

Delegated Decisions by Cabinet Member for Growth & Infrastructure

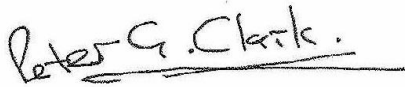
***Wednesday, 15 February 2012 at 2.00 pm
County Hall, New Road, Oxford***

Items for Decision

The items for decision under individual Cabinet Members' delegated powers are listed overleaf, with indicative timings, and the related reports are attached. Decisions taken will become effective at the end of the working day on 23 February 2012 unless called in by that date for review by the appropriate Scrutiny Committee.

Copies of the reports are circulated (by e-mail) to all members of the County Council.

These proceedings are open to the public



Peter G. Clark
County Solicitor

February 2012

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Note: Date of next meeting: 21 March 2012

If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.

Items for Decision

- 1. Declarations of Interest**
- 2. Questions from County Councillors**

Any county councillor may, by giving notice to the Proper Officer by 9 am on the working day before the meeting, ask a question on any matter in respect of the Cabinet Member's delegated powers.

The number of questions which may be asked by any councillor at any one meeting is limited to two (or one question with notice and a supplementary question at the meeting) and the time for questions will be limited to 30 minutes in total. As with questions at Council, any questions which remain unanswered at the end of this item will receive a written response.

Questions submitted prior to the agenda being despatched are shown below and will be the subject of a response from the appropriate Cabinet Member or such other councillor or officer as is determined by the Cabinet Member, and shall not be the subject of further debate at this meeting. Questions received after the despatch of the agenda, but before the deadline, will be shown on the Schedule of Addenda circulated at the meeting, together with any written response which is available at that time.

- 3. Petitions and Public Address**
- 4. Oxfordshire Minerals and Waste Development Framework - Annual Monitoring Report 2011** (Pages 1 - 60)

Forward Plan Ref: 2011/132

Contact: Peter Day, Minerals & Waste Policy Team Leader Tel: (01865) 815544

Report by Deputy Director for Environment & Economy – Growth & Infrastructure (CMDGI4).

Division(s): N/A

CABINET MEMBER FOR GROWTH AND INFRASTRUCTURE - 15 FEBRUARY 2012

OXFORDSHIRE MINERALS AND WASTE DEVELOPMENT FRAMEWORK: ANNUAL MONITORING REPORT 2011

Report by Deputy Director for Environment & economy (Growth & Infrastructure)

Introduction

1. The Planning and Compulsory Purchase Act 2004 requires the County Council to prepare an Annual Monitoring Report (AMR) on the Oxfordshire Minerals and Waste Development Framework (MWDF). It also required the AMR to be submitted to the Secretary of State, but this has been repealed by the Localism Act 2011 and the AMR 2011 is the last to which this requirement applies.
2. The purpose of AMRs is to assess and report on implementation of the local development scheme (the programme for preparation of the MWDF) and the extent to which policies are being achieved. Previous AMRs, for 2005 to 2010, are on the Council's website.

Annual Monitoring Report 2011

3. The AMR 2011 was required to be submitted to the Secretary of State by 31 December 2010. A draft, subject to approval, has been submitted in order to meet this requirement. The AMR should cover the 12 month period 1 April 2010 to 31 March 2011. A draft AMR 2011 is attached as an Annex.

Implementation of the Local Development Scheme

4. The Oxfordshire Minerals and Waste (Local) Development Scheme came into effect in May 2005. The Scheme should be reviewed and revised when necessary to maintain an up to date programme for preparation of the MWDF.
5. A revised programme for preparation of the Minerals and Waste Core Strategy was agreed by the Cabinet on 19 October 2010, and the AMR 2011 reports on progress against this programme:
 - May 2009 – consultation on scope of Sustainability Appraisal;
 - to July 2011 – generation of and consultation on Minerals and Waste Strategy Options and Preferred Strategies;
 - December 2011 – publish Proposed Submission Document;
 - February 2012 – submit Core Strategy to Secretary of State;
 - May 2012 – Independent Examination hearings;
 - November 2012 – adopt Minerals and Waste Core Strategy.
6. The Core Strategy will set out the vision, objectives, spatial strategy and core policies for minerals supply and waste management in Oxfordshire. Site

allocations are expected to be identified in a separate site allocations document, to be prepared when the Core Strategy is further advanced.

7. During the reporting year, the draft minerals strategy options which key stakeholders had been consulted on in February/March 2010 were revised for further consultation in July 2010. In the light of an assessment of these options, the Cabinet on 19 October 2010 agreed an interim preferred strategy approach for mineral working in the short to medium term, based on existing mineral working areas.
8. A consultants report on a local assessment of the minerals supply requirements for Oxfordshire was produced in January 2011. Taking into consideration the conclusions of this report and an initial assessment of deliverability of potential mineral working sites, the Cabinet on 16 February 2011 agreed an amended preferred planning strategy for mineral working for consultation, including a new area for sand and gravel working at Cholsey. But consultation on the Draft Minerals Planning Strategy was delayed, awaiting preparation of the Draft Waste Planning Strategy, until later in 2011.
9. An interim waste needs assessment was produced in June 2010 (leading to a full waste needs assessment in May 2011). Development of a spatial strategy for waste was delayed pending a decision on the proposed energy-from-waste incinerator at Ardley (permission granted February 2011), since this large facility will be a central element of the strategy. Options for a strategy for where other required waste management facilities should be located were drawn up and assessed in 2010/11, to inform preparation of the Consultation Draft Waste Planning Strategy later in 2011.
10. The Statement of Community Involvement was adopted in November 2006. The need to update this is being kept under review having regard to changes in government procedures and policy on plan making and in the County Council's consultation policies and procedures.

Monitoring Achievement of Policies

11. The development plan documents that will make up the MWDF have not yet been prepared and therefore it is not yet possible to report on the extent to which policies are being achieved. The Minerals and Waste Development Scheme includes 46 policies in the Minerals and Waste Local Plan which are 'saved' until replaced by policies in the MWDF; and 'saved' Oxfordshire Structure Plan policy M2 on locations for sand and gravel working. Those policies are generally not written in a way that enables their achievement to be reported on, but the AMR covers issues relating to their implementation.
12. The AMR 2011 monitors the following:
 - a) Production and movements of land-won aggregate minerals (sand and gravel, soft sand, limestone and ironstone);
 - b) Permissions granted for aggregate mineral extraction and landbanks of permitted reserves;
 - c) Provision for mineral extraction in the Development Plan;
 - d) Secondary and recycled aggregates production and production capacity;
 - e) Amounts of waste arising and managed by different methods;
 - f) Cross-boundary movements of waste;

- g) Permissions granted for waste management facilities and capacities of different types of facility;
- h) Provision for waste management in the Development Plan.

Conclusions

13. The main findings of the AMR 2011 and issues raised are:
- a) Production of aggregate minerals fell again in 2010, to: 597,000 tonnes sand and gravel; and 272,000 tonnes crushed rock. These levels are substantially below the South East Plan apportionments for Oxfordshire: 1.82 million tonnes per annum sand and gravel; and 1.0 million tonnes per annum crushed rock. They are also below the Council's locally derived alternative figures: 1.26 million tonnes per annum sand and gravel; and 0.63 million tonnes per annum crushed rock.
 - b) 78% of sand and gravel and 50% of crushed rock produced in 2009 was used in Oxfordshire; most of the remainder went to adjoining counties. Oxfordshire was a net importer of both sand and gravel and particularly crushed rock (including by rail) in 2009. A longer-term picture of movements of aggregates into and out of Oxfordshire needs to be built up, but this data is only collected every four years.
 - c) The amount of sand and gravel permitted in 2010 was nearly five times the amount produced, but the landbank of permitted reserves is still below the 7 years required by current government policy. There is only approximately 1.0 million tonnes of sand and gravel remaining in sites in the Minerals and Waste Local Plan and additional provision needs to be made in the Core Strategy and minerals site allocations document for the period to 2030. Using the Council's locally derived alternative provision figures reduces the shortfall in provision.
 - d) Data on production of secondary and recycled aggregates for 2010 – 152,000 tonnes – is incomplete and is believed to be significantly under-recorded. Production capacity is approximately 0.86 million tonnes per annum, almost the same as the Oxfordshire apportionment of 0.9 million tonnes per annum. A more comprehensive picture of secondary and recycled aggregates supply is needed.
 - e) Approximately 1.5 million tonnes of waste was managed in Oxfordshire in 2010/11, comprising: 43% construction and demolition waste; 37% commercial and industrial waste; and 20% municipal waste. Commercial and industrial and construction, demolition and excavation waste quantities are lower than in earlier years, probably due to the economic downturn, but together still account for most of the waste that the Core Strategy needs to make provision for.
 - f) In 2010/11, 53% of municipal waste was diverted from landfill by recycling and composting. It is estimated that 50% of commercial and industrial waste was diverted from landfill and 86% of construction, demolition and excavation waste was recycled or recovered for beneficial use.
 - g) Oxfordshire exports less than 10% of its waste for management elsewhere, but some 30% of the waste managed in Oxfordshire comes from outside the county, particularly from London and Berkshire.
 - h) Data for municipal waste is accurate and up to date, but data on arisings and management for other waste streams is less reliable and needs to be further improved.

- i) Permissions were granted in 2010/11 for significant additional recycling, anaerobic digestion and residual waste treatment capacity. Waste management capacity at March 2011 totalled 17.4 million tonnes landfill and 2.9 million tonnes per annum recycling, transfer, composting and other treatment. The waste needs assessment has established the gap in waste management provision that needs to be addressed in the Core Strategy. In particular, significant additional capacity will be needed to meet targets for diversion of waste from landfill through recycling.

Sustainability Implications

14. Sustainability appraisal (including strategic environmental assessment) is being carried out as an integral part of preparation of the Core Strategy.

Corporate Policies and Priorities

15. The Council has a statutory duty to produce the Minerals and Waste Core Strategy. It will contribute to the Council's strategic objectives of world class economy, healthy and thriving communities and environment and climate change.

Financial and Staff Implications

16. The programme of work for the Minerals and Waste Core Strategy is included within the Directorate work priorities. This report does not raise any additional financial or staffing implications.

Risk Management

17. The complexity of the MWDF process and the potential implications for major mineral working and waste management proposals emphasise the importance of good project management and regular reporting on risk management.

RECOMMENDATION

18. **The Cabinet Member for Growth and Infrastructure is RECOMMENDED:**
 - (a) **to approve the Oxfordshire Minerals and Waste Development Framework Annual Monitoring Report 2011 in the Annex to this report;**
 - (b) **to authorise the Deputy Director for Environment & Economy (Growth & Infrastructure) to carry out any necessary final editing of the Annual Monitoring Report 2011 and to submit it to the Secretary of State and publish it on the County Council website.**

MARTIN TUGWELL

Deputy Director for Environment & Economy (Growth & Infrastructure)

Background Papers: Nil

Contact Officer: Peter Day, tel. Oxford 815544

February 2012

**Oxfordshire Minerals and Waste
Development Framework**

**OXFORDSHIRE MINERALS AND WASTE
ANNUAL MONITORING REPORT 2011**

February 2012

Published in accordance with Section 35 of the
Planning and Compulsory Purchase Act 2004

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Summary

- I. The County Council is preparing the Oxfordshire Minerals and Waste Development Framework (MWDF), to replace the Oxfordshire Minerals and Waste Local Plan. This Annual Monitoring Report reports on the MWDF for the period 1 April 2010 to 31 March 2011.
- II. The Oxfordshire Minerals and Waste Development Scheme sets out the programme for preparation of the documents that will make up the MWDF. An initial Development Scheme was agreed in May 2005 and a number of revisions have subsequently been made to it. This Annual Monitoring Report reports against a revised programme agreed by the County Council's Cabinet in October 2010.
- III. The October 2010 programme for the MWDF concentrates on preparation of the Minerals and Waste Core Strategy. It includes the following milestone target dates:
 - Consult statutory bodies on scope of the Sustainability Appraisal – May 2009;
 - Publish Draft Submission Document – December 2011;
 - Submit Minerals and Waste Core Strategy to the Secretary of State – February 2012;
 - Adopt Minerals and Waste Core Strategy – November 2012.

None of these fall within the period of this Annual Monitoring Report.
- IV. The Oxfordshire Statement of Community Involvement was adopted by the County Council in November 2006. The need to update this is being kept under review having regard to changes in government procedures and policy on plan making and the County Council's consultation policies and procedures.
- V. Consultation was carried out on the sustainability appraisal scoping report in May 2009, and a revised scoping report has been published. A Strategic Flood Risk Assessment for minerals and waste development covering the whole county was finalised in November 2010.
- VI. Draft minerals strategy options have been generated and key stakeholders were consulted on these in February – March 2010. The output from this initial round of consultation was used to revise the options, and further consultation was undertaken in July 2010. An assessment of the options was carried out and reported to the County Council's Cabinet in October 2010. The Cabinet agreed an interim preferred strategy approach for mineral working in the short to medium term. In January 2011 consultants produced a report on a locally derived assessment of aggregates supply requirements for Oxfordshire, to provide alternative figures for testing and use in the preparation of the Minerals and Waste Core Strategy. In the light of this report and an initial assessment of deliverability of potential minerals working sites, in February 2011 the Cabinet agreed an amended preferred planning strategy for mineral working for consultation.

- VII. An Interim Waste Needs Assessment position statement on municipal and commercial / industrial waste was produced in June 2010, and in May 2011 a full Waste Needs Assessment was produced. Consultation on this took place in September/October 2011. The County Council has procured new waste treatment capacity to divert municipal waste from landfill. The development of a spatial strategy for waste was held up pending a decision on the proposed energy-from-waste incinerator at Ardley (permission granted February 2011), which is a central element in the Core Strategy. Options for a strategy for where other waste management facilities that will be required should be located were drawn up and assessed in 2010/11. A draft waste planning strategy for consultation was agreed by the Cabinet in July 2011, when the draft minerals planning strategy was also confirmed.
- VIII. Consultation on the draft (preferred) minerals strategy was delayed until the draft waste planning strategy had been prepared, and consultation on both draft strategies took place in September/October 2011. Responses to the consultation are being considered by the County Council and a report will be made to the Cabinet early in 2012. The Minerals and Waste Core Strategy Proposed Submission Document will therefore now be published in 2012.
- IX. Production of aggregate minerals fell again in 2010, to: 597,000 tonnes sand and gravel; and 272,000 tonnes crushed rock. These levels are substantially below the South East Plan apportionments for Oxfordshire: 1.82 million tonnes per annum sand and gravel; and 1.0 million tonnes per annum crushed rock. They are also below the Council's locally derived alternative figures: 1.26 million tonnes per annum sand and gravel; and 0.63 million tonnes per annum crushed rock. 78% of sand and gravel and 50% of crushed rock produced in Oxfordshire in 2009 was used within the county. Oxfordshire was a net importer of both sand and gravel and crushed rock in 2009.
- X. Permission was granted in 2010 for 2.95 million tonnes of sand and gravel but only 8,000 tonnes of crushed rock. At the end of 2010 the landbank of permitted reserves of sand and gravel was 4.7 years, significantly below the government policy level of at least 7 years. For crushed rock the landbank was 12.3 years, above the government policy level of at least 10 years.
- XI. Current provision for sand and gravel working (permitted reserves plus remaining Minerals and Waste Local Plan allocations) is sufficient to provide for only part of the period of the Minerals and Waste Core Strategy. Further provision will need to be made in the MWDF. Permitted reserves of crushed rock are at a higher level and the insufficiency of provision is much less.
- XII. Data on secondary and recycled aggregates for Oxfordshire is poor. A survey for 2010 recorded total production of 152,000 tonnes, but this is an incomplete picture. Current production capacity for secondary and recycled aggregates is approximately 860,000 tonnes per annum, just under the Oxfordshire apportionment level of 0.9 million tonnes per annum, but some 240,000 tonnes per annum of this capacity is at temporary facilities.

