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# County Council

**3 April 2012**

## Agenda

## **Declarations of Interest**

This note briefly summarises the position on interests which you must declare at the meeting. Please refer to the Members' Code of Conduct in Part 9.1 of the Constitution for a fuller description.

### **The duty to declare ...**

You must always declare any "personal interest" in a matter under consideration, i.e. where the matter affects (either positively or negatively):

- (i) any of the financial and other interests which you are required to notify for inclusion in the statutory Register of Members' Interests; or
- (ii) your own well-being or financial position or that of any member of your family or any person with whom you have a close association more than it would affect other people in the County.

### **Whose interests are included ...**

"Member of your family" in (ii) above includes spouses and partners and other relatives' spouses and partners, and extends to the employment and investment interests of relatives and friends and their involvement in other bodies of various descriptions. For a full list of what "relative" covers, please see the Code of Conduct.

### **When and what to declare ...**

The best time to make any declaration is under the agenda item "Declarations of Interest". Under the Code you must declare not later than at the start of the item concerned or (if different) as soon as the interest "becomes apparent".

In making a declaration you must state the nature of the interest.

### **Taking part if you have an interest ...**

Having made a declaration you may still take part in the debate and vote on the matter unless your personal interest is also a "prejudicial" interest.

### **"Prejudicial" interests ...**

A prejudicial interest is one which a member of the public knowing the relevant facts would think so significant as to be likely to affect your judgment of the public interest.

### **What to do if your interest is prejudicial ...**

If you have a prejudicial interest in any matter under consideration, you may remain in the room but only for the purpose of making representations, answering questions or giving evidence relating to the matter under consideration, provided that the public are also allowed to attend the meeting for the same purpose, whether under a statutory right or otherwise.

### **Exceptions ...**

There are a few circumstances where you may regard yourself as not having a prejudicial interest or may participate even though you may have one. These, together with other rules about participation in the case of a prejudicial interest, are set out in paragraphs 10 – 12 of the Code.

### **Seeking Advice ...**

It is your responsibility to decide whether any of these provisions apply to you in particular circumstances, but you may wish to seek the advice of the Monitoring Officer before the meeting.

**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.**

To: **Members of the County Council**

## ***Notice of a Meeting of the County Council***

**Tuesday, 3 April 2012 at 10.00 am**

**County Hall, Oxford OX1 1ND**



Joanna Simons  
Chief Executive

March 2012

Contact Officer: **Deborah Miller**  
Tel: (01865) 815384; E-Mail: [deborah.miller@oxfordshire.gov.uk](mailto:deborah.miller@oxfordshire.gov.uk)

In order to comply with the Data Protection Act 1998, notice is given that Items 3, 7 and 13 will be recorded. The purpose of recording proceedings is to provide an *aide-memoire* to assist the clerk of the meeting in the drafting of minutes.

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***Members are asked to sign the attendance book which will be available in the corridor outside the Council Chamber. A list of members present at the meeting will be compiled from this book.***

***The civic party will process into the Council Chamber at 9.58 am.***

***A buffet luncheon will be provided.***

## **AGENDA**

### **1. Minutes (Pages 1 - 4)**

To approve the minutes of the meeting held on 20 March 2012 (**CC1**) and to receive information arising from them.

### **2. Apologies for Absence**

### **3. Declarations of Interest - see guidance note**

Members are reminded that they must declare their interests orally at the meeting and specify (a) the nature of the interest and (b) which items on the agenda are the relevant items. This applies also to items where members have interests by virtue of their membership of a district council in Oxfordshire.

### **4. Official Communications**

### **5. Appointments**

To make any changes to the membership of the Cabinet, scrutiny and other committees on the nomination of political groups.

### **6. Petitions and Public Address**

### **7. Questions with Notice from Members of the Public**

### **8. Annual Treasury Management Strategy & Annual Investment Strategy 2011/12 and 2012/13 (Pages 5 - 8)**

#### **Report by the Assistant Chief Executive & Chief Finance Officer (CC8)**

Under authority given by Council in February 2011 and 2012 and as set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13, any changes required to the Annual Treasury Management Strategy & Annual Investment Strategy are delegated to the Chief Finance Officer in consultation with the Leader of the Council and Cabinet Member for Finance.

The Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13 use the Fitch Ratings Individual credit ratings in the matrices to determine the maximum lending duration and deposit amount for counterparties based on a combination of their ratings. Fitch have now launched a new Viability rating designed to be internationally comparable and represent Fitch's view as to the intrinsic creditworthiness of an issuer.

The replacement of the Individual rating with the Viability required an amendment to the matrices and therefore to the Annual Treasury Management Strategy & Annual Investment Strategy for both 2011/12 and 2012/13. The Chief Finance Officer has consulted with the Leader of the Council and the Cabinet Member for Finance and they have agreed to the changes in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13 and in exercise of the power given by Council in February 2011 and 2012, Cabinet agreed to note those changes.

***Council is RECOMMENDED to note the changes made to the credit rating matrix limits set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13.***

**9. Oxfordshire Minerals and Waste Plan: Minerals and Waste Core Strategy Proposed Submission Document (Pages 9 - 162)**

The County Council is preparing a new Oxfordshire Minerals and Waste Plan. The Minerals and Waste Core Strategy will form the central part of this plan. It is a strategic policy document that requires full Council approval before it can be published for representations to be made and then submitted to the Government for independent examination.

***Council is RECOMMENDED to approve the Minerals and Waste Core Strategy Proposed Submission Document at Annex 2, subject to any necessary editorial changes as agreed by the Director for Environment and Economy in consultation with the Cabinet Member for Growth and Infrastructure, for publication and for submission to the Secretary of State for independent examination.***

**10. Audit Committee - Annual Report (Pages 163 - 176)**

***Council is RECOMMENDED to receive the report.***

**11. Embedding Personalisation (Pages 177 - 180)**

Report by Cabinet Member for Adult Services (**CC11**).

This report summarises outcomes from the 'Hearsay' event and Business Strategy engagement sessions in 2011, both relating to developments in social care. It sets out the background to the growth of personalisation in Adult Social Care. The concept of personalisation is defined, and the policy context is set out, from Community Care law reforms of the 1990's to 'Putting People First' in 2007.

The report welcomes the introduction of Personalisation as a policy and reviews some of the risks involved in more direct purchasing of social care by individuals, for example the use of 'Personal Assistants'. It outlines the measures being proposed to Adult Social Care Scrutiny Committee for assuring quality in externally provided care. This includes the role of Members in promoting and assuring quality in services which operate in their locality.

***The Cabinet RECOMMENDED Council to receive the report and debate its implications for Members.***

## **12. Report of the Cabinet (Pages 181 - 188)**

Report of the Cabinet meetings held on 12 & 20 December 2011, 17 January, 6 & 14 February and 13 March 2012 (CC12).

## **13. Questions with Notice from Members of the Council**

### **MOTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL**

*WOULD MEMBERS PLEASE NOTE THAT ANY AMENDMENTS TO MOTIONS WITH NOTICE MUST BE PRESENTED TO THE PROPER OFFICER IN WRITING BY 9.00 AM ON THE MONDAY BEFORE THE MEETING*

## **14. Motion From Councillor Zoe Patrick**

“Council recognises the importance of Resource and Wellbeing Centres (Tier 3) for the elderly, offering companionship, learning opportunities, and other health and well-being services which may be difficult to access. Without these services, many elderly would become isolated, leading to depression and other medical conditions.

The Cabinet has identified the need to make savings to Resource and Wellbeing Centres. To achieve these savings, bids have been called for from the volunteer sector to take over the running of these centres, but so far this has proved to be unsuccessful. Therefore, a decision was taken that the centres should be run by our own internal staff for the next two years. Clients being able to continue to access Resource and Wellbeing Centres is crucial to their sustainability.

Council requests that the Transport Review provides a fair and affordable easy to access transport scheme to include suitable transport facilities for the severely disabled and to support, where available, community voluntary transport schemes to run alongside internal provision.”

## **15. Motion From Councillor Keith Mitchell**

This Council

- (a) notes that there are expected redundancies among military personnel in Oxfordshire, . These military personnel and their dependents will need to adjust to civilian life and many will need to access a wide range of Council Services including Benefits advice, Adult and Children Services and Housing..
- (b) is concerned that military personnel coming to the end of their period of service can experience real difficulty in securing appropriate accommodation and employment causing considerable stress to them and to their dependents and place strain on county council social care and school provision.
- (c) recognises that:
  - (i) the nature of military life makes it hard to navigate the complex

system of housing provision;

- (ii) the lack of a consistent policy of prioritisation for housing military personnel across our five district councils adds to their difficulty.
  - (iii) Support dries up rapidly after a service person has left military service..
- (d) believes military personnel coming to the end of their period of service deserve better support in returning to civilian life.

Instructs the Leader of the Council to:

- (a) Write to District Council leaders, urging them to give consideration to a unified policy for prioritisation for service personnel requiring housing and other services.;
- (b) Write to the MoD stressing the need for improved support from the military in this area;
- (c) Refer the issue to the Oxfordshire Military Partnership for the new Leader of the Council and the Chief Executive to take forward.

## **16. Motion From Councillor Richard Stevens**

"This Council notes recent judicial decisions relating to the provision by local authorities of social and community services (including, without limitation, social care services and library services), and notes in particular the recent decision of The Honourable Mrs Justice Lang DBE in the *The Queen and Isle of Wight Council [2011] EWHC 2911 (Admin)*, in which The Honourable Mrs Justice Lang DBE approved the following statement of the Court of Appeal in *R v North East Devon Health Authority ex parte Coughlan [2001] QB 213*:

"..whether or not consultation of interested parties and the public is a legal requirement, if it is embarked upon it must be carried out properly. To be proper, consultation must be undertaken at a time when proposals are still at a formative stage; it must include sufficient reasons for particular proposals to allow those consulted to give intelligent consideration and an intelligent response; adequate time must be given for this purpose; and the product of consultation must be conscientiously taken into account when the ultimate decision is taken.."

Council calls on Cabinet to consider whether its consultation processes comply with this statement, with particular reference to the question of whether the recent consultation on library services gave the public in Oxfordshire sufficient information about the proposed running of library services by volunteers such that the proposals could be the subject of intelligent consideration and an intelligent response."

## **17. Motion From Councillor Val Smith**

"This Council supports the Times newspaper safer cycling campaign."

## **18. Motion From Liz Brighthouse**

“This Council believes that it has the statutory responsibility for planning school places and therefore it is in the best position to decide on whether or not a Free School or new Academy is needed in a particular area. Council believes that where a Free Schools and other new Academies are required then the County Council with the sponsors should identify the land needed and that land, having been paid for from the public purse, would be returned to the County Council should the school no longer be required. The Councils asks the Leader of the Council to request the Secretary of State to adopt this sensible proposal.”

## **19. Motion From Councillor John Sanders**

“This Council is concerned about the danger pedestrians face crossing St Nicholas Road, near to the parade of shops in Littlemore. We call on the County Cabinet to agree to install a Pelican Crossing at St Nicholas Road in the near future to improve safety for pedestrians.”

## **20. Motion From Councillor Michael Waine**

“Council welcomes the Government’s intention to give all schools the maximum flexibility to decide the best way to spend available resources, subject to cost effective provision of specialised services.

Council notes:

The Dedicated Schools Grant (DSG) for Oxfordshire is well below the national average and below the grant of many similar shire counties.

The efforts of Oxfordshire Schools’ Forum, local MP’s and others in bringing this anomaly to the attention of Government.

Council calls on the Government to:

Adopt an Activity Led Funding formulae methodology which demonstrates clearly what the money provided will actually purchase in terms of services for young people, ensuring fair funding for each school based on established need.

Recognise the extra costs for areas of rural sparsity which are not currently recognised in the distribution of formulae.

Ensure that the calculation of the supplementary grant to academies (Local Authority Centre Spend Equivalent Grant –LACSEG) is done in such a way as to not financially disadvantage those schools that choose to remain as part of the Local Authority.

Correct the unique historic Oxfordshire post 16 Special School Places funding issue by providing the appropriate funding for ‘sixth form students’ in Oxfordshire Special Schools in line with that granted to all other LA’s nationally.”



## **21. Motion From Councillor Richard Stevens**

“This Council notes the Third Reading of the Coalition government's Health and Social Care Bill in the House of Lords on 19 March 2012, the final stage of legislative scrutiny prior to the Bill receiving Royal Assent and becoming law.

This Council further notes that:

- under the legislation, the Council will assume responsibility for public health in Oxfordshire;
- figures obtained under freedom of information legislation and published on 13 March 2012 indicate that it is costing £654,500 to set up the Oxfordshire clinical commissioning group (CCG), money that could otherwise be spent on patient care in Oxfordshire;
- in a letter to the Oxford Mail on 14 March 2012, doctors from 24 GP surgeries in Oxford voiced their professional opinion that the legislation will harm patient care; and
- the government has refused to publish the risk register detailing the risks posed by the legislation, which would allow local authorities affected by the legislation - such as this Council - to properly assess the risks to the people of Oxfordshire.

This Council:

- regrets the cost and bureaucracy created by the Health and Social Care Bill in Oxfordshire (even prior to the legislation reaching the statute book);
- regrets the disregard of the warnings of medical professionals in Oxfordshire; and
- calls on the government to abandon its attempt to put the Health and Social Care Bill onto the statute book and, in the event of the Bill receiving Royal Assent, to repeal the subsequent Act,

and calls on Cabinet to write to the Secretary of State for Health expressing such sentiments.”

## **22. Motion by Councillor John Tanner**

“This Council is concerned about the danger pedestrians face crossing Weirs Lane, near to Donnington Bridge in Oxford. We call on the County Cabinet to agree to install a Pelican Crossing at Weirs Lane in the near future to improve safety for pedestrians.”

## **23. Motion From Councillor Larry Sanders**

“The NHS in Oxfordshire faces years of severe financial pressures which will inevitably affect the quality of health care for the people of the County. One of the larger elements of pressure comes from the need for the Oxford University Hospitals NHS Trust to pay at least £53 million per year to the owners of its PFI facilities. PFI

payments are inflated by the profits taken by the owners and by the higher interest rates required from private companies as compared to public entities, such as County Councils.

In February 2012 Northumberland County Council proposed lending £100 million to the Northumbria Healthcare NHS Foundation Trust. They said “The provision of financial support would benefit the residents of Northumberland by enabling the Foundation Trust to secure savings from its existing PFI contracts which would prevent potential reductions in both the range and quantity of healthcare provision offered across Northumberland.”

Under the Local Government Act, local authorities can “do anything which they consider is likely to achieve the promotion or improvement of the economic wellbeing of their area.”

