be detrimental then this could constitute grounds for refusal. The loss of appropriate sites to other development will make waste recycling, diversion and recovery targets harder to achieve.

D2 When sites are safeguarded for waste management use, the local planning authority will be required to take that need into account before considering other possible uses of the site. Surrey County Council is working with Guildford Borough Council in preparing the Slyfield Area Action Plan, seeking to incorporate waste uses with other development.

D3 *Policy DC1* applies to all the preferred sites identified on the proposals map and existing waste management sites, including waste water and sewage treatment plants. Landfill sites are included in the term existing waste management sites until restoration is complete.

#### **Policy DC1: Safeguarding Sites**

**The following sites, which may be required for waste management use will be safeguarded :**

- (i) the preferred sites shown on the proposals map;**
- (ii) existing sites in waste use including waste water and sewage treatment works; and**
- (iii) the following sites located in the Green Belt:**
  - a) Charlton Lane, Shepperton**
  - b) Copyhold Works, Redhill**
  - c) Earlswood Depot, Redhill**
  - d) Heather Farm, Horsell**
  - e) Lyne Lane composting site**
  - f) Martyrs Lane, Woking**
  - g) Oak Leaf Farm, Stanwell Moor**
  - h) Randalls Road, Leatherhead**
  - i) Land adjacent Trumps Farm, Longcross**
  - j) Weylands Treatment Works, Hersham**
  - k) Land at former airfield, Wisley**

#### 4.2 PLANNING DESIGNATIONS

D4 Areas and features with a particular significance or special status will be protected from any adverse impact of waste related development. The *Sustainability Appraisal* identified biodiversity as a specific objective to be

protected through policy. Surrey County Council may require developers to include measures to compensate for features lost or adversely affected.

D5 *Policy DC2* is principally concerned with protecting land covered by international and national planning designations. The protection of local and residential amenity is dealt with separately.

### **Policy DC2: Planning Designations**

**Planning permission will not be granted for waste related development where this would endanger, or have a significant adverse impact, on the character, quality, interest or setting of the following:**

- (i) Wetland areas of international importance (Ramsar Sites);**
- (ii) Special Areas of Conservation, candidate Special Areas of Conservation, Special Protection Areas, and potential Special Protection Areas;**
- (iii) The Surrey Hills and High Weald Areas of Outstanding Natural Beauty;**
- (iv) The best and most versatile agricultural land;**
- (v) Scheduled Ancient Monuments or Sites of Archaeological Importance;**
- (vi) National Nature Reserves or Sites of Special Scientific Interest;**
- (vii) Ancient semi-natural woodlands;**
- (viii) Listed buildings and Historic Parks and Gardens;**
- (ix) Conservation Areas;**
- (x) Areas of Great Landscape Value;**
- (xi) Sites of Nature Conservation Importance;**
- (xii) Local Nature Reserves and non-statutory nature reserves;**
- (xiii) Areas of Historic Landscape Value;**
- (xiv) Regionally Important Geological Sites;**
- (xv) Groundwater Source Protection Zones;**
- (xvi) Land, as defined by the Environment Agency, as liable to flood; and**
- (xvii) BAP habitat and species.**

**In assessing each development proposal, due regard will be paid to prevailing national policy and guidance appropriate both to the areas and features of acknowledged importance and to the proposed means of dealing with waste. It will also take into account whether any significant adverse impact identified could be controlled to acceptable levels.**

## **4.3**

### **GENERAL CONSIDERATIONS**

D6 Surrey County Council is committed to enabling the waste management infrastructure required within Surrey, ensuring that it makes a useful contribution and that any adverse impacts, where they arise, can be mitigated to an acceptable level. *Policy DC3* requires applicants to demonstrate sustainable and responsible development, outlining the information expected to accompany submitted planning applications.

D7 Development Briefs will be produced, as required, as Supplementary Planning Documents for the waste sites identified in this Plan, setting out the detailed development requirements and considerations for planning applications for waste development on specific sites. Planning applications are expected to include management and mitigation for potentially adverse effects resulting from the proposed facility. Adequate pollution control technology is expected to be installed and operated. Best practice in site management and operations should be included with the planning application, as poor site management can lead to adverse amenity and environmental impacts.

