

**Committee: Planning Policy Working Group**

**Agenda Item**

**Date: 13 July**

**9**

**Title: Replacement Waste Local Plan Revised Preferred Approach**

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## Summary

1. The Replacement Waste Local Plan – Revised Preferred Approach and Sustainability Appraisal was published by Essex County Council on the 18 June for a six week period of public consultation until 30 July.
2. The plan includes a spatial vision, strategic objectives, spatial strategy, core policies, preferred site allocations, development management policies and monitoring framework which will guide the future management of waste in Essex and Southend up until 2032.
3. The revised preferred Approach identifies 28 preferred site allocations across the County including 4 in Uttlesford. The Plan makes the following recommendations in relation to the sites in Uttlesford.
4. A site at Chelmsford Road Great Dunmow is proposed to be safeguarded/ allocated as Local Authority Collected Waste Transfer facility.
5. A site at Elsenham, Gaunts End is recommended for construction, demolition and excavation/inert waste recycling.
6. A site at Little Bullocks Farm Great Canfield (site A22 east of Little Bullocks Farm) is recommended for construction, demolition and excavation/inert waste landfill and recycling.
7. Another site at Little Bullocks Farm Great Canfield (Site A23 north east of Little Bullocks Farm) is proposed for Stable Non-Reactive Hazardous Waste (SNRHW) (i.e. asbestos type) landfill.
8. There are two sites proposed which are not initially considered suitable. Armigers Farm Thaxted and Hollow Road Widdington are considered not suitable in Highway terms for allocation however the suitability will be reviewed if insufficient sites are available.
9. Ashdon Road Commercial Centre and the employment site at Start Hill Great Hallingbury are recommended as areas for search for new waste management facilities

## Recommendations

10. That the comments set out below are considered by the group and sent to Essex County Council along with any additional comments from the group as the Council's response to the Revised Preferred Approach of the Replacement Waste Local Plan June 2015.

## Financial Implications

11. None:

## Background Papers

The following papers were referred to by the author in the preparation of this report and are available for inspection from the author of the report or at [www.essex.gov.uk/WLP](http://www.essex.gov.uk/WLP)

Replacement Waste Local Plan – Revised Preferred Approach  
Non-Technical Summary  
Sites Assessment and Methodology Report

## Impact

- 12.

Communication/Consultation	The consultation of the documents is being undertaken by ECC.
Community Safety	N/A
Equalities	N/A
Health and Safety	N/A
Human Rights/Legal Implications	N/A
Sustainability	A sustainability Appraisal accompanies the Local Plan
Ward-specific impacts	Sites are proposed in the following parishes:- Elsenham, Great and Little Canfield, Great Dunmow, Widdington, Thaxted, Saffron Walden and Great Hallingbury
Workforce/Workplace	N/A

## Situation

13. The following text is extracted from the Replacement Waste Local Plan and the District Council's proposed response is shown at the end of the section in italics.
14. The Revised Preferred Approach (RPA) is an interim document, indicating the preferred direction of the policies and site allocations to be included in the Replacement Waste Local Plan. The RPA builds upon the work undertaken in 2011, providing the key principles to guide the future management of waste in Essex and Southend up until 2032. Primarily, this includes the proposed spatial vision, strategic objectives, spatial strategy, core policies, preferred site allocations, development management policies and monitoring framework. This consultation is an additional stage considered necessary by the Authorities due to significant changes in national planning policy and local evidence since 2011. There will be a final opportunity for consultation on the final Plan, prior to the Examination in Public, later in 2015.

### **Vision, Objectives and Spatial Strategy (pages 24, 26, 28)**

15. The proposed vision, strategic objectives and spatial strategy within the Revised Preferred Approach aim to support sustainable waste management in Essex and Southend-on-Sea. The key elements of the vision include:
- Net self-sufficiency for all waste streams, where practicable;
16. This means having sufficient transfer, recycling, recovery and disposal capacity to manage the amount of waste generated within the County, with only minor cross border movements with adjoining authorities.
- Supporting the provisions of the waste hierarchy;



17. Having a Waste Hierarchy means that in making decisions about waste management, greater weight should be attributed to those waste management methods that are towards the top of the Hierarchy. The principle of the Waste Hierarchy is already followed through the adopted Waste Local Plan (2001).
- Managing a reducing proportion of waste arising from London.
18. Reducing the provision made for London's waste exports to Essex and Southend-on-Sea is in line with those forecasts in the adopted London Plan (2015) that the equivalent of 100% of waste arising in London will be managed inside their plan area by 2026.