This County Council therefore requests the Cabinet to appoint a working party of appropriate Members and Officers to investigate, with colleagues from the Oxford University Hospitals NHS Trust, the potential for savings to be made through the provision of financial support by the County Council.”

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### **Pre-Meeting Briefing**

There will be a pre-meeting briefing at County Hall on **Monday 2 April 2012 at 10.15 am** for the Chairman, Vice-Chairman, Group Leaders and Deputy Group Leaders

## OXFORDSHIRE COUNTY COUNCIL

**MINUTES** of the meeting held on Tuesday, 20 March 2012 commencing at 10.00 am and finishing at 12.13 pm.

### **Present:**

Councillor Patrick Greene – in the Chair

Councillors:

Don Seale	John Goddard	Susanna Pressel
Alyas Ahmed	Janet Godden	G.A. Reynolds
M. Altaf-Khan	Tim Hallchurch MBE	David Robertson
Marilyn Badcock	Pete Handley	Rodney Rose
Mike Badcock	Jenny Hannaby	John Sanders
Maurice Billington	Tony Harbour	Bill Service
Norman Bolster	David Harvey	Dave Sexon
Ann Bonner	Steve Hayward	Chip Sherwood
Liz Brighthouse OBE	Mrs J. Heathcoat	C.H. Shouler
Iain Brown	Hilary Hibbert-Biles	Val Smith
Nick Carter	Ian Hudspeth	Keith Strangwood
Louise Chapman	Ray Jelf	Lawrie Stratford
Jim Couchman	Stewart Lilly	John Tanner
Tony Crabbe	Lorraine Lindsay-Gale	Alan Thompson
Roy Darke	A.M. Lovatt	Melinda Tilley
Arash Fatemian	Kieron Mallon	David Turner
Anda Fitzgerald-	Charles Mathew	Nicholas P. Turner
O'Connor	Keith R. Mitchell CBE	Carol Viney
Jean Fooks	David Nimmo-Smith	Michael Waine
Mrs C. Fulljames	Neil Owen	David Wilmshurst
Anthony Gearing	Zoé Patrick	
Michael Gibbard		

*The Council considered the matters, reports and recommendations contained or referred to in the agenda for the meeting and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda and reports, copies of which are attached to the signed Minutes.*

### **138/12 MINUTES**

(Agenda Item 1)

**RESOLVED:** that the Minutes of the meeting held on 10 February 2012 be approved and signed, subject to the following amendments:

- (i) Present: Councillor Alyas Ahmed to be deleted from the list of those present and added under Minute 129/12 (Apologies for Absence);

- (ii) Minute 134/12, 3<sup>rd</sup> paragraph, substitute the text "Councillor Patrick" with "Councillor Brighthouse".

### **139/12 REPATRIATIONS**

The Council observed a minute's silence in Memory of the six fallen Servicemen being repatriated at the Memorial Gardens in Brize Norton.

### **140/12 APOLOGIES FOR ABSENCE**

(Agenda Item 2)

Apologies for absence were received from Councillors: Armitage, Atkins, Hutchinson, Jones, Malik, Purse, L Sanders, Skolar, R Smith and Stevens.

**RESOLVED:** the Council agreed to send their thoughts and wishes for a speedy recovery to Peter Jones and his family.

### **141/12 DECLARATIONS OF INTEREST - SEE GUIDANCE NOTE**

(Agenda Item 3)

Councillor Gearing declared a personal interest at Agenda Item 7, by virtue of his employment at Baxter Health Care.

Councillor Mallon declared a personal interest in Agenda Item 7, by reason of his role as private landlord.

### **142/12 ORDER OF BUSINESS**

**RESOLVED:** to vary the order of business as indicated in these Minutes to facilitate the attendance of the Director for Public Health.

### **143/12 OXFORDSHIRE COUNTY COUNCIL CORPORATE PLAN 2012/13 - 2016/17**

(Agenda Item 6)

The Council had before them a report by the Assistant Chief Executive & Chief Finance Officer (CC6) which set out the challenges facing the County Council, the rationale for these objectives, and identified the priority and activities on which it would focus. It was also advised that the Strategy and Partnerships Scrutiny Committee had reviewed the draft Plan and had submitted comments to the Cabinet, who had approved the draft on 17 January 2011.

**RESOLVED:** (on a motion by Councillor Mitchell, seconded by Councillor Robertson and carried by 55 votes to 0, with 7 abstentions) to approve the Corporate Plan subject to the inclusion of a summary of the Medium Term Financial Plan and any changes in the text approved by the Chief Executive after consultation with the Leader of the Council.

## **144/12 PAY POLICY STATEMENT**

(Agenda Item 8)

The Council had before them a report by the Head of Human Resources (CC8) which presented the Council's pay policy statement in line with the requirement for all councils to agree and publish a pay policy statement by the end of the financial year 2011-12. The report also outlined proposals for a Remuneration Committee to be established to make recommendations to the Council on future pay policy statements.

**RESOLVED:** (on a motion by Councillor Robertson, seconded by Councillor Mitchell and carried nem con) to approve:

- (a) the current Pay Policy Statement at Annex 2 to this report.
- (b) the creation of the Remuneration Committee as set out in paragraph 13 of the report which will make recommendations to Council regarding future Pay Policy Statements.

## **145/12 LOCAL AUTHORITY STANDARDS**

(Agenda Item 9)

The Council had before them a report by the Head of Law and Governance (CC9) which set out proposals for future arrangements to resolve local complaints against members.

**RESOLVED:** (on a motion by Councillor Mrs Fulljames, seconded by Councillor Robertson and carried nem con) that:

- (a) a Standards Committee is not appointed under the Localism Act 2011;
- (b) the Audit Committee be renamed as the Audit & Governance Committee and its terms of reference expanded to include overview of member standards;
- (c) a member-officer working group be appointed to enable consideration of standards complaints against members of the Council reporting to the Audit & Governance Committee;
- (d) the Monitoring Officer to submit for Council's approval an appropriate procedure for the handling of complaints.

## **146/12 EQUALITIES POLICY AND OBJECTIVES - EQUALITY POLICY 2012-2017**

(Agenda Item 10)

The Council had before them a report by the Head of Law and Governance (CC10) which set out how the Council was approaching its responsibilities under the Equality Policy 2012-2017 for ensuring that all residents in Oxfordshire had fair access to services and equal life chances. The report

also set out how the Council was meeting the requirements placed on public bodies under the Equality Act 2010, including equality objectives for the next four years.

**RESOLVED:** (on a motion by Councillor Mallon, seconded by Councillor Mitchell and carried nem con) to receive the report.

## **147/12 DIRECTOR OF PUBLIC HEALTH ANNUAL REPORT**

(Agenda Item 7)

The Council had before them the Annual Report by the Director of Public Health for Oxfordshire (CC7).

The Chairman thanked the Director for Public Health for his report.

**RESOLVED:** (on a motion by Councillor Fatemian and seconded by Councillor Skolar) to approve and adopt the recommendations contained in the report.

..... in the Chair

Date of signing .....

## **COUNCIL- 3 APRIL 2012**

### **Changes to the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13**

#### **Report by Assistant Chief Executive & Chief Finance Officer**

1. Under authority given by Council in February 2011 and 2012 and as set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13, any changes required to the Annual Treasury Management Strategy & Annual Investment Strategy are delegated to the Chief Finance Officer in consultation with the Leader of the Council and Cabinet Member for Finance.
2. The Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13 use the Fitch Ratings Individual credit ratings in the matrices to determine the maximum lending duration and deposit amount for counterparties based on a combination of their ratings.
3. In July 2011 Fitch launched a new Viability rating designed to be internationally comparable and represent Fitch's view as to the intrinsic creditworthiness of an issuer. This new rating ran alongside the existing ratings until the end of January 2012 when Fitch withdrew all Individual ratings. The advice issued upon the launch of the new rating did not make it clear that the Viability rating was intended to replace the Individual rating. Confirmation of this, and some guidance, was subsequently received from our advisors, Arlingclose, in February 2012.
4. Fitch has emphasised that this is not a fundamental change in its approach to bank ratings or a change in opinion on the creditworthiness of the entities covered, but provides amongst other factors a greater consistency with traditional market-familiar credit rating scales.
5. The replacement of the Individual rating with the Viability rating required an amendment to the matrices and therefore to the Annual Treasury Management Strategy & Annual Investment Strategy for both 2011/12 and 2012/13.
6. The Treasury Management Strategy Team considers that the Viability rating is a good measure of the creditworthiness of institutions and can be applied appropriately in the matrices. The substitution of the Viability rating for the Individual rating in the matrices results in a £5m increase in the maximum deposit amount for a small number of institutions and has no impact on the maximum lending period. The matrices set the maximum deposit limits and in practise lower limits can be applied operationally if it is deemed appropriate to do so by the Treasury Management Strategy Team.
7. For both the 2011/12 and 2012/13 strategies, the Individual rating has been replaced with the Viability rating in the matrices. The existing and revised matrices are attached at Annex 1.

8. The Chief Finance Officer has consulted with the Leader of the Council and the Cabinet Member for Finance and they have agreed to the changes in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13 and in exercise of the power given by Council in February 2011 and 2012, Cabinet agreed to note those changes.

**RECOMMENDATION:**

9. **Council is RECOMMENDED to note the changes made to the credit rating matrix limits set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13.**

**SUE SCANE**

Assistant Chief Executive & Chief Finance Officer

Contact Officers: Donna Ross, Principal Financial Manager  
Tel: (01865) 323976

Lorna Baxter, Head of Corporate Finance  
Tel: (01865) 323971

April 2012



**Existing credit rating matrix limits***Counterparty Limits*

<b>Short Term Rating F1+, Long Term Rating AAA, AA+, AA, AA-</b>				
	<b>Support</b>			
<b>Individual</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>A</b>	£25m	£25m	£20m	
<b>A/B</b>	£25m	£20m	£10m	
<b>B</b>	£20m	£20m	£10m	
<b>B/C</b>	£15m	£15m		
<b>C</b>	£10m	£10m		

<b>Minimum Short Term Rating F1, Long Term Rating A+, A</b>				
	<b>Support</b>			
<b>Individual</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>A</b>	£15m	£15m	£10m	
<b>A/B</b>	£15m	£15m	£5m	
<b>B</b>	£15m	£15m	£5m	
<b>B/C</b>	£10m	£10m		
<b>C</b>	£5m	£5m		

*Maturity Limits*

<b>Short Term Rating F1+, Long Term Rating AAA, AA+, AA, AA-</b>				
	<b>Support</b>			
<b>Individual</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>A</b>	3 years	3 years	6 mths	
<b>A/B</b>	3 years	3 years	3 mths	
<b>B</b>	3 years	3 years	3 mths	
<b>B/C</b>	364 days	6 mths		
<b>C</b>	6 mths	3 mths		

<b>Minimum Short Term Rating F1, Long Term Rating A+, A</b>				
	<b>Support</b>			
<b>Individual</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>A</b>	6 mths	6 mths	3 mths	
<b>A/B</b>	6 mths	6 mths	3 mths	
<b>B</b>	6 mths	6 mths	3 mths	
<b>B/C</b>	3 mths	3 mths		
<b>C</b>	3 mths	3 mths		

## **Proposed limits using Fitch new Viability Rating**

### *Counterparty Limits*

<b>Short Term Rating F1+, Long Term Rating AAA, AA+, AA, AA-</b>				
	<b>Support</b>			
<b>Viability</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>aaa</b>	£25m	£25m	£20m	
<b>aa</b>	£25m	£20m	£10m	
<b>a</b>	£20m	£20m	£10m	
<b>bbb</b>	£15m	£15m		
<b>bb</b>	£10m	£10m		

<b>Minimum Short Term Rating F1, Long Term Rating A+, A</b>				
	<b>Support</b>			
<b>Viability</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>aaa</b>	£15m	£15m	£10m	
<b>aa</b>	£15m	£15m	£5m	
<b>a</b>	£15m	£15m	£5m	
<b>bbb</b>	£10m	£10m		
<b>bb</b>	£5m	£5m		

### *Maturity Limits*

<b>Short Term Rating F1+, Long Term Rating AAA, AA+, AA, AA-</b>				
	<b>Support</b>			
<b>Viability</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>aaa</b>	3 years	3 years	6 mths	
<b>aa</b>	3 years	3 years	3 mths	
<b>a</b>	3 years	3 years	3 mths	
<b>bbb</b>	364 days	6 mths		
<b>bb</b>	6 mths	3 mths		

<b>Minimum Short Term Rating F1, Long Term Rating A+, A</b>				
	<b>Support</b>			
<b>Viability</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
<b>aaa</b>	6 mths	6 mths	3 mths	
<b>aa</b>	6 mths	6 mths	3 mths	
<b>a</b>	6 mths	6 mths	3 mths	
<b>bbb</b>	3 mths	3 mths		
<b>bb</b>	3 mths	3 mths		

Viability ratings may include “+” or “-” appended to a rating to denote relative status within the category.

Division(s): N/A
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## **COUNCIL – 3 APRIL 2012 OXFORDSHIRE MINERALS AND WASTE PLAN: MINERALS AND WASTE CORE STRATEGY – PROPOSED SUBMISSION DOCUMENT**

**Report by Deputy Director (Growth & Infrastructure)**

### **Introduction**

1. The County Council is preparing a new Oxfordshire Minerals and Waste Plan. The Minerals and Waste Core Strategy will form the central part of this plan. It is a strategic policy document that requires full Council approval before it can be published for representations to be made and then submitted to the Government for independent examination.

### **Background**

2. The Core Strategy sets out the vision, objectives, spatial strategy and core policies for the supply of minerals and management of waste in Oxfordshire to 2030. Detailed site allocations will be identified in a subsequent document.
3. Draft Minerals and Waste Planning Strategies were agreed by Cabinet in July 2011 and were published for consultation in September. 779 responses were received, mostly on minerals issues and particularly to a proposed new mineral working area at Cholsey. The responses have been published on the Council's website and are in the Members' Resource Centre.
4. Overall the consultation has not led to any new substantive issues being put forward that call into question the principles on which the draft strategies were prepared. A number of more detailed issues have been raised, in response to which some changes to the strategy policies are proposed.
5. Responses to the consultation and proposed changes to policies have been considered by the informal member Minerals and Waste Plan Working Group; and by the Growth and Infrastructure Scrutiny Committee on 27 February 2012. The Scrutiny Committee supported the amended Core Strategy policies but recommended five aspects of the strategy on which it considered the Cabinet should satisfy itself.

### **Recommendation of Cabinet**

6. The key issues raised by the consultation responses, the proposed changes to the Core Strategy policies and the recommendations of the Scrutiny Committee were reported to the Cabinet at its meeting on 13 March 2012.

The report to Cabinet, including a schedule of proposed changes to the minerals, waste and core policies and to the mineral and waste vision and objectives, is at Annex 1.