D8 The handling, treatment and disposal of waste should not give rise to pollution or have a seriously adverse environmental impact and adequate monitoring and safeguards need to be maintained to minimise the risk of problems in the future.

D9 The construction and operation of waste related facilities should not give rise to an unacceptable impact on the amenities of residents or on the local and wider environment. Sufficient information from applicants will be required to ensure adequate protection of these interests before granting planning permission.

D10 As reliance on landfill diminishes, waste management is increasingly expected to occur within purpose built structures. A high quality of building design and site layout in proposals for waste related development is expected.

D11 Consideration of traffic generation characteristics will incorporate an assessment of the level and type of traffic generated and the impact of that traffic, suitability of the access and the highway network in the vicinity of the site, including access to and from the primary route network, and works necessary to accommodate the development. In preparing planning proposals, developers are advised to refer to *Guidance for Applicants to Assess the Access, Traffic and Highway Aspects of Proposals for Waste Development* produced by Surrey County Council.

D12 The *Sustainability Appraisal* identified that an increase in waste management facilities is likely to increase water consumption. Quantified impacts are unknown but water supplies within the South East are under increasing pressure from all development. In order to implement sustainability objectives, applicants submitting proposals subject to environmental impact assessment may be asked to consider water supply and consumption issues in relation to the proposed development; this might include use of recycled water in processes as appropriate.

D13 Developers are encouraged to contact Surrey County Council prior to submission of any planning application for waste development to ensure that all relevant matters can be discussed. Surrey County Council will direct developers to appropriate supplementary guidance documents, for example the *Surrey Landscape Strategy*, the *Surrey Rural Strategy* and *Guidance for Applicants to Assess the Access, Traffic and Highway Aspects of Proposals for Waste Development*.

### **Policy DC3: General Considerations**

**Planning permissions for waste related development will be granted provided it can be demonstrated by the provision of appropriate information to support a planning application that any impacts of the development can be controlled to achieve levels that will not significantly adversely affect people, land, infrastructure and resources.**

**The information supporting the planning application must include, where relevant to a development proposal, assessment of the following matters and where necessary, appropriate mitigation should be identified so as to minimise or avoid any material adverse impact and compensate for any loss:**

- (i) the release of polluting substances to the atmosphere or land, particularly in areas of poor air quality, arising from facilities and transport;**
- (ii) the amount of greenhouse gases produced;**
- (iii) the contamination of ground and surface water;**
- (iv) the drainage of the site and adjoining land and the risk of flooding;**
- (v) water consumption requirements and consideration of water management within operational plant;**
- (vi) groundwater conditions and the hydrogeology of the locality;**
- (vii) the visual and landscape impact of the development on the site and surrounding land including townscape;**
- (viii) in the case of buildings, demonstration of high quality of design;**
- (ix) adverse effects on residential amenity including noise, fumes, vibration, glare, dust, litter, odour and vermin;**
- (x) traffic generation, access and the suitability of the highway network in the vicinity, including access to and from the motorway and the primary route network;**
- (xi) adverse effects on open spaces, settlements, agriculture and other rural economic activity, woodland or existing or potential outdoor recreation uses;**
- (xii) the loss or damage to flora and fauna and their respective habitats at the site or on adjoining land including linear or other features which facilitate the dispersal of species;**
- (xiii) the loss or damage to archaeological resources or historic landscapes at the site or on adjoining land;**
- (xiv) potential danger to aircraft from birdstrike and structures;**

- (xv) scope for limiting the duration of use;**
- (xvi) any health impacts; and**
- (xvii) transport impacts of development on amenity.**

D14 Conditions and legal agreements play an important role in controlling waste management activities and providing added value from waste related development. They will be used in conjunction with the grant of planning permission where appropriate.



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Proposals Maps

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The boundaries drawn on each of the detailed site maps are indicative only, based on the area assessed by ERM. They do not necessarily show the final site boundaries, nor do they indicate any site ownerships.

# The Surrey Waste Plan

Preferred Draft 2005

Monitoring

October 2005



## 5.1

## INTRODUCTION

E1 Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004, requires an annual monitoring report to be produced to assess:

- the implementation of the local development scheme; and
- the extent to which policies in Development Plan documents are being achieved.