19. *Proposed response by Uttlesford District Council*  
*The Vision and objectives of the plan are supported.*

### **Need for Waste Management Facilities (page 32)**

20. The Revised Preferred Approach sets out the following waste capacity needs:-

- Up to 309,000 tonnes per annum of biological treatment capacity for non-hazardous organic waste; (note this waste is comprised of both organic Local Authority Collected Waste (LACW) and Non LACW)
- Up to 1.27 million tonnes per annum for the recovery (recycling) of inert waste;
- Up to 256,000 cubic metres per annum of capacity for the disposal of inert waste to landfill; and
- Up to 50,000 tonnes per annum of capacity for the disposal of stable non-reactive hazardous waste arising from the closure of the sole hazardous landfill in April 2014.

### **Safeguarding Existing Sites and Site Allocations (page 35)**

21. It is proposed that existing sites hosting facilities deemed strategic and which are already making a significant contribution to current waste management in the Plan area are safeguarded to ensure their future use for waste management. Safeguarding provisions associated with strategic facilities will remain in effect until it is demonstrated that there is no longer a need for that facility.

22. All sites that have been identified for a future waste use, as part of this plan making process, will also be safeguarded for that purpose up to the point where the facility for which the site is being safeguarded is delivered. The safeguarding provisions will then be removed, unless the site is considered strategic in which case the safeguarding provision will remain up until it can be demonstrated that there is no longer a need for that facility at that location.

### **Waste Consultation Zones (page 37)**

23. Once the RWLP is adopted, District Councils should include Waste Consultation Zones on the Policy Maps in the Local Plans. When new development proposals come forward within these zones, it will trigger consultation between the relevant Local Planning Authority and Waste Planning Authority. The purpose of Waste Consultation Zones is to ensure the compatibility of adjacent new development for the benefit of both the operators of the waste facility and the potential future occupants of any proposed adjacent development.

24. Waste Consultation Zones will normally cover and extend for up to 250 metres beyond the boundary of safeguarded sites. However, each site will be

considered individually, and if circumstances suggest that the 250 metre zone should be varied, this will be taken into account.

*25. Proposed response by Uttlesford District Council*

*The Council supports the requirement to consult the Waste Planning Authority on planning applications but does not consider that identifying the consultation zones on the Local Plan is the most appropriate method as it creates an additional notation resulting in policy maps which are difficult to read because of the number of notations. The consultation zones can instead be included to the constraints maps used to generate planning application consultations.*

**Assessment Method (Site Assessment and Methodology Report Section 1 part 2)**

26. A total of 53 sites across the county which were put forward by landowners and/or operators or other interested parties were tested against various criteria.

**27. Stage 1**

Assessment of all the potential sites against five exclusionary criteria of

- Site size, area and shape
- Availability
- Flood risk
- Ground water vulnerability
- International and national ecology, heritage and landscape designations

**28. Stage 2**

Initial assessment of sites which successfully passed Stage 1 to determine whether the site is in the green belt or not, or if suitable in highway terms and/or complies with transport policy.

Sites that are in the greenbelt or are not suitable in highway terms and/or comply with transport policy are held back but not excluded and would only be considered for allocation if, after the rest of the assessment had been carried out, insufficient sites are suitable for meeting the capacity gap associated with a particular waste stream.

**29. Stage 3:**

Sites which have successfully passed Stages 1 and 2 are assessed against 12 site selection criteria.

- Planning background
- Compatibility with neighbouring land uses
- Previously developed land
- Proximity to sensitive receptors (residential, educational and medical land uses)
- Protection of water resources

- Flood risk zone
- Land instability
- Landscape and visual impacts
- Biodiversity
- Heritage
- Recreation facilities (proximity to)
- Proximity to key centres of growth of Basildon, Chelmsford, Colchester, Harlow and Southend.