7. The Cabinet decided to:
  - (a) agree the amended minerals, waste and core policies in Annex 1 and the amended minerals and waste vision and objectives in Annex 2 as the basis of the Minerals and Waste Core Strategy – Proposed Submission Document for approval by the full County Council.
  - (b) delegate authority to finalise the Minerals and Waste Core Strategy – Proposed Submission Document, including amendments to the supporting text, to the Cabinet Member for Growth & Infrastructure.
  - (c) delegate authority to finalise the County Council's responses to the comments made in response to the Minerals Planning Strategy and Waste Planning Strategy Consultation Drafts, September 2011 to the Cabinet Member for Growth & Infrastructure.
  - (d) RECOMMEND to the full County Council that the Minerals and Waste Core Strategy – Proposed Submission Document as finalised by the Cabinet Member for Growth & Infrastructure be approved and be published to enable representations to be made and submitted to the Secretary of State for independent examination.
8. The full version of the Minerals and Waste Core Strategy, including the vision, objectives and policies agreed by Cabinet and amendments to the supporting text has been prepared and is at Annex 2. This has been sent to the Cabinet Member for Growth and Infrastructure for her agreement and her response will be reported at the Council meeting.

### **Next Steps**

9. Subject to approval, the Minerals and Waste Core Strategy Proposed Submission Document will be published in May, for representations to be made; and will be submitted to the Government in July, for independent examination by a planning inspector. Public examination hearings would be expected to be held in the autumn and the Inspector's report received in spring 2013. Subject to a favourable report, the Council would then be able to adopt the Core Strategy.
10. It should be noted that the Core Strategy policies have been prepared within the context of the current national planning policy framework. The working assumption is that the publication of the Government's National Planning Policy Framework this spring will not substantially change the national context in so far as it is relevant to the Minerals and Waste Core Strategy.

## RECOMMENDATION

11. **The Council is RECOMMENDED to approve the Minerals and Waste Core Strategy Proposed Submission Document at Annex 2, subject to any necessary editorial changes as agreed by the Director for Environment & Economy in consultation with the Cabinet Member for Growth & Infrastructure, for publication and for submission to the Secretary of State for independent examination.**

### MARTIN TUGWELL

Deputy Director (Growth & Infrastructure)

Background papers:

- i. Minerals and Waste Plan Working Group 21 December 2011 – Paper MW1 – Responses to Consultation on Draft Minerals and Waste Strategies and Main Issues Raised.
- ii. Minerals and Waste Plan Working Group – Note of Meeting 21 December 2011.
- iii. Minerals and Waste Plan Working Group 24 February 2012 – Paper MW1 – Oxfordshire Minerals and Waste Plan: Core Strategy: Changes to Policies for Proposed Submission Document.
- iv. Oxfordshire Minerals and Waste Core Strategy – Background Paper on Provision for Aggregates Supply, February 2012.
- v. Oxfordshire Minerals and Waste Core Strategy – Provision for Aggregates Supply: Summary of Engagement with other Mineral Planning Authorities, January / February 2012.
- vi. Oxfordshire Minerals and Waste Core Strategy – Preliminary Assessment of Minerals Site Nominations, revised February 2012.
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- viii. Land Use Consultants & Maslen Environmental – Habitats Regulations Assessment for Oxfordshire Minerals Planning Strategy: Technical Supplement, January 2012.
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- x. English Heritage – Letter 17 January 2012 to Oxfordshire County Council on Minerals Plan Consultation 2011.

- xi. Correspondence between Oxfordshire County Council and the Ministry of Defence on draft minerals planning strategy and birdstrike, October and December 2011.
- xii. Environment Agency – Emails 20 December 2011 and 20 January 2012 to Oxfordshire County Council on mineral working, flooding and groundwater issues.
- xiii. Correspondence between Oxfordshire County Council and the Environment Agency on waste issues, December 2011 to February 2012.
- xiv. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 1: Environmental and Community Protection and Planning for Mineral Working, revised February 2012.
- xv. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 2: Flooding and Minerals Development in Oxfordshire, revised February 2012.
- xvi. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 3: Quarry Restoration, revised February 2012.
- xvii. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 7: Heritage assets and archaeology, February 2012.
- xviii. URS – Oxfordshire Minerals and Waste Development Framework: Sustainability Appraisal incorporating Strategic Environmental Assessment of the Pre Submission Minerals and Waste Core Strategy: Sustainability Appraisal Report, March 2012.

All the above documents are kept in the Minerals and Waste Policy Team, Speedwell House, Oxford.

Contact Officer: Peter Day, Tel 01865 815544

March 2012

**CABINET – 13 MARCH 2011**

**OXFORDSHIRE MINERALS AND WASTE PLAN:  
MINERALS AND WASTE CORE STRATEGY – PROPOSED  
SUBMISSION DOCUMENT**

**Report by Deputy Director for Environment & Economy  
- Growth & Infrastructure**

**Introduction**

1. The County Council is preparing a new Oxfordshire Minerals and Waste Plan. The purpose of this report is to seek Cabinet approval to submit the revised policies for the Minerals and Waste Core Strategy to the full County Council on 3 April with a view to then submitting the Core Strategy to the Government.
2. The Core Strategy will set out the vision and strategic objectives together with the spatial strategy, core policies and implementation framework for the supply of minerals and management of waste in Oxfordshire over the period to 2030. Detailed site allocations will be identified in a subsequent document.
3. Draft Minerals and Waste Planning Strategies were agreed by Cabinet on 19 July 2011 and were published for consultation in September. Responses were received from 779 individuals and organisations. Most of these were on minerals, including 548 objections to a proposed new mineral working area at Cholsey. The responses have been published in full on the Council's website and are available in the Members' Resource Centre.
4. Overall the consultation has not led to any new substantive issues being put forward that call into question the principles on which the draft strategies were prepared. A number of more detailed issues have been raised, in response to which some changes to the strategy policies are proposed.
5. A summary of the consultation was reported to the member Minerals and Waste Plan Working Group on 21 December 2011. Possible changes to policies in response to issues raised were considered at a further meeting of the Working Group on 24 February 2012, when it endorsed the proposed changes as the basis for consideration by the Cabinet.
6. The key issues and proposed changes arising out of the consultation were considered by the Growth and Infrastructure Scrutiny Committee at its meeting on 27 February 2012. The recommendations of the Scrutiny Committee are set out later in this report.

## Key Minerals Issues and Changes to Policies

### *Policy M2 – Provision for Mineral Working*

7. There was a mix of objections received with regard to the use of locally-derived figures for primary aggregates provision. Some respondents argued the proposed figures were too low; others that they were too high. Some respondents suggested there was insufficient consideration given to the potential for secondary/recycled aggregates to reduce the need for primary aggregates. Finally, there was concern expressed that insufficient consideration had been given to cross-boundary movements and the needs of adjoining areas.
8. The figures in the draft strategy were based on a report prepared by consultants Atkins. That report has been reviewed further in light of the comments made; at the same time account has been taken of 2009 data on inter-authority movements which shows that Oxfordshire was a net importer of sand and gravel. Notwithstanding the concerns expressed, no other figures were put forward through the consultation that can be demonstrated as being more soundly based than the figures in the draft strategy.
9. We have written to other mineral planning authorities in response to their comments explaining the reasoning underpinning the figures in the draft Plan. Some authorities have accepted our position, whilst others continue to express their concern.
10. On balance we consider that the figures in the draft strategy (including 1.26 million tonnes a year for sand and gravel) remain a sound basis for the Plan and that as a consequence there is no need to change policy M2. These figures have sufficient flexibility to allow production to increase to meet local needs and reduce the need for material to be imported.
11. Whilst actual production is currently at a lower level, the Plan needs to provide a framework for the long-term. But the Plan will be monitored and reviewed on a regular basis and this will provide the opportunity to take account of changes in local circumstances (for example an increase in economic activity) and the implications this may have on the requirement for aggregates supply.

### *Policy M3 – Strategy for the Location of Mineral Working*

12. The key issues raised through the consultation in respect of this policy can be summarised as being:
  - General comments – the distribution of sand and gravel areas was considered by some to have over-reliance on working in west Oxfordshire; concerns were expressed that the identification of only one new area (Cholsey) meant that the Plan lacked flexibility; and the level of assessment undertaken in respect of potential sand and gravel areas was considered by some to be inadequate (particularly in relation to Cholsey).



- Habitats Regulations Assessment – Natural England expressed concern about the possible impact of working on Oxford Meadows and Cothill Fen Special Areas of Conservation.
- Archaeology – English Heritage expressed concern about the potential for further loss of important archaeology in parts of the Lower Windrush Valley.
- Areas of Outstanding Natural Beauty (AONBs) – the North Wessex Downs and Chilterns AONB Boards expressed concerns about the potential impact of mineral working at Cholsey and Caversham on the adjacent AONBs.
- Flooding – there were objections to the Caversham area on the basis that national policy on flooding had not been correctly applied.
- Groundwater – the Environment Agency questioned whether an assessment of groundwater vulnerability had been undertaken.
- Birdstrike – there were objections (particularly at Cholsey) that the feasibility of extracting and restoring sand and gravel workings within airfield safeguarding areas in a way acceptable to the MoD had not been adequately assessed.
- Cholsey area – the objections submitted suggested that there had been inadequate consultation on the proposal; expressed concern that the draft Plan was site-specific and lacked the detailed assessment that would be expected to support such a proposal; expressed concern as to the impact the proposal would have on residents in Cholsey and Wallingford (including the new proposal for housing at Winterbrook); and expressed concern as to the potential impact of mineral workings on the local economy and tourism.

13. In response to these issues the following actions have been undertaken:

- The proposed distribution of sand and gravel supply between west and southern Oxfordshire has been reviewed in relation to the expected locations of demand across the county and the availability of least constrained resources. 55% of growth over the next 15 years is expected to be in the southern part of the county, with 45% in the northern part, based on population forecasts. Planned economic development is almost evenly divided between the northern and southern parts of the county.
- We have checked our approach to the assessment of sand and gravel areas; this review has confirmed that the assessment methodology has been consistently applied and all relevant strategic issues have been covered, including groundwater vulnerability.
- Consultants have undertaken further work on Habitats Regulations Assessment, the scope of which was agreed with Natural England. This

has concluded that, subject to the exclusion of parts of the Eynsham / Cassington / Yarnton area and the inclusion of appropriate safeguards in the policy, the Special Areas of Conservation should not be adversely impacted.

- Clarification has been received from English Heritage as to the areas in the Lower Windrush Valley that they wish to see protected from mineral working: we have established that the remainder of the area could provide the sand and gravel required without important archaeology being affected.
  - A landscape assessment of the Cholsey and Caversham areas has been undertaken, in consultation with AONB Officers: this has concluded that mineral working could be carried out in those areas without adversely impacting on the AONBs.
  - Confirmation has been received from the Environment Agency that national flooding policy has been correctly applied in the assessment of mineral working areas.
  - The MoD has confirmed they have no fundamental concerns about the proposed strategy and that any issues they might have with regard to the potential for birdstrike can be addressed as part of specific planning applications.
  - We have reviewed the consultation process to date and consider it has been appropriate and has met procedural requirements; we have reconsidered the suitability of the Cholsey area for inclusion within the Plan as a strategy area and have concluded that it is; we have looked again at our assessment of the Cholsey area in the light of the objections, including the new housing proposal at Winterbrook, and we have concluded that there are potential local impacts from mineral working but that these can be addressed as part of specific planning applications, and that Cholsey is the most appropriate location for a new area for sand and gravel working.
14. As a result of the work set out above, we have concluded that the strategy for mineral working set out in the draft Plan is soundly based and forms an appropriate base for submitting the Plan for examination. Consequently no substantive change is proposed to policy M3.
15. The only changes proposed to this policy are to take out part of the Eynsham / Cassington / Yarnton area and to include requirements to safeguard the Oxford Meadows and Cothill Fen Special Areas of Conservation, to reflect the outcome of the further work on Habitats Regulations Assessment. We are satisfied that neither these changes nor the need for issues such as affect on water levels and birdstrike risk to be addressed through specific planning applications are likely to prevent delivery of the minerals strategy.

16. An addition to policy M3 is proposed to preclude aggregates working within AONBs.

## **Key Waste Issues and Changes to Policies**

### *Policy W2 – Waste Imports*

17. Representations made through the consultation suggested that the proposals for dealing with the provision for waste from elsewhere were inflexible, gave insufficient consideration to the needs of other areas and were not compliant with national policy.
18. In light of the comments received we have reviewed the draft policy in consultation with the Environment Agency and have sought the views of other waste planning authorities.
19. As a result of this work we have concluded that the policy should be amended. The proposed revised policy wording emphasises the need for any proposal for a new facility to treat waste from outside the county (including London) to be able to demonstrate that there is no prospect of a site nearer to the source of the waste.

### *Policies W3 & W4 – Waste Management Targets and Provision of Additional Waste Management Capacity*

20. Representations on the draft policies argued that the recycling targets were too low and that the landfill reduction targets were unrealistically high. Objections were received suggesting that the need for additional residual waste treatment facilities (e.g. waste to energy or mechanical biological treatment) was overstated. There were also concerns that inadequate consideration had been given to the implications of non-delivery of already permitted facilities.
21. The recycling targets have been reconsidered in the light of proposals emerging through the review of the Joint Municipal Waste Management Strategy and in consultation with the Environment Agency.
22. As a result we have concluded that the recycling and composting targets for municipal waste and also for commercial and industrial waste should be increased, to 70% by 2025; and that the maximum landfill target should be changed to 5%. This reduces the residual waste treatment target to 25%.
23. As a consequence of these changes there is a need to increase the provision to be made for additional recycling capacity (particularly for commercial and industrial waste). This in turn removes the need to make provision for additional residual waste treatment capacity.

*Policy W5 – Provision for Waste Management*

24. Objections to the draft policy highlighted concerns that the strategy was too prescriptive and lacked flexibility with regard to the location of facilities (particularly for recycling) and to allowing for provision to be made for contingencies. Representations also highlighted the need for more focus on facilities to serve Oxford and that the need for a waste treatment plant in southern Oxfordshire was not proven.
25. We have reconsidered the strategy for provision of waste facilities in the light of the amended requirements for new capacity; the locations of existing and planned facilities in relation to where waste will arise; and the likely delivery of facilities that already have planning permission.
26. As a consequence it is proposed that policy W5 is amended so that it sets out a broad approach to the provision of strategic facilities, with emphasis given to serving the Bicester-Oxford-Abingdon-Didcot area and other facilities being provided to serve the other main towns and small-scale facilities elsewhere.
27. It is proposed that a statement be included that gives general encouragement to the provision of additional recycling and composting facilities; and that the provision made in the draft policy for a treatment plant in the Abingdon-Didcot-Wantage/Grove area be replaced by a more general requirement that the need for any new residual waste treatment facility has to be demonstrated on a case-by-case basis.

