

Subject:	East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan		
Date of Meeting:	19 June 2014		
Report of:	Director of Environment, Development & Housing		
Contact Officer:	Name:	Steve Tremlett	Tel: 29-2108
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Ward(s) affected:	All		

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 This is the first Consultation Draft of the East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan (henceforth the 'Sites Plan'). The Sites Plan is being jointly prepared by the City Council, East Sussex County Council and the South Downs National Park Authority. It is a continuation of the excellent joint working arrangements which resulted in the joint Waste & Minerals Plan (WMP) being adopted by the three authorities in early 2013.
- 1.2 The adopted WMP sets out the strategic policy framework for waste and minerals development in the Plan Area, but does not include site specific allocations. The Sites Plan will provide this detail, and together the two documents will form the complete 'Local Plan' for waste and minerals until 2026/27, covering the administrative areas of East Sussex and Brighton & Hove, including part of the South Downs National Park.

2. RECOMMENDATIONS:

- 2.1 That the Committee:
- notes the progress on the content of the Waste and Minerals Sites Plan;
 - approves the Consultation Draft document for a nine week period of public consultation commencing on 4th July 2014; and
 - authorise the Head of Planning and Public Protection to make, if necessary, minor changes to the document arising from any views of the County Council and National Park Authority which do not result in a change of policy direction.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The Sites Plan has a number of objectives:
- to identify suitable locations for new waste management development to enable the policies and targets for sustainable waste management that are set out in the WMP to be achieved
 - to safeguard existing waste management sites;
 - to safeguard mineral resources, and the railheads and wharves which are necessary for the bulk transport of minerals;

- to safeguard existing, planned and potential sites for concrete batching¹.
- 3.2 The identification of specific sites for waste management facilities and minerals production is in accordance with paragraph 157 of the National Planning Policy Framework which requires Local Plans to plan positively for the development and infrastructure required in the area, and to allocate sites to promote such development.

Waste Management

- 3.3 The WMP includes ambitious targets for diverting 98% of all waste from landfill by 2020/21, and enable East Sussex and Brighton & Hove to be net self-sufficient in waste management capacity. In order to achieve this, new waste management facilities to provide additional recycling facilities with capacity of between 30,000 and 170,000 tonnes per annum, and recovery² facilities with capacity of between 60,000 and 220,000 tonnes per annum are required during the Plan period to 2026/27. No provision is made for any new landfill sites.
- 3.4 The new recycling facilities will allow further increases in recycling levels across the Plan Area aimed at reaching, by 2025/26, the targets of recycling 55% of Local Authority Collected Waste (the majority of which is household waste), 70% of Commercial & Industrial waste and 50% of Construction, Demolition and Excavation waste. Only 2% of all waste is expected to be landfilled.
- 3.5 Modern waste management facilities required to achieve these high rates of recycling and recovery are often light industrial in nature and do not fit the perception of waste management being a 'bad neighbour' land use. For example, recycling facilities could include electronics disassembly or plastics recycling, and recovery capacity can be provided through anaerobic digestion or high-tech, efficient combustion processes such as pyrolysis (where waste degrades at high temperatures in the absence of oxygen).
- 3.6 Given the existence of this capacity gap, the Sites Plan will also identify and safeguard existing waste management facilities in the Plan Area, building on the general safeguarding Policy WMP6 in the adopted WMP.
- 3.7 The range of the figures reflects uncertainty over the growth of waste arisings during this period. Exactly how many facilities will be required will depend on the level of future waste arisings and the capacity of the new facilities that are developed. Waste growth at the low end of projections could require one large or two small recycling facilities and one recovery facility, however should waste arisings increase at the higher end of the forecasts, then up to eleven small or three large recycling facilities, and four small or two large recovery facilities, could be necessary. These are cumulative figures for the whole Plan Area.
- 3.8 Detailed site appraisals have been carried out on a 'long list' of potential sites located across the Plan Area. These have assessed possible effects of waste management development on environmental and historic designations and

¹ A specific requirement of paragraph 143 of the National Planning Policy Framework.

² 'Recovery' refers to waste treatment processes such as anaerobic digestion, energy recovery via direct combustion, gasification, pyrolysis or other technologies. These processes can recover value from waste, for instance by recovering energy, heat or compost.

residential amenity, as well as transport and flood risk issues. Consideration of 'opportunities' such as the possibility of co-locating with existing facilities to reduce the transport of waste, and the ability to use previously developed land rather than greenfield sites, has also formed part of the appraisals.

- 3.9 The outcome of these appraisals has informed a shortlist of sites. The sites have been separated into four categories depending on their nature. These are specific sites for allocation, areas of opportunity on previously developed or allocated land, areas of search for new mixed development, and physical extensions of existing sites. Appendix 1 provides further detail on the nature of the categories.
- 3.10 Across the Plan Area, it is proposed that 20 locations from these four categories that have the potential for new waste management development are taken forward to the shortlist and public consultation. The full list is set out in Appendix 1. Of these, the following four sites are within Brighton & Hove, and include the three sites within the city that are currently allocated for waste management use under saved policies in the East Sussex and Brighton & Hove Waste Local Plan 2006 (WLP):
- Hangleton Bottom (Policy SR26 of the Local Plan 2005 requires that community and recreational facilities be provided in association with waste management development on this site);
 - Sackville Coal Yard;
 - Hollingdean (excluding the part of the WLP allocation now developed as a Materials Recovery Facility and Waste Transfer Station);
 - Former Gasworks, Roedean Road.
- 3.11 A number of new facilities have been developed in recent years to manage Local Authority Collected Waste (e.g. Newhaven energy recovery facility, Hollingdean materials recovery facility and waste transfer station). It is therefore anticipated that new facilities, including at Hangleton Bottom should a facility be developed on that site, will primarily cater for commercial waste streams.
- 3.12 A criteria based policy (Policy WMSP6) is also included to allow waste management development in appropriate locations on industrial estates. This is in line with Policy CP3 of the Submission City Plan, and reflects the fact that many modern waste management facilities are similar in nature to other B2 industrial uses and can therefore be accommodated in standard industrial buildings. Waste management facilities provide valuable employment opportunities, broadly comparable to similar industrial processes in terms of the number of jobs.
- 3.13 Following this consultation, proposed site allocations will be taken forward to a 'Proposed Submission' consultation draft (expected to be in summer 2015), before submission of the Sites Plan to the Secretary of State for public examination prior to the anticipated adoption in 2016.