### 30. Stage 4

Cross checking and moderation of all site assessments/scores by ECC to ensure consistency between assessors

### 31. Stage 5

Identification of the most suitable sites which could meet the over-arching spatial strategy for the Waste Local Plan

## **Outcome of Assessment of Sites in Uttlesford (Site Assessment and Methodology Report Section 1 part 3 and Section 2 part 2)**

Key to reference numbers

L – Landfill facilities

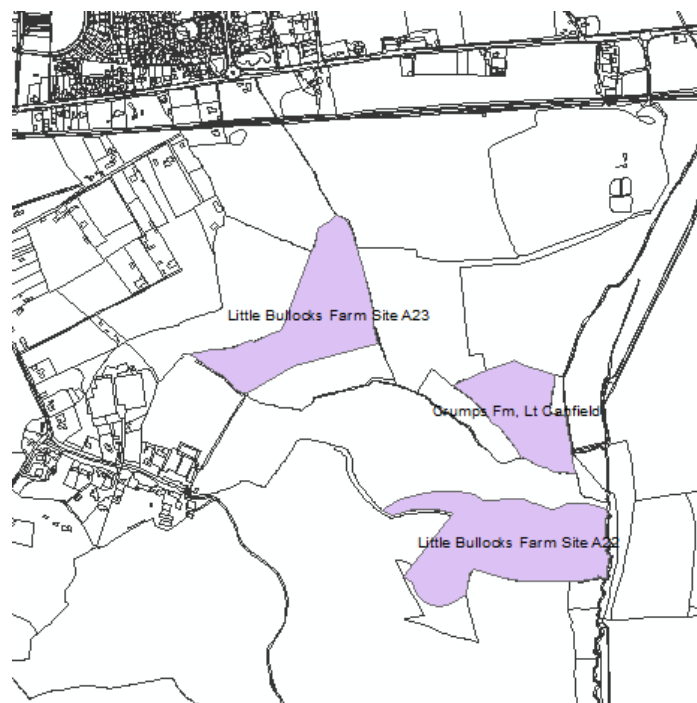
(n) Non-inert landfill site

(i) Inert landfill site

W – Other potential waste management facilities

2 codes are given where sites have been proposed for both landfill use and other waste management facilities and the sites have been assessed twice.

### 32. Little Bullocks Farm Great Canfield and Crumps Farm, Little Canfield



Three sites have been put forward in this location for inert recycling and/or landfill. Although all three sites were initially considered suitable it was not considered that three separate inert waste facilities at each of these three sites would be capable of operating independently of each other and simultaneously from a practical standpoint. For this reason the following recommendations are made  
33. Crumps Farm, Little Canfield (L(n)3 and W32)

Not recommended for any allocation

34. Little Bullocks Farm Great Canfield Site A22 (East of Little Bullocks Farm) (L(n)7R)

This site is allocated in Essex Minerals Local Plan 2014

This site is recommended as suitable for construction, demolition and excavation/inert recycling and landfill.

35. Little Bullocks Farm Great Canfield Site A23 (north east of Little Bullocks Farm) (L(n)8R)

This site is allocated in Essex Minerals Local Plan 2014

Although this site was proposed for inert landfill it is the only landfill site that has been proposed as suitable for taking Stable Non-Reactive Hazardous Waste (SNRHW) (i.e. asbestos type waste) which may be required during the plan period.

The only SNRHW landfill cell within the plan area at Roxwell, Chelmsford closed in April 2014, therefore any of the waste that was previously disposed of here is now being disposed of beyond the plan area.

It has not yet been ascertained through the Duty to Co-operate whether facilities within other Waste Planning Authorities will be available to continue to accept the waste previously accepted at the now closed Essex facility. It may be the case that existing facilities beyond the plan area boundary can continue to accept exports of this type of waste for the duration of the plan period, but this will not be known until further Duty to Co-operate discussions are held between Essex County Council and relevant other waste planning authorities.

This is the only SNRHW landfill cell promoted, during the call for sites processes which could be capable of accepting 30 thousand tonnes per annum. It is therefore recommended that L(n)8R Little Bullocks Farm is allocated as an SNRHW cell as a precautionary approach until it can be ascertained that it is or is not required in the plan area. However, as noted above, there is potential for cumulative impacts if this site is allocated for hazardous landfill and inert recycling, as it is in close proximity to sites L(n)7R (which could be allocated for inert recycling and inert landfill) and W32 (which could be allocated for inert recycling).