- XIII. Approximately 1.5 million tonnes of waste was managed in Oxfordshire in 2010/11, comprising: 43% construction, demolition and excavation waste; 37% commercial and industrial waste; and 20% municipal waste. The amount of construction, demolition and excavation waste has reduced significantly in recent years; previously it comprised some 60% of waste in Oxfordshire.
- XIV. In 2010/11, 53% of municipal waste was diverted from landfill by recycling, composting and food waste treatment. It is estimated that 50% of commercial and industrial waste was diverted from landfill and that 86% of construction, demolition and excavation waste was recycled or recovered for use in restoration or landfill engineering.
- XV. Oxfordshire exports only about 10% of its waste (approximately 140,000 tonnes in 2008) for management elsewhere. But as much as 30% of the waste managed in Oxfordshire is produced elsewhere. In 2008 nearly 2.5 million tonnes of waste was deposited at facilities in Oxfordshire, of which nearly 12% was from London. Waste was also received from all counties adjoining Oxfordshire, particularly from Berkshire.
- XVI. Permission was granted between 1 April 2010 and 31 March 2011 for a number of new waste management facilities or for additional capacity at existing facilities. In particular, new permissions resulted in the following additional capacity: 300,000 tonnes per annum of energy from waste treatment capacity at Ardley (for all Oxfordshire's residual municipal waste and some of its commercial and industrial waste); 297,500 tonnes per annum of recycling and transfer capacity; and 45,000 tonnes per annum of anaerobic digestion capacity. But new permissions also resulted in a decrease in landfill capacity (non-hazardous and inert) of 600,000 cubic metres, due to the energy from waste treatment facility permitted at Ardley Quarry taking up some of the existing landfill capacity. Total waste management capacity in Oxfordshire at March 2011 was: 17.4 million tonnes landfill; 2.4 million tonnes per annum recycling and composting; and 0.5 million tonnes per annum other recovery treatment; but much of this capacity is in temporary permissions or is not yet operational.
- XVII. There is a gap between the waste management capacity available and what is likely to be needed over the period of the Core Strategy. The Minerals and Waste Local Plan identifies only one new site for waste management development. Additional new capacity for waste treatment will be needed in order to meet policy objectives and targets for diversion of waste from landfill, particularly through recycling, and the MWDF will need to make provision for this.

1 Introduction

1.1 Oxfordshire Minerals and Waste Local Development Framework

- 1.1.1 The Planning and Compulsory Purchase Act 2004 brought in substantial changes to the planning system. The previous system of local plans has been replaced by local development frameworks. The County Council is therefore preparing the Oxfordshire Minerals and Waste Development Framework (MWDF), to replace the Oxfordshire Minerals and Waste Local Plan. Government policy on local development frameworks is contained in Planning Policy Statement 12 'Local Spatial Planning', June 2008 (PPS12).
- 1.1.2 The MWDF will be a portfolio of minerals and waste development documents, including development plan documents and possibly also supplementary planning documents, setting out strategy, policies and proposals for minerals and waste development for the period to 2030. It will also include the Statement of Community Involvement.
- 1.1.3 The Oxfordshire Minerals and Waste Development Scheme sets out the programme for preparation of the documents that will make up the MWDF. An initial Development Scheme was agreed in May 2005 and a number of revisions have subsequently been made to this, as detailed in section 3.1. In October 2010, a further revised programme was agreed by the County Council's Cabinet (see paragraph 3.1.6) and this Annual Monitoring Report (AMR) reports on progress against that programme.

1.2 Role of the Annual Monitoring Report

- 1.2.1 Section 35 of the Planning and Compulsory Purchase Act 2004 requires every local planning authority to prepare an Annual Monitoring Report (AMR) for the Secretary of State on its local development framework. Regulation 48 of The Town and Country Planning (Local Development) (England) Regulations 2004 requires AMRs to be made for each 12 month period ending on 31 March and to be submitted by the following 31 December each year. It also specifies certain information the AMR must contain.¹
- 1.2.2 The AMR must report on implementation of the Minerals and Waste Development Scheme and on the extent to which policies and related targets in Minerals and Waste Development Documents are being achieved or, where they are not being achieved, the reasons why. Monitoring will also indicate if policies need changing, and the actions needed to achieve this.

¹ The requirement to submit annual monitoring reports to the Secretary of State was repealed by the section 113 of the Localism Act 2011, which came into force on 15 January 2012.

- 1.2.3 Oxfordshire AMRs have previously been prepared for the years 2005 to 2010. These are available on the County Council website. This is the seventh Oxfordshire AMR (2011), for the period 1 April 2010 to 31 March 2011.
- 1.2.4 This AMR sets the context for minerals and waste planning in Oxfordshire (Section 2); reviews the extent to which the Minerals and Waste Development Scheme has been implemented, highlighting whether the timetable and milestones have been met or the progress that has been made towards them (Section 3); reports on the achievement of development plan policies and on relevant indicators during the monitoring period (1 April 2010 to 31 March 2011) (Section 4); and sets out conclusions and the key issues that monitoring shows need to be addressed in the Minerals and Waste Development Framework (Section 5).
- 1.2.5 The data in this AMR is from various sources. Data on production and reserves of aggregates in Oxfordshire is from the annual aggregates monitoring reports produced by the South East England Aggregates Working Party. Data on arisings and management of waste is mainly from the Environment Agency and the County Council (Waste Management Group). Data on waste management capacity is from a review of site capacities carried out by the County Council and from planning permissions. Data on planning permissions granted for the working of minerals and for new and improved waste management facilities is from planning decisions made by the County Council.

2 Context for Minerals and Waste Planning in Oxfordshire

2.1 Oxfordshire's Characteristics

- 2.1.1 Oxfordshire enjoys a unique position in the country, covering an area from the Cotswolds in the north and west to the Chilterns in the south east and the Berkshire Downs to the south west. The River Thames and River Cherwell flow through the county, and there are large areas of attractive countryside, villages and market towns and the world-renowned historic city of Oxford, which provide a high quality living environment.
- 2.1.2 The county covers 260,800 hectares with 78% of the land area under agricultural management. The Cotswolds, Chilterns and North Wessex Downs Areas of Outstanding Natural Beauty together cover 24% of Oxfordshire. Much of the central part of the county, around Oxford, is Green Belt. The main towns are Oxford, Banbury, Bicester, Witney, Abingdon, Didcot, and Wantage and Grove. It is the South East of England's most rural county; with 635,500 residents across 1,006 square miles, it has the lowest population density in the South East.

2.2 Minerals

- 2.2.1 The main minerals worked in Oxfordshire are sharp sand and gravel, soft sand, limestone and ironstone, all mainly for aggregate use. Chalk, clay and fullers earth have also been worked. These minerals are (or were) worked predominantly to supply local markets, except for fullers earth which is a nationally scarce mineral.
- 2.2.2 Aggregate minerals account for most of Oxfordshire's production: in 2010 the County produced 597,000 tonnes of sand and gravel and 272,000 tonnes of crushed rock (limestone and ironstone). There is a need to make continued provision for aggregates production in the County. In addition, production of aggregates from recycled construction and demolition waste and secondary materials (mainly power station ash) is important; at least 152,000 tonnes were produced in Oxfordshire in 2010. Significant quantities of aggregates are also imported into Oxfordshire by rail.

2.3 Waste

- 2.3.1 Oxfordshire's residents, industries, businesses and other organisations have in the past produced around 2.2 million tonnes of waste a year, although this has fallen in recent years, probably largely due to the economic downturn. In 2010 a total of some 1.5 million tonnes was managed in Oxfordshire, comprising municipal, commercial and industrial, construction, demolition and excavation, and smaller quantities of hazardous wastes. In addition, Oxfordshire receives waste from outside the county, in particular by rail from London, and from Berkshire.
- 2.3.2 This waste all has to be treated or disposed somewhere. In the past this has mainly been by disposal at local landfill sites. There has been

significant movement towards a more sustainable approach to waste management in recent years, but further change is needed which will require provision to be made for additional new waste recycling and treatment facilities.

2.4 Minerals and Waste Policy Context

National Policy

- 2.4.1 National policy on planning for minerals is mainly contained in the Government's minerals policy statements (MPSs) and minerals planning guidance notes (MPGs). The main one of relevance to minerals is MPS1 'Planning and Minerals' (DCLG, November 2006). MPS1 contains national objectives and policies for mineral planning and is of particular relevance to the preparation of development plans; and it includes specific policy for making provision for the supply of aggregates. Also relevant are the 'National and Regional Guidelines for Aggregates Provision in England, 2005-2020' (DCLG, June 2009). Further national guidance is contained in 'Planning and Minerals: Practice Guide' (DCLG, November 2006). In addition, MPS2 'Controlling and Mitigating the Environmental Effects of Minerals Extraction in England' (DCLG, March 2005) is relevant to the framing of policies in development plans.
- 2.4.2 Policy on waste is set within the overarching context of the EU Waste Framework Directive, 2008 (2008/98/EC). There are a number of national policy documents relevant to waste planning, which incorporate European policy and apply it at the national level. The 'Waste Strategy for England 2007' was published in May 2007 and sets out the Government's vision and strategy for managing waste in a more sustainable way; it sets targets for sustainable management of waste, including targets for reducing the amount of waste disposed to landfill and increasing the recovery of resources from waste. (The Coalition Government published a Review of Waste Policy in England in June 2011 and a new National Waste Management Plan is expected to be produced in 2012/13). Planning Policy Statement 10 (PPS10) 'Planning for Sustainable Waste Management' (DCLG, July 2005) sets out the Government's policy on planning for waste management and forms part of the national waste management plan for the UK. It contains key planning objectives and decision making principles and sets out the Government's policy on how development plans should make provision for waste management facilities. PPS10 is supplemented by 'Planning for Sustainable Waste Management: Companion Guide to Planning Policy Statement 10' (DCLG, June 2006) which provides practice guidance on implementation of policies.

Regional Policy

- 2.4.3 Regional policy for minerals and waste planning is contained in The South East Plan – Regional Spatial Strategy for the South East of England (GOSE, May 2009). This includes a regional waste strategy and regional minerals strategy (chapter 10). The South East Plan covers the period to 2026 and includes 17 policies on waste (W1 – W17) and 5 policies on minerals (M1 – M5). It sets regional targets for diversion of waste from landfill, recycling and composting and regional landfill requirements; and for each waste planning authority it sets waste management capacity requirements, with an indication of additional capacity requirements, and a sub-regional apportionment of landfill provision for London waste. It also sets regional targets for recycled and secondary aggregates, with an apportionment by mineral planning authority of the provision to be made; and an apportionment by mineral planning authority of the regional supply requirements for sand and gravel and crushed rock aggregates.
- 2.4.4 The South East Plan (Policies M2 and M3) sets the aggregates apportionment figures for Oxfordshire as: recycled and secondary aggregates – 0.9 million tonnes per annum; sand and gravel – 1.82 million tonnes per annum; and crushed rock – 1.0 million tonnes per annum. The Secretary of State's Proposed Changes to the revision of South East Plan Policy M3 were published on 19 March 2010, including revised apportionment figures for Oxfordshire: 2.1 million tonnes per annum for sand and gravel; and 0.66 million tonnes per annum for crushed rock, but these changes were not finalised. In the light of the Coalition Government's localism agenda, the County Council commissioned consultants to undertake a local assessment of aggregates supply requirements for Oxfordshire; the consultants report was published in January 2011 (see paragraph 4.3.2). The Government intends to abolish regional strategies, and this was included in the Localism Bill, published in December 2010. (This is now included in the Localism Act 2011, and the regional strategies are expected to be revoked in 2012.)

Local Policy

- 2.4.5 The County Council adopted the Oxfordshire Structure Plan 2016 on 21 October 2005. Three policies have been saved from the Structure Plan; these include policy M2 on sand and gravel, which states that locations for sand and gravel working will be identified in the Minerals and Waste Development Framework. The saved policies are on the County Council website:
www.oxfordshire.gov.uk/links/public/planningpolicy.
- 2.4.6 The Oxfordshire Minerals and Waste Local Plan was adopted in July 1996. It contains detailed policies for the supply of minerals and provision of waste management facilities and for the control of minerals and waste developments. It covered a 10 year period, to 2006. Under

the Planning and Compulsory Purchase Act 2004, the policies of this Plan were 'saved' (i.e. continued to have effect) to 27 September 2007. In September 2007 the Secretary of State directed that 46 of the plan policies are 'saved' beyond 27 September 2007. These policies will remain in force until replaced by new policies in adopted development plan documents. The other policies have now expired. Details of the saved policies of the plan are available on the County Council website: www.oxfordshire.gov.uk/links/public/mineralsandwastepolicy.

- 2.4.7 The Oxfordshire Joint Municipal Waste Strategy 'No Time to Waste' was approved by all members of the Oxfordshire Waste Partnership (the County Council and the 5 District Councils in Oxfordshire) in September 2006. The Oxfordshire Joint Municipal Waste Management Strategy does not form part of the development plan for planning, but it is an important material consideration. It sets challenging local targets for the management of municipal waste. It identifies a need for new waste treatment facilities, in addition to increased recycling and composting, to significantly reduce the quantity of biodegradable waste sent to landfill. The Strategy contains 14 policies although not all are relevant to spatial planning. (A review of this strategy has been commenced in 2011). In April 2011, the County Council adopted a Household Waste Recycling Centre Strategy.
- 2.4.8 The County Council advertised a contract for treatment of residual municipal waste in March 2007. In January 2008, two companies – Viridor Waste Management Ltd and Waste Recycling Group Ltd – were selected to provide detailed solutions. Both bidders proposed an energy from waste (EFW) incinerator, located at Ardley (Viridor) or Sutton Courtenay (WRG). In September 2009, Viridor were selected as preferred bidder; and subsequently a contract was signed with Viridor. Planning applications were submitted for both proposals. In October 2009, the County Council's Planning and Regulation Committee refused permission for both planning applications. Viridor appealed to the Secretary of State and a public inquiry was held in July 2010. The Secretary of State allowed the appeal and granted planning permission for an EFW plant at Ardley in February 2011. Viridor also submitted a revised application, which was considered by the Planning and Regulation Committee in October 2010, and planning permission was granted in August 2011. The new waste treatment facility at Ardley is expected to be operational in 2014.
- 2.4.9 In 2009 the County Council awarded a contract for food waste treatment to Agrivert Ltd to provide for increased diversion of biodegradable municipal waste from landfill and enable recovery of resources. The contractor proposes to provide three facilities: an in-vessel composting plant at Ardley (Ashgrove Farm) and an anaerobic digestion plant at Cassington (Worton Farm) are now in operation; and planning permission has been granted for a second anaerobic digestion plant at Crowmarsh (Battle Farm) near Wallingford.