*Policies W8 & W9 – Hazardous and Radioactive Waste*

28. Objections were received that the draft policies were too restrictive and placed too much reliance on facilities outside Oxfordshire, contrary to national policy. In particular concerns were expressed that the policies failed to appreciate the need to consider the storage, management and disposal of radioactive waste in the wider context of national policy.
29. We have reviewed the draft policies in consultation with the Nuclear Decommissioning Authority – the Government agency responsible for the management of nuclear waste. This work has reconsidered the expected types and quantities of these wastes and their management requirements, together with the availability of facilities in Oxfordshire and elsewhere in the Country, in the light of national policy.
30. The proposed changes to policies W8 and W9 provide for Oxfordshire's waste management needs to be met within the county insofar as this is appropriate; and would enable facilities to accommodate waste from outside the county only where it can be demonstrated that there is no adequate provision elsewhere.

## Other Issues and Changes to Policies

31. We have considered all the other issues that were raised in the consultation responses and as a consequence a number of other changes to policies are proposed:
- Policy M3 – Locations for mineral working: The parts covering non-aggregate minerals are moved to a new policy, leaving policy M3 to cover aggregates only.
  - Policy M5 – Safeguarding: This policy should cover mineral deposits only; the parts on rail depots and recycled aggregate facilities are moved to policies M4 and W10.
  - Policy M6 – Restoration of mineral workings: The provisions for securing long-term management of restored sites are strengthened; and a requirement for restoration to provide flood storage capacity is added.
  - Policy W6 – Sites for waste management facilities: The policy is amended to accord better with national green belt policy; and to link temporary development as an exception at mineral working and landfill sites with general policy on green field sites.
  - Policy W7 – Landfill: It is clarified that this policy does not cover hazardous or radioactive waste; and greater emphasis is given to use of inert waste in restoring quarries, with landfill only being permitted elsewhere if there would be environmental benefit.
  - Policy C1 – Flooding: Reference to the sequential test and exceptions test, from national policy, is included.
  - Policy C4 – Biodiversity and geodiversity: The policy is amended to accord better with legislation and national policy on designated sites; and to clarify policy on the contribution developments should make to maintenance and enhancement of habitats, biodiversity and geodiversity.
  - Policy C5 – Landscape: Clearer reference is made to landscape character and assessments; and a section on proposals affecting Areas of Outstanding Natural Beauty is added.
  - Policy C6 – Historic environment and archaeology: The policy is amended to accord better with national policy.
  - Policy C7 – Transport: The term ‘primary road network’ is replaced by ‘advisory lorry routes’; and a requirement for financial contributions towards infrastructure improvements is included.
  - Policy C8 – Rights of way: A requirement for provision to be made for improvements to rights of way and public access, including financial contribution, is included.

- An additional policy is proposed on development affecting high grade agricultural land and management of soils.
32. Policy C7 seeks to minimise the distance minerals need to be transported by road and, together with policy M4, encourages and enables the use of rail to transport minerals where this is practicable. The proposed strategy for mineral working is consistent with these policies, taking into account the distribution of mineral resources in relation to locations of demand and the limited realistic opportunities for transporting minerals by rail.

### **County Council Response to Consultation Responses**

33. A summary of the comments made in the responses to the September 2011 consultation on the draft Minerals and Waste Planning Strategies consultation, with proposed County Council responses, has been prepared and is available in the Members' Resource Centre.
34. The proposed changes to policies, including additional minor amendments to policy wording, are set out in Annex 1 to this report.
35. Related to the changes to policies, some changes are proposed to the vision and objectives for both waste and minerals planning. These proposed changes are set out in Annex 2 to this report.
36. We have prepared a series of background papers to explain and support the strategy policies. These have been updated since they were published alongside the consultation draft strategies in September 2011, and are available in the Members' Resource Centre.
37. The proposed changes to the policies will require related changes to be made to the supporting text of the Core Strategy. In addition, the text needs to be updated in places; and the separate minerals and waste strategy consultation documents need to be brought together as a single Proposed Submission Document and the text amended to reflect the changed status of the Plan. It is proposed that authority to make these changes to the text be delegated to the Cabinet Member for Growth and Infrastructure.

### **Sustainability Appraisal**

38. Sustainability appraisal (incorporating strategic environmental assessment) has been carried out as an integral part of preparation of the Core Strategy. A sustainability appraisal of the proposed changes to the policies has been carried out by consultants and is available in the Members' Resource Centre. This does not raise any fundamental issues necessitating further changes to policies.

## Recommendations of Scrutiny Committee

39. The Growth and Infrastructure Scrutiny Committee recommended five aspects of the Core Strategy on which it considered the Cabinet should satisfy itself:
  - i) That the proposed figure for sand and gravel provision of 1.26 million tonnes per annum is sufficiently robust;
  - ii) That the proposed strategy is sufficiently robust as to be deliverable;
  - iii) That the process of preparing the Core Strategy had been undertaken in a way that enables the views of local communities to engage in it: specifically that the residents of Cholsey had had sufficient opportunity to have their views considered adequately;
  - iv) That sufficient encouragement is given to the need to reduce the amount of lorry miles;
  - v) That sufficient encouragement is given to the use of rail facilities as a means of transporting material.
40. The proposed figure for sand and gravel provision is based on advice commissioned by the County Council to provide an evidence base to replace that used to prepare the South East Plan (which set a much higher level of provision for Oxfordshire).
41. The role of a strategic long-term framework is to provide the context within which planning for the supply of minerals can take place. It is inevitable that over the life-time of this planning framework that the demand for minerals will vary – with the level of material provided in any one calendar year being potentially higher or indeed lower than the longer term average. Inherent within the planning system is the requirement to monitor delivery of any long-term planning framework and to undertake regular reviews as appropriate.
42. The deliverability of the proposed strategy has been tested throughout its preparation. As a long-term planning framework it is not the role of the strategy to consider in detail matters pertinent to individual planning applications. At this stage, the evidence indicates that the strategy is robust and deliverable.
43. The proposal to include the Cholsey area within the core strategy was considered at length in preparing the consultation document. The need to identify a new area in the southern part of the County and the basis for identifying the Cholsey area is documented. The points raised in respect of this issue through the consultation have been fully considered and the proposed response set out earlier in this report.
44. The proposed strategy seeks to encourage a reduction in lorry miles and use of the rail network. However, it is important to remember that the timescale associated with mineral workings is by its very nature longer-term. The

location of existing mineral workings by and large dictates current patterns of movement. In addition, as a commercially driven industry travel patterns are in part dictated by market considerations that are beyond the scope of a planning framework.

## **Next Steps**

45. Subject to approval by full Council on 3 April, the Minerals and Waste Core Strategy Proposed Submission Document will be published in May, to enable formal representations to be made on the soundness of the Plan, and will be submitted to the Government in July, for independent examination by a planning inspector. Public examination hearings would be expected to be held in the autumn and the Inspector's report received in spring 2013. Subject to a favourable report, the Council would then be able to adopt the Core Strategy.
46. It should be noted that the core strategy policies have been prepared within the context of the current national planning policy framework. The working assumption is that the publication of the Government's National Planning Policy Framework later this spring will not substantially change the national context in so far as it is relevant to the Minerals and Waste Core Strategy.

## **Corporate Policies and Priorities**

47. The Minerals and Waste Plan 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**

48. The programme of work for the Minerals and Waste Plan is included within the Directorate work priorities and funding for this project is included in the medium term financial plan. This report does not raise any additional financial or staffing implications.

## **Legal Implications**

49. The County Council is required to prepare a minerals and waste plan under the Planning and Compulsory Purchase Act 2004 (as amended). The effect of the European Waste Framework Directive, 2008 (2008/98/EC) is to require waste planning authorities to put in place local waste plans. The requirements of the Waste Framework Directive, as clarified in the Waste (England and Wales) Regulations 2011, will be met by the Minerals and Waste Core Strategy and the proposed subsequent site allocations document.



## **Risk Management**

50. The complexity of the Minerals and Waste Plan 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**

51. **The Cabinet is RECOMMENDED to:**
- (a) **agree the amended minerals, waste and core policies in Annex 1 and the amended minerals and waste vision and objectives in Annex 2 as the basis of the Minerals and Waste Core Strategy – Proposed Submission Document for approval by the full County Council.**
  - (b) **delegate authority to finalise the Minerals and Waste Core Strategy – Proposed Submission Document, including amendments to the supporting text, to the Cabinet Member for Growth & Infrastructure.**
  - (c) **delegate authority to finalise the County Council’s responses to the comments made in response to the Minerals Planning Strategy and Waste Planning Strategy Consultation Drafts, September 2011 to the Cabinet Member for Growth & Infrastructure.**
  - (d) **RECOMMEND to the full County Council that the Minerals and Waste Core Strategy – Proposed Submission Document as finalised by the Cabinet Member for Growth & Infrastructure be approved and be published to enable representations to be made and submitted to the Secretary of State for independent examination.**

MARTIN TUGWELL

Deputy Director for Environment & Economy - Growth & Infrastructure

Background papers:

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- xv. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 2: Flooding and Minerals Development in Oxfordshire, revised February 2012.
- xvi. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 3: Quarry Restoration, revised February 2012.
- xvii. Oxfordshire Minerals and Waste Core Strategy – Background Paper No. 7: Heritage assets and archaeology, February 2012.

- xviii. URS – Oxfordshire Minerals and Waste Development Framework: Sustainability Appraisal incorporating Strategic Environmental Assessment of the Pre Submission Minerals and Waste Core Strategy: Sustainability Appraisal Report, March 2012.

All the above documents are kept in the Minerals and Waste Policy Team, Speedwell House, Oxford.

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

March 2012

**ANNEX 1**

**Oxfordshire Minerals and Waste Plan  
Minerals and Waste Core Strategy  
Proposed Changes to Minerals, Waste and Core Policies**

For each policy, the proposed policy wording in **bold** is followed by the consultation draft wording in regular text with deletions and additions shown by ~~strike-through~~ and underline respectively.

**MINERALS POLICIES****Policy M1: Provision for secondary and recycled aggregates**

**The production and supply of secondary and recycled aggregates, in place of land won aggregates, will be encouraged.**

**Provision will be made for facilities to enable the supply of at least 0.9 million tonnes of secondary and recycled aggregates a year, comprising:**

- **Permanent facilities; and**
- **Temporary facilities at aggregate quarries and inert waste landfill sites.**

**Provision will be primarily through recycling of construction, demolition and excavation waste but also through recycling of road planings and rail ballast and recovery of ash from combustion processes.**

No changes are proposed to this policy.

**Policy M2: Provision to be made for working aggregate minerals**

**Permission will be granted for mineral working to enable landbanks of reserves with planning permission to be maintained of at least 7 years for soft sand and sharp sand and gravel and 10 years for crushed rock, based on the following rates of extraction:**

- **Sharp sand and gravel – 1.01 million tonnes a year;**
- **Soft sand 0.25 – million tonnes a year; and**
- **Crushed rock – 0.63 million tonnes a year.**

No changes are proposed to this policy, but a change is proposed to the policy title as follows:

Policy M2: Provision to be made for ~~mineral~~ working aggregate minerals

### **Policy M3: Locations for working aggregate minerals**

The principal locations for sharp sand and gravel working, as indicated in figure 7, will be at:

- i. existing areas of working at:
  - Lower Windrush Valley;
  - Eynsham / Cassington / Yarnton;
  - Sutton Courtenay; and
  - Caversham;
 through extensions to existing quarries or new quarries to replace exhausted quarries; and
- ii. a new area of working at Cholsey, to replace Sutton Courtenay when reserves there become exhausted;

Within the Lower Windrush Valley and Eynsham / Cassington / Yarnton areas further working will only be permitted if it would not lead to an increase in the overall level of mineral extraction or mineral lorry traffic above past levels within these areas combined.

Within the Eynsham / Cassington / Yarnton area further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation; and land to the east and north east of the River Evenlode will not be identified as specific sites for mineral working in a site allocations development plan document.

The principal locations for soft sand working, as indicated in figure 7, will be:

- East and south east of Faringdon;
- North and south of the A420 to the west of Abingdon; and
- Duns Tew.

Within the area north and south of the A420 to the west of Abingdon further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Cothill Fen Special Area of Conservation.

The principal locations for crushed rock working, as indicated in figure 7, will be:

- North of Bicester to the east of the River Cherwell;
- South of the A40 near Burford; and
- East and south east of Faringdon.

Additional working of ironstone for aggregate use will only be permitted in exchange for revocation, without compensation, of an existing permission containing workable resources.

Preference will be given to extensions to existing soft sand and crushed rock quarries. New quarries will only be permitted if sufficient provision cannot be made through extensions.

Planning permission will not be granted for working aggregate minerals outside the locations identified in this policy unless the required provision cannot be met from within these areas.

**Further working of minerals for aggregate use will not be permitted within Areas of Outstanding Natural Beauty.**

Policy M3: ~~Strategy for the Locations for~~ of mineral working aggregate minerals

The principal locations for sharp sand and gravel working, as ~~shown~~ indicated in figure 7, will be at:

- i existing areas of working at:
  - Lower Windrush Valley;
  - Eynsham / Cassington / Yarnton;
  - Sutton Courtenay; and
  - Caversham;
 through extensions to existing quarries or new quarries to replace exhausted quarries; and
- ii a new area of working at Cholsey, to replace Sutton Courtenay when reserves there become exhausted;

~~Permission for further working~~ Within the Lower Windrush Valley and Eynsham / Cassington / Yarnton areas further working will ~~not~~ only be permitted if it would not lead to an increase in the overall level of mineral extraction or mineral lorry traffic above past levels within these areas combined.

Within the Eynsham / Cassington / Yarnton area further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation; and land to the east and north east of the River Evenlode will not be identified as specific sites for mineral working in a site allocations development plan document.

The principal locations for soft sand working, as ~~shown~~ indicated in figure 7, will be:

- East and south east of Faringdon;
- North and south of the A420 to the west of Abingdon; and
- Duns Tew.

Within the area north and south of the A420 to the west of Abingdon further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Cothill Fen Special Area of Conservation.

The principal locations for crushed rock working, as ~~shown~~ indicated in figure 7, will be:

- North of Bicester to the east of the River Cherwell;
- South of the A40 near Burford; and
- East and south east of Faringdon.

Additional working of ironstone for aggregate use will only be permitted in exchange for revocation, without compensation, of an existing permission containing workable resources.

Preference will be given to extensions to existing soft sand and crushed rock quarries. New quarries will only be permitted if sufficient provision cannot be made through extensions.