*36. Proposed response by Uttlesford District Council*

*It is recognised that the sites at Little Bullocks Farm are included in the Minerals Local Plan as preferred sites, extending the existing minerals site at Crumps Farm. Crumps Farm has not been allocated in the Waste Plan. The*

*Council would wish to be assured that the most efficient use of the preferred and existing minerals sites are being used for waste, to minimise the impact on the surrounding area.*

*37. Essex County Council is asked that duty to co-operate discussions are carried out to find out whether SNRHW can continue to be accepted outside the county. The County Council is asked to carefully consider the cumulative impact of this use in close proximity to the adjoining sites. There is an existing operational minerals site, a site recommended for inert recycling and landfill and another site proposed but not currently recommended for inert recycling. The impact of a SNRHW landfill cell along with the other sites on highway safety and adjoining properties needs to be carefully considered.*

**38. Elsenham (Gaunts End) (W8)**



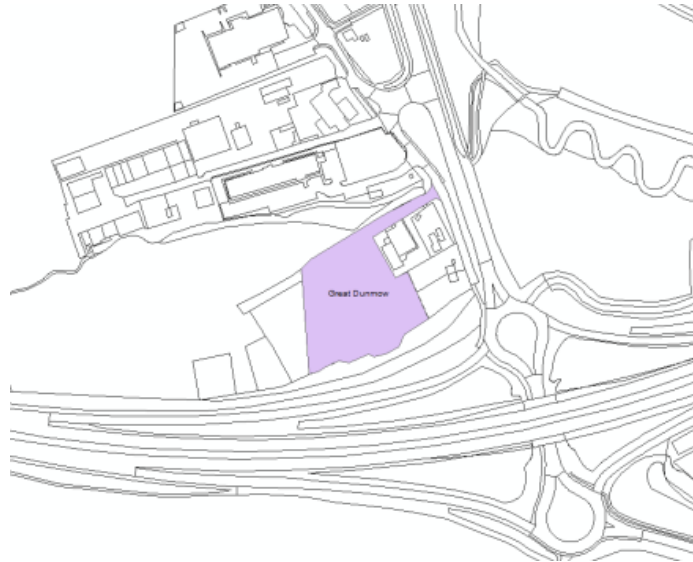
This site was promoted for but NOT recommended as being suitable for biological treatment. It was also proposed for inert waste recycling which has a greater capacity gap. Therefore the site is recommended as suitable for construction, demolition and excavation/inert waste recycling (CD&E)

**39. Proposed response by Uttlesford District Council**

*Concerns are raised on the allocation of the site at Elsenham. The site is located in an area designated as Historic Park and Garden in the Adopted Local Plan. Although not identified in Historic England's register of Historic Parks and Gardens the Council consider the parkland of Elsenham Hall important and have identified it as a Historic Park and Garden to which Policy ENV9 applies, which protects such site from harmful development unless the need for the development outweighs the historic significance of the site. The site also abuts an area identified as important woodland in the adopted Local Plan to which policy ENV8 applies, which protects the woodland from development which may adversely affect it. The site is in close proximity to Elsenham Hall and the church. There is an existing minerals extraction site to the north of the proposed recycling site, the access to which runs through the site. What is the reason for identifying a greenfield site for recycling rather than using the existing minerals site?*



40. Great Dunmow (land NW or junction of A120 with Chelmsford Road) (W9)



This site is being recommended as being suitable for allocation/safeguarding for Local Authority Collected Waste Transfer facilities.

Preferred Approach Policy 3 on Strategic Site Allocations: Local Authority Collected Waste presumes that by allocating the site it allows for future potential intensification/expansion of waste uses on the site.

41. *Proposed response by Uttlesford District Council*

*The provision and safeguarding of the site of a waste transfer facility at Great Dunmow is supported in accordance with the planning permission and adopted Local Plan. However, the council is concerned that the policy allocates the site and therefore allows for the intensification / expansion of the waste use beyond perhaps the scale of development permitted. The council will want to be assured that there is evidence that the use of the site needs to be intensified/expanded and that it can be done so without detriment to the surrounding area.*

42. Widdington - Hollow Road (W24)



The site contains an existing temporary waste facility. Once the permission for temporary use has expired the site will be returned to greenfield land. Therefore the site is considered greenfield land.