E2 Throughout the lifetime of the Waste Development documents, it will be necessary to monitor and review the policies to determine the extent to which each is being implemented, and the degree to which implementation is achieving objectives. Where any targets are not on track, the annual monitoring report should also include an assessment of the reasons why.

E3 Much of the information gathered for the annual monitoring report will also contribute to the data required by the Regional Assembly in reviewing the Regional Spatial Strategy and to the indicators referenced in *PPS10*.

E4 *PPS10* recognises the critical role of monitoring in delivering sustainable waste management, with a focus on understanding the changes in the stock of waste facilities and the amount of waste arising. It also recognises that monitoring is a responsibility shared between the regional planning body, the waste planning authority and the Environment Agency. The monitoring undertaken by Surrey County Council will need to dovetail with work being done by the South East of England Regional Assembly, which in turn will also require data from the Environment Agency.

E5 Monitoring requirements are also imposed on Surrey County Council by The Environmental Assessment of Plans and Programmes Regulations 2004, which implement the SEA Directive in England. The Regulations require Surrey County Council to monitor the significant environmental effects of the implementation of the Surrey Waste Plan, to enable the council to identify adverse effects and to take appropriate remedial action. The Sustainability Appraisal has made recommendations for monitoring the sustainability impacts of the implementation of the Plan, including environmental effects. Surrey County Council will act on those recommendations to incorporate within its Plan monitoring activities any monitoring which is necessary in addition to that proposed below in Section 5.2. This may include working in partnership with other bodies who collect or hold relevant monitoring data

## 5.2

## MONITORING EFFECTIVENESS OF THE WASTE DEVELOPMENT DOCUMENTS

E6 It is not possible or relevant to monitor all the policies in the Waste Development documents. Instead, key policy areas have been recognised that

will indicate the effectiveness of the Waste Development documents. These are:

- **The need to move waste up the hierarchy** - based on a range of qualitative data gathered, in particular in relation to policies CS1- CS3. Can be referenced to quantitative data from the waste disposal authority and EA in regard to waste arisings and rates of reuse, recycling, composting and recovery, for all waste streams.
- **New facilities and capacity provided by type** – quantitative data gained from planning permissions granted during the Plan period, can be reviewed against information gained from operators of waste facilities.
- **Safeguarding of sites** – quantitative data on the number of safeguarded sites that have been developed for waste related uses or lost to other development.
- **Protection of key environmental assets** – quantitative measurement of the number of sites developed on or adjacent to sites or features recognised as key environmental assets within the County.

E7 *Table 5.1* identifies each policy in the Waste Development documents, whether monitoring is qualitative or quantitative, the data required and the agencies that will be involved in undertaking the monitoring and collecting the relevant information.

**Table 5.1** *Monitoring Framework for Waste Development Plan Document Policies*

<b>Policy Reference</b>	<b>Nature of Policy</b>	<b>Data to be collected</b>	<b>Responsible body</b>
<b>Core Strategy</b>			
CS1	Waste Minimisation	Extent of involvement of SCC in policy implementation by recording examples of work undertaken	SCC/WPA
CS2	Waste Reuse, Recycling & Recovery of Resources	Quantitative assessment of success or effectiveness of the programmes undertaken	
		Qualitative data on the amount of waste arising	SCC/WDA for MSW EA for C&I and C&D waste streams
CS3	Developing Waste Markets	Extent of involvement of SCC in policy implementation by recording examples of work undertaken  Quantitative assessment of success or effectiveness of the programmes undertaken  Record of financial assistance to projects	SCC/WPA
CS4	Waste Management Capacity	Quantitative record of amount of capacity provided through new planning permissions	SCC/WPA
		Qualitative data on the amount of waste diverted from landfill through being recycling, composting or recovery	SCC/WDA for MSW EA for C&I and C&D waste streams
		Relative contribution of this to regional targets for recycling, composting, recovery and diversion from landfill	SEERA
CS5	Location of waste facilities and transport	No monitoring	A matter of detail to be assessed by SCC/WPA on receipt of application
CS6	Green Belt	Quantitative record of the number of planning permissions granted and refused within a designated area  Area of designation on which waste related development is granted, expressed as a number of hectares and % of total	SCC/WPA