~~The working of clay will normally be permitted only from areas where sand and gravel is being worked in the following locations:~~

- ~~• Lower Windrush Valley;~~
- ~~• Eynsham/Cassington/Yarnton; and~~
- Sutton Courtenay.

Planning permission will not be granted for ~~mineral~~ working aggregate minerals outside the locations identified ~~above~~ in this policy unless the required provision cannot be met from within these areas.

Further working of minerals for aggregate use will not be permitted within Areas of Outstanding Natural Beauty.

~~Applications to work fullers earth, oil, gas, coal or any other minerals not currently worked in the county will be considered in the light of national and development plan policies.~~

~~Permission will be granted for extensions to existing quarries and new quarries for extraction of building stone where a local need for the material has been demonstrated and provided that the quarrying is at a scale appropriate to the locality and will not harm the environment or local amenity.~~

#### **Policy M4: Aggregates rail depots**

**Existing and permitted rail depots will be safeguarded for importing aggregates at:**

- Banbury (Hennef Way);
- Kidlington;
- Sutton Courtenay (Appleford Sidings); and
- Shipton on Cherwell Quarry.

**Where proposals for development would result in the loss of a rail depot site, a suitable alternative site should be provided.**

**The development of further aggregates rail depots will be encouraged at suitable locations outside the Green Belt.**

**Development which would prejudice the operation or establishment of existing or permitted aggregates rail depots identified in or subsequently permitted under this policy will not be permitted. Development sensitive to disturbance that could be adversely impacted by the operation of a rail depot will not be permitted in proximity to an existing or permitted rail depot.**

#### Policy M4: Aggregates rail depots

Existing and permitted rail depots will be safeguarded for importing aggregates at:

- Banbury (Hennef Way);
- Kidlington;
- Sutton Courtenay (Appleford Sidings); and
- Shipton on Cherwell Quarry.

Where proposals for development would result in the loss of a rail depot site, a suitable alternative site should be provided.

The development of further aggregates rail depots will be encouraged at suitable locations outside the Green Belt.

Development which would prejudice the operation or establishment of existing or permitted aggregates rail depots identified in or subsequently permitted under this policy will not be permitted. Development sensitive to disturbance that could be adversely impacted by the operation of a rail depot will not be permitted in proximity to an existing or permitted rail depot.

Proposed new policy:

#### **Policy Mx: Non-aggregate mineral working**

**Permission will be granted for extensions to existing quarries and new quarries for extraction of building stone where a local need for the material has been demonstrated and provided that the quarrying is at a scale appropriate to the locality and will not harm the environment or local amenity.**

**The working of clay will be permitted only from areas where sand and gravel is being worked in the following locations:**

- Lower Windrush Valley;
- Eynsham / Cassington / Yarnton; and
- Sutton Courtenay;

**unless it can be demonstrated that there is a local need for clay which either cannot be met from these areas or can be met from elsewhere with less overall environmental impact.**

**Applications to work chalk, fullers earth, oil, gas, coal or any other minerals not currently worked in Oxfordshire will be considered in the light of national and development plan policies.**



Proposed changes to policy wording taken from draft policy M3 are shown below:

**Policy Mx: Non-aggregate mineral working**

Permission will be granted for extensions to existing quarries and new quarries for extraction of building stone where a local need for the material has been demonstrated and provided that the quarrying is at a scale appropriate to the locality and will not harm the environment or local amenity.

The working of clay will ~~normally~~ be permitted only from areas where sand and gravel is being worked in the following locations:

- Lower Windrush Valley;
- Eynsham / Cassington / Yarnton; and
- Sutton Courtenay;

unless it can be demonstrated that there is a local need for clay which either cannot be met from these areas or can be met from elsewhere with less overall environmental impact.

Applications to work chalk, fullers earth, oil, gas, coal or any other minerals not currently worked in ~~the county~~ Oxfordshire will be considered in the light of national and development plan policies.

**Policy M5: Safeguarding mineral resources**

**Mineral resources will be safeguarded for the future and development which would prevent or otherwise hinder the possible future working of minerals will not be permitted unless it can be shown that:**

- **The need for the development outweighs the economic and sustainability considerations relating to the mineral resource; or**
- **The mineral will be extracted prior to the development taking place.**

**Mineral Safeguarding Areas will be defined, and identified in detailed maps, and will include the following mineral resources:**

- **Sand and gravel in the main river valleys and in other areas where there is a proven resource;**
- **Soft sand, limestone and ironstone in existing areas of working, including the areas proposed for working in policy M3;**
- **Fuller's earth.**

**Policy M5: ~~Mineral~~ Safeguarding mineral resources**

Mineral resources will be safeguarded for the future and development which would prevent or otherwise hinder the possible future working of minerals will not be permitted unless it can be shown that:

- The need for the development outweighs the economic and sustainability considerations relating to the mineral resource; or
- The mineral will be extracted prior to the development taking place.

Mineral Safeguarding Areas will be defined, and identified in detailed maps, and will include the following mineral resources:

- Sand and gravel in the main river valleys and in other areas where there is a proven resource;
- Soft sand, limestone and ironstone in existing areas of working, including the areas proposed for working in policy M3;
- Fuller's earth.

~~Development which would prejudice the operation or establishment of existing or permitted aggregates rail depots identified in or subsequently permitted under policy M4 will not be permitted. Development sensitive to disturbance that could be adversely impacted by the operation of a rail depot will not be permitted in proximity to an existing or permitted rail depot.~~

~~Permanent secondary and recycled aggregate production facilities will be safeguarded.~~

### **Policy M6: Restoration of mineral workings**

**Minerals workings should be restored to a high quality in a timely and phased manner to an after-use appropriate to the location and the capacity of the transport network and which is sympathetic to the character of the surrounding landscape and the amenity of local communities. Restoration and afteruse should accord with any restoration strategy for the area concerned in a site allocations development plan document.**

**Planning permission will not be granted for mineral working unless satisfactory proposals have been made for the restoration, aftercare and after-use of the site, including the means of securing them in the long term. Where appropriate, operators and landowners will be expected to make provision for the management of restored mineral workings for an extended period, beyond any aftercare period required by condition, including making appropriate financial contributions.**

**Where mineral working is proposed on best and most versatile agricultural land, the restoration should be back to agricultural land if this is practicable.**

**Within the floodplain restoration of mineral workings should where possible include provision for increased flood storage capacity to reduce the risk of flooding elsewhere.**

**Where restoration could assist or achieve priority habitat or species targets and/or Biodiversity Action Plan targets, the relevant biodiversity after-use should be incorporated within the restoration scheme.**

**Where restoration could protect and/or improve geodiversity and improve educational opportunities this should be incorporated into the proposed restoration scheme, such as by providing for important geological faces to be left exposed and enabling access to the faces.**

**Where a mineral working site has the potential to provide for local amenity uses, including appropriate sport and recreational uses, these uses should be incorporated into the restoration scheme.**

#### Policy M6: Restoration of mineral workings

Minerals workings should be restored to a high quality ~~as quickly as possible~~ and in a timely and phased manner to an after-use appropriate to the location and the capacity of the transport network and which is sympathetic to the character of the surrounding landscape and the amenity of local communities. Restoration and afteruse should accord with any restoration strategy for the area concerned in a site allocations development plan document.

Planning permission will not be granted for mineral working unless satisfactory proposals have been made for the restoration, aftercare and after-use of the site, including the means of securing them in the long term. Where appropriate, operators and landowners will be expected to make provision for the management of restored mineral workings for an extended period, beyond any aftercare period required by condition, including making appropriate financial contributions.

Where mineral working is proposed on best and most versatile agricultural land, the restoration should be back to agricultural land if this is practicable.

Within the floodplain restoration of mineral workings should where possible include provision for increased flood storage capacity to reduce the risk of flooding elsewhere.

Where restoration could assist or achieve ~~the creation of~~ priority habitat or species targets and/or ~~Oxfordshire~~ Biodiversity Action Plan targets, the relevant biodiversity after-use should be incorporated within the restoration scheme.

Where restoration could protect and/or improve geodiversity and improve educational opportunities this should be incorporated into the proposed restoration scheme, such as by providing for important geological faces to be left exposed and enabling access to the faces.

Where a mineral working site has the potential to provide for local amenity uses, including appropriate sport and recreational uses, these uses should be incorporated into the restoration scheme.

~~Where appropriate, operators and landowners will be expected to contribute towards the management of restored mineral workings for an extended period beyond any formal aftercare period.~~

## WASTE POLICIES

### Policy W1: The amount of waste to be provided for

Provision will be made to enable Oxfordshire to be net self-sufficient in the management of municipal waste, commercial and industrial waste and construction, demolition and excavation waste.

Provision should be made for waste facilities sufficient to manage the following amounts of waste over the period to 2030:

- Municipal Solid Waste – 370,000 tonnes per annum;
- Commercial and Industrial Waste – 640,000 tonnes per annum;
- Construction Demolition and Excavation Waste – 1,300,000 tonnes per annum.

No changes are proposed to this policy

### Policy W2: Imports of residual non-hazardous waste

Provision will be made for disposal of a declining amount of residual non-hazardous waste from London and elsewhere outside Oxfordshire at existing landfill sites. New facilities which provide substantially for the treatment of residual non-hazardous waste from outside Oxfordshire will not be permitted unless there is no prospect of a site nearer to the source of waste being identified.

### Policy W2: ~~Waste~~ Imports of residual non-hazardous waste

Provision will be made for disposal of a declining amount of residual non-hazardous waste from London and elsewhere outside Oxfordshire at existing landfill sites. New facilities which provide substantially for the treatment of residual non-hazardous waste from outside Oxfordshire will not be permitted unless there is no prospect of a site nearer to the source of waste being identified ~~would be clear benefits within Oxfordshire.~~

### Policy W3: Waste management targets

Provision will be made for waste to be managed in accordance with the following targets, to provide for the maximum diversion of waste from landfill.

#### Oxfordshire waste management targets 2010 – 2030

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
<b>Municipal waste:</b>					
Composting & food waste treatment	28%	31%	33%	35%	35%
Dry Recycling	24%	31%	32%	35%	35%
Treatment of residual waste	0%	30%	30%	25%	25%
Landfill	48%	8%	5%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Commercial &amp; industrial waste:</b>					
Recycling and composting & food waste treatment	50%	60%	65%	70%	70%
Treatment of residual waste	0%	15%	25%	25%	25%
Landfill	50%	25%	10%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Construction, demolition &amp; excavation waste:</b>					
Recycling	50%	50%	60%	60%	60%
Landfill/Restoration	50%	50%	40%	40%	40%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

MSW targets for 2010 approximate to actual performance for 2010/11

### Policy W3: Waste management targets

Provision will be made for waste to be managed in accordance with the following targets, to provide for the maximum diversion of waste from landfill.

## Oxfordshire waste management targets 2010 – 2030

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
Municipal waste:					
Composting & food waste treatment	<del>29</del> <u>28</u> %	<del>30</del> <u>31</u> %	<del>31</del> <u>33</u> %	<del>31</del> <u>35</u> %	<del>31</del> <u>35</u> %
Dry Recycling	<del>25</del> <u>24</u> %	3131%	<del>31</del> <u>32</u> %	<del>31</del> <u>35</u> %	<del>31</del> <u>35</u> %
Treatment of residual waste	0%	<del>37</del> <u>30</u> %	<del>36</del> <u>30</u> %	<del>36</del> <u>25</u> %	<del>36</del> <u>25</u> %
Landfill	<del>46</del> <u>48</u> %	<del>2</del> 8%	<del>2</del> 5%	<del>2</del> 5%	<del>2</del> 5%
Total	100%	100%	100%	100%	100%
Commercial & industrial waste:					
<del>Composting &amp; food waste treatment</del>	0%	5%	5%	5%	5%
Recycling and <u>composting &amp; food waste treatment</u>	50%	<del>50</del> <u>60</u> %	<del>55</del> <u>65</u> %	<del>60</del> <u>70</u> %	<del>60</del> <u>70</u> %
Treatment of residual waste	0%	<del>43</del> <u>15</u> %	<del>38</del> <u>25</u> %	<del>33</del> <u>25</u> %	<del>33</del> <u>25</u> %
Landfill	50%	<del>22</del> <u>25</u> %	<del>21</del> <u>0</u> %	<del>2</del> 5%	<del>2</del> 5%
Total	100%	100%	100%	100%	100%
Construction, demolition & excavation waste:					
Recycling	50%	50%	60%	60%	60%
Landfill/Restoration	50%	50%	40%	40%	40%
Total	100%	100%	100%	100%	100%

MSW targets for 2010 approximate to actual performance for 2010/11

**Policy W4: Provision of additional waste management capacity**

**Provision for additional waste management capacity will be made in accordance with the following guideline figures.**

**Oxfordshire: additional waste capacity required (tonnes per annum)**

Waste Type / Management Type	2010	2015	2020	2025	2030
<b>Composting:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	–	–	–	–
<b>Recycling:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	*	*	190,000**	210,000
<b>Construction, Demolition &amp; Excavation</b>	–	–	80,000	390,000	500,000
<b>Residual Treatment:</b>					
<b>Commercial &amp; Industrial</b>	–	–	–	–	–

All figures rounded to nearest 10,000 tonnes

Figures based on estimates of waste arising +10% contingency

\* Zero requirement assumes that facilities with permission but not yet built will be delivered; if permitted facilities are not built, there may be a requirement for additional recycling capacity in these years.

\*\* The requirement for additional capacity begins soon after 2020.

## Policy W4: Provision of additional waste management capacity

Provision for additional waste management capacity will be made in accordance with the following guideline figures.

## Oxfordshire: additional waste capacity required (tonnes per annum)

Waste Type / Management Type	2010	2015	2020	2025	2030
<b>Composting:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	–	–	–	–
<b>Recycling:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	–*	–*	<del>50,000</del> 190,000**	<del>100,000</del> 210,000
<b>Construction, Demolition &amp; Excavation</b>	–	–	80,000	390,000	500,000
<b>Residual Treatment:</b>					
<b>Commercial &amp; Industrial</b>	–	<del>200,000</del> =	<del>180,000</del> =	<del>160,000</del> =	<del>160,000</del> =

All figures rounded to nearest 10,000 tonnes.

Figures based on estimates of waste arising +10% contingency.

\* Zero requirement assumes that facilities with permission but not yet built will be delivered; if permitted facilities are not built, there may be a requirement for additional recycling capacity in these years.

\*\* The requirement for additional capacity begins soon after 2020.

## **Policy W5: Strategy for provision of waste management facilities**

Strategic facilities will be located in a broad area around Bicester, Oxford, Abingdon and Didcot as identified in the key diagram (figure 7). Facilities to serve more local needs will be located where they are well related to the other main sources of waste (Witney/Carterton, Wantage/Grove and Banbury). Only small scale facilities, in keeping with their surroundings, will be located elsewhere in Oxfordshire.