Furthermore, the site is held back from further consideration as it is not suitable in Highway Terms and/or does not comply with Transport Policy. The suitability of the site will be reviewed if insufficient sites available.

43. Armigers Farm, Thaxted (W35 and L(i)8R)



The site is located adjacent to an old sand and gravel pit that has naturally regenerated into a waterbody with established vegetation. The rest of the site is considered to be greenfield land. This site was excluded from further consideration for landfill as the site is not allocated in the Minerals Local Plan, and therefore there is no available void suitable for landfill.

The site was also held back from further consideration as a recycling site as it is not suitable in Highway Terms and/or does not comply with Transport Policy. However, suitability will be reviewed if insufficient sites available.

*44. Proposed response by Uttlesford District Council*

*The holding back of Hollow Road Widdington and Armigers Farm, Thaxted is supported. Hollow Road and the B1051 are not of sufficient standard to accommodate the necessary vehicle movements. It is not considered that this constraint can be mitigated and therefore the sites should still be considered as unsuitable if additional sites are required.*

## **Areas of Search (Areas of Search Assessment and Methodology page 21 onwards)**

45. To afford the Plan more flexibility than a reliance on allocated sites only, both Areas of Search and locational criteria are intended to be included, to allow a wider range of suitable sites to be brought forward for waste management. It is recognised that both Areas of Search and the locational criteria offer less certainty than direct site allocations in terms of where waste sites may come forward in future. However, it is important that the Plan is able to respond flexibly to any potential change in demand from the waste industry.

46. The plan assesses the suitability of existing employment land to provide locations for waste management facilities using high level environmental, social and planning criteria. The overall outcome is to identify existing employment land areas which could be included in the Replacement Waste Local Plan as preferred 'Areas of Search' for new waste management facilities. The methodology follows the following 4 stages.

### **47. Stage 1:**

Identification of employment land areas over 0.65ha

Within Uttlesford 16 employment land areas were identified.

### **48. Stage 2**

Desktop assessment of employment land areas

Taking into account that it would only be appropriate to locate enclosed waste management on land greater than 100m away from sensitive receptors; and enclosed thermal waste management facilities and open air waste management facilities on land which is greater than 250m away from sensitive receptors; 3 sites in Uttlesford are shortlisted.

1. Ashdon Road Commercial Centre, Saffron Walden
2. Stansted Airport (industrial estate associated with the airport)
3. Start Hill Great Hallingbury

### **49. Stage 3**

Site visits and policy review

### **50. Stage 4**

Further assessment and identification of Areas of Search

Only 2 sites are shortlisted in Uttlesford



1. Ashdon Road Commercial Centre, Saffron Walden

The methodology notes that having regard to planning permission for mixed use development to the south of the area, it is likely that any future waste management facilities would have to be situated towards the centre to northern portions of the area.

2. Start Hill Great Hallingbury

The area meets the criteria for selection as an area of search, however due to the proximity of sensitive receptors to the north, west and east waste management facilities would need to be located on the land in the centre of the area.

51. Proposed response by Uttlesford District Council

*Essex County Council are asked to reconsider the inclusion of Ashdon Road Commercial Centre as an area of Search. The appraisal has not taken account of the planning permission for the site itself for a mixed use (UTT/13/2423/OP) for B1, B2 and B8 class uses, A1, A3, A4 class uses, and hotel and up to 167 dwellings. Detailed Permission has also been granted for a replacement Ridgeons Store for which the Master Plan for the whole site indicates that any waste management facility will be within 100m of a sensitive receptor.*

*Inclusion of Start Hill, Great Hallingbury employment site as an area of search should also be reappraised taking into account the planning permission UTT/14/0138/FUL for 6 no. employment units within 3 no. buildings for B1, B2 and B8 which are currently under construction, and therefore the ability of the existing buildings and those under construction to be used for waste recycling.*

**Risk Analysis**

1.

Risk	Likelihood	Impact	Mitigating actions
That the Councils views are not taken into account	1. The county council will take into account all duly made	3. That the Waste Local Plan includes policies which have not	Ensure that comments are presented in line with the requirements set down in the

	representations	taken the District council's views into account	consultation material.
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1 = Little or no risk or impact

2 = Some risk or impact – action may be necessary.

3 = Significant risk or impact – action required

4 = Near certainty of risk occurring, catastrophic effect or failure of project.