Policy Reference	Nature of Policy	Data to be collected	Responsible body
<b>Waste Development</b>			
WD1	Civic Amenity Sites	Record of the number of applications permitted and the number of permissions implemented, and for each:	SCC/WPA
WD2	Recycling, Storage, Transfer, Materials Recovery and Processing Facilities (excluding thermal treatment)	<ul style="list-style-type: none"> <li>• the type of facility</li> <li>• the capacity of the facility</li> <li>• the location of the facility</li> </ul>	
WD3	Recycling, Storage, Transfer of Construction and Demolition Waste at Mineral Sites	Additionally, for thermal treatment facilities, waste water and sewage treatment plant and disposal by landfilling and landraising, a record of the amount of energy generated	
WD4	Composting		
WD5	Thermal Treatment Facilities		
WD6	Waste Water and Sewage Treatment Plant		
WD7	Disposal by Landfilling and Landraising an other Engineering works		
WD8	Spoil		
WD9	Potentially Polluting Substances		

<b>Policy Reference</b>	<b>Nature of Policy</b>	<b>Data to be collected</b>	<b>Responsible body</b>
<b>Development Control Policies</b>			
DC1	Safeguarding Sites	Quantitative record of the proportion of decisions made by the district/borough councils in accordance with representations made by SCC	SCC/WPA
DC2	Planning Designations	Quantitative record of the number of planning permissions granted and refused within a designated area  Area of designation on which waste related development is granted, expressed as a number of hectares and % of total	SCC/WPA
DC3	General Considerations	No monitoring	A matter of detail to be assessed by SCC/WPA on receipt of application

SCC/WPA: Surrey County Council, Waste Planning Authority  
 SCC/WDA: Surrey County Council, Waste Disposal Authority  
 EA: Environment Agency  
 SEERA: South East of England Regional Assembly



# The Surrey Waste Plan

Preferred Plan 2005

Appendices

October 2005



Appendix 1

## Selection of Preferred Options



## *SELECTION OF PREFERRED OPTIONS*

The Surrey Waste Plan sets out the County Council's preferred options for waste development. This Appendix summarises the choices made, and the alternatives considered in deriving preferred options.

### *THE CORE STRATEGY AND STRATEGIC OBJECTIVES*

The national, regional and local policy context is summarised in *Sections 1.6 - 1.8*. This provides a prescriptive framework within which the Plan must be produced, limiting the scope for alternative options. There would have to be overwhelming local reasons for taking a different approach, and it is not considered these exist in Surrey. One of the other drivers of the plan is the County Council's waste policy statement, as set out in *Section 2*. This too reflects the national context.

Previous consultations on waste have produced some responses advocating ruling out particular waste management methods or technologies. The Waste Plan relies on the application of the Government's waste hierarchy (*Figure 1.1*). While encouraging management methods that are towards to top of the hierarchy, it does not rule out any technology (the licensing regime of the Environment Agency ensures that all technologies used are safe). It is an area where new and enhanced technologies are being developed. The waste development policies are not generally technology specific, although they provide for distinguishing between different planning and environmental impacts. Neither, are the policies generally specific to a particular waste stream as most waste streams can be managed through similar facilities with similar land use implications.

### *THE LOCATIONAL STRATEGY*

The locational strategy is considered in *Section 2.3*. It is based around the existing planning policies of the Surrey Structure Plan and the limited availability of sites. The preference is for waste development on urban sites, reflecting the desire to locate facilities close to communities, and the well established and tested Structure Plan policies.

Urban sites are extremely limited in availability – only one site is available at present. Therefore, land and buildings in the countryside need to be considered in order to meet the waste management needs of the county. National and Surrey policy effectively prescribes that Green Belt sites are a 'last resort' option, so land beyond the Green Belt will be preferred for waste development outside the urban areas. Even here possible sites are very limited. The locational policy includes a preference for previously developed land in accord with national policy.

One particular choice is over whether the definition of previously developed land should include sites undergoing restoration through landfill. There

appears to be some inconsistency in national and regional policy on this. In line with the findings of the Surrey Structure Plan Examination Panel, Surrey County Council has included sites in waste management use, which includes operational landfills, within its definition of previously developed land.

