

Surrey County Council

Surrey Waste Local Plan

Submission Plan Non-Technical Summary

January 2019

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1. What is a Waste Local Plan

A large amount of waste is generated by Surrey's homes and businesses and Surrey County Council needs a plan to ensure that facilities are available to manage this waste. It is essential that waste management facilities are developed in a way that does not result in unacceptable harm to the environment and communities. To achieve this it is important that Surrey's waste is managed sustainably and this includes the county working towards sending zero waste to landfill.

As the waste planning authority¹ (WPA), Surrey County Council is required to produce a local plan for waste development, known as the Surrey Waste Local Plan ("the Plan"). This sets out how and where all types of waste will be managed in Surrey in the future. The Plan sets out the planning policy framework for the development of waste management facilities and is used in determining planning applications. The Plan will help implement the county council's separate strategy for managing waste produced by residents².

The Plan is a document that needs to comply with national legislation and guidance, it is therefore technical in nature. This non-technical summary of the Plan provides a short and easy to read summary of the contents of the Plan for the benefit of anyone with an interest in the Plan. Anyone wishing to make representations on the 'Submission' version of the Plan (see below) must read the text of Plan itself which can be viewed and downloaded at the following website:

www.surreycc.gov.uk/newwasteplan.

2. Preparing the new Surrey Waste Local Plan

There are several stages in preparing the Plan as set out in legislation³ (see Figure 1), many of which have offered opportunities for residents, businesses and other key stakeholders to comment. The 'Submission' Plan, is the council's final draft of the Plan which is published for anyone to make representations on its soundness and legal compliance⁴ between 14 January 2019 and 24 February 2019.

¹ The Town and Country Planning (Prescription of County Matters) (England) Regulations 2003 prescribe classes of waste operations and uses of land that should be dealt with as "county matters".

² The Surrey Joint Municipal Waste Management Plan available at: <https://www.surreywastepartnership.org.uk>

³ Town and Country Planning (Local Planning) (England) Regulations 2012

⁴ In accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012

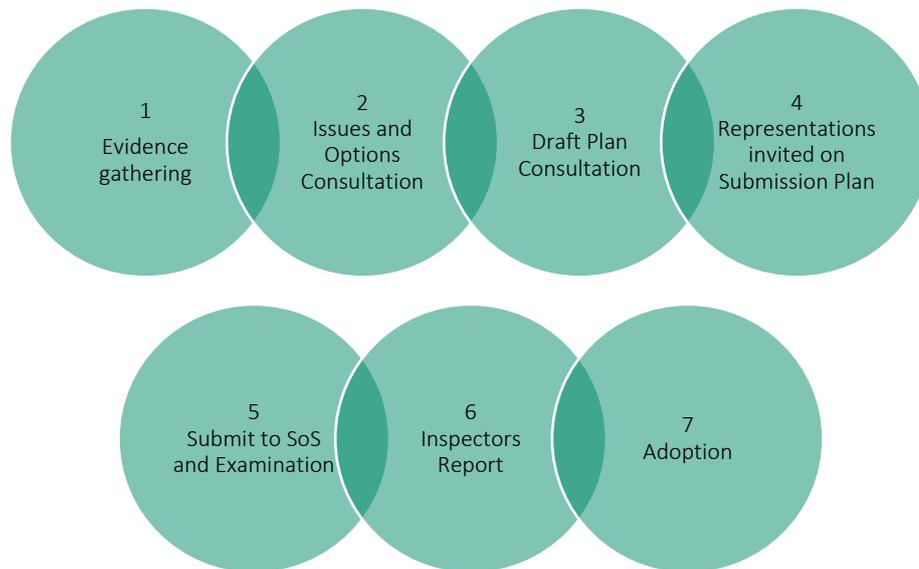


Figure 1 key stages in preparing the new Surrey Waste Local Plan

The Plan will then be submitted to Government for checking which will be carried out by an independent planning inspector. The Council can adopt the Plan, and start using it, once the Inspector decides the Plan is sound and legally compliant. In reaching this decision the Inspector will consider all the representations received on the Submission Plan (this is explained in more detail in section 8).