2.5 Local Development Framework Indicators

2.5.1 This section sets out indicators to assess the effectiveness of minerals and waste planning policies in Oxfordshire. The government published 'Regional and Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008' (DCLG, July 2008), setting out indicators to be monitored, with the results of monitoring to be included in AMRs. This document was withdrawn by DCLG in March 2011 and it is now a matter for each council to decide what to include in its AMR. The national core output indicators for minerals and waste planning in that document have been used in previous Oxfordshire AMRs and insofar as they continue to be relevant they are used again in this report:

- M1 Production of primary land won aggregates, by mineral planning authority;
- M2 Production of secondary and recycled aggregates, by mineral planning authority;
- W1 Capacity of new waste management facilities, by waste planning authority;
- W2 Amount of municipal waste arising, and managed by management type, by waste planning authority.

2.5.2 The former (now dissolved) South East England Regional Partnership Board (SEEPB) (which replaced the South East England Regional Assembly – SEERA) produced guidance notes on monitoring regional minerals and waste indicators. These aimed to set out a consistent approach for monitoring across minerals and waste planning authorities on five waste and five mineral indicators, which could then be collated for the South East as a whole to enable monitoring of performance against policies and targets in the South East Plan. With the demise of regional planning and the expected revocation of the South East Plan, the original purpose of these indicators has gone.

2.5.3 These regional indicators can still provide useful information and where relevant to Oxfordshire they have informed the preparation of this AMR. But it is not possible to report against all of them due to data limitations, and some duplicate or are similar to the national indicators, as noted below:

Regional Minerals Indicators

- Indicator 79 Production of primary land-won aggregates (duplicates national indicator M1);
- Indicator 80 Amount of secondary aggregates and recycled material used (data not available; use national indicator M2 instead);
- Indicator 81 Amount of recycled construction, demolition and mineral waste used (million tonnes) and as a proportion of South East production and consumption (data not available);

- Indicator 82 Scale of permitted reserves for sand, gravel, crushed rock, brick clay, chalk, silica sand and gypsum (only sand, gravel and crushed rock are relevant to Oxfordshire);
- Indicator 83 Number and capacity of safeguarded wharf and rail depot facilities (capacity figures are not available);

Regional Waste Indicators

- Indicator 70 Waste generation and growth rates of major waste streams (reliable data only available for municipal waste; partly duplicates national indicator W2);
- Indicator 71a Amount of municipal waste arising and managed by management type, and the percentage each management type represents of total waste managed (partly duplicates national indicator W2);
- Indicator 71b Percentage of the total tonnage of all types of waste recycled, composted, recovered (including energy recovery) and landfilled;
- Indicator 72 Waste movements, particularly exports from London;
- Indicator 73 Capacity of new waste management capacity by waste planning authority area (duplicates national indicator W1).

2.5.4 The Local Development Framework Monitoring Good Practice Guide (DCLG, March 2005) advised that local indicators should be identified to assess policies not covered by the core indicators. That guidance was withdrawn by DCLG in March 2011 but, with the demise of national and regional indicators, the need for local indicators remains. Local indicators for both minerals and waste will be developed as part of a system for monitoring policies in the Minerals and Waste Core Strategy. In the meantime, the following additional minerals factors are monitored in this AMR:

- Distribution of aggregates produced from quarries in Oxfordshire;
- Annual production of sand and gravel from quarries in Oxfordshire relative to the landbank of permitted reserves.

3 Minerals and Waste Development Scheme Progress

3.1 Submission of Minerals and Waste Development Scheme

- 3.1.1 The Oxfordshire Minerals and Waste Development Scheme (2005 – 2008) was submitted to the Secretary of State in March 2005 and was brought into effect on 16 May 2005.
- 3.1.2 A first review of the Minerals and Waste Development Scheme, March 2006 (2006 – 2009) was submitted in March 2006, but the Secretary of State issued a holding direction to allow more time to consider it. Consequently the revised scheme could not be brought into effect. A second review of the Minerals and Waste Development Scheme, March 2007 (2007 – 2010) was submitted to the Secretary of State in March 2007 but was not finalised due to uncertainty over how the Minerals and Waste Core Strategy should be progressed.
- 3.1.3 Following comments from the Government Office for the South East on the Core Strategy Preferred Options, there was uncertainty over the soundness of the Core Strategy which delayed the programmes for both the Core Strategy and the Minerals and Waste Sites documents. In November 2007 the Government consulted on proposals for changes to the local development framework system. In view of this, in January 2008 the Cabinet Member for Sustainable Development resolved to defer making a decision on revision of the Minerals and Waste Development Scheme until the implications of the Government's proposed changes to the local development framework system were clear; and that in the meantime further formal stages of preparation of the Minerals and Waste Development Framework be deferred and technical work be continued.
- 3.1.4 In June 2008 the Government published revised Regulations on local development frameworks and Planning Policy Statement 12 'Local Spatial Planning'. In the light of this, in November 2008 the Cabinet Member for Sustainable Development agreed to a revised Minerals and Waste Development Scheme being prepared for submission to the Secretary of State. A further revision of the Development Scheme (2009 – 2012) was drafted and submitted to the Government Office for the South East (GOSE) in May 2009 for comment, and was used by the County Council as an informal programme for the MWDF.
- 3.1.5 This draft Development Scheme (May 2009) lists the following documents proposed to be prepared over the period to 2012:
- Statement of Community Involvement;
 - Minerals and Waste Core Strategy;
 - Proposals Map.
- It also lists the following as possible documents to be prepared:
- Minerals Detailed Site Allocations (development plan document);
 - Waste Detailed Site Allocations (development plan document);
 - Minerals and Waste Development Code of Practice (supplementary planning document);
 - Restoration and After-use of Minerals and Waste Sites (supplementary planning document).

But it states that decisions on the need for these other possible documents will be made when preparation of the Core Strategy is further advanced and that timetables for preparation of these documents will be drawn up if and when it is decided they are needed. The programme from this draft Scheme is at Appendix 1.

3.1.6 The informal programme in the draft May 2009 Development Scheme has been updated and a revised timetable was agreed by the County Council's Cabinet on 19 October 2010, as follows:

May 2009	Consultation on scope of Sustainability Appraisal;
to July 2011	Generation of and consultation on Minerals and Waste Strategy Options and Preferred Strategies;
December 2011	Publish Proposed Submission Document for representations;
February 2012	Submit Core Strategy to Secretary of State;
May 2012	Independent Examination hearings;
November 2012	Adopt Minerals and Waste Core Strategy.

3.1.7 This AMR reports on progress against this October 2010 programme for the MWDF.

3.1.8 PPS12 'Local Spatial Planning', 2008 (page 21) sets milestones in the process of preparing development plan documents. The current programme for the MWDF includes the following target dates for the milestone stages for the Minerals and Waste Core Strategy:

- Consult statutory bodies on scope of the Sustainability Appraisal – May 2009;
- Publish Draft Submission Document – December 2011;
- Submit Minerals and Waste Core Strategy to the Secretary of State – February 2012;
- Adopt Minerals and Waste Core Strategy – November 2012.

None of these target dates fall within the period covered by this AMR.

3.2 Preparation of Minerals and Waste Development Documents

Work in previous years

3.2.1 The Oxfordshire Statement of Community Involvement was the first document to be prepared, and was adopted by the County Council on 7th November 2006. Since then there have been changes in government policy on local development frameworks and the procedures for preparing documents, and in the County Council's policies and procedures on consultation. This has signalled a need to consider whether the Statement of Community Involvement should be reviewed and updated. The Coalition Government is making further changes to procedures and policy on plan making, through the Localism Act and the National Planning Policy Framework. A decision

on the need to review the Statement of Community Involvement will be made when the position is clearer.

- 3.2.2 Following consultation on issues and options in June 2006, the Minerals and Waste Core Strategy Preferred Options Consultation Paper was published in February 2007. This set out strategic aims and objectives for minerals and waste planning and preferred options for addressing key issues, and an outline of initial proposals and policies. A report summarising the responses to this consultation is on the County Council website.
- 3.2.3 In their response, the Government Office for the South East (GOSE) advised that the preferred options do not give sufficient spatial direction on what minerals and waste developments will take place where and consequently that the Core Strategy was at risk of being found 'unsound' when independently examined. GOSE advised us to revise the preferred options and repeat this consultation stage.
- 3.2.4 In August 2005 a general invitation was issued for potential sites for minerals and waste development to be nominated for consideration and assessment for possible inclusion in the MWDF. This invitation was repeated 2007. Work on identifying potential site options has continued, but the focus in 2010 – 2011 has been on using the site options to test the deliverability of spatial strategy options.
- 3.2.5 Issues and Options Consultation Papers for the proposed Waste and Minerals Sites Proposals and Policies Documents were published in February and April 2007 respectively. These contained long lists of possible areas and sites for waste management facilities and for mineral working and other development. Reports summarising the responses to these consultations are on the County Council website.
- 3.2.6 Also in 2007, the County Council engaged consultants ERM to carry out an initial technical assessment of possible site options for strategic waste management facilities. This work identified 8 sites that ERM consider may be suitable for a strategic waste management facility. The three technical reports by ERM are available on the County Council website, but they have not yet been formally considered by the County Council in the preparation of the MWDF. They will be used to inform preparation of the Core Strategy and Waste Sites Document.
- 3.2.7 From 2009, support and advice has been received from the Planning Advisory Service, Planning Officers Society and GOSE (to March 2011), which has provided greater clarity on what is required for the Core Strategy. This has helped significant progress to be made on preparation of the Core Strategy.
- 3.2.8 The vision and objectives for minerals and waste were reviewed, and mineral spatial strategy options for sand and gravel, soft sand and crushed rock were generated and consulted on in 2009/10. Draft

minerals strategy options were generated and key stakeholders were consulted on these in February – March 2010. Six workshops were held for County and District Councillors, parish councils, environmental groups and mineral operators to discuss the draft options. A report from these workshops is on the County Council website.

- 3.2.9 Work was also progressed in 2009/10 on improving data on waste for the evidence base, including creating site profiles for all existing waste management facilities, in particular to establish an accurate picture of existing waste management capacity. In January 2008 an assessment of the capacity of existing waste management infrastructure in Oxfordshire and the need for new waste management facilities for the period to 2026 was prepared for the County Council by consultants ERM. This report is on the County Council website.

Sustainability Appraisal

- 3.2.10 The MWDF Sustainability Appraisal (incorporating Strategic Environmental Assessment) Scoping Report was revised in spring 2009 to take into account updated government guidance and comments received on the previous version. In May 2009, statutory consultees – Natural England, English Heritage and the Environment Agency – and other stakeholders, including district councils and neighbouring mineral/waste planning authorities, were consulted on the revised Scoping Report. The milestone for consultation on the scope of the sustainability appraisal was therefore met.
- 3.2.11 The responses to that consultation were incorporated into the Sustainability Appraisal Scoping Report, which was published on the County Council website in July 2009. A summary of the consultation responses was also placed on the website. The Sustainability Appraisal Scoping Report, in particular the sustainability objectives, was used in the assessment of minerals strategy options during 2010; and has been used in assessments of strategy options and policies for the Core Strategy.

Strategic Flood Risk Assessment

- 3.2.12 A Strategic Flood Risk Assessment (for all types of development) covering the Cherwell and West Oxfordshire District areas, carried out by consultants jointly for the two District Councils and the County Council, was published in April 2009. A Strategic Flood Risk Assessment (for minerals and waste development) covering the Oxford City and Vale of White Horse and South Oxfordshire District areas was then undertaken by the same consultants, drawing on data from assessments that had already been carried out for those areas for the City and District Councils. This was finalised in November 2010 and the complete (minerals and waste) Strategic Flood Risk Assessment for the whole of Oxfordshire is on the County Council website.

Development of Draft Minerals Planning Strategy 2010/2011

- 3.2.13 The output from the initial round of consultation on minerals strategy options in February – March 2010 was used to revise the options for further consultation during July 2010. Two area based workshops were held, a report from which is on the County Council website, and a workshop was held with mineral operators.
- 3.2.14 An assessment of the options has been carried out and was reported to the County Council's Cabinet on 19 October 2010. The Cabinet agreed an interim preferred strategy approach for mineral working in the short to medium term. This was to concentrate sand and gravel working in existing areas of working – Lower Windrush Valley, Eynsham / Cassington / Yarnton, Radley, Sutton Courtenay and Caversham – subject to the ability of these areas to provide for the medium to longer term being re-assessed when the requirement for sand and gravel supply has been established, and consideration being given to new areas of working if the re-assessment indicates this is necessary. For soft sand and crushed rock, the interim approach was also based on existing areas of working: soft sand – south east of Faringdon, Tubney / Marcham / Hinton Waldrist, and Duns Tew; crushed rock – north of Bicester to the east of the River Cherwell, south of the A40 near Burford, and south east of Faringdon.
- 3.2.15 Consultants were appointed (November 2010) to produce a robust, locally derived assessment of aggregates supply requirements for Oxfordshire, taking into account the contribution to the need for construction materials that could be made by recycled materials and minerals from other sources. The consultants' report was received in January 2011 and is on the County Council website (see paragraph 4.3.2).
- 3.2.16 The conclusions of this report, together with an initial assessment of deliverability of potential minerals working sites, were used to test the interim preferred strategy approach for deliverability. In the light of this, the County Council's Cabinet on 16 February 2011 agreed an amended preferred planning strategy for mineral working for consultation, including a new area at Cholsey (to replace the Sutton Courtenay area from around 2020) but without the Radley area.

Development of Draft Waste Planning Strategy 2010/2011

- 3.2.17 An updated waste needs assessment has been prepared. An Interim Waste Needs Assessment position statement on municipal and commercial / industrial waste was produced in June 2010. In May 2011 a full Waste Needs Assessment was produced. Both of these reports are on the County Council website. Consultation on the Waste Needs Assessment has been carried out as part of consultation on the draft Waste Planning Strategy (see paragraph 3.2.20).

- 3.2.18 The development of a spatial strategy for waste was held up pending a decision on the proposed energy-from-waste incinerator at Ardley (permission granted February 2011) (see paragraph 2.4.8). This is because this large (300,000 tonnes a year) waste treatment facility will take all of Oxfordshire's residual municipal waste (waste that cannot be recycled or composted) and has the potential to take much of the residual commercial and industrial waste, and it is therefore a central element in the strategy.
- 3.2.19 Options for a strategy for where other waste management facilities that will be required in Oxfordshire should be located were drawn up and assessed in 2010/11. A draft waste planning strategy for consultation was agreed by the County Council's Cabinet on 19 July 2011, when the draft minerals planning strategy was also confirmed.