Previous consultations in the development of the Integrated Waste Strategy have indicated a public preference for the development of more small waste facilities rather than fewer larger facilities. However, it is neither practicable nor affordable for each local community to have its own set of facilities to deal with its own waste. Partly, this is because Surrey's settlement pattern means that most facilities would have to be located to serve a combination of towns and villages. Partly, it reflects the difficulties of finding suitable sites, and the economies of scale in developing and operating facilities to the demanding standards now required.

In fact only thirteen sites have been specifically identified as potentially suitable for waste development, along with a list of industrial estates where suitable sites or buildings might become available. As a result, co-location of waste facilities, in line with national and regional policy, is the likely outcome of the Surrey situation of limited site availability. It is also likely that the planning, environmental and traffic impacts of a larger number of small sites would cumulatively be greater than a smaller number of sites.

It is possible that through the life of the Plan more urban sites could be brought forward, perhaps with the help of local authority compulsory purchase powers, but suitable sites are not currently obvious and compulsory purchase powers although encouraged by the Planning and Compulsory Purchase Act 2004 still require the demonstration of exceptional circumstances. This might be difficult to demonstrate where sufficient sites have been identified to meet the requirements of net self sufficiency. Thus, the plan does not preclude sites being brought forward in this way, but it cannot rely on this mechanism. At the other end of the spectrum the plan could have sought to take sites out of the Green Belt, but this would create "holes" in the Green Belt. The view has been taken that even if the lack of sites means that Green Belt sites have to be considered it is right that those sites are tested against Green Belt policy and the need to demonstrate very special circumstances to justify otherwise inappropriate development.

Thus, the conclusion is that there is no significant alternative to the overall approach outlined above, given established planning policies and the lack of choice over individual sites.

## *THE SELECTION OF INDIVIDUAL SITES*

A large amount of work has been undertaken to identify possible sites. This is recorded in the Site Assessment reports by ERM, and the report Evaluation of Site Options by Surrey County Council. A wide variety of sites was considered originally and preferred sites and sites in the Green Belt for safeguarding have been identified. It is recognised that, to some degree, the choices depend on what weight is given to particular factors. The suitability of any site also remains to be tested in the light of actual planning applications and what is acceptable on a site will depend on the impacts associated with the particular proposals.

Nevertheless, the sites put forward are those are currently considered to have most potential for accommodating waste management facilities. The Plan recognises that other sites may come forward over time, and the availability of sites will change.



Appendix 2

## Waste Categories and Glossaries



## WASTE CATEGORIES

The main categories of waste are outlined in *Table* <sup>(1)</sup>

**Table 1 Waste Categories**

Category of waste	Description
Municipal Solid Waste (MSW)	All waste under the control of local authorities, including all household waste, street litter, waste delivered to council recycling points, municipal parks and garden wastes, council office waste, schools waste, household waste recycling centres (civic amenity site) waste, and some commercial waste from shops and smaller trading estates where local authority waste collection agreements are in place.
Commercial & Industrial Waste (C&I Waste)	Waste generated by business and industry, for example: wholesalers; catering establishments; shops and offices; factories and industrial plants. Generally, businesses are expected to make their own arrangements for the collection, treatment and disposal of waste generated by their actions. Waste from smaller businesses where local authority collection arrangements have been set up is considered as municipal waste.
Agricultural Waste	Any waste from a farm or market garden is grouped under the name agricultural waste and includes organic matter such as manure, slurry, silage effluent and crop residues, but also packaging and animal dips (e.g. sheep dip).
Construction and Demolition Waste (C&D Waste)	Waste generated by the construction, repair, maintenance and demolition of buildings and structures is called construction and demolition waste or C&D waste. It mostly comprises brick, concrete, hardcore, subsoil and topsoil, but can also include timber, metals and plastics.
Mines and Quarries Waste	Materials such as overburden (rock embedded with the mineral), and residues left over from the initial processing of extracted minerals into saleable material are classified as mines and quarries waste.
Waste Electrical and Electronic Equipment	<i>'Electrical or electronic equipment which is waste within the meaning of Article 1(a) of Directive 75/442/EEC, including all components, subassemblies and consumables that are part of the product at the time of discarding'</i> . It includes a broad range of consumer and commercial equipment (i.e. large household appliance, small household appliances, IT and telecoms equipment, consumer equipment, lighting equipment, electric tools, toys, medical equipment, monitoring and control equipment, and automatic dispensers).
End of Life Vehicles	According to Article 2 <sup>(2)</sup> of the End of Live Vehicle Directive, it is a <i>'vehicle which is waste'</i> within the meaning of Article 1 of the Framework Directive.
Hazardous Waste defined by legislation <sup>(2)</sup>	Wastes are deemed to be hazardous if they are either listed in the List of Wastes or in section 62A <sup>(1)</sup> of the EPA Act 1990, or determined hazardous in accordance with regulation 49 of the Hazardous Waste Regulations 2005. Hazardous waste is generated through commercial and industrial processes, but is also present in household items such as: asbestos; engine oil; wood preservative and refrigeration appliances.