The Plan is in two parts - Part 1 includes the context, vision, strategic objectives, spatial strategy and policies and Part 2 details suitable locations for waste management.

3. Evidence to support the plan

For the Plan to be sound it has to be based on relevant and robust evidence and key elements of this are set out below.

3.1 Spatial Context

Surrey's unique location and environment play an important role in shaping development in the county through their impact on the economy, quality of life, business sectors, and availability of development land and distribution of population. These factors present opportunities and challenges for future growth and will influence the form and location of new waste development. Amongst other things, an important matter that needs to be taken into account is the fact that 73% of Surrey is within the Green Belt.

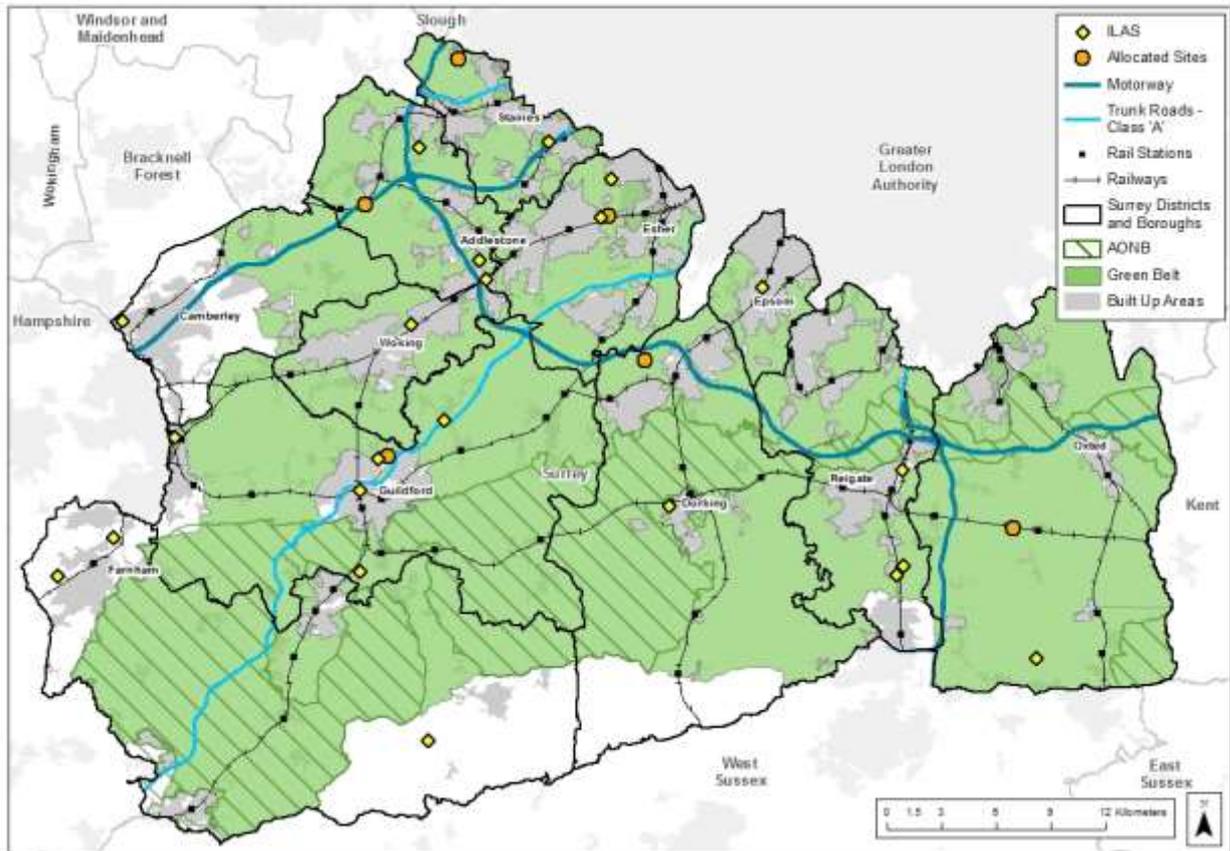


Figure 2 Map of Surrey showing urban areas, Green Belt, Surrey Hills and High Weald AONB boundaries and major transport networks

3.2 Future need for waste management facilities

The amount of land required to accommodate new waste facilities is calculated based on the information provided in the Waste Needs Assessment⁵ (WNA). The WNA sets out:

- i) The amount of all types of waste arising in Surrey that need to be managed.
- ii) The amount of waste management capacity (by broad type) that has already been built, or has planning permission and will be built, in Surrey.
- iii) The difference between the amount of waste to be managed in future and the capacity of the facilities available to manage it, known as a ‘capacity gap’.