Consultation on Draft (Preferred) Minerals and Waste Strategies

- 3.2.20 Although the draft (preferred) minerals strategy was agreed in February 2011, it was decided to delay consultation until the draft (preferred) waste planning strategy had also been prepared, so that consultations on the two draft strategies could be run at the same time. Preparation and agreement by Cabinet of the draft waste strategy took longer than expected (see also paragraph 3.2.18) and so consultation on the draft (preferred) strategies which had been programmed for summer 2011 was delayed to September/October 2011.
- 3.2.21 The consultation period ran from 5 September to 31 October 2011. The responses received are being considered by the County Council and a report will be made to the Council's Cabinet early in 2012. The Minerals and Waste Core Strategy Proposed Submission Document will therefore now be published in 2012, with the dates for submission to the Secretary of State and independent examination also being put back from those in the October 2010 programme; and the Core Strategy is now expected to be adopted in 2013.

4 Monitoring Achievement of Policies and Indicators

4.1 Production of Primary Land-Won Aggregates

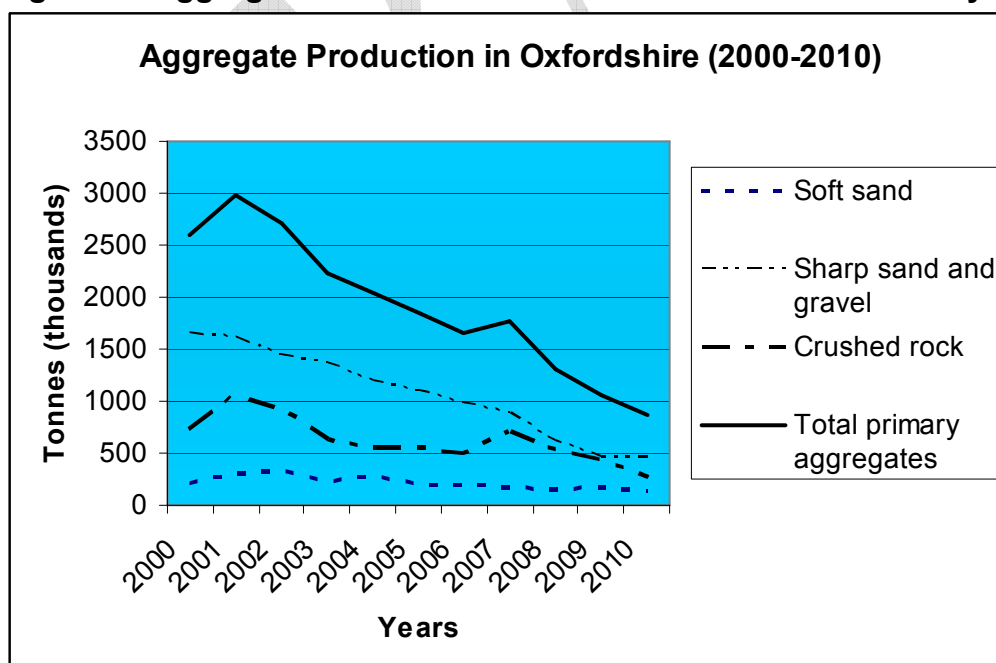
4.1.1 The most recent period for which figures for production of primary land-won aggregates in Oxfordshire are available is the calendar year 2010. Production of sand and gravel (split into soft sand and sharp sand and gravel) and crushed rock (limestone and ironstone combined) in 2010 is set out in Table 1 below, with figures for the previous five years, from 2005, for comparison. Figure 1 shows how aggregates production in Oxfordshire has changed over the period 2000 – 2010.

Table 1: Production of Primary Aggregates in 2010 and previous 5 years

Aggregate Type	Annual Production (thousand tonnes)					
	2005	2006	2007	2008	2009	2010
Soft Sand	199	183	166	151	165	142
Sharp Sand and Gravel	1,090	983	893	629	462	455
Total Sand and Gravel	1,289	1,166	1,059	780	627	597
Crushed Rock	564	495	717	543	363	272
Total Primary Aggregates	1,853	1,661	1,776	1,323	990	869

(Source: SEERA Aggregates Monitoring Reports 2005 – 2009, OCC 2010)

Figure 1: Aggregate Production in Oxfordshire over the last 10 years



(Source: SEERA Aggregates Monitoring Reports 2000 – 2009, OCC 2010)

4.1.2 Production of all aggregate minerals has generally decreased over the past ten years. Production levels in 2010, particularly of crushed rock,

were significantly lower than the sub-regional apportionments for Oxfordshire in the South East Plan (May 2009): sand and gravel production was only 30% of the apportionment level of 1.82 million tonnes per annum; crushed rock production was only 27% of the apportionment level of 1.0 million tonnes per annum (see paragraph 4.3.2 below).

4.1.3 A map of active aggregate quarries in Oxfordshire is at Appendix 3.

Distribution of Primary Land-Won Aggregates

4.1.4 Table 2 shows where the primary aggregates produced in Oxfordshire in 2009 were distributed. (Distribution figures were not collected in the 2010 aggregates monitoring survey.) Most sand and gravel (78%) was used locally, within Oxfordshire. Relatively small quantities were exported to adjoining counties, in particular Gloucestershire and Wiltshire, with very little going further afield.

4.1.5 Approximately half of the crushed rock produced in Oxfordshire was used in the county. The main recipient counties were Northamptonshire and Warwickshire, with lesser quantities going to other adjoining counties and very little going further afield.

Table 2: Destinations Aggregates Produced in Oxfordshire 2009

Destination	Sand and Gravel (including soft sand)		Crushed Rock	
	Tonnes	%	Tonnes	%
Oxfordshire	487,260	77.6	180,867	49.8
Berkshire	20,785	3.3	23,081	6.4
Buckinghamshire & Milton Keynes	13,663	2.2		
Rest of South East & London	15,565	2.5	0	0
Wiltshire & Gloucestershire	68,203	10.9	29,694	8.2
Northamptonshire & Warwickshire	4,993	0.8	118,788	32.7
Elsewhere	17,188	2.7	10,409	2.9
Total	627,783	100	362,839	100

(Source: Oxfordshire County Council Aggregates Monitoring Survey 2009)

4.1.6 Oxfordshire was a net importer of primary aggregates in 2009, particularly of crushed rock but also of sand and gravel, as shown in Table 3. Total consumption of sand and gravel in Oxfordshire in 2009 was 757,000 tonnes, compared with production in Oxfordshire of 628,000 tonnes (83%). For crushed rock, total Oxfordshire consumption in 2009 was 625,000 tonnes, compared with production in Oxfordshire of 363,000 tonnes (58%).

Table 3: Imports, Exports and Consumption of Aggregates in Oxfordshire 2009

	Sand & Gravel	Crushed Rock	All Primary Aggregates
A. Production in Oxfordshire	628,000	363,000	991,000
B. Exported out of Oxfordshire	140,000	179,000	319,000
C. Consumed in Oxfordshire (A – B)	487,000	184,000	672,000
D. Imported into Oxfordshire	270,000	441,000	711,000
E. Total Consumption in Oxfordshire (C + D)	757,000	625,000	1,383,000

(Source: Collation of the Results of the 2009 Aggregates Minerals Survey for England and Wales, DCLG, October 2011.)

4.2 *Permissions Granted for Working of Primary Aggregates*

4.2.1 Permissions granted for extraction of aggregate minerals in Oxfordshire in the calendar year 2010 are listed in Table 4 below, with the tonnages of new mineral permitted.

Table 4: New Aggregate Extraction Permissions Granted in 2010

Date Permitted	Site Name	Mineral Type	Tonnage Permitted
14/01/2010	Upwood Park, Besselsleigh	Soft Sand	1.4 million tonnes
02/06/2010	Great Tew Quarry	Ironstone (mainly for building stone)	8,000 tonnes (124,000 total – building stone)
08/10/2010	Stonehenge Farm, Northmoor	Sharp Sand and Gravel	1.55 million tonnes

(Source: Oxfordshire County Council – information from planning applications and decisions)

4.2.2 The total tonnages of each aggregate type permitted in the calendar year 2010 are shown in Table 5 below. The amount of sand and gravel permitted in 2010 was nearly five times the amount produced.

Table 5: Aggregates Extraction Permitted in 2010

Aggregate Type	Tonnage Permitted
Soft sand	1,400,000
Sharp sand and gravel	1,550,000
Total Sand and Gravel	2,950,000
Crushed Rock	8,000
Total All Aggregates	2,958,000

(Source: Oxfordshire County Council – information from planning applications and decisions)

4.2.3 A further permission was granted in April 2011 for extraction of 560,000 tonnes soft sand and 375,000 tonnes limestone at Shellingford Quarry. In May 2011 permission was granted for extraction of a further 300,000 tonnes of soft sand at Chinham Hill (Bowling Green Farm Quarry). Under a further permission for Great Tew Quarry granted in July 2011, the 2010 permission for production of 8,000 tonnes of ironstone for aggregate use was relinquished.

4.3 Landbank of Permitted Reserves of Aggregates

4.3.1 The landbank of permitted reserves of aggregates, in years, is calculated by dividing the total of reserves at sites with planning permission for extraction by the annual level of provision in the Development Plan. Unless otherwise justified in the Plan, the annual level of provision is the agreed sub-regional apportionment of the Government's Guidelines for Aggregates Provision, which at 31 December 2009 was 1.82 mtpa for sand and gravel and 1.0 mtpa crushed rock (South East Plan Policy M3).

4.3.2 In November 2010, the County Council commissioned consultants to undertake a local assessment of aggregates supply requirements for Oxfordshire. The consultants' report (January 2011) proposed a range of supply figures based on different methodologies. The Council decided that provision for aggregates in the MWDF should be based on figures of 1.26mtpa for sand and gravel, and 0.63mtpa crushed rock. However, until these alternative figures are found sound as part of the Minerals and Waste Core Strategy, the South East Plan apportionment figures continue to be the appropriate basis for calculating landbanks.

4.3.3 The MWDF will subdivide the sand and gravel apportionment to give separate figures for soft and sharp sand and gravel. The current 1.82 mtpa apportionment is subdivided in proportion to average production of soft sand and sharp sand & gravel over the last 3 years. Over the period 2008 to 2010, the average split was 20% soft sand and 80% sharp sand and gravel, giving an interim apportionment subdivision of 0.36 mtpa for soft sand and 1.46 mtpa for sharp sand and gravel. This is used in Table 6 below.

4.3.4 The permitted reserves and landbank of aggregates at the end of 2010, the most recent survey year, are set out in Table 6.

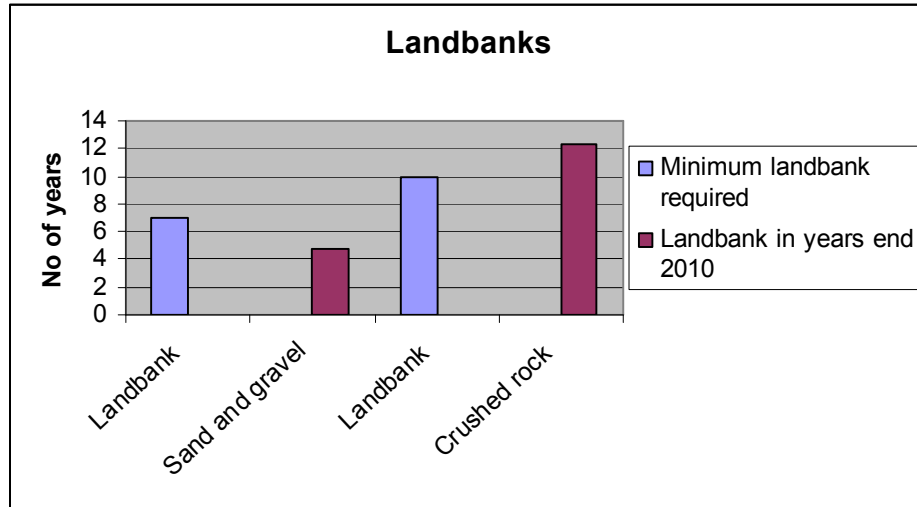
Table 6: Permitted Reserves of Aggregates (million tonnes) and Landbank at end of 2010

Aggregate Type	A Permitted Reserves at end 2010	B Apportionment and interim sand and gravel subdivision	C Landbank in years at end 2010 (A/B)
Soft Sand	2.554	0.36 (20%)	7.1
Sharp Sand & Gravel	5.938	1.46 (80%)	4.1
Total Sand & Gravel	8.492	1.82 (100%)	4.7
Crushed Rock	12.292	1.0	12.3

(Source: Oxfordshire County Council – Aggregates Monitoring Survey 2010)

- 4.3.5 As noted in paragraph 4.2.3, further planning permissions have been granted since the end of 2010 for 860,000 tonnes soft sand and 375,000 tonnes limestone. Currently inactive sites where working cannot recommence without a further permission (for new planning conditions) are excluded from permitted reserves. This includes sharp sand and gravel at Thrupp Farm, Radley and crushed rock (ironstone) at Shenington.
- 4.3.6 Government policy in MPS1 is that mineral planning authorities should aim to maintain landbanks of at least 7 years extraction for sand and gravel and at least 10 years for crushed rock, unless exceptional circumstances prevail. Table 6 shows the position at the end of 2010 was that for soft sand the landbank was just at the 7 year level but that for sharp sand and gravel the landbank was significantly below the 7 year level; whereas for crushed rock the landbank was above the 10 year level. This is illustrated in Figure 2. The new permissions at Shellingford and Chinham Farm have the effect of increasing the landbanks at the end of 2010 to 9.5 years for soft sand and 12.7 years for crushed rock.

Figure 2: Landbanks at 31 December 2010 and Minimum Required Levels



S
(Source: as Table 5)

4.3.7 Table 7 below shows the trend in sales, permitted reserves and landbank for all sand and gravel over the period 2001 to 2010. Sales fell steadily over this period, and markedly in 2008 to 2010. Reserves also declined, to a low point in 2007, but then increased again to some extent. The landbank level mirrored the reserves and has been consistently less than seven years. Landbank figures were affected by the reduction in the Oxfordshire apportionment in 2005.

Table 7: Sales, Reserves and Landbank of Sand and Gravel 2002 – 2010

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Sales (000 tonnes)	1925	1787	1606	1479	1289	1166	1059	770	627	597
Reserves (000 tonnes)	13,457	12,024	10,039	8,987	6,952	5,587	5,544	6,698	9,055	8,492
Apportionment (million tonnes per annum)	2.0	2.0	2.0	2.0	1.82	1.82	1.82	1.82	1.82	1.82
Landbank (years)	6.7	6.0	5.0	4.5	3.8	3.1	3.0	3.7	4.9	4.7

(Source: SEERA Aggregates Monitoring Reports 2002 – 2009, OCC 2010)

4.4 Provision of Sites for Mineral Working in Development Plan

4.4.1 The Oxfordshire Structure Plan 2011 identified in Policy M2 the following areas where the principle of new sand and gravel workings is accepted:

- a) the Sutton Courtenay area;
- b) the Sutton Wick area;
- c) the Stanton Harcourt (Lower Windrush Valley) area;
- d) the Eynsham – Cassington – Yarnton area.

These areas were not included in the Oxfordshire Structure Plan 2016. Instead, saved Policy M2 says locations for sand and gravel working will be identified in the Minerals and Waste Development Framework, and sets out factors to be taken into account in identifying locations.