Facilities for reuse, recycling and composting of waste and for food waste treatment will generally be encouraged in order to move the management of Oxfordshire's waste further up the waste management hierarchy. Provision will in particular be made for:

- A household waste recycling centre to serve Banbury;
- Municipal waste transfer stations to serve the south and west of the county;
- Recycling plants for commercial and industrial waste and for construction, demolition and excavation waste (to produce recycled aggregates and soils).

Additional plants for treatment of residual municipal and/or commercial and industrial waste arising in Oxfordshire will only be permitted if it can be demonstrated that there is a need for additional treatment capacity to divert residual waste away from landfill that cannot reasonably be met by existing capacity within the county.

Waste sites will be expected to meet the criteria in policy W6 and the Core Policies.

## **Policy W5: Strategy for provision of additional waste management facilities**

Strategic facilities will be located in a broad area around Bicester, Oxford, Abingdon and Didcot as identified in the key diagram (figure 7). Facilities to serve more local needs will be located in relation to the other main sources of waste (Witney/Carterton, Wantage/Grove and Banbury). Only small scale facilities, in keeping with their surroundings, will be located elsewhere in Oxfordshire.

Facilities for reuse, recycling and composting of waste and for food waste treatment will generally be encouraged in order to move the management of Oxfordshire's waste further up the waste management hierarchy. Provision will in particular be made for:

For municipal waste, provision will be made for:

- A household waste recycling centre to serve Banbury;
- Two residual Municipal waste transfer stations in the Abingdon / Didcot / Wantage & Grove and the Witney / Carterton areas to serve the south and west of the county.
- Recycling plants for commercial and industrial waste and for construction, demolition and excavation waste (to produce recycled aggregates and soils).



Additional plants for treatment of residual municipal and/or commercial and industrial waste arising in Oxfordshire will only be permitted if it can be demonstrated that there is a need for additional treatment capacity to divert residual waste away from landfill that cannot reasonably be met by existing capacity within the county.

Waste sites will be expected to meet the criteria in policy W6 and the Core Policies.

For the other main waste types, provision will be made for:

- ~~Additional permanent recycling plants for commercial and industrial waste at or close to towns in the northern (Bicester) and southern (Abingdon; Didcot; Faringdon; Henley; Thame) areas of the county;~~
- ~~A plant for treatment of and recovery of resources from residual commercial and industrial waste (which is not recycled) in the Abingdon / Didcot / Wantage & Grove area;~~
- ~~Additional permanent recycling plants for construction, demolition and excavation waste (to produce recycled aggregates and soils) at or close to Oxford and the large and smaller towns in the rest of the county; and temporary recycling plants located at landfill and quarry sites across Oxfordshire.~~

~~Broad locations that are proposed for strategic waste facilities are identified in the key diagram (figure 7). Waste management facilities will be permitted at suitable sites within these broad locations.~~

~~Small scale facilities to serve local needs may be acceptable outside these locations where they meet the criteria in policy W6. Sites for new waste management facilities will be identified in a site allocations document.~~

## **Policy W6: Sites for waste management facilities**

**Priority will be given to siting waste management facilities on land that:**

- **is already in permanent waste management or industrial use; or**
- **is previously developed, derelict or underused; or**
- **involves existing agricultural buildings and their curtilages; or**
- **is at a waste water treatment works.**

**Waste management facilities will not be permitted on green field land unless there is an over-riding need that cannot reasonably be met elsewhere. At mineral working and landfill sites, waste management facilities will be permitted provided that the development is related to and will be removed on completion of the mineral working or landfill operation.**

**Within the Green Belt, waste management facilities may be permitted provided that very special circumstances are demonstrated. Proposals for such facilities will need to demonstrate that they are required to serve a recognised need arising in Oxford and that there is no reasonable prospect of an alternative site becoming available outside the Green Belt. Controls may be**

**imposed to ensure that such facilities serve a waste management need arising in Oxford.**

**Within Areas of Outstanding Natural Beauty, only small-scale waste management facilities to meet local waste needs will normally be permitted.**

Policy W6: Sites for waste management facilities

~~In providing for additional capacity priority will be given to on~~ Priority will be given to siting waste management facilities on land that:

- is already in permanent waste management or industrial use; or
- is previously developed, derelict or underused; or
- involves existing agricultural buildings and their curtilages; or
- ~~adjoins is at a waste water treatment sewage works or other uses compatible with waste management development.~~

Waste management facilities will not be permitted on green field land unless there is an ~~established over-riding need~~ that cannot reasonably be met elsewhere and it has been demonstrated that there are no more suitable sites available. At mineral working and landfill sites, waste management facilities will be permitted provided that the development is related to and will be removed on completion of the mineral working or landfill operation.

~~Within the Green Belt, waste management facilities to serve the needs of Oxford may be allowed in the Green Belt permitted provided that very special circumstances are demonstrated. Proposals for such facilities will need to demonstrate that they are required to serve a recognised need arising in Oxford and that there is where it can be shown that there is an established over-riding need and no reasonable prospect of an alternative site becoming available outside the Green Belt such that very special circumstances are demonstrated. Controls may be imposed to ensure that such facilities do genuinely serve the a waste management needs of arising in Oxford.~~

Within Areas of Outstanding Natural Beauty, only small-scale waste management facilities to meet local waste needs will normally be permitted.

~~Temporary waste management facilities will be permitted at mineral working and landfill sites where the waste development is related to and will be removed on completion of the mineral working or landfill operation.~~

## **Policy W7: Landfill**

**Priority will be given to the use of inert (construction, demolition and excavation) waste which cannot be recycled as infill material at active or unrestored quarries where such material is required in order to achieve satisfactory restoration for appropriate afteruse. Permission will not be granted for disposal of inert waste elsewhere unless there would be overall environmental benefit.**

**Permission will not be granted for new landfill sites for non-hazardous waste. Existing non-hazardous landfill capacity will be husbanded for the disposal of residual non-hazardous waste. Permission will be granted to extend the life of existing non-hazardous landfill sites where this is necessary to meet the need for disposal of residual non-hazardous waste or to enable completion and restoration of the landfill.**

**Landfill sites should be restored in accordance with policy M6 for restoration of mineral workings.**

#### Policy W7: Landfill

~~Priority will be given to the use of Provision will be made for additional landfill capacity for inert (construction, demolition and excavation) waste which cannot be recycled as infill material at active or unrestored quarries where such material is required in order to achieve satisfactory restoration for appropriate afteruse, at quarries that require infilling for restoration. Permission will normally not be granted for disposal of inert waste only where it is required for the restoration of mineral workings or where elsewhere unless there would be overall environmental benefit or where there is a demonstrated need that cannot otherwise reasonably be met.~~

Permission will not be granted for new landfill sites for non-hazardous waste. Existing non-hazardous landfill capacity will be safeguarded husbanded for the disposal of residual non-hazardous waste. Permission will ~~normally~~ be granted to extend the life of existing non-hazardous landfill sites where this is necessary to meet the need for disposal of residual non-hazardous waste or to enable completion and restoration of the landfill.

Landfill sites should be restored in accordance with policy M6 for restoration of mineral workings.

#### **Policy W8: Hazardous and non-legacy radioactive wastes**

**Permission will be granted for facilities for the management of hazardous waste where they are designed to meet a requirement for the management of waste produced in Oxfordshire. Facilities that also provide capacity for hazardous waste from a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere.**

#### Policy W8: Hazardous and non-legacy radioactive wastes

Permission will be granted for facilities for the management of hazardous waste where they are designed to meet a requirement for the management of waste produced in Oxfordshire. Facilities that also provide capacity for hazardous waste from a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere. ~~and they are reasonably~~

~~required to meet a need for waste management that is not adequately provided for elsewhere.~~

**Policy W9: Legacy radioactive waste**

**Provision will be made for:**

- **Storage of Oxfordshire's intermediate level legacy radioactive waste at Harwell Oxford Campus, pending its disposal at a planned national disposal facility elsewhere;**
- **Temporary storage (if required) of low level legacy radioactive waste at Harwell Oxford campus and Culham Science Centre pending its disposal.**

**Permission will be granted for the disposal of low level legacy radioactive waste at bespoke facilities at Harwell Oxford Campus or Culham Science Centre only if it can be demonstrated that no other suitable disposal facility is available elsewhere.**

## Policy W9: Legacy radioactive waste

Provision will be made for:

- Storage of Oxfordshire's intermediate level legacy radioactive ~~nuclear legacy~~ waste ~~from sites in Oxfordshire~~ at Harwell Oxford Campus, pending its disposal at a planned removal to a national disposal facility elsewhere;
- Temporary storage (if required) of low level legacy radioactive ~~nuclear legacy~~ waste at Harwell Oxford Campus and Culham Science Centre pending its disposal.

~~Broad locations that are proposed for strategic waste facilities are identified in the key diagram (figure 7).~~

~~Permission will only be granted for the storage of intermediate level radioactive waste from outside Oxfordshire at Harwell if there is an overriding need and there would be clear benefits within Oxfordshire.~~

~~Permission will only be granted for the management or disposal of low level legacy radioactive waste at existing landfill sites or at a new bespoke facility facilities at Harwell Oxford Campus or Culham Science Centre only if it can be demonstrated that no other suitable disposal facility is available elsewhere and there is an overriding need to dispose of the waste in Oxfordshire.~~

~~Permission will not be granted for the management or disposal of radioactive waste at other locations in Oxfordshire.~~

## Policy W10: Safeguarding

**Existing and proposed permanent waste management sites will be safeguarded for waste management use. Proposals for other development that would prevent or prejudice the use of a safeguarded site for waste management will not normally be permitted unless either provision for new waste management capacity is made at a suitable alternative location or it can be demonstrated that the site is no longer needed or suitable for waste management use.**

No changes are proposed to this policy

## CORE POLICIES

### Policy C1: Flooding

Minerals and waste development will, wherever possible, take place in areas that are not at risk of flooding. Where development takes place in an area of identified flood risk this should only be where alternative locations in areas of lower flood risk have been explored and discounted (using the Sequential Test and the Exceptions Test as necessary) and where a flood risk assessment is able to demonstrate that the risk of flooding from all sources is not increased, including:

- any impediment to the flow of floodwater;
- the displacement of floodwater and increased risk of flooding elsewhere;
- any reduction in existing floodwater storage capacity;
- an adverse effect on the functioning of existing flood defence structures.

### Policy C1: Flooding

Minerals and waste development will, wherever possible, take place in areas that are not at risk of flooding. Where development takes place in an area of identified flood risk this should only be where alternative locations in areas of lower flood risk have been explored and discounted (using the Sequential Test and the Exceptions Test as necessary) and where a flood risk assessment is able to demonstrate that the development will not risk of flooding from all sources is not increased, including:

- ~~impede~~ any impediment to the flow of floodwater;
- ~~displace~~ the displacement of floodwater and ~~increase the~~ increased risk of flooding elsewhere;
- ~~reduce~~ any reduction in existing floodwater storage capacity;
- ~~adversely affect~~ an adverse effect on the functioning of existing flood defence structures.

~~Proposals for the restoration of quarries located in areas liable to flood should, where possible, incorporate measures for the storage of floodwater.~~

### Policy C2: Water environment

Minerals and waste development will need to demonstrate that there would be no unacceptable adverse impact on or risk to:

- the quantity or quality of surface or groundwater resources required for habitats, wildlife or human activities;
- the quantity or quality of water obtained through abstraction unless acceptable alternative provision can be made;
- the flow of groundwater at or in the vicinity of the site.

**Proposals for minerals and waste development should ensure that the River Thames and other watercourses and canals of significant landscape, nature conservation or amenity value are adequately protected.**

#### Policy C2: Water environment

Minerals and waste development will need to demonstrate that there would be no unacceptable adverse impact on or risk to:

- The quantity or quality of surface or groundwater resources required for habitats, wildlife or human activities;
- The quantity or quality of water obtained through abstraction ~~currently experienced by water abstractors~~ unless acceptable alternative provision can be made;
- The flow of groundwater at or in the vicinity of the site.

Proposals for minerals and waste development should ensure that the protection of River Thames and other watercourses and canals of significant landscape, nature conservation or amenity value are adequately protected.

#### Policy C3: Environmental and amenity protection

**Proposals for minerals and waste development should demonstrate that they will not have an unacceptable adverse impact on the environment, residential amenity and other sensitive receptors.**

No changes are proposed to this policy

Proposed new policy:

#### **Policy Cx: Agricultural land and soils**

**Proposals for minerals and waste development should demonstrate that they take into account the presence of any best and most versatile agricultural land.**

**Best and most versatile agricultural land should only be used where it can be shown that there is a need for the development which cannot reasonably be met using lower grade land, taking into account other relevant considerations.**

**Development proposals should make provision for the management and use of soils in order to maintain soil quality, including making a positive contribution to the long-term conservation of soils in any restoration.**

## **Policy C4: Biodiversity and geodiversity**

**Minerals and waste development should not take place where it would be likely to have a significant adverse effect on a Site of Special Scientific Interest, either individually or in combination with other development.**

**Minerals and waste development should not damage or destroy irreplaceable habitats or biodiversity, including ancient woodland and species rich grassland.**

**Where proposals for minerals and waste development would affect a site designated for its national or local importance for nature conservation, the development proposals should include appropriate measures to protect, conserve and enhance the nature conservation interest of the site.**

**Nationally and locally important geological features and sites should be protected from harmful development and retained in situ unless there are exceptional reasons justifying their removal, in which event their presence should be appropriately recorded.**

**Proposals for mineral working and landfill should demonstrate that the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity and geodiversity. Where mineral working or landfill is located in or close to a Conservation Target Area, developers will be expected to make an appropriate contribution to the achievement of Biodiversity Action Plan (BAP) targets through the maintenance and enhancement of the Conservation Target Area and relevant BAP priority habitats.**

## **Policy C4: Biodiversity and geodiversity**

Minerals and waste development should not take place where it would be likely to have a significant adverse effect on a Site of Special Scientific Interest, either individually or in combination with other development.

Minerals working and waste management development should not damage or destroy irreplaceable habitats or biodiversity, including ancient woodland and species rich grassland.

Proposals for minerals and waste development should demonstrate that the development will not have an unacceptable adverse impact on sites designated as internationally, nationally or locally important for nature conservation, including the Oxfordshire Conservation Target Areas and the setting of those areas.

Where proposals for minerals and waste development would affect a site designated for its national or local importance for nature conservation, the development proposals should include appropriate measures to protect, conserve and enhance the nature conservation interest of the site.



Nationally and ~~regionally~~ locally important geological features and sites including geological Sites of Special Scientific Interest and Regionally Important Geological and Geomorphological Sites should be protected from harmful development and retained in situ unless there are exceptional reasons justifying their removal, in which event their presence should be appropriately recorded.