(1) Categories and descriptions are taken from Waste Strategy 2000. Department for the Environment, Transport and the Regions, May 2000.

(2) The Hazardous Waste (England and Wales) Regulations 2005.

## GLOSSARY

Term	Description
Area of Great Landscape Value	Area of Great Landscape Value is an area designated by Surrey County Council as being of high visual quality worthy of conservation. <sup>(1)</sup>
Area of Outstanding Natural Beauty	Area of Outstanding Natural Beauty is an area designated under the National Parks and Access to the Countryside Act 1949 as being of national importance for its natural beauty, which should be conserved and enhanced. In Surrey there are two designated areas, the Surrey Hills and part of the High Weald. (Error! Bookmark not defined.)
Best Value	The duty on local authorities to deliver effective, economic and efficient services and seek improvement in the quality and standard of their service provision.
Biodegradable waste	Waste that is able to decompose through the action of bacteria or other microbes, including materials such as paper, food waste and garden waste.
Bring site	A bring site or bring bank is a localised collection point for recyclables such as glass, paper, cans, etc
Bulky waste	Waste is considered 'bulky' if it weighs more than 25kg or any item that does not fit into the householder's bin; or if no container is provided, a cylindrical receptacle of 750mm in diameter and 1m high.
Central composting	Large-scale schemes which turn kitchen and garden waste from households into compost and which may also accept green park waste.
Civic amenity site	(Also known as Household Waste Recycling Centres), are operated by either the Waste Disposal Authority or the local waste authority where residents can dispose of their household waste, recyclables and bulky waste, free of charge.
Clinical waste	Clinical waste is generated by medical, nursing, dental, veterinary, pharmaceutical, etc and may present a risk of infection.
Commercial waste	Commercial waste arises from premises used for trade, business, sport, recreation or entertainment, but excluding municipal and industrial waste.
Composting	The degradation of organic wastes in the presence of oxygen to produce a fertiliser or soil conditioner.
Disassembly plant	Plant where products can be taken apart to release useful parts. Disassembly, dismantling and subsequent re-manufacturing facilities are plants in which products such as waste electrical and electronic equipment (WEEE) and end of life vehicles (ELVs) are taken apart and their different components separated for further refurbishment, recycling, reprocessing or final disposal.
Dry recyclables	Materials such as paper, textiles and cans that can be collected through kerbside schemes or bring banks.