- 4.4.2 The Oxfordshire Minerals and Waste Local Plan (1996) identified areas for sand and gravel working to meet the expected requirement over the period to 2006 plus a contingency of 6.6 million tonnes. Of the areas identified for working in the Plan, only approximately 1 million tonnes of sand and gravel resource remains without planning permission, within small areas at Sutton Wick (Policy SW1), Cassington – Yarnton (Policy CY1) and in the Lower Windrush Valley (Policy SH1). These policies are included in those that have been ‘saved’ (see paragraph 2.4.6).
- 4.4.3 Figure 4 in the Minerals and Waste Local Plan set out the ‘breakdown of identified sand and gravel resource’. In addition to the sites identified in plan policies, this included land already with planning permission for mineral working and ‘land with planning permission in principle awaiting completion of legal agreements’. This included Stonehenge Farm, a site in the Lower Windrush Valley, with the following footnote: ‘Although the County Council has resolved to grant planning permission for the extraction of 4 million tonnes of gravel at Stonehenge Farm, approximately half the site is a Scheduled Ancient Monument. Some 2 million tonnes from this land cannot therefore be dug unless Scheduled Ancient Monument consent is first granted by English Heritage.’ Stonehenge Farm is shown on the Minerals and Waste Local Plan Proposals Map as ‘area resolved to be permitted subject to agreement’, but it is not identified in policy in the Plan.
- 4.4.4 The planning application for Stonehenge Farm was subsequently withdrawn. A subsequent planning application for extraction of 1.55 million tonnes of sand and gravel at Stonehenge Farm was refused permission by the County Council in January 2009. As noted in table 4 (paragraph 4.2.1), this decision was appealed and the appeal was allowed on 8 October 2010.
- 4.4.5 The remaining site provision for sand and gravel working in policies in the Minerals and Waste Local Plan therefore totals approximately 1.0 million tonnes, entirely comprising sharp sand and gravel. No new areas were identified in the Plan for working of soft sand, nor for limestone or ironstone. Together with the reserves remaining at existing permitted sites at the end of 2009 (Table 6, column A) and taking into account permissions granted since the end of 2009 (paragraph 4.2.3), this would theoretically provide for continued production of aggregates in Oxfordshire, at the apportionment levels in table 6, for the following periods:
- a) Soft Sand to mid 2020;
 - b) Sharp Sand and Gravel to late 2015;
 - c) Limestone and Ironstone to late 2023.

4.5 Production of Secondary and Recycled Aggregates and Capacity of Facilities

- 4.5.1 There is no reliable and comprehensive data on production and use of secondary and recycled aggregates available for Oxfordshire. The survey of production of aggregate minerals in 2010 resulted in only a partial response from secondary and recycled aggregates site operators. This survey recorded production of secondary and recycled aggregates in Oxfordshire in 2010 totalling 152,000 tonnes (including recycled construction and demolition waste, power station ash, and road construction materials). This is believed to be significantly less than the total actual production of secondary and recycled aggregates. The same survey in 2008 and 2009 recorded total production of 503,000 and 286,000 tonnes respectively, again from partial responses. There is insufficient information to report the amount of recycled construction, demolition and mineral waste used.
- 4.5.2 Policy M2 of the South East Plan (2009) states that use of secondary aggregates and recycled materials in the South East should increase from 6.6mtpa to at least 7.7mtpa (34%) by 2016, to reduce the need for primary aggregate extraction. Policy M2 includes a sub-regional apportionment of the provision required to meet the 2016 target figure, with an apportionment for Oxfordshire of 0.9 million tonnes per annum. (This figure was included in the Council's Draft Minerals Planning Strategy for consultation, September 2011.)
- 4.5.3 A review carried out in 2010 of permitted facilities indicates a total capacity for the production of secondary and recycled aggregates in Oxfordshire of approximately 860,000 tonnes per annum. This is from sites that recycle construction and demolition waste, including the recycling of spent rail ballast at Appleford Sidings near Didcot. It does not include in-situ recycling at construction and demolition and roadworks sites. This capacity total is almost the same as the South East Plan figure of 0.9 million tonnes per annum for 2016. But some 240,000 tonnes per annum of this capacity is at temporary facilities, in some cases with planning permissions that end before 2016.

4.6 Number and Capacity of Rail Depot Facilities.

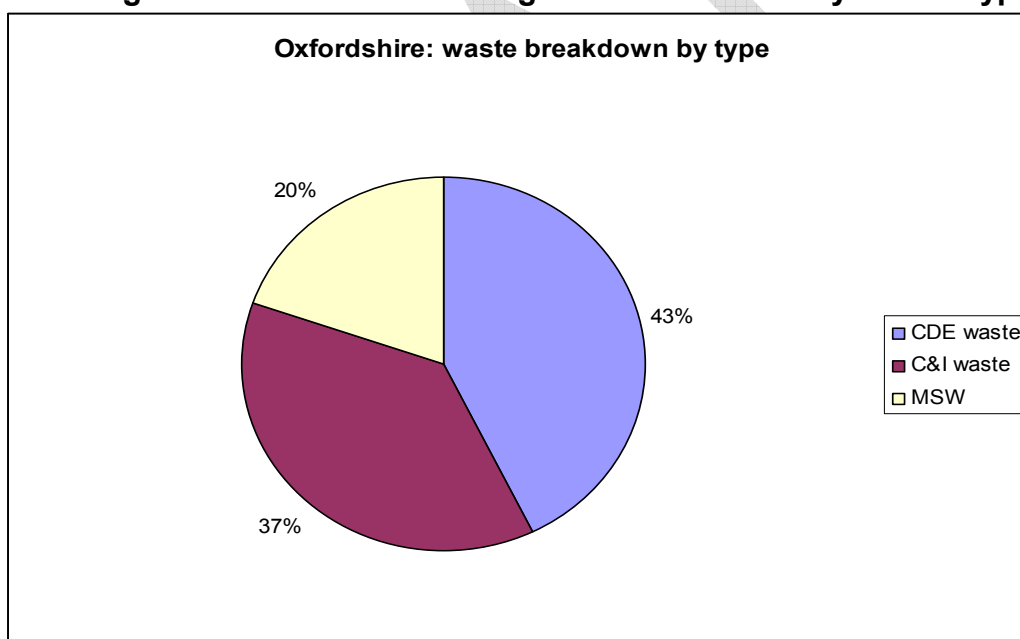
- 4.6.1 There are 3 railhead aggregates depots in Oxfordshire at Banbury, Kidlington and Sutton Courtenay and these are safeguarded in the Minerals and Waste Local Plan. (That plan records 2 depots at Banbury, but these have been amalgamated). These depots import crushed rock aggregates from the South West and East Midlands. Capacity figures are not available for these depots. There is planning permission for a further railhead aggregate depot at Shipton on Cherwell. There is also a rail depot at Hinksey Sidings, Oxford but this only handles ballast for the rail network, with all movements by rail.

4.7 Arisings and Management of Waste

4.7.1 The amounts of construction, demolition and excavation (CDE) waste, commercial and industrial (C&I) waste and municipal solid waste (MSW) from Oxfordshire that required management in 2010/11 are shown in tables 8, 9 and 10 below. The tables also show the amounts of waste that were landfilled, recycled or composted, recovered and treated. Much of this information comes from the Waste Needs Assessment, May 2011, produced by the County Council for the Oxfordshire Minerals and Waste Development Framework.

4.7.2 Some 1.5 million tonnes of waste was managed in Oxfordshire in 2010/11, of which 43% was construction, demolition and excavation waste, 37% was commercial and industrial waste and 20% was municipal waste (see Figure 3). In previous years, construction, demolition and excavation waste has contributed a higher proportion of the total (closer to 60%). Waste volumes are currently lower than might have been expected, particularly and in the case of commercial and industrial waste and construction, demolition and excavation waste, and this is thought largely to be due to the economic downturn.

Figure 3: Total Waste Managed in Oxfordshire by Waste Type



4.7.3 Various waste management targets have been adopted in national, regional and local waste strategies and these are summarised in Appendix 2. Some comparison with Oxfordshire’s current recycling and landfill diversion performance can therefore be made against various standards that have been set.

Construction, Demolition and Excavation Waste

Table 8: Management of Construction, Demolition & Excavation Waste in Oxfordshire 2010/11 (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled	Recovered	Other Treatment
Construction & Demolition	650,000	91,000	396,500	162,500	-

Based on performance recorded in a study by Capita Symonds for WRAP "Construction, demolition and excavation waste arisings, use and disposal in England (2008)"

4.7.4 Reliable data on the amount of CDE waste produced in Oxfordshire is not available. Although the Environment Agency has records of the amount of waste managed at licensed facilities, it cannot be assumed that all of this waste was produced in Oxfordshire. Some of the sites managing this form of waste do not require a licence and in these cases operators are not required to submit information about the amount of waste managed each year. Some waste is also re-used in new construction work on the site at which it was produced; this waste does not enter the waste management chain and is therefore not recorded as waste to be managed.

4.7.5 Estimates of CDE waste arisings have varied:

- the South East Regional Waste Management Statement (ERM June 2003) assessed CDE waste arisings for Oxfordshire as 754,950 tonnes in 2000/01;
- Capita Symonds² assessed waste arisings in Buckinghamshire, Berkshire and Oxfordshire in 2005 as 4.2 million tonnes;
- ERM's Needs Assessment for Oxfordshire³ estimated that CDE arisings in Oxfordshire in 2005 were 1.44 million tonnes⁴.
- Environment Agency data indicates that the amount of waste managed at licensed sites in Oxfordshire between 2005 to 2007 was in the order of 900,000 tpa.

4.7.6 The Oxfordshire Waste Needs Assessment (May 2011) estimates that in the period 2005 – 2007 the amount of waste managed in Oxfordshire was in the order of 1.3 million tonnes per annum. But since then there has been a significant decline in building activity. Housing completions have fallen by 50%. Assuming a similar decline in the amount of waste produced, waste arisings for 2010/11 would have been in the order of 650,000 tonnes.

4.7.7 Table 8 applies the results of a national study by Capita Symonds Consultants for WRAP to the CDE waste arisings for Oxfordshire. If

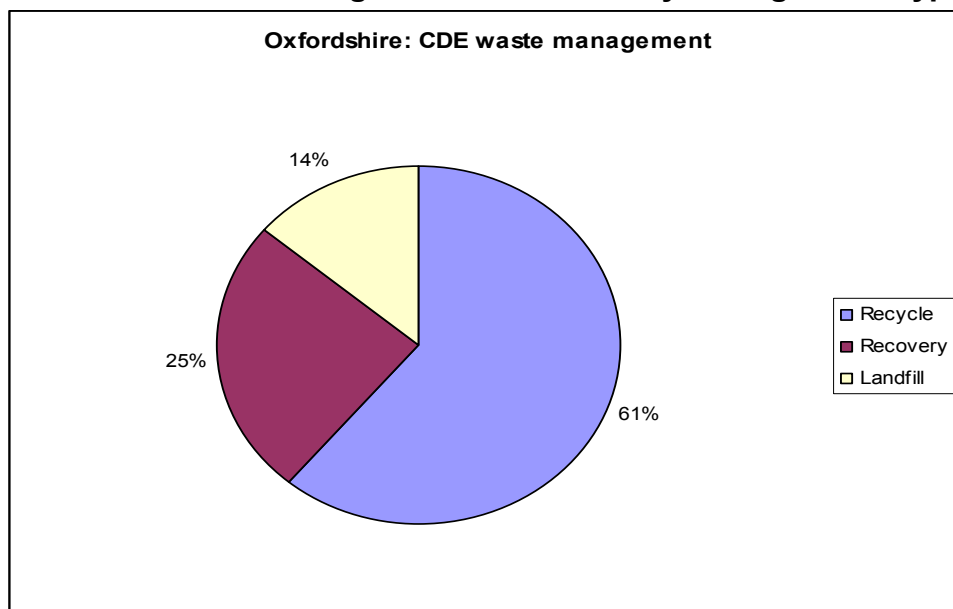
² Survey of Arisings and Use of Alternatives to Primary Aggregates in England 2005: Construction, Demolition and Excavation waste (Feb 2007)(Capita Symonds)

³Waste Arisings, Capacity & Future Requirements Study (January 2008)(ERM)

⁴ The Oxfordshire figure was derived as an apportionment of Capita Symonds' estimate for Buckinghamshire, Berkshire and Oxfordshire);

correct, this would suggest that a large proportion of Oxfordshire’s CDE waste is recycled as soils or aggregate (61%): some is recovered for use in land and quarry restoration or as engineering material at landfill sites (25%) and the remainder (14%) is disposed in landfill (Figure 4).

Figure 4: Construction, Demolition and Excavation Waste Managed in Oxfordshire by Management Type



Commercial and Industrial Waste

Table 9: Management of Commercial & Industrial Waste in Oxfordshire 2010/11 (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled or Composted	Recovered	Other Treatment
Commercial & Industrial	566,800	283,400	283,400	-	

4.7.8 As with CDE waste, there is also uncertainty over the amount of C&I waste that is produced in Oxfordshire. Information is provided by the Environment Agency about the amounts of waste managed at licensed waste sites (both transfer/recycling operations and landfills) but it is almost impossible to identify with any degree of accuracy how much of this was C&I waste (as distinct from CDE or MSW), how much was waste imported from other areas and how much of Oxfordshire’s waste was managed outside the County.

4.7.9 In 2000/01 the Environment Agency estimated (as a result of survey) that Oxfordshire produced some 900,000 tonnes of C&I waste each year. A later estimate (2002/03) suggested that a lower volume of waste was produced (766,000 tpa). Recent national and regional

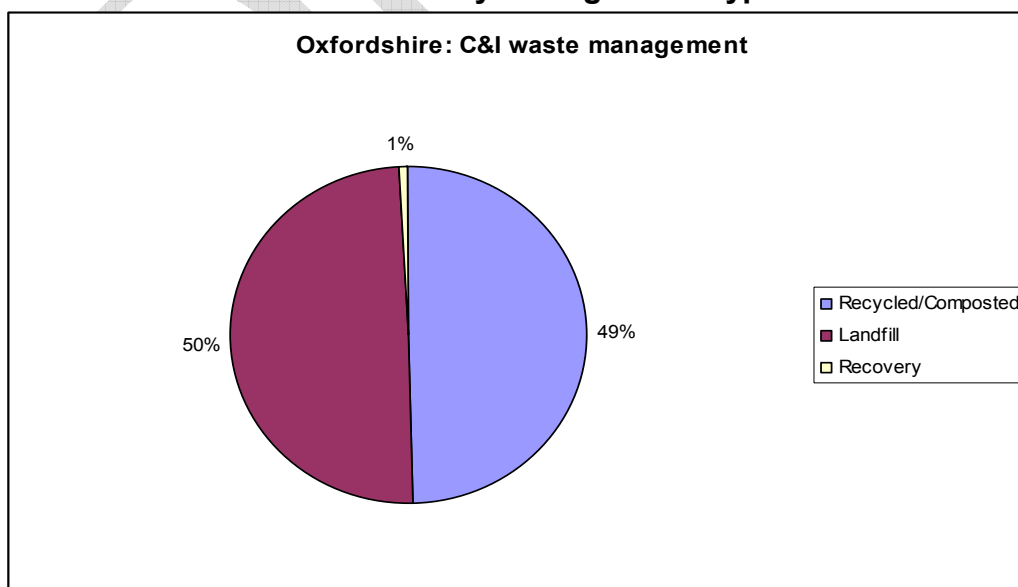
surveys indicate that there has been a considerable fall in waste produced in this sector. This may be due to the economic down turn, a change in waste behaviour or other factors.