The WNA therefore assesses how much additional waste management capacity will be needed overall and provides an indication of the extent of the additional development required to meet this need. The WNA takes into account the need for facilities that will manage waste in the most sustainable way i.e. in accordance with the ‘Waste Hierarchy’ (see Figure 3).

⁵ Waste Needs Assessment (January 2019) report



Figure 3 Image of the Waste Hierarchy

The capacity gap for recycling and other recovery capacity (excluding recovery to land) in Surrey is shown in Table 1. Table 1 shows there is overall enough capacity that could be used for recycling and composting (including ‘anaerobic digestion of food waste’), but a gap for other recovery capacity (shown in red). ‘Other recovery’ includes management of waste by thermal treatment to produce energy or by sorting, separating and shredding to produce a fuel that can be used to generate energy elsewhere such as at a cement works.

Table 1 Waste management capacity in Surrey (thousands of tonnes per annum) for recycling and recovery facilities (excluding aggregate recycling and recovery to land) with capacity gap shown in red.

Treatment Type	2017	2020	2025	2030	2035
Recycling ⁶	540	423	281	175	15
Anaerobic Digestion	45	53	67	87	100
Other Recovery	-10	-39	-92	-156	-148

To help ensure that the ‘other recovery’ capacity gap will be met, the Plan identifies specific areas of land that are suitable for development. Although a specific capacity gap for ‘other recovery’ has been identified, if it is shown that more waste can be recycled instead of managed by ‘other recovery’ methods, then proposals for recycling development would be supported as this would allow waste to be managed further up the waste hierarchy.

The amount of land needed for development is based on the capacity gap – the bigger the capacity gap the greater the area of land that will be required⁷. The amount of land required is set out in the table below:

⁶ Including composting and transfer facilities

⁷ The Office of the Deputy Prime Minister ‘Planning for Waste Management Facilities A Research Study’ (August 2004) provides an indication of how much land is occupied by different waste facilities with different capacities.

Table 2 Land required (hectares) to enable the delivery of waste management facilities meet the capacity gap for Other Recovery

	2017	2020	2025	2030	2035
Land needed (hectares ⁸)	0.4	1.6	3.7	6.2	5.9

The capacity gap for deposit to land including landfill is shown in Table 3. This shows that there is a capacity gap (shown in red) for deposit of waste to land towards the end of the plan period. This takes account of the planned closure of Patteson Court Landfill⁹. At this stage the council are not proposing any sites for new landfill.

Table 3 Waste management capacity gap in Surrey (thousands of tonnes) for deposit of non-inert waste to land (including landfill)¹⁰

Treatment Type	2016	2020	2025	2030	2035
Deposit to Land ¹¹	6,740	4,653	927	-178	-77
Cumulative gap	-	-	-	-178	-255

There is a capacity gap towards the end of the plan period for construction, demolition and excavation waste recycling due to an expectation that certain temporary facilities will be closing. The council will look at this issue as part of a future review of the Surrey Minerals Plan.

4. Vision

The vision sets out a broad picture of how waste will be managed during, and by the end of, the plan period, while strategic objectives outline how the Vision will be achieved. The vision can be distilled down to five key elements based on national planning policy legislation:

- Net self-sufficiency
- Sustainable Waste Management (Waste Hierarchy)
- Resident wellbeing
- Environmental protection
- Sustainable Development

⁸ One hectare is about the same size as an international rugby pitch

⁹ This does not account for any future changes to the operations of the site e.g. early restoration

¹⁰ Based on the arisings figure per year multiplied by the number of years

¹¹ Based on all major waste streams sent for disposal

The Vision for waste development in Surrey is:

To enable sufficient waste management capacity to support Surrey's nationally important economy.