~~The County Council will seek the enhancement of Conservation Target Areas to implement Oxfordshire Biodiversity Action Plan (BAP) targets within and close to areas of mineral working. Mineral extraction will not be permitted unless the long term maintenance of BAP Priority Habitats and appropriate contributions to Oxfordshire BAP targets through the Conservation Target Area approach have been secured.~~

Proposals for mineral working and landfill should demonstrate that the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity and geodiversity. Where mineral working or landfill is located in or close to a Conservation Target Area, developers will be expected to make an appropriate contribution to the achievement of Biodiversity Action Plan (BAP) targets through the maintenance and enhancement of the Conservation Target Area and relevant BAP priority habitats.

## **Policy C5: Landscape**

**Proposals for minerals and waste development should demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. Proposals should include measures to mitigate adverse impacts on landscape, including through siting, design and landscaping.**

**High priority will be given to conservation and enhancement of the natural beauty of the landscape in Areas of Outstanding Natural Beauty (AONB). Proposals for minerals and waste development within or that would affect the setting of an AONB should demonstrate that they take this into account and are informed by the relevant AONB Management Plan. Development within AONBs should normally only be small-scale and should be sensitively located and designed.**

## **Policy C5: Landscape**

Proposals for minerals and waste development should demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. the development will protect and where possible enhance the landscape quality of Oxfordshire and will take account of the landscape character areas identified in the Oxfordshire Wildlife and Landscape study. Appropriate Proposals should include measures should be taken to mitigate potential adverse visual impacts on landscape, including through siting, design and landscaping.

High priority will be given to conservation and enhancement of the natural beauty of the landscape in Areas of Outstanding Natural Beauty (AONB). Proposals for minerals and waste development within or that would affect the setting of an AONB should demonstrate that they take this into account and are informed by the relevant AONB Management Plan. Development within AONBs should normally only be small-scale and should be sensitively located and designed.

### **Policy C6: Heritage assets and archaeology**

**Proposals for minerals and waste development should demonstrate that they will not cause loss or harm to designated heritage assets and the setting of those assets, including Blenheim Palace, scheduled monuments, listed buildings, conservation areas, historic battlefields, and registered parks and gardens, or to archaeological assets which are demonstrably of equivalent significance to a scheduled monument.**

**Minerals and waste development may be permitted on a site of local archaeological interest if proposals demonstrate that suitable archaeological evaluation, recording of assets and publication of findings is carried out, proportionate to the nature and level of the asset's significance.**

Policy C6: ~~Historic environment~~ Heritage assets and archaeology

Proposals for minerals and waste development should demonstrate that they will not cause loss or harm to designated heritage will be considered in the light of the need to protect and conserve Oxfordshire's historic assets and the setting of those assets, including Blenheim Palace, scheduled ancient monuments, listed buildings, conservation areas, historic battlefields, and registered parks and gardens, or to archaeological assets which are demonstrably of equivalent significance to a scheduled monument.

Minerals and waste development may be permitted on a site of local archaeological interest if proposals demonstrate that suitable archaeological evaluation, recording of assets and publication of findings is carried out, proportionate to the nature and level of the asset's significance.

~~Scheduled Ancient Monuments, other archaeological remains of national importance and their settings should be preserved in situ. For all other remains of regional or local importance preservation in situ will be preferred; where this is not appropriate, and for all other remains, adequate provision should be made for their excavation and recording.~~

### **Policy C7: Transport**

**Minerals and waste development will be expected to make provision for adequate and convenient access to and along advisory lorry routes in a way that maintains and if possible leads to improvements in:**

- the safety of all road users including pedestrians;
- the efficiency and quality of the road network;
- residential and environmental amenity.

Where improvements to the transport network are required to achieve this, developers will be expected to provide the improvements or make an appropriate financial contribution.

Where practicable minerals and waste developments should be located, designed and operated to enable the transport of minerals and/or waste by rail, water, pipeline or conveyor.

Where minerals and/or waste will be transported by road:

- a) mineral workings should as far as practicable be in locations that minimise the road distance to locations of demand for the mineral, using roads suitable for lorries, taking into account the distribution of potentially workable mineral resources; and
- b) waste management and recycled aggregate facilities should as far as practicable be in locations that minimise the road distance from the main source(s) of waste, using roads suitable for lorries, taking into account that some facilities are not economic or practical below a certain size and may need to serve a wider than local area.

#### Policy C7: Transport

Minerals and waste development will be expected to ~~only be permitted where provision is made for~~ make provision for adequate and convenient access to and along the ~~primary road network~~ advisory lorry routes in a way that maintains or improves and if possible leads to improvements in:

- the safety of all road users including pedestrians;
- the efficiency and quality of the road network;
- residential and environmental amenity.

Where improvements to the transport network are required to achieve this, developers will be expected to provide the improvements or make an appropriate financial contribution.

Where practicable minerals and waste developments should be located, designed and operated to enable the transport of minerals and/or waste by rail, water, pipeline or conveyor.

Where minerals and/or waste will be transported by road:

- a) mineral workings should as far as practicable be in locations that minimise the road distance to locations of demand for the mineral, using roads suitable for lorries, taking into account the distribution of potentially workable mineral resources; and

- b) waste management and recycled aggregate facilities should as far as practicable be in locations that minimise the road distance from the main source(s) of waste, using roads suitable for lorries, taking into account that some facilities are not economic or practical below a certain size and may need to serve a wider than local area.

~~Proposals for mineral working and waste facilities should:~~

- ~~a) wherever possible, transport minerals or waste by rail, water, pipeline or conveyor, rather than by road;~~
- ~~b) as far as possible, minimise the distance of mineral workings from locations of demand for aggregates, via roads suitable for lorries;~~
- ~~c) as far as possible, minimise the distance of waste facilities from locations of waste production, via roads suitable for lorries, taking into account that some facilities are not economic or practical below a certain size and may need to serve a wider than local area.~~

### **Policy C8: Rights of way**

**The integrity of the rights of way network should be maintained and if possible retained in situ in safe and useable condition. Diversions should be safe, attractive and convenient and, if temporary, should be reinstated as soon as possible. If permanent diversions are required, these should seek to enhance and improve the public rights of way network.**

**Improvements and enhancements to the rights of way network will generally be encouraged and public access sought to restored mineral workings, especially if this can be linked to wider provision of green infrastructure. Where appropriate, operators and landowners will be expected to make provision for this as part of the restoration scheme, including making appropriate financial contributions.**

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Improvements and enhancements to the rights of way network will generally be encouraged and public access ~~will be~~ sought to restored mineral workings, especially if this can be linked to wider provision of green infrastructure. Where appropriate, operators and landowners will be expected to make provision for this as part of the restoration scheme, including making appropriate financial contributions.

## ANNEX 2

### Oxfordshire Minerals and Waste Plan Minerals and Waste Core Strategy Proposed Changes to Minerals and Waste Vision and Objectives

For each vision and set of objectives, the proposed changes to the wording in the consultation draft strategies is shown by deletions (~~strike through~~) and additions (underline).

### MINERALS PLANNING VISION AND OBJECTIVES

#### Minerals Planning Vision

The vision for Oxfordshire's minerals planning strategy is that:

- a) In the period to 2030, the supply of aggregate materials to meet the development needs of Oxfordshire and help sustain its world class economy, and to make an appropriate contribution to wider needs, will be met by:
  - an increased use of secondary and recycled aggregate materials;
  - the continued import of materials such as hard crushed rock that are not available locally; and
  - ~~a reduced proportion of~~ the balance of provision from locally produced sand and gravel, soft sand, limestone and ironstone; and
- b) Mineral working will be located and managed to minimise:
  - the distance that aggregates are transported by road;
  - the use of unsuitable roads through settlements; and
  - other harmful impacts of mineral extraction and transportation on Oxfordshire's environment and communities.
- c) The restoration of mineral workings will enhance the quality of Oxfordshire's natural environment and the quality of life for Oxfordshire residents by:
  - contributing to the creation of habitats and protection of biodiversity, particularly in relation to the Conservation Target Areas;
  - providing access to the countryside and opportunities for recreation; and
  - seeking to reduce the risk of flooding and providing flood storage capacity.

#### Minerals Planning Objectives

The Oxfordshire Minerals Planning Vision is supported by the following ten planning objectives which set out the principles which underpin the minerals strategy ~~draft plan~~.

- i. Enable Oxfordshire to meet the locally determined requirements for supply of sand and gravel, soft sand, crushed rock and secondary and recycled

aggregates over the plan period to meet planned economic growth and social needs and to make an appropriate contribution to wider needs.

- ii. Enable a continued supply of limestone and ironstone for building and walling stone from small scale quarries for the maintenance, repair and construction of locally distinctive buildings and structures.
- iii. Provide a framework for investment and development by mineral operators and landowners through a clear and deliverable spatial strategy which is sufficiently flexible to meet future needs and which is based on existing and planned infrastructure provision.
- iv. Facilitate the economically and environmentally efficient supply of minerals in Oxfordshire and encourage the maximum practical recovery of aggregate resources from secondary and recycled materials for use in place of primary aggregates.
- v. Minimise the impact of minerals development on flood risk and contribute to climate adaptation through restoration schemes which provide flood storage capacity in the floodplain. ~~Minimise the impact of mineral development on climate change by identifying areas for mineral extraction which reduce the need to transport minerals and which minimise the impact of mineral working on areas vulnerable to flooding.~~
- vi. Minimise the distance minerals need to be transported by road and encourage where possible the movement of aggregates by conveyor, pipeline, rail and on Oxfordshire's waterways in order to reduce adverse impacts of mineral transportation on local communities, ~~and the environment~~ and climate change; and minimise the impact of mineral traffic on local communities through implementation, ~~and~~ monitoring and enforcement of routeing agreements.
- vii. Protect Oxfordshire's communities, important landscapes, the River Thames and ecological, geological, archaeological and heritage ~~sites, and archaeological and heritage~~ assets from harmful impacts of mineral development and transportation.
- viii. Provide benefits to Oxfordshire's natural environment and local communities through the restoration of mineral workings by contributing to nature conservation, enhancing the quality and extent of Conservation Target Areas, contributing to landscape character, improving access to the countryside, safeguarding local amenity and providing opportunities for local recreation.
- ix. Safeguard resources of sand and gravel, crushed rock, ~~building stone~~ and Fuller's Earth to ensure that these resources are potentially available for future use and are considered in future development decisions; and
- x. Safeguard permanent facilities for producing secondary and recycled aggregate and for importing aggregates into Oxfordshire by rail.

## WASTE PLANNING VISION AND OBJECTIVES

### Waste Planning Vision

The vision for Oxfordshire's waste planning strategy is that:

- a) By 2030 there will have been a transformation in the way that waste is managed in Oxfordshire ~~manages its waste~~, with:
  - increased re-use, recycling and composting of waste;
  - treatment (so far as is practicable) of all residual waste that cannot be recycled or composted; and
  - only the minimum amount of waste that is necessary being disposed of at landfill sites.
- b) The county will remain largely self-sufficient in dealing with the waste it generates. An economically and environmentally efficient network of clean, well-designed recycling, composting and other waste treatment facilities will have been developed to recover material and energy from the county's waste and support its thriving economy.
- c) Waste management facilities will be distributed across the county, with larger-scale and specialist facilities being located at or close to large towns, particularly the growth areas, and close to main transport links, and with smaller-scale facilities at or close to small towns serving more local areas. This network will have helped to build more sustainable communities that increasingly take responsibility for their own waste and ~~reduce~~ keep to a minimum the distance waste needs to be moved within the county.

### Waste Planning Objectives

The Oxfordshire Waste Planning Vision is supported by the following eight waste planning objectives which set out the principles which underpin the waste strategy ~~draft Plan~~.

- i. Provide for waste management capacity that enables Oxfordshire to be net self-sufficient in meeting its own waste needs and makes an appropriate contribution towards wider specialist waste needs.
- ii. Support initiatives that help to reduce the amounts of waste produced and provide for the delivery, as soon as is practicable, of waste management facilities that will drive waste away from landfill and as far up the waste hierarchy as possible; in particular facilities to meet the targets for that will enable increased reuse, recycling and composting of waste and the recovery of resources from remaining (residual) waste and avoid its disposal to landfill and for the treatment and diversion from landfill of Oxfordshire's remaining (residual) waste.
- iii. Provide for waste to be managed as close as possible to where it arises to:
  - minimise the distance waste needs to be transported by road;

- reduce adverse impacts of waste transportation on local communities and the environment; and
  - ~~allow~~ enable communities to take responsibility for their own waste; and generally providing ~~provide~~ for a broad distribution of facilities whilst recognising that some types of waste management facility are uneconomic or not practical below a certain size and therefore will need to serve a wider area.
- iv. Recognise that waste management is an integral part of community infrastructure and take opportunities to locate facilities in or close to the communities they serve, including in conjunction with planned growth, and for recovery and local use of energy (heat and power) from waste.
  - v. Recognise that waste will continue to be imported into Oxfordshire from London and elsewhere for disposal by landfill and seek to limit this to residual waste (following recycling and treatment elsewhere) and for the quantity of this waste to decrease over time as ~~new~~ additional waste management facilities are provided closer to where the waste is produced.
  - vi. ~~Give~~ Avoid the loss of green field land, giving priority to the use of previously developed land for permanent waste development, ~~including land within the Green Belt if appropriate,~~ and ensure that new waste management facilities are sensitive to the amenities of local communities and do not cause unnecessary harm to the County's distinctive natural and built environment.
  - vii. Promote sustainable waste practice in ~~new~~ construction and demolition work based on the principle of keeping waste to a minimum, managing waste on site where possible, recycling construction waste as aggregate, and creating buildings and layouts that facilitate the recovery of resources from waste and take advantage of opportunities for the use of combined heat and power.
  - viii. Secure the satisfactory restoration of landfill sites and other temporary waste management sites, where the facility is no longer required ~~or~~ and acceptable in that location, ~~in keeping with the surrounding area.~~



**OXFORDSHIRE MINERALS AND WASTE PLAN**

**MINERALS AND WASTE CORE  
STRATEGY**

**PROPOSED SUBMISSION DOCUMENT**

**DRAFT**  
**March 2012**

(Pictures to be inserted)