4.7.10 The South East Plan estimated that Oxfordshire would produce some 630,000 tonnes of waste for management each year in the period 2008-2010. This figure was included in the AMR 2010 (for the year 2009/10). But since then, a more detailed analysis of available data has been undertaken in the Waste Needs Assessment (May 2011). The amount of C&I waste requiring management is thought to be in the order of 566,800 tonnes in 2010-11. However, responses to this conclusion have been invited through consultation on the draft Waste Planning Strategy, which may lead to review of this figure.

4.7.11 The Environment Agency estimated that 38% of C&I waste was recycled in 2000/01. A later national survey of C&I waste management by DefRA suggests that just over 50% is recycled nationally; this figure has therefore been applied in table 8.

4.7.12 In previous AMRs it has been reported that something in the order of 130,000 tonnes of the waste arising in Oxfordshire was treated (in addition to that which was recycled) prior to disposal. But there are no facilities of such significance in Oxfordshire, and the waste that was previously reported as having been treated is believed to relate to ground water treated at a specialist facility at the former UKAEA facility at Harwell: this facility does not contribute to the amount of C&I waste arising in Oxfordshire and is therefore no longer included in table 9.

Figure 5: Commercial and Industrial Waste Managed in Oxfordshire by Management Type



Municipal Solid Waste

Table 10: Management of Municipal Solid Waste in Oxfordshire 2010 / 2011 (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled or Composted	Recovered	Other Treatment
Municipal Solid Waste	300,166	139,992	122,606	32,481	5,087

Source: Oxfordshire County Council Waste Management Team
Data is for the year 1 April 2010 to 31 March 2011

4.7.13 Municipal waste mainly comprises waste that is collected from households or deposited at household waste recycling centres. It also includes some business waste and other non-household waste. Table 11 adds to the information given in table 10. Neither table includes municipal waste that is produced outside Oxfordshire but which is managed at facilities in Oxfordshire (e.g. waste from London – see paragraph 4.8.2 below).

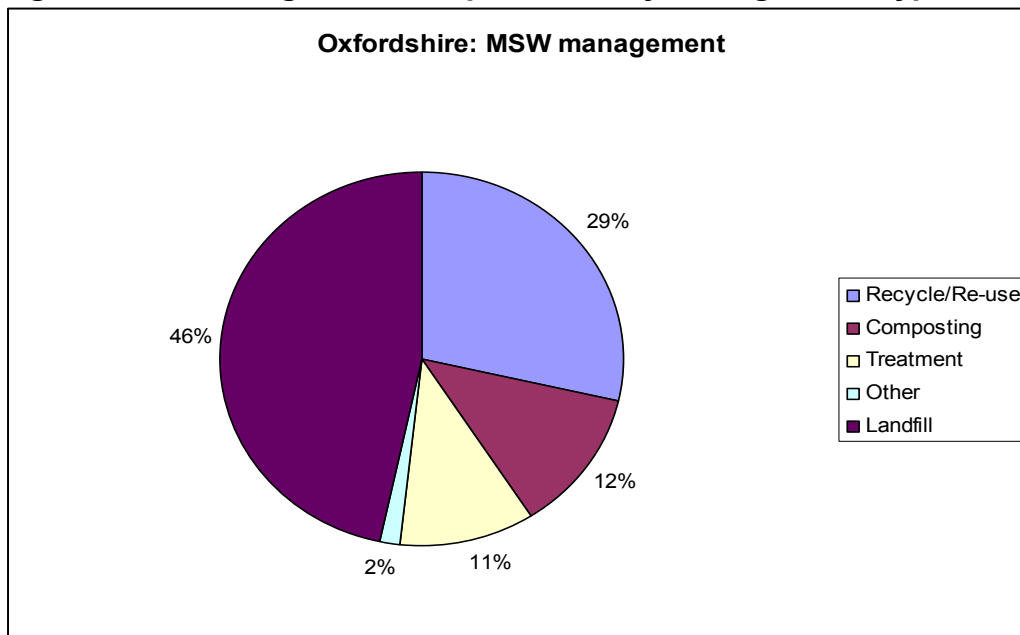
Table 11: Management of Municipal Solid Waste 2010-2011

	Recycle/ Re-use	Compost	Food Waste	Landfill	Other	TOTAL
Household	83,430	36,821	32,481	119,773	5,087	277,592
Non-Household	2,355			20,219		22,574
Total (MSW)	85,785	36,821	32,481	139,992	5,087	300,166
Percentage (MSW)	28.6%	12.3%	10.8%	46.6%	1.7%	

Source: Oxfordshire County Council Waste Management Team
Includes waste collected by Waste Collection Authorities (District Councils) and at Household Waste Recycling Centres
'Other' includes wood used as a refuse derived fuel and, hazardous chemical and clinical wastes sent for specialist thermal treatment outside Oxfordshire

4.7.14 Of the 300,166 tonnes of municipal waste produced in Oxfordshire in 2010/11, 53.4% was diverted from landfill by means of recycling, composting or some other form of treatment. For household waste only, the rate of recycling or composting rose to 55%, an increase of 6.3% from the previous year – far exceeding the 45% Local Area Agreement target for March 2011.

Figure 6: Percentage of Municipal Waste by Management Type.



(Source: Oxfordshire County Council, Waste Management Group)

4.7.15 Data for municipal waste (table 10) is provided by the County Council's Waste Management Group and takes account of information supplied by the Waste Collection Authorities. Information on waste arisings is also published by DefRA using data provided by local authorities. Because final audit of this data takes place after the publication of the AMR, this data may vary from that published here. For example, waste arisings were reported in the AMR 2010 as 302,035 tonnes, but were reported by DefRA as 313,609 tonnes: the difference is largely due to the amount of trade waste collected by Oxford City Council, which was eventually considered by DefRA to be municipal waste.

4.8 Cross boundary movement of waste

4.8.1 Environment Agency data indicates that Oxfordshire exports relatively little waste for management elsewhere. In 2008 this amounted to some 140,000 tonnes – less than 10% of the waste believed to be produced in the County. Exports are likely to include much of the hazardous waste produced in Oxfordshire as there are very few treatment and disposal facilities for this type of waste in the County.

4.8.2 As much as 30% of the waste managed in Oxfordshire is produced elsewhere. In 2008 nearly 2.5 million tonnes was deposited at facilities in Oxfordshire. Nearly 12% of this came from London, much of which is transported by rail to the Sutton Courtenay landfill near Didcot. Oxfordshire received waste from all of adjoining Counties; the largest proportion (nearly 12%) came from Berkshire, particularly from Reading; the smallest proportion (0.25%) was from Warwickshire.

4.9 Capacity of New and Improved Waste Management Facilities

- 4.9.1 The significant permissions for new, improved or amended waste management facilities in Oxfordshire over the period 1 April 2010 to 31 March 2011 are listed in Table 12 below, showing the facility and waste type, with the new or increased waste management capacity permitted.
- 4.9.2 Planning permission was granted on appeal by the Secretary of State in February 2011 for an energy from waste treatment plant at Ardley Quarry and Landfill site. (A second application for an energy from waste plant at Ardley was granted planning permission by the County Council in August 2011.) This facility will have a capacity of 300,000 tonnes per annum and will treat all of the County's residual municipal waste and some of its commercial and industrial waste. Additional capacity was also granted for recycling and transfer (297,500 tonnes per annum), and for treatment by way of Anaerobic Digestion (45,000 tonnes per annum). There was a decrease in landfill capacity (non-hazardous and inert) of 600,000 cubic metres as a result of the permission for the Ardley energy from waste plant.
- 4.9.3 The decision of the Secretary of State to permit the Ardley energy from waste facility was the subject of judicial review. An appeal against the decision was dismissed in the High Court and leave to appeal further to the Court of Appeal was refused.

Table 12: Planning Permissions for Waste Facilities (Additional Capacity) 1 April 2010 – 31 March 2011

Location	Type of Facility	Reference	Waste Type	Additional Capacity*	End Date
City Farm, Eynsham	Landfill (Inert)	MW.0004/10	CDE waste	None	July 2013
New Wintles Farm, Eynsham	Recycling	MW.0005/10	CDE waste	30,000	Permanent
Ewelme No.1 Site	Recycling	MW.0006/10	Hazardous	None	Dec 2013
Sandfields Farm, Over Norton	Recycling	MW.0019/10	CDE waste	None	Permanent
Gill Mill, Ducklington	Recycling	MW.0063/09	CDE waste	80,000	2020
Worsham Quarry, Minster Lovell	Recycling	MW.0068/10	C&I waste	12,000	Permanent
Battle Farm, Crowmarsh	Anaerobic Digestion	MW.0090/10	MSW	45,000	Permanent
Battle Farm, Crowmarsh	Composting	MW.0091/10	MSW	None	Permanent
Whitecross Metals, Wootton	Recycling	MW.0120/10	CDE waste	5,000	Permanent
Finmere Quarry (extension)	Landfill	MW.0142/10	CDE waste	None	Dec 2018
Former Supergas Depot, Witney	Transfer	MW.0125/10	MSW	17,500	Permanent
Old Railway Halt, Great Rollright	Scrapyard	MW.0143/10	C&I waste	None	Permanent
Allotments, Thorpe Meade, Banbury	Recycling	MW.0015/06	C&I/Hazardous	55,000	Permanent
Tubney Woods Quarry	Recycling	MW.0171/10	CDE waste	None	Dec 2011
Cassington Quarry, Yarnton	Landfill (inert)	MW.0175/10	CDE waste	None	Dec 2017
Glebe Farm, Hinton Waldrist	Composting	MW.0176/10	MSW	None	Dec 2024
Dix Pit Complex (Con Rec)	Recycling	MW.0091/09	CDE	98,000	2029
Ardley Quarry and Landfill	Residual Treatment	08/02472/CM	MSW/C&I	300,000	2046+
Ardley Quarry and Landfill	Landfill	08/02472/CM	MSW/C&I/CDE	-600,000	2019

* tonnes per annum (except for landfill which is expressed as total voidspace - measured in cubic metres).

Source: Oxfordshire County Council – information from planning applications and decisions.

4.10 Capacity of Existing and Committed Waste Management Facilities

4.10.1 The County Council has carried out a review of waste management capacity in the County and this is reported in the Waste Needs Assessment (May 2011). The review is on-going and in some cases the results are subject to final verification with facility operators.

4.10.2 Table 13 reports on the position as at March 2011, including facilities that are non-operational and those which had been granted planning permission but were yet to be built ('committed' facilities). Lists of existing and committed facilities by category are included in the Oxfordshire Waste Needs Assessment (May 2011), in Appendix 10, with maps showing the location of facilities in Chapter 5, which are reproduced in Appendix 4.

Table 13: Capacity of Waste Management Facilities March 2011

Type of Facility	Capacity
Landfill	
Inert Landfill	5,400,000 tonnes
Non-Hazardous Landfill	12,000,000 tonnes
Hazardous Landfill	0 tonnes
Total	17,400,000 tonnes
Recycling / Transfer & Composting	
MSW and C&I Recycling / Transfer	1,029,000 tonnes per annum
C&D Recycling / Transfer	1,104,000 tonnes per annum
MSW and C&I Composting	256,000 tonnes per annum
Total	2,389,000 tonnes per annum
Other	
MSW and C&I Incineration	300,000 tonnes per annum
MSW and C&I Treatment	2,000 tonnes per annum
Hazardous / Radioactive	24,000 tonnes per annum
Vehicle Dismantling & Other Metal Recovery	166,000 tonnes per annum
Total	492,000 tonnes per annum

Source: Oxfordshire County Council, Waste Needs Assessment (May 2011) and information from planning applications and decisions 2010 – 2011.

Landfill capacity is shown as estimated remaining void space.

Recycling / transfer capacity is expressed as the amount of waste that is capable of being recycled (not as total throughput).

4.10.3 In January 2010, inert landfill void was estimated at 3,830,000 cubic metres (this included committed capacity of 90,000 m³ at Upwood Park, Tubney). At a conversion rate of 1.5 tonnes of waste per cubic metre of void, this amounted to an equivalent of 5,745,000 tonnes. Licensed sites received an average of 344,000 tonnes in the period 2006-08, although the amount of waste being landfilled in 2010-11 is likely to be significantly less. Taking account of waste deposited at

unlicensed sites (amount unknown) it is estimated that the void available at March 2011 was in the order of 5,400,000 tonnes.

- 4.10.4 In June 2010, non-hazardous landfill void was estimated at 13,364,000 m³ (equivalent to 13,364,000 tonnes): this estimate relied on previous information from operators and estimates of the rate of landfill for each site (the most up to date data from the Environment Agency on waste deposits at each site is for 2009). Taking into account further information received from some operators about landfill rates and the reduced void at Ardley that will result from construction of the permitted energy from waste plant, it is estimated that the void available at March 2011 was in the order of 12,000,000 m³ (or tonnes). This void includes some space at Ardley (appx 200,000 cubic metres) that is available for the disposal of stable non-reactive hazardous waste (mainly asbestos).
- 4.10.5 Recycling and composting capacity for both non-hazardous and inert waste is estimated to be in the order of 2,389,000 tonnes per annum. Much of this capacity is at temporary facilities; and more than 1 million tonnes of this capacity comprises facilities that have permission but are yet to be built. The 256,000 tonnes per annum of composting capacity includes anaerobic digestion facilities for treating food waste (an operational plant at Cassington and a committed facility at Crowmarsh).
- 4.10.6 Of the remaining or 'other' capacity in table 13 (492,000 tonnes per annum), that which comprises metal recycling is mostly located at scrap yards which provide disposal facilities for end of life vehicles. The hazardous/radioactive waste capacity comprises a small number of specialist facilities that either transfer or recycle hazardous waste. There are other facilities that manage hazardous or radioactive wastes that are not quantified in this total, including the strategic sewage treatment works and the former UKAEA laboratories at Harwell where nuclear legacy wastes are stored pending the availability of suitable disposal facilities.
- 4.10.7 The energy from waste facility at Ardley is expected to be constructed and available for use in 2014. Although it will have a capacity of 300,000 tonnes per annum, the location of the plant in northern Oxfordshire, close to the county boundary, means that it will almost certainly take in some waste from outside Oxfordshire. It is currently estimated that waste from Oxfordshire will take up about 70% of the plant's capacity.

4.11 Provision of Sites for Waste Management in the Development Plan

- 4.11.1 The Oxfordshire Minerals and Waste Local Plan (1996) identifies only one site for waste management development: land at Langford Lane, Kidlington is identified for a waste reception centre (waste recycling centre) for household waste. This land remains undeveloped, but in September 2011 the Council's Planning and Regulation Committee resolved to grant planning permission for its development as a waste

recycling centre, and the permission was issued in November 2011. The policy for this site is one of those that have been 'saved' (see paragraph 2.4.6).