To develop the circular economy in Surrey where residents and businesses produce less waste and treat more waste as a resource by re-use, recycling and recovery.

To recognise, protect and enhance Surrey's environment and maintain the high standards of wellbeing enjoyed by our residents when permitting waste facilities.

5. Strategic Objectives and Policies

The vision and strategic objectives provide an overarching 'direction of travel' for the Plan. The strategic objectives are specific matters that must be achieved for the vision to become a reality. Policies in the plan implement the strategic objectives as set out in Table 4 below.

Table 4 Strategic objectives and policies in the Surrey Waste Local Plan

Strategic Objective	Related Policies
Strategic Objective 1: To make sure enough waste management capacity is provided to manage the equivalent amount of waste produced in Surrey.	<ul style="list-style-type: none"> • Policy 1 – Need for Waste Development (excluding disposal)
Strategic Objective 2: To encourage development which supports sustainable waste management at least in line with national targets for recycling, recovery and composting	<ul style="list-style-type: none"> • Policy 2 – Recycling and Recovery Operations • Policy 3 – Operations for Recycling of Construction, Demolition and Excavation Waste • Policy 4 – Sustainable Construction and Waste in New Development • Policy 5 – Recovery of Inert Waste to Land
Strategic Objective 3: To manage waste by disposal to land as an option of last resort, but recognise that it is important for managing residual waste that cannot be treated in any other way.	<ul style="list-style-type: none"> • Policy 6 – Disposal of Non-inert Waste to Land

<p>Strategic Objective 4: To retain and make best use of existing sites for waste development through safeguarding against non-waste development and supporting improvement of facilities</p>	<ul style="list-style-type: none"> • Policy 7 – Safeguarding • Policy 8 – Improvement or extension of existing facilities
<p>Strategic Objective 5: To direct new facilities to locations that are most suitable for waste development.</p>	<ul style="list-style-type: none"> • Policy 9 – Green Belt • Policy 10 – Areas suitable for development of waste management facilities • Policy 11a – Strategic Waste Site Allocations • Policy 11b – Allocation of a site for a household waste materials recycling facility • Policy 12 – Wastewater Treatment Works • Policy 14 – Development Management
<p>Strategic Objective 6: To encourage innovation and best practice which provide opportunities to minimise the impact of waste development on communities and the environment.</p>	<ul style="list-style-type: none"> • Policy 13 – Sustainable Design • Policy 14 – Development Management
<p>Strategic Objective 7: To keep waste movement by road to minimum practicable levels and support options for sustainable transport.</p>	<ul style="list-style-type: none"> • Policy 15 – Transport and Connectivity
<p>Strategic Objective 8: To work closely with our partners such as Surrey Waste Partnership, District and Borough councils and other Waste Planning Authorities to deliver the Surrey Waste Local Plan.</p>	<ul style="list-style-type: none"> • Policy 16 – Community Engagement

6. Spatial Strategy

The Spatial Strategy helps deliver the Strategic Objectives in terms of guiding the form and location of waste development. The Spatial Strategy for the Plan is:

Surrey has a need for additional waste management capacity. This need is provided for by generally safeguarding existing capacity, and by appropriate extensions and enhancements, to existing facilities and by the development of new facilities in suitable locations.

Redevelopment of suitable sites in existing waste management use is encouraged where improvement and diversification would lead to an increase in appropriate management capacity.

At the same time, waste management development for new or improved facilities should be in the best possible locations to minimise impact on the environment and amenity. This includes conserving and enhancing the character of the Surrey Hills and High Weald Areas of Outstanding Natural Beauty.

Areas potentially suitable for waste management development include sites and areas identified for employment uses, industrial and storage purposes, redundant agricultural and forestry buildings and their curtilages. Waste management development is prioritised on previously developed land and/or land not in the Green Belt.

Sustainable transport options in Surrey are limited, however, through the delivery of new or improved waste management facilities a network of sustainable facilities is encouraged. This should include sites which are well-connected to sources of waste, such as main centres of population and employment by road or rail.