Section	Content	Page
<b>1</b>	<b>Introduction</b>	
	Introduction	5
	Representations on the proposed submission document	5
	What happens next?	6
<b>2</b>	<b>Background</b>	
	The Oxfordshire Area	7
	Minerals in Oxfordshire	8
	Waste in Oxfordshire	11
	Issues	14
	Policy Context	15
	Habitats Regulations Assessment	19
	Sustainability Appraisal/Strategic Environmental Assessment	20
<b>3</b>	<b>Vision and Objectives for Minerals and Waste</b>	
	Minerals Planning Vision	21
	Minerals Planning Objectives	22
	Waste Planning Vision	23
	Waste Planning Objectives	23
<b>4</b>	<b>Minerals Planning Strategy</b>	
	Secondary and Recycled Aggregates	25
	Provision for working aggregate minerals	26
	Locations for working aggregate minerals	29
	Imported aggregates and rail depots	34
	Non aggregate mineral working	35
	Safeguarding mineral resources	36
	Restoration and after use of mineral workings	36
	Minerals Key Diagram	40
<b>5</b>	<b>Waste Planning Strategy</b>	
	Development of the waste strategy	41
	The amount of waste to be provided for	41
	Imports of residual non-hazardous waste	43
	Waste management targets	45
	Provision of additional waste management capacity	48
	Strategy for provision of waste management facilities	49
	Sites for waste management facilities	54
	Landfill	56
	Hazardous waste	57
	Management of radioactive waste at Harwell & Culham	60
	Safeguarding waste management sites	62
	Waste Key Diagram	64

<b>6</b>	<b>Common Core Policies for Minerals and Waste</b>	
	Climate Change	65
	Flooding	65
	Water Environment	67
	Environmental and amenity protection	68
	Agricultural land and soils	69
	Biodiversity and geodiversity	70
	Landscape	71
	Historic environment and archaeology	72
	Transport	73
	Rights of Way	75
<b>7</b>	<b>Implementation and Monitoring</b>	
	Implementation of the minerals strategy	77
	Monitoring of the minerals strategy	79
	Implementation of the waste strategy	80
	Monitoring of the waste strategy	83
	Implementation and monitoring framework	85
	<b>Appendix 1: Flood Vulnerability Classification and Flood Zone Compatibility</b>	94
	<b>Glossary</b>	96
	<b>Index of Minerals Policies</b>	
M1	Provision for secondary and recycled aggregates	26
M2	Provision to be made for working aggregate minerals	28
M3	Locations for working aggregate minerals	33
M4	Aggregates rail depots	34
M5	Non-aggregate mineral working	35
M6	Safeguarding mineral resources	36
M7	Restoration of mineral workings	38
	<b>Index of Waste Policies</b>	
W1	The amount of waste to be provided for	43
W2	Import of non-hazardous waste	45
W3	Waste management targets	46
W4	Provision of additional waste management capacity	49
W5	Provision of additional waste management facilities	54
W6	Sites for waste management facilities	55
W7	Landfill	57
W8	Hazardous and radioactive waste	59
W9	Management of radioactive waste at Harwell & Culham	62
W10	Safeguarding waste management sites	63

<b>Index of Common Core Policies</b>		
C1	Flooding	66
C2	Water Environment	68
C3	Environmental and amenity protection	68
C4	Agricultural land and soils	69
C5	Biodiversity and geodiversity	71
C6	Landscape	72
C7	Historic environment and archaeology	72
C8	Transport	75
C9	Rights of Way	76
<b>Index of Figures</b>		
Fig 1	Special Areas of Conservation, Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and Green Belt in Oxfordshire	7
Fig 2	Sand and gravel and crushed rock resources in Oxfordshire	8
Fig 3	Location of active mineral working and sites with planning permission	9
Fig 4	Active temporary & permanent secondary and recycled aggregate facilities	10
Fig 5	Existing municipal and commercial & industrial waste facilities and sites with planning permission	12
Fig 6	Existing permanent construction, demolition & excavation waste facilities and sites with planning permission	13
Fig 7	Planned growth areas and other large towns	15
Fig 8	Waste hierarchy	17
Fig 9	Planning for sharp sand and gravel, soft sand and crushed rock, 2011-2030	27
Fig 10	Locations for sharp sand and gravel, soft sand and crushed rock working	32
Fig 11	Minerals Key Diagram	40
Fig 12	Areas of the County around large towns, and smaller towns	51
Fig 13	Waste Key Diagram	64
Fig 14	Oxfordshire Lorry Route Map	74

# 1. INTRODUCTION

## Introduction

- 1.1 The County Council is responsible for minerals and waste planning in Oxfordshire and has reviewed the planning policies covering mineral working and waste management. The new Oxfordshire Minerals and Waste Plan will comprise four documents: the Minerals and Waste Core Strategy; a minerals site allocations document; a waste sites allocation document; and the Statement of Community Involvement, which the Council adopted in 2006.
- 1.2 The Minerals and Waste Core Strategy provides the planning strategies and policies for minerals development and provision of waste management facilities in Oxfordshire up to 2030. It sets out policies to guide minerals and waste development over the plan period and common core policies which address development management issues relevant to both minerals and waste.
- 1.3 This is the Council's Minerals and Waste Core Strategy Proposed Submission Document, which is to be submitted to the Government for independent examination. The Council believes that the document as published is sound and provides the most appropriate strategies to meet the minerals and waste development needs of the County.

## Representations on the proposed submission document

- 1.4 Before submitting this Core Strategy to the Government for examination, the Council will publish it to allow for representations to be made. The period for making representations will be at least 6 weeks from publication.
- 1.5 The period and procedure for making representations will be set out in a statement of the representations procedure which will be published alongside the Core Strategy.
- 1.6 A form will be provided for making representations, which respondents will be encouraged to use in order that all necessary information is provided. This will ask for details of the section of the document to which the representation relates, and how the representation relates to tests of soundness and legal compliance. Guidance on these tests will be provided.
- 1.7 The Minerals and Waste Core Strategy Proposed Submission Document and all related and supporting documents, including the Sustainability Appraisal report will be published on the County Council website at:  
<http://www.oxfordshire.gov.uk/cms/public-site/minerals-and-waste-policy>
- 1.8 The Core Strategy and information on how to make representations will also be placed in Oxfordshire libraries and District Council offices, and the County Council offices at County Hall and Speedwell House in Oxford.

## **What happens next?**

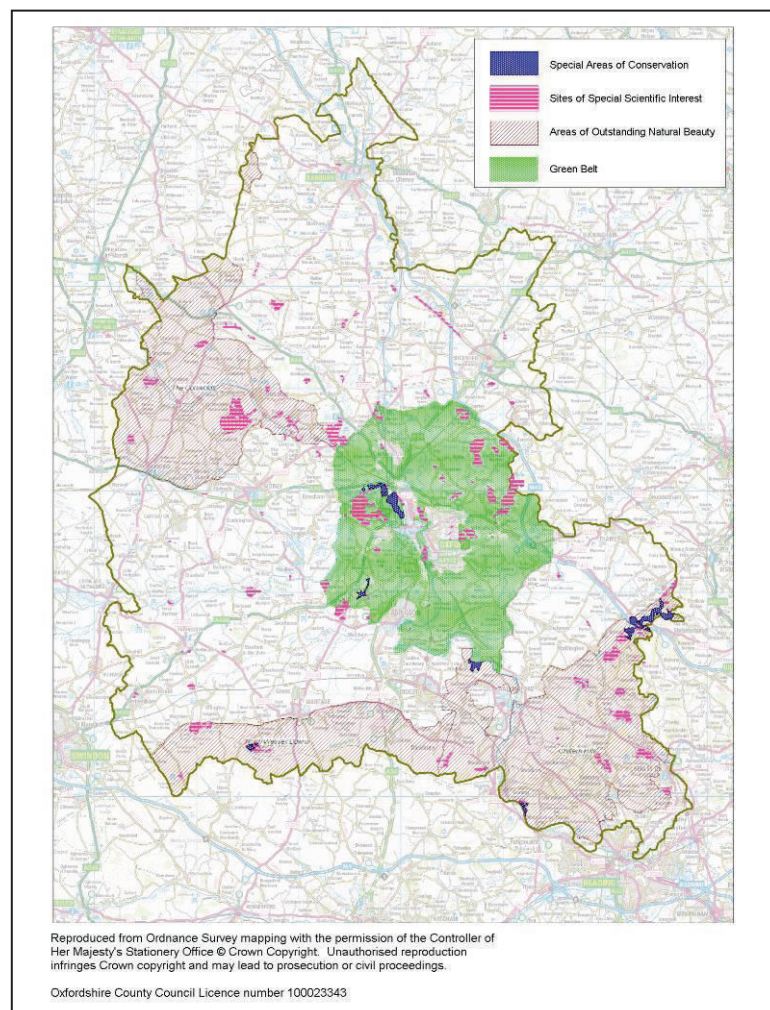
- 1.9 The Council will review the representations received to ensure that the tests of soundness and legal compliance have been met. Subject to no further changes being required, the Minerals and Waste Core Strategy Proposed Submission Document and the representations received on it will be submitted to the Government. A Government appointed Inspector will carry out an independent examination of the Core Strategy, which is expected to take place later in 2012. The County Council hopes to adopt the Core Strategy in 2013.

## 2. BACKGROUND

### The Oxfordshire area

- 2.1 The plan needs to make provision for waste management facilities to meet the needs of the current population and businesses of Oxfordshire and the planned growth and development that is likely to take place over the next 20 years. It also needs to make provision for mineral working and supply to meet the needs for this planned growth and development and to maintain the existing built fabric of the County.
- 2.2 Oxfordshire is renowned for its knowledge-based economy and research and development facilities. It is also the most rural county in the South East and almost a quarter of the land area is within an Area of Outstanding Natural Beauty. It has seven Special Areas of Conservation which are protected by European legislation, numerous Sites of Special Scientific Interest and important geological sites. It also has a rich variety of landscapes, numerous historic buildings, extensive archaeological assets and areas of high grade agricultural land, particularly where there is sand and gravel along the River Thames and its tributaries. An area around Oxford is Green Belt. Figure 1 shows the main protected areas in the county.

Figure 1: Special Areas of Conservation, Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and Green Belt in Oxfordshire

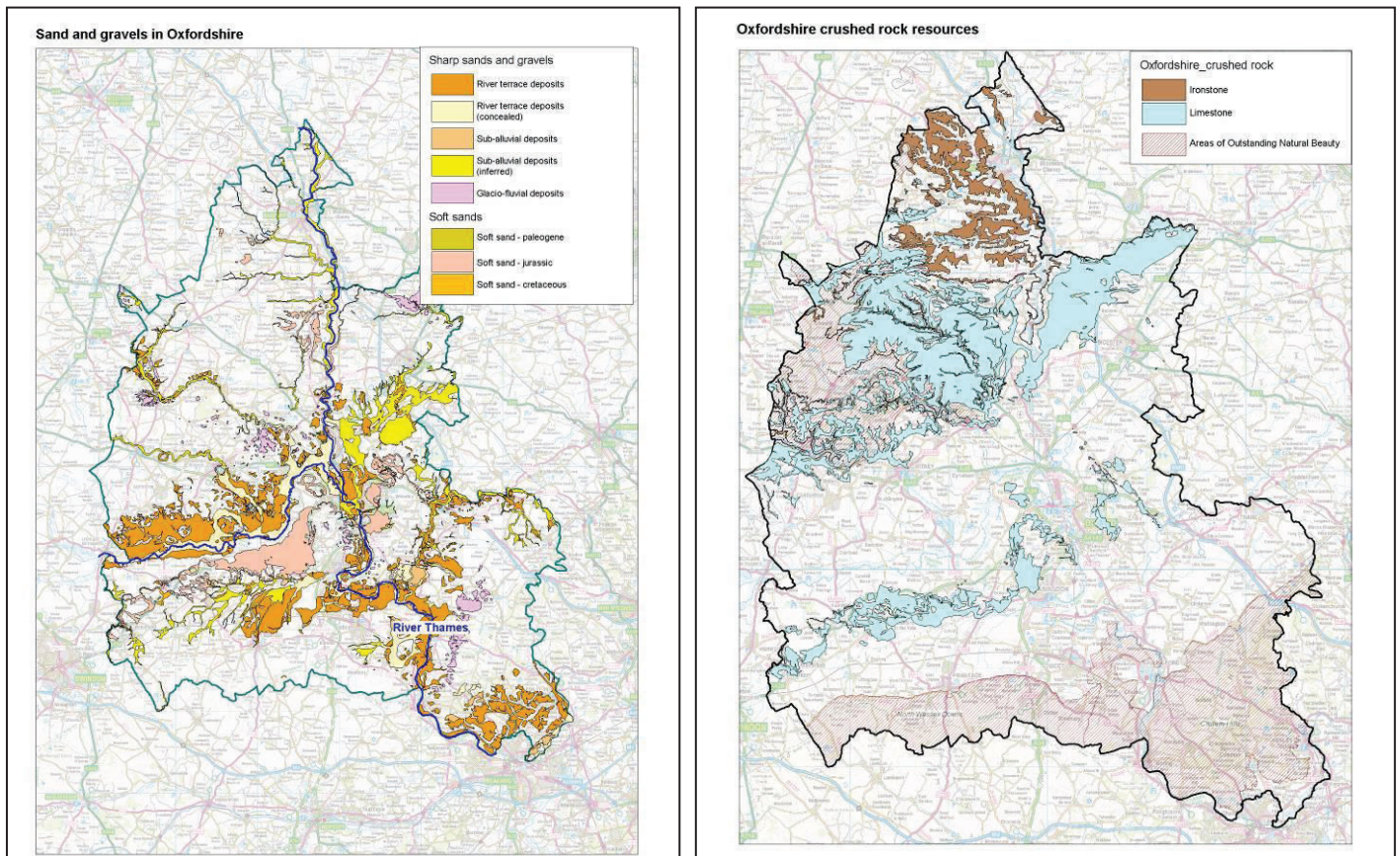




## Minerals in Oxfordshire

- 2.3 Sand and gravel is the most common mineral resource in Oxfordshire and this is typically found in river valley deposits, particularly along the River Thames and its tributaries the Windrush, Evenlode and Thame. Its primary use is to make concrete. Soft sand occurs mainly in the south west of the county; it is used in mortar and asphalt. Limestone and ironstone are found mainly in the north and west of the county; they are used primarily as crushed rock aggregate but also for building and walling stone. The resources include extensive areas of ironstone which received planning permission for mineral extraction in the 1950s, much of which is subject to environmental (ROMP) legislation which prevents further working until planning conditions that accord with up to date environmental standards have been agreed with the County Council. Figure 2 shows the location of mineral resources; and figure 3 shows the location of active mineral workings in the county.

Figure 2: Sand and gravel and crushed rock resources in Oxfordshire



- 2.4 Annual production of aggregates (sand and gravel and crushed rock) in Oxfordshire fell from approximately 3 million tonnes to about 1 million tonnes over the last 10 years. A survey in 2009 found that 78% of sand and gravel and 51% of crushed rock produced in the county is used in Oxfordshire. The issue of how much should be provided for in future is covered in section 4.



Figure 3: Location of active mineral workings and sites with planning permission.