4.11.2 The Plan otherwise relies on criteria policies to deliver waste recycling facilities. It has no policies specifically for composting or other types of waste treatment facilities. The Plan assessed there was no need for additional landfill provision over the period to 2006 and consequently did not identify any sites for landfill, apart from an area at Sutton Wick identified for sand and gravel extraction and to be restored by landfill. The policy for this site is also one of those that have been 'saved' (see paragraph 2.4.6).

4.11.3 The emerging Waste Planning Strategy sets out a framework for the provision of a number of new waste management facilities, although this can only be given very limited weight at this stage. When the Minerals and Waste Core Strategy has been adopted, it is expected to be followed by a further document which will identify specific locations for waste management facilities.

4.11.4 Policy W7 of the South East Plan (May, 2009) provides sub-regions (Waste Planning Authority areas) with annual rates of municipal and commercial & industrial wastes to be managed for the period 2008 to 2025. The figures for Oxfordshire are set out in Appendix 2 (paragraph 3.1): they provide benchmarks for the preparation of development plan documents and annual monitoring. They should also be taken into account in establishing the provision to be made for waste management facilities in the Minerals and Waste Development Framework.

5 Conclusions and Key Issues to be Addressed

- 5.1 The monitoring results reported in this AMR reveal the following main conclusions and key issues that need to be addressed in the Minerals and Waste Development Framework.
- I. Production of aggregate minerals fell again in 2010, to: 597,000 tonnes sand and gravel; and 272,000 tonnes crushed rock. These levels are substantially below the current apportionments for Oxfordshire: 1.82 million tonnes per annum sand and gravel; and 1.0 million tonnes per annum crushed rock (paragraph 4.1.2). They are also below the Council's alternative supply requirement figures: 1.26 million tonnes per annum sand and gravel; and 0.63 million tonnes per annum crushed rock; derived from the local assessment of aggregates supply requirements for Oxfordshire, which are being used as a basis for provision in the Minerals and Waste Core Strategy (paragraph 4.3.2).
 - II. 78% of sand and gravel and 50% of crushed rock produced in 2009 was used in Oxfordshire; most of the remainder went to adjoining counties (paragraphs 4.1.4 & 4.1.5). Oxfordshire was a net importer of both sand and gravel and particularly crushed rock in 2009 (paragraph 4.1.6). Crushed rock was brought in to three rail depots. (Movements of aggregates were not surveyed in 2010.) A longer-term picture of movements of aggregates into and out of Oxfordshire needs to be built up as part of the evidence base for the MWDF, but this data is only collected every four years.
 - III. The amount of sand and gravel extraction permitted in 2010 was nearly five times the amount produced (paragraph 4.2.2). At the end of 2010 the landbank of soft sand was just above the government policy level of at least 7 years, but the landbank of sharp sand and gravel was still significantly below that level. The landbank of crushed rock at the end of 2010 was above the government policy level of at least 10 years. Subsequent permissions have slightly increased the soft sand and crushed rock landbanks (paragraph 4.3.6). The low sand and gravel landbank level reflects, and may in part be due to, the lack of remaining provision for this mineral in the development plan (see paragraph IV below).
 - IV. Remaining provision for sand and gravel working in the Minerals and Waste Local Plan is at a very low level, amounting to only about 1.0 million tonnes of sharp sand and gravel. Taking into account remaining permitted reserves, there is insufficient provision for the period of the Core Strategy, to 2030, and additional provision will need to be made in the MWDF to address this shortfall. Remaining permitted reserves of crushed rock are at a higher level and the current insufficiency of

provision is much less (paragraph 4.4.5). Preparation of the Core Strategy is also taking into account the alternative provision figures from the local assessment of aggregates supply requirements for Oxfordshire (paragraph 4.3.2) and this may reduce the shortfall in provision.

- V. Data on production of secondary and recycled aggregates for 2010 (152,000 tonnes) is incomplete and is believed to be significantly under-recorded (paragraph 4.5.1). Secondary and recycled aggregates production capacity is approximately 0.86 million tonnes per annum, almost the same as the Oxfordshire apportionment of 0.9 million tonnes per annum, but about 30% of this capacity is at temporary facilities (paragraph 4.5.3). A more comprehensive picture of secondary and recycled aggregates supply is needed as part of the evidence base for the MWDF.
- VI. Approximately 1.5 million tonnes of waste was managed in Oxfordshire in 2010/11, comprising: 43% construction, demolition and excavation waste; 37% commercial and industrial waste; and 20% municipal waste (paragraph 4.7.2). Commercial and industrial and particularly construction, demolition and excavation waste quantities are lower than in earlier years, probably due to the economic downturn, but together still account for most of the waste that the Core Strategy needs to make provision for.
- VII. In 2010/11, 53% of municipal waste was diverted from landfill by recycling, composting and food waste treatment (paragraph 4.7.14). It is estimated that 50% of commercial and industrial waste was diverted from landfill (paragraph 4.7.11); and that 86% of construction, demolition and excavation waste was recycled or recovered for use in restoration or landfill engineering (paragraphs 4.7.7). The Core Strategy and waste site allocations document need to provide the locations required for additional facilities to increase the diversion of wastes from landfill through recycling, composting and resource recovery treatment.
- VIII. Oxfordshire exports less than 10% of its waste for management elsewhere (paragraph 4.8.1). But some 30% of the waste managed in Oxfordshire comes from outside the county; London is the largest contributor, with a significant quantity also coming from Berkshire (paragraph 4.8.2).
- IX. Data for municipal waste is accurate and up to date, but data for the other waste streams is less certain. Data on waste arisings and management needs to continue to be improved to provide a robust evidence base for the MWDF, including through liaison with the Environment Agency and other authorities.

- X. Permissions for additional waste management capacity were granted in 2010/11 totalling: 297,500 tonnes per annum recycling and transfer; 45,000 tonnes per annum anaerobic digestion; and 300,000 tonnes per annum residual waste treatment; but 600,000 cubic metres of landfill capacity was lost (paragraph 4.9.2). Waste management capacity in Oxfordshire at March 2011 totalled: 17.4 million tonnes landfill; 2.4 million tonnes per annum recycling, transfer and composting; and 0.5 million tonnes per annum other recovery treatment; but much of this capacity is in temporary permissions or is not yet operational (paragraphs 4.10.2).
- XI. There remains a gap between waste management capacity available and what is likely to be needed over the period of the Core Strategy. Provision for waste management facilities in the Minerals and Waste Local Plan is very limited (paragraphs 4.11.1 & 4.11.2). Significant new waste management capacity, particularly for recycling, will be needed in order to meet policy objectives and targets for diversion of waste from landfill, and the MWDF will need to make provision for this. The assessment of waste management needs has established the gap in provision that needs to be addressed in the Core Strategy (paragraph 3.2.17). Preparation of the Core Strategy is taking into account both procurement and planning decisions on the provision of new treatment capacity for the county's municipal waste (paragraph 3.2.18).
- XII. The Statement of Community Involvement may need to be reviewed and updated to reflect changes in government policy and procedures on local development frameworks and changes in the County Council's policies and procedures on consultation (paragraph 3.2.1).

Draft Schedule of Proposed Minerals and Waste Development Documents for Oxfordshire (May 2009)

Document Title and Status	Brief Description	Chain of Conformity	Commence Preparation	Consult on scope of Sustainability Appraisal (milestone)	Community Engagement & Consultation (Reg. 17 / 25 public participation)	Draft Submission Document or SPD (milestone)	Submit to Secretary of State (milestone)	Independent Examination	Adoption (milestone)
Statement of Community Involvement Non - Development Plan Document	To set out the Council's policy on community involvement in DPDs and SPDs and in planning applications	Must be in conformity with Regulations	<i>Commenced March 2005</i>	<i>n/a</i>	<i>Issues & Options consultation September 2005; Preferred Options consultation October 2005</i>	<i>n/a</i>	<i>Submitted February 2006</i>	<i>Inspector's Report received July 2006</i>	<i>Adopted November 2006</i>
Minerals and Waste Core Strategy Development Plan Document	To set out the Council's vision, objectives, spatial strategy and policies; and to identify strategic locations for minerals and waste development; for a period of at least 15 years	Must be in general conformity with Regional Spatial Strategy	<i>Commenced March 2005</i>	March – April 2009	<i>Initial Issues & Options consultations June 2006 (Core Strategy) & Feb/April 2007 (Sites); Initial Preferred Options consultation (Core Strategy) Feb 2007; Further engagement & consultation Nov 2008 – July 2009; Revised Preferred Options consultation Jan – Feb 2010</i>	Publish for representations to be made October 2010	December 2010	Pre-hearing meeting January 2011; Hearings March – April 2011; Inspector's final Report August 2011	November 2011

Stages in italics already completed

Decisions on the need for other possible documents (Minerals and Waste Detailed Site Allocations DPD or DPDs; Minerals and Waste Development Code of Practice SPD; and Restoration and After-use of Minerals and Waste Sites SPD) will be made when preparation of the Core Strategy is further advanced.

Note: This programme has been superseded by the revised timetable agreed by the County Council's Cabinet on 19 October 2010 (see paragraph 3.1.6).

Key Waste Targets

1. National

1.1 The 'Waste Strategy for England 2007' (May 2007) sets out the Government's vision and strategy for managing waste in a more sustainable way. It contains a number of national targets for reducing the amount of waste disposed to landfill and increasing the recovery of resources from waste. These are mainly aimed at the municipal waste stream, but a target for commercial and industrial waste is included and a target for construction and demolition waste is also proposed.

1.2 The key targets in Waste Strategy 2007 are:

- by 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995;
- by 2013 to reduce biodegradable municipal waste landfilled to 50% of that produced in 1995;
- by 2020 to reduce biodegradable municipal waste landfilled to 35% of that produced in 1995;

- to recover value from 53% of municipal waste by 2010;
- to recover value from 67% of municipal waste by 2015;
- to recover value from 75% of municipal waste by 2020;

- to recycle or compost at least 40% of household waste by 2010;
- to recycle or compost at least 45% of household waste by 2015;
- to recycle or compost at least 50% of household waste by 2020;

- amount of commercial & industrial waste landfilled expected to fall by 20% by 2010 compared to 2004 (target to be set);

- amount of construction, demolition & excavation waste landfilled to be halved by 2012 (target under consideration).

1.3 The 'Government Review of Waste Policy in England 2011' (June 2011) reviewed these targets but made no changes to them. However, it drew attention to the need to be aware of new targets introduced in the revised European Waste Framework Directive, 2008 (2008/98/EC). These include: the reuse or recycling of 50% of particular household waste materials by 2020; and the reuse, recycling or recovery of 70% of construction and demolition waste (excluding naturally occurring material) by 2020.

2. South East

- 2.1 The South East Plan (May 2009) includes policies for waste and minerals covering the period to 2026 (see paragraph 2.4.3). These include regional targets for diversion of waste from landfill (Policy W5) and for recycling and composting (Policy W6), as set out below:

South East Region Targets for Diversion from Landfill (South East Plan, May 2009, policy W5)

Year	2008	2010	2015	2020	2025
Diversion %	68%	71%	79%	84%	86%

South East Region Recycling and Composting Targets (South East Plan, May 2009, policy W6)

Year	MSW %	C&I %	C&D %	All Waste %
2008	36	46	48	45
2010	40	50	50	50
2015	50	55	50	55
2020	55	60	60	60
2025	60	65	60	65

3. Oxfordshire

- 3.1 The South East Plan (2009) (Policy W7) sets annual rates of waste to be managed within each sub-region. These provide benchmarks for the preparation of development plan documents. The rates set for Oxfordshire therefore need to be taken into account in the Minerals and Waste Development Framework:

Average Annual Tonnages to be Managed in Oxfordshire (South East Plan, May 2009, policy W7)

Waste Stream	Average Annual Tonnage to be Managed (thousand tonnes)			
	2008-2010	2011-2015	2016-2020	2021-2025
Municipal Solid Waste	319	347	377	406
Commercial & Industrial	630	685	745	791

- 3.2 The Oxfordshire Joint Municipal Waste Strategy 'No Time to Waste' was approved in September 2006 and sets the following targets:
- By 31 March 2010: Recycle or Compost at least 40% of household waste;
 - By 31 March 2015: Recycle or Compost at least 45% of household waste;

- By 31 March 2020: Recycle or Compost at least 55% of household waste.
- 3.3 The Oxfordshire Partnership Local Area Agreement: 2008–11 includes the following target:
- To reach 45% recycling or composting of household waste by 31 March 2011.
- 3.4 The County Council’s Waste Needs Assessment (May 2011) takes account of all the aforementioned documents and puts forward targets for the management of the three main waste streams.

**Oxfordshire Waste Needs Assessment (May 2011):
Waste management targets 2010 - 2030**

	2010	2015	2020	2025	2030
MSW					
Composting	29%	30%	31%	31%	31%
Recycling	25%	31%	31%	31%	31%
Resid. Treatment	0%	37%	36%	36%	36%
Landfill	46%	2%	2%	2%	2%
C&I					
Composting	0%	5%	5%	5%	5%
Recycling	50%	50%	55%	60%	60%
Resid. Treatment	0%	43%	38%	33%	33%
Landfill	50%	2%	2%	2%	2%
CDE					
Recycling	50%	50%	60%	60%	60%
Landfill/Restoration	50%	50%	40%	40%	40%

- 3.5 These targets were included in the draft Waste Planning Strategy (policy W3) that was the subject of public consultation in September/October 2011.