(1) Surrey Structure Plan 2004

<b>Term</b>	<b>Description</b>
End of Life Vehicles Directive <sup>(1)</sup>	This Directive aims to render vehicle dismantling and recycling more environmentally friendly, sets targets for reuse, recycling and recovery of vehicles and their components, and encourages higher recyclability of new vehicles.
Gasification	This process is defined in the Renewables Obligation Order 2002 as the substoichiometric oxidation or steam reformation of a substance to produce a gaseous mixture containing two or all of the following substances: oxides of carbon, methane and hydrogen.
Green Belt	Green Belt is a national designation, which aims to prevent urban sprawl by keeping land around certain cities and large built-up areas permanently open or largely undeveloped, defined more fully in PPG2.
Green waste	Vegetation and plant waste from household gardens and public parks and gardens
Hazardous waste	Defined in the Hazardous Waste (England and Wales) Regulations 2005, and subject to regulation 9, as (a) listed as a hazardous waste in the List of Wastes; (b) listed in regulations made under section 62A <sup>(1)</sup> of the 1990 Act; or (c) a specific batch of waste which is determined pursuant to regulation 49 to be a hazardous waste, and the term 'hazardous' and cognate expressions shall be construed accordingly.
Household waste	Waste from domestic properties including waste from civic amenity sites, material collected for recycling and composting, plus waste from educational establishments, nursing and residential homes and street cleansing waste.
Incineration	This is the controlled burning of waste, either to reduce its volume or its toxicity, whose current emission standards are very high. Ash residues are usually landfilled.
Inert waste	Inert waste means waste that does not undergo any significant physical, chemical or biological transformations. Inert waste will not dissolve, burn or otherwise physically or chemically react, biodegrade or adversely affect other matter with which it comes into contact in a way likely to give rise to environmental pollution or harm human health. The total leachability and pollutant content of the waste and the ecotoxicity of the leachate must be insignificant, and in particular not endanger the quality of surface water and/or groundwater <sup>(2)</sup> .  Non-inert (including non-hazardous) waste is all other waste other than as identified above.
Kerbside collection	Any regular collection of recyclables from private households and from commercial or industrial premises. It excludes collection services requested on demand.
Landfill and Landraise	Landfill, or landraise sites, are currently the primary disposal route for all wastes in the UK, accounting for some 80% of the country's waste. The term landfill relates to waste disposal mainly below ground level whereas landraise refers to waste disposal mainly above pre-existing ground levels.

(1) <http://europa.eu.int/eur-lex/lex/LexUriServ/LexUriServ.do?uri=CELEX:32000L0053:EN:HTML> [11Jul05 @ 11:30]

(2) Council Directive 1999/31/EC of 26 April 1999 on the landfill of waste.

<b>Term</b>	<b>Description</b>
Landfill Allowance Trading Scheme (1)	Its aim is to provide a cost effective way of facilitating England to meet its reduction targets for the landfilling of biodegradable municipal waste set out in Article 5 <sup>(2)</sup> of the EC Landfill Directive.
Landfill Directive (2)	This Directive introduced stringent technical requirements for landfills to prevent or reduce as much as possible their negative impact on the environment particularly on surface and ground water, soil, air and human health.
Municipal waste	This includes all waste collected by a Waste Collection Authority, or its agents, such as waste from household, municipal parks and gardens, beach cleansing, commercial or industrial premises, and fly-tipping.
Preferred Site	Sites named in a policy for particular waste use. On these sites there will be a presumption in favour of granting permission for those waste uses, subject to consideration of site specific impacts.
Previously-developed land	PPG3 (3) defines previously-developed land for the purpose of housing policy as land in built-up or rural areas that is or was occupied by a permanent structure (excluding agricultural or forestry buildings) and associated fixed surface infrastructure including the curtilage of the development. The definition includes land used for mineral extraction and waste disposal. Where provision for restoration has not been made.
Putrescible	Organic material with a tendency to decay, e.g. kitchen waste.
Recycling	Recycling involves the reprocessing of waste material, either into the same product or a different one. Many non-hazardous wastes such as paper, glass, cardboard, plastics and scrap metals can be recycled.
Reduction	Reduction or minimisation can be accomplished through reviewing the production processes as to optimise utilisation of raw (and secondary) materials and recirculation processes. This may lower disposal costs and the usage of raw materials and energy. Also householders can reduce waste by reusing products and buying goods with reduced packaging.
Reuse	The commercial sector can reuse products designed to be used a number of times, such as reusable packaging. Householders can buy refillable containers, or reuse plastic bags. Reuse contributes to sustainable development and can save raw materials, energy and transport costs.
Separate collection	Kerbside schemes where recyclables are collected separately to the ordinary household waste collection - by a different vehicle/part of the vehicle or at a different time.
Special waste	This is defined by the Control of Pollution (Special Wastes) Regulations 1980 as meaning any controlled waste that contains any of the substances listed in Schedule 1 to the Regulations, or is dangerous to life, or has a combustion flashpoint of 21°C or less, or is a medical product as defined by the Medicines Act 1968 .