By encouraging a network of waste management facilities which are well-connected to sources of waste movements of vehicles, especially heavy goods vehicles (HGVs), the county council is seeking to avoid significant adverse impacts from vehicles on residents.

7. Industrial Land Areas of Search

Part 2 of the Plan identifies 22 industrial estates within which a modern waste management facility, including high-tech recycling, could potentially be located. These areas have been identified using district and borough local plans and are all considered suitable for general industrial and storage or distribution uses. These industrial estates are included in the Plan as 'Industrial Land Areas of Search'.

The process of identifying these 22 areas is set out in the Industrial Land Areas of Search Identification Report December 2018¹².

¹² For all background papers see www.surreycc.gov.uk/newwasteplan

8. Allocated Sites

There are five sites allocated in the Plan (Policy 11a) for waste development. These are listed below:

Site Name	District or Borough
Former Weylands sewage treatment works, Walton-on-Thames	Elmbridge
Land to the north east of Slyfield Industrial Estate, Guildford	Guildford
Land adjoining Leatherhead Sewage Treatment Works, Randalls Road, Leatherhead	Mole Valley
Oakleaf Farm, Horton Lane, Stanwell Moor	Spelthorne
Land at Lambs Business Park, Terra Cotta Road, South Godstone	Tandridge

The process of selecting these sites is detailed in the Site Identification and Evaluation Report January 2019¹³. Part 2 of the Plan sets out details of the allocated sites and includes specific matters that would need to be addressed by proposals for development in these locations if they are to be considered acceptable at the planning application stage.

The Joint Municipal Waste Management Strategy¹⁴ seeks to deliver new infrastructure for recycled waste collected from households. As a result, the following allocation is also included for 'Dry Mixed Recycling' (DMR) purposes only:

Site Name	Borough
Land adjoining Trumps Farm, Kitsmead Lane, Longcross ¹⁵	Runnymede

9. What happens next?

9.1 Gathering representations

The council has published the Submission Plan for a period of 6 weeks (see Section 2 above).

This is to allow anyone to make representations on the soundness of the Plan and the legality of the process followed by the council in preparing the Plan.

All representations (or comments) received will be submitted to the Secretary of State and considered as part of a public examination undertaken by an independent Planning Inspector who will decide whether the Plan is sound and legally compliant.

¹³ For all background papers see www.surreycc.gov.uk/newwasteplan

¹⁴ Surrey Joint Municipal Waste Management Strategy - Appendix 1: Action Plan

¹⁵ That is land adjoining the M3 and former landfill.

Representations should therefore relate to the legal compliance and to the ‘soundness’ of the Plan. Comments should say in what way the Plan is considered to be unsound, and what change(s) would need to be made to make it sound. Please note that representations can also be made in support of the Plan.

A local plan is considered sound if it is:

1. Positively prepared – whether the SWLP has, as a minimum been prepared to meet the area’s needs, and, where it is reasonable to do so those of neighbouring areas, and is consistent with achieving sustainable development.
2. Justified – whether the SWLP has been prepared based on proportionate evidence base. The approach in the SWLP should be appropriate when considered against reasonable alternatives.
3. Effective – whether the policies in the SWLP are deliverable over the Plan period and based on effective joint working.
4. Consistent – whether the SWLP is consistent with national policy¹⁶.

Representations can be made online via surreysays (<https://www.surreysays.co.uk/>).

To make representations it is important to refer to the Plan itself and not rely on this non-technical summary.

9.2 Examination and Adoption of the Plan

Once the Submission Plan is submitted to the Secretary of State, a Planning Inspector will hold an independent examination. During the examination, the Planning Inspector will consider all the comments received and check that the Plan is sound and has been prepared in accordance with the relevant legislation.

If the Inspector thinks that the Plan is sound then the County Council will be able to adopt the Plan and use it when making decisions on planning applications.

10. Glossary

A full glossary of terms can be found in the Submission Surrey Waste Local Plan: Part 1 (Policies).

¹⁶ National Planning Policy Framework (2018) and National Planning Policy for Waste (2014)