Minerals

- 3.14 The Sites Plan also identifies areas where mineral resources and wharves will be safeguarded to ensure a steady supply of aggregate to support the construction

of new development and economic growth in the City and across the wider Plan Area. The mineral resources are all located in East Sussex. The Sites Plan will reinforce the safeguarding of minerals wharf capacity at Shoreham Harbour, in line with Policy WMP15 of the adopted Waste & Minerals Plan. The importance of the wharves at Shoreham for landing marine dredged aggregates to serve Brighton & Hove and East Sussex was highlighted in the Local Aggregates Assessment approved by the Economic Development & Culture Committee on 23 January 2014.

- 3.15 Existing, planned and potential sites for concrete batching in the Plan Area will also be identified and safeguarded, in line with the requirements of paragraph 143 of the NPPF.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The City Council has made a commitment with its partners East Sussex County Council and the South Downs National Park Authority to produce the Waste & Minerals Sites Plan.
- 4.2 A clear need for additional waste recycling and recovery capacity is demonstrated in the adopted Waste & Minerals Plan in order to achieve the Plan's targets for diverting waste from landfill. Not proceeding with the Sites Plan would hinder the delivery of this new infrastructure by failing to provide a clear planning policy framework to developers as to the most suitable locations.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 This is the first major public consultation on the content of the Sites Plan. The consultation will be carried out in accordance with the requirements of the City Council's Statement of Community Involvement (SCI), as well as the SCIs of the partner authorities.
- 5.2 A 'call for sites' was carried out in summer 2013, where waste operators, planning agents, landowners and other individuals were invited to propose possible sites for consideration as part of the site selection process. This was carried out simultaneously with an open invitation for comments on what the Sites Plan ought to include.
- 5.3 A Sustainability Appraisal Scoping Report was published for consultation from Monday 2nd December to Friday 17th January 2014.

6. CONCLUSION

- 6.1 Proceeding with the public consultation on the draft Waste and Minerals Sites Plan is an important first step towards the adoption of the Sites Plan. Once adopted, the Sites Plan will complete the Waste and Minerals Local Plan by providing site specific planning policies to guide the future development of waste management facilities in East Sussex and Brighton & Hove. New facilities are required to meet the ambitious targets for recycling and recovery contained within the adopted Waste & Minerals Plan.

- 6.2 The Sites Plan will also safeguard minerals resources and wharves across the Plan Area, including capacity at Shoreham Harbour.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The costs of the consultation on the Waste and Minerals Sites Plan are being shared proportionally with East Sussex County Council and the South Downs National Park Authority. The council's share of the costs will be met from existing Waste Planning revenue budget within the Development Planning service.

Finance Officer Consulted: Steven Bedford

Date: 29/01/13

Legal Implications:

The Waste and Minerals Sites Plan is a development plan document within the meaning of the Planning and Compulsory Purchase Act 2004. The detail of the process that must be followed prior to adopting a development plan document is found in the Town and Country Planning (Local Planning) (England) Regulations 2012, Regulation 18 of which provides for consultation on what a particular development plan document should contain. The consultation recommended by this report is public consultation under Regulation 18. Some consultation under Regulation 18 has already been carried out with interested parties, namely that consultation mentioned in paragraph 5.2 of this report.

- 7.2 *Lawyer Consulted: Hilary Woodward*

Date: 29/1/14

Equalities Implications:

- 7.3 None identified that are relevant to this report.

Sustainability Implications:

- 7.4 A Sustainability Appraisal (SA) has been produced to support the Sites Plan. As Sites Plan sets a framework for future development consent of projects that are likely to have significant environmental effects a Strategic Environmental Assessment (SEA) is also necessary. These have been combined into a single joint appraisal to ensure that all issues are considered.

- 7.5 The SA process plays an important role in demonstrating that a Development Plan Document (DPD) is contributing to achieving sustainable development through the integration of environmental, social and economic considerations into the DPD. It is a systematic and iterative process which assesses the likely significant effects of the Plan on the environment, the economy and society.

Any Other Significant Implications:

- 7.5 None identified that are relevant to this report.

SUPPORTING DOCUMENTATION

Appendices:

1. Waste Site Categories.
2. Overview of Identified Waste Sites Map.

Documents in Members' Rooms

1. East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan – Consultation Draft 2014.
2. East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan Policy Maps.
3. East Sussex, South Downs and Brighton & Hove Waste and Minerals Sites Plan Sustainability Appraisal (2014).

Background Documents

1. East Sussex, South Downs and Brighton & Hove Waste and Minerals Plan (February 2013).