(1) <http://www.defra.gov.uk/environment/waste/localauth/lats/> [11Jul05 @ 10:39]

(2) <http://europa.eu.int/eur-lex/lex/LexUriServ/LexUriServ.do?uri=CELEX:31999L0031:EN:HTML> [11Jul05 @ 11:57]

(3) Planning Policy Guidance 3: Housing

[http://www.odpm.gov.uk/stellent/groups/odpm\\_planning/documents/page/odpm\\_plan\\_606933-09.hcsp](http://www.odpm.gov.uk/stellent/groups/odpm_planning/documents/page/odpm_plan_606933-09.hcsp) [27May05 @ 14:05]

<b>Term</b>	<b>Description</b>
Spatial Plan/ spatial planning	Spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use of land with other policies and programmes which influence the nature of places and how they can function.
Waste Treatment	This involves the chemical or biological processing of certain types of waste to render them harmless, to reduce their volume before landfilling, or to recycle certain materials.
Waste	This is the wide-ranging term including most unwanted materials and is defined by the Environmental Protection Act 1990. Explosives and radioactive wastes are excluded.
Waste and Emissions Trading Act 2003 (1)	The objective of the Act is to assist the UK in meeting its Landfill Directive obligations as well as to provide statutory footing to penalties in the world's first economy-wide emissions trading scheme.
Waste arisings	This is the amount of waste produced in a given area during a given period of time.
Waste disposal	The deposit into or onto land, e.g. landfill.
Waste Electrical and Electronic Equipment Directive (2)	This Directive is intended to deal with the rapidly increasing waste stream of electrical and electronic equipment. It also complements EU requirements on landfill and incineration of waste.
Waste hierarchy	<p>The waste hierarchy, introduced by the EU Waste Framework Directive, is an abstract framework that prioritises the options for waste management. It represents a sliding scale starting with the most sustainable option (reduction) and ending with the least sustainable option (disposal):</p> <ul style="list-style-type: none"> <li>• reduction;</li> <li>• reuse;</li> <li>• recycling and composting;*</li> <li>• energy recovery;* and</li> <li>• disposal.</li> </ul> <p>* as updated by the Revised Waste Strategy 2000</p>
Waste management industry	This comprises businesses and not-for-profit organisations carrying out the collection, treatment and disposal of waste.
Waste minimisation	Minimisation or reduction of waste can be accomplished through reviewing the production processes so as to optimise utilisation of raw (and secondary) materials and recirculation processes. This may lower disposal costs and the usage for raw materials and energy. Also householders can reduce waste by reusing products and buying goods with reduced packaging.
Waste streams	Waste produced by different sources

(1) <http://www.opsi.gov.uk/acts/acts2003/20030033.htm> [11Jul05 @ 12:04]

(2) [http://europa.eu.int/eur-lex/pri/en/oj/dat/2003/L\\_037/L\\_03720030213en00390039.pdf](http://europa.eu.int/eur-lex/pri/en/oj/dat/2003/L_037/L_03720030213en00390039.pdf) [11Jul05 @ 12:09]

## GLOSSARY OF ABBREVIATIONS

AGLV	area of great landscape value
AHAP	area of high archaeological potential
AONB	area of outstanding natural beauty
AQMA	air quality management area
ATT	advanced thermal treatment
BPEO	best practicable environmental option
CA	civic amenity (site or facility)
C&D	construction and demolition (waste)
C&I	commercial and industrial (waste)
CLEUD	certificate of lawfulness for an existing use or development
ELV	end of life vehicle
EPA	Environmental Protection Act 1990
IDO	interim development order
km	kilometre
LATS	landfill allowance trading scheme
LNR	local nature reserve
MBT	mechanical biological treatment
MRF	materials recovery facility
MSW	municipal solid waste
PPG	planning policy guidance
PPS	planning policy statement
RAMSAR	wetland areas of international importance
SAC	special area of conservation
SAM	sites and monuments (national register)
SCC	Surrey County Council
SMR	sites and monuments register (local designation)
SNCI	site of nature conservation interest
SPA	special protection area
pSPA	proposed special protection area
SPZ	groundwater source protection zone
SSSI	site of special scientific interest
STW	sewage treatment works
WEEE	waste electrical and electronic equipment
WRAP	waste and resources action programme