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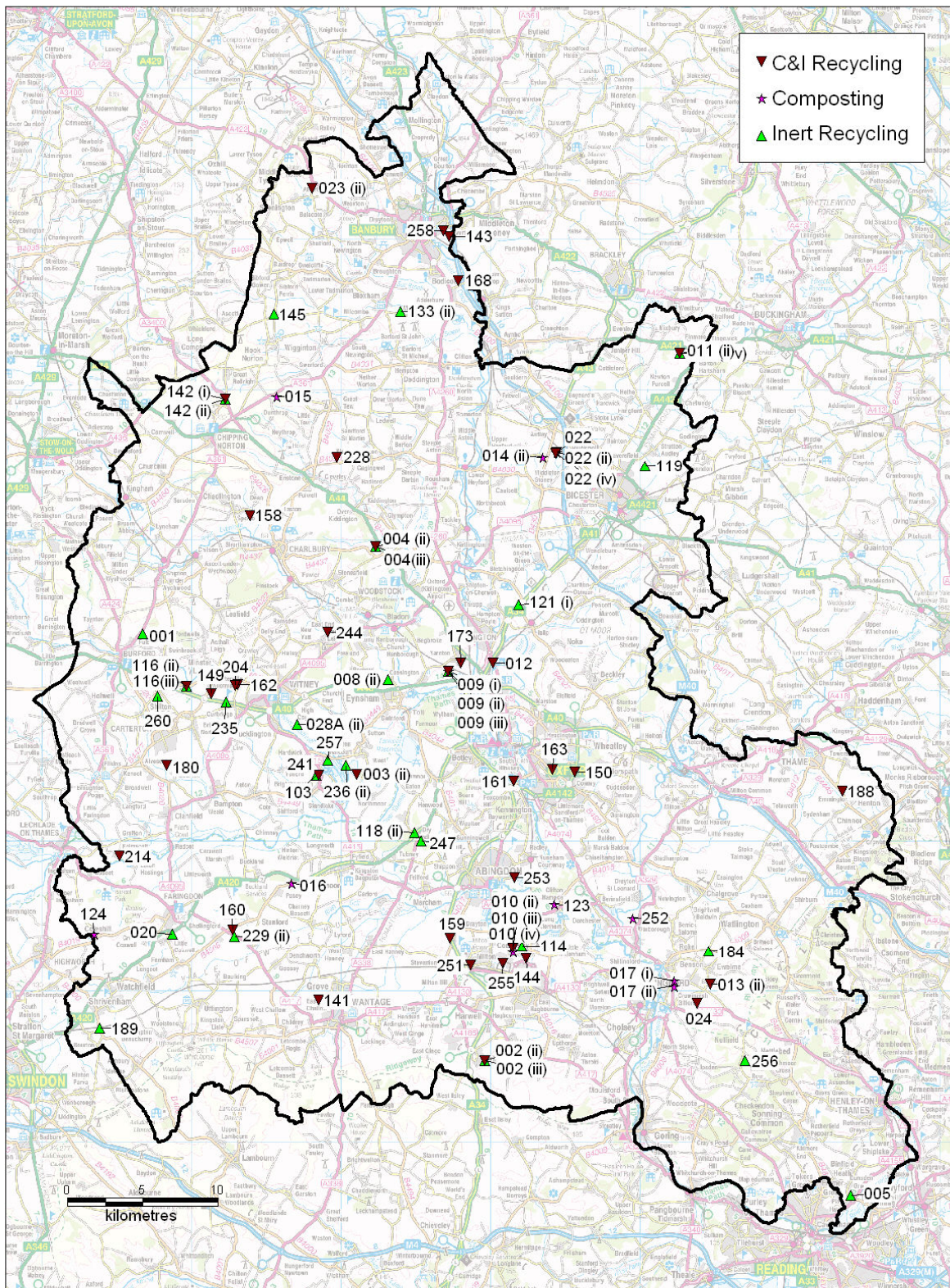
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Appendix 3 – Active and Permitted Quarries in Oxfordshire



Appendix 4 – Permitted Waste Management Facilities in Oxfordshire

A. C&I Recycling, Composting and Inert Recycling Facilities



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Permitted Waste Management Facilities in Oxfordshire: C&I Recycling, Composting and Inert Recycling

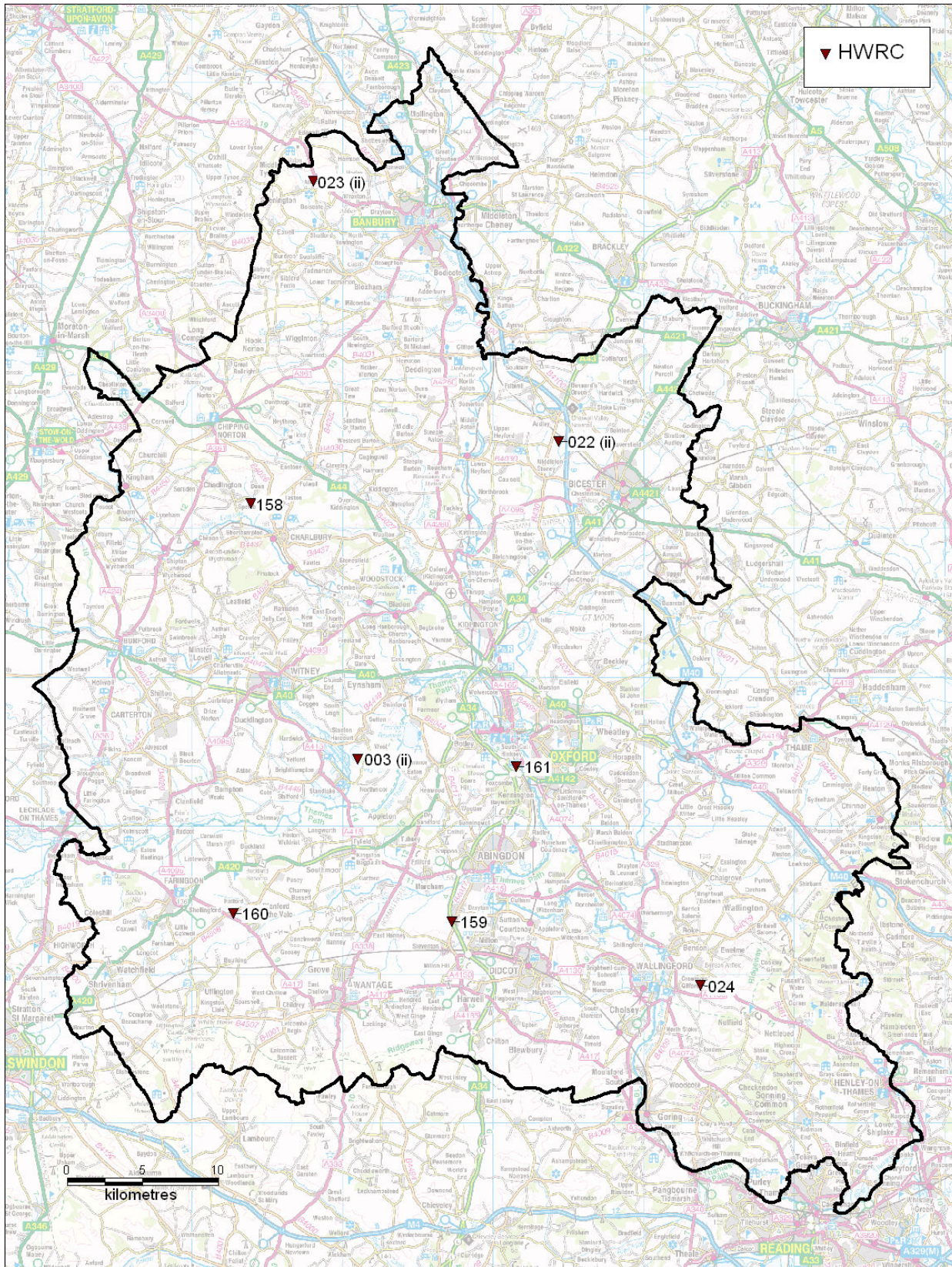
C&I Recycling		Composting		Inert Recycling	
Facility No.	Facility Name	Facility No.	Facility Name	Facility No.	Facility Name
002(ii)	Prospect Farm, Chilton	009 (ii)	Worton Farm, Yarnton (AD)	001	Shipton Hill, Fulbrook
		010(ii)	Sutton Courtenay Landfill (Open Windrow)	002	Prospect Farm, Chilton
004(iii)	Slape Hill Quarry, Glympton	010(iv)	Sutton Courtenay Landfill (In-Vessel)	004(ii)	Slape Hill Quarry, Woodstock
009(i)	Worton Farm, Yarnton	014 (ii)	Ashgrove Farm, Ardley (In-Vessel)	005	Playhatch Quarry, Playhatch
010(iii)	Sutton Courtenay Landfill (MRF)	015	Showell Farm, Chipping Norton (Open Windrow)	008(ii)	New Wintles Farm, Witney
011(ii)	Finmere Quarry (MRF)	016	Glebe Farm, Hinton Waldrist (Open Windrow)	009 (iii)	Worton Farm, Yarnton
012	Gosford Grain Silo, (MRF)	017	Crowmarsh Battle Farm, Crowmarsh (Open Windrow)	011	Finmere Quarry
013(ii)	Ewelme No.2 site, Ewelme	017	Crowmarsh Battle Farm, Crowmarsh (AD)	020	Wicklesham Quarry, Faringdon
022(iv)	Ardley Landfill	124	Church Lane, Coleshill (Open Windrow)	028 A (ii)	Gill Mill Quarry, Witney
116(iii)	Worsham Quarry (Tyre Recycling)			103	Lakeside Industrial Estate, Standlake
141	Grove Business Park (Aasvogel Transfer)			114	Appleford Sidings, Sutton Courtenay
142 (i)	Sandfields Farm, Chipping Norton			116(ii)	Worsham Quarry, Minster Lovell
143	Banbury Transfer Station			118(ii)	Tubney Wood, Abingdon
144	Hill Farm, Appleford (Wood Palets)				
149	Brize Norton Transfer Station, Minster Lovell			121(i)	Old Brickworks Farm, Bletchington
162	The Tyre Yard, Witney			133(ii)	Milton Road, Bloxham
173	Charlett Tyres, Yarnton			142 (ii)	Sandfields Farm, Chipping Norton
180	Elmwood Farm, Black Bourton			145	Ferris Hill Farm, Hook Norton, Banbury
188	Waterlands Farm, Thame			184	Rumbold's Pit, Eyres Lane, Ewelme
214	Manor Farm, Kelmscott			189	Station Yard, Shrivenham
228	Unit 1, Enstone Airfield, Enstone			229(ii)	Shellingford Quarry
241	Lakeside Industrial Park, Standlake			235	Peashell Farm, Witney
244	North East Boddington, Witney			236(ii)	Dix Pit Complex, Stanton Harcourt
251	Milton Park, Abingdon			247	Upwood Park Quarry

253	Thrupp Lane (Veolia)
255	Didcot Power Station, Didcot
258	Thorpe Lane Depot

256	Hundridge Farm, Ipsden, Wallingford
257	Hardwick Leisure Park (adj B4449) Stanton Harcourt
260	Burford Quarry

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B. Household Waste Recycling Centres (HWRCs)



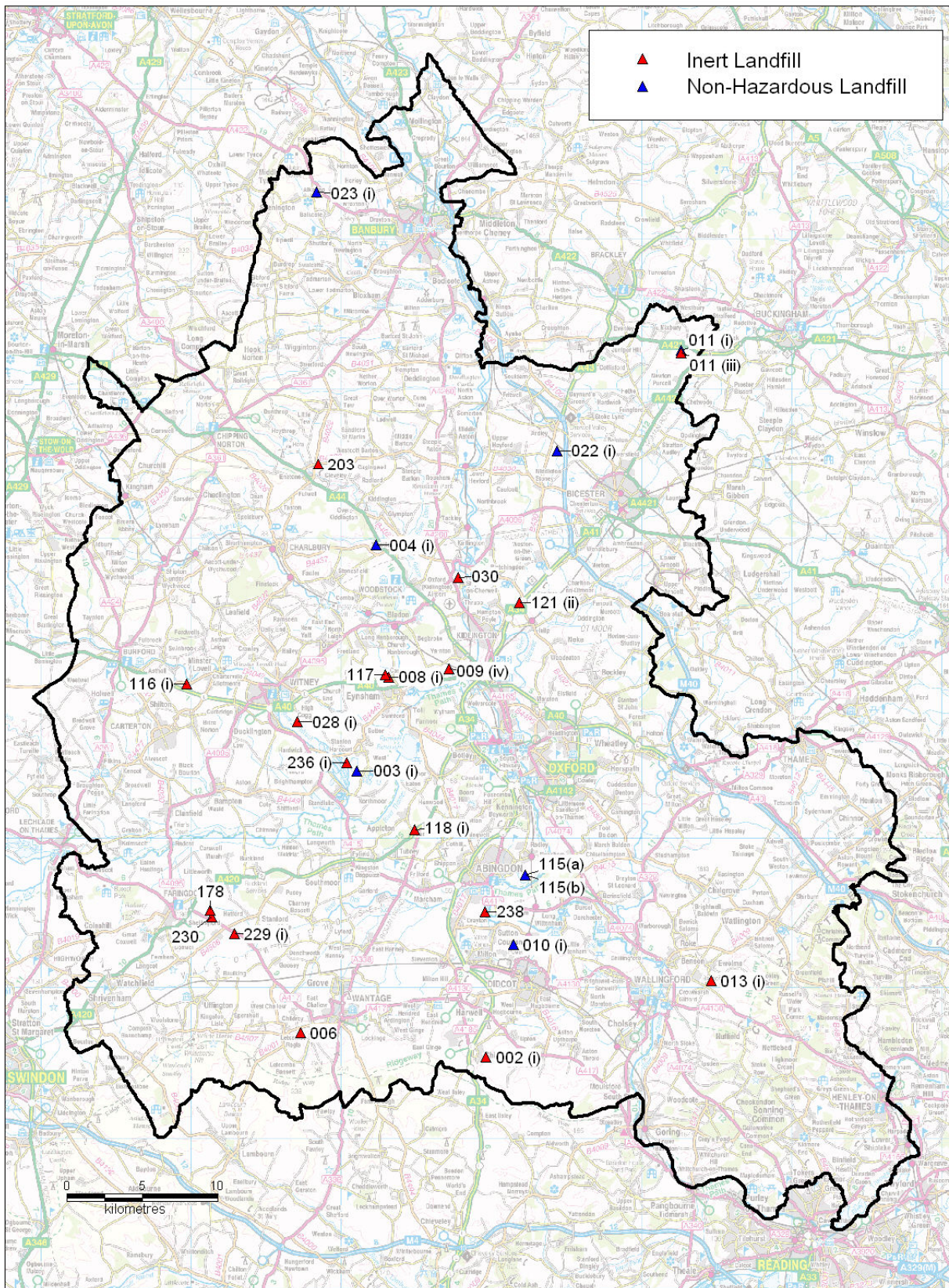
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**Permitted Waste Management Facilities in Oxfordshire: Household Waste
Recycling Centres (HWRCs)**

HWRCs	
Facility No.	Facility Name
003(ii)	Dix Pit, Witney
022(ii)	Ardley Landfill
023(ii)	Alkerton Landfill
024	Oakley Wood, Wallingford
158	Dean Pit, Chadlington
159	Drayton, Abingdon
160	Stanford-in-the-Vale, Faringdon
161	Redbridge, Oxford

C. Inert Landfill and Non-Hazardous Landfill Sites



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Permitted Waste Management Facilities in Oxfordshire: Inert Landfill and Non-Hazardous Landfill Sites)

Glossary

Annual Monitoring Report (AMR): Assesses the implementation of the LDS and extent to which the policies in Local Development Documents are being successfully implemented.

Core Strategy: Sets out the long-term spatial vision for the local planning authority area and the strategic policies and proposals to deliver that vision.

Development Control policies: A set of criteria-based policies required to ensure that all development within the area meets the vision and strategy set out in the core strategy.

Development Plan Document: Spatial planning documents that are subject to independent examination.

Local Development Document: The collective term for the Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Framework: Comprises a portfolio of local development documents that will provide the framework for delivering the spatial planning strategy for the area.

Minerals & Waste Development Plan Document: Spatial minerals and waste related planning documents that are subject to independent examination.

Minerals & Waste Development Scheme: Sets out the programme for the preparation of the minerals and waste development documents.

Minerals & Waste Development Framework: Comprises a portfolio of minerals and waste development documents which will provide the framework for delivering the spatial minerals and waste planning strategy for the area.

Minerals and Waste Local Plan: Sets out the current policies and the sites for minerals-related and waste-related development.

Proposals Map: The adopted proposals map illustrates on a base map all the polices contained in the Development Plan Documents, together with any saved policies.

Statement of Community Involvement: Sets out the standards which authorities will achieve in involving local communities in the preparation of local development documents and development control decisions.

Supplementary Planning Document: Provide supplementary information in respect of the policies in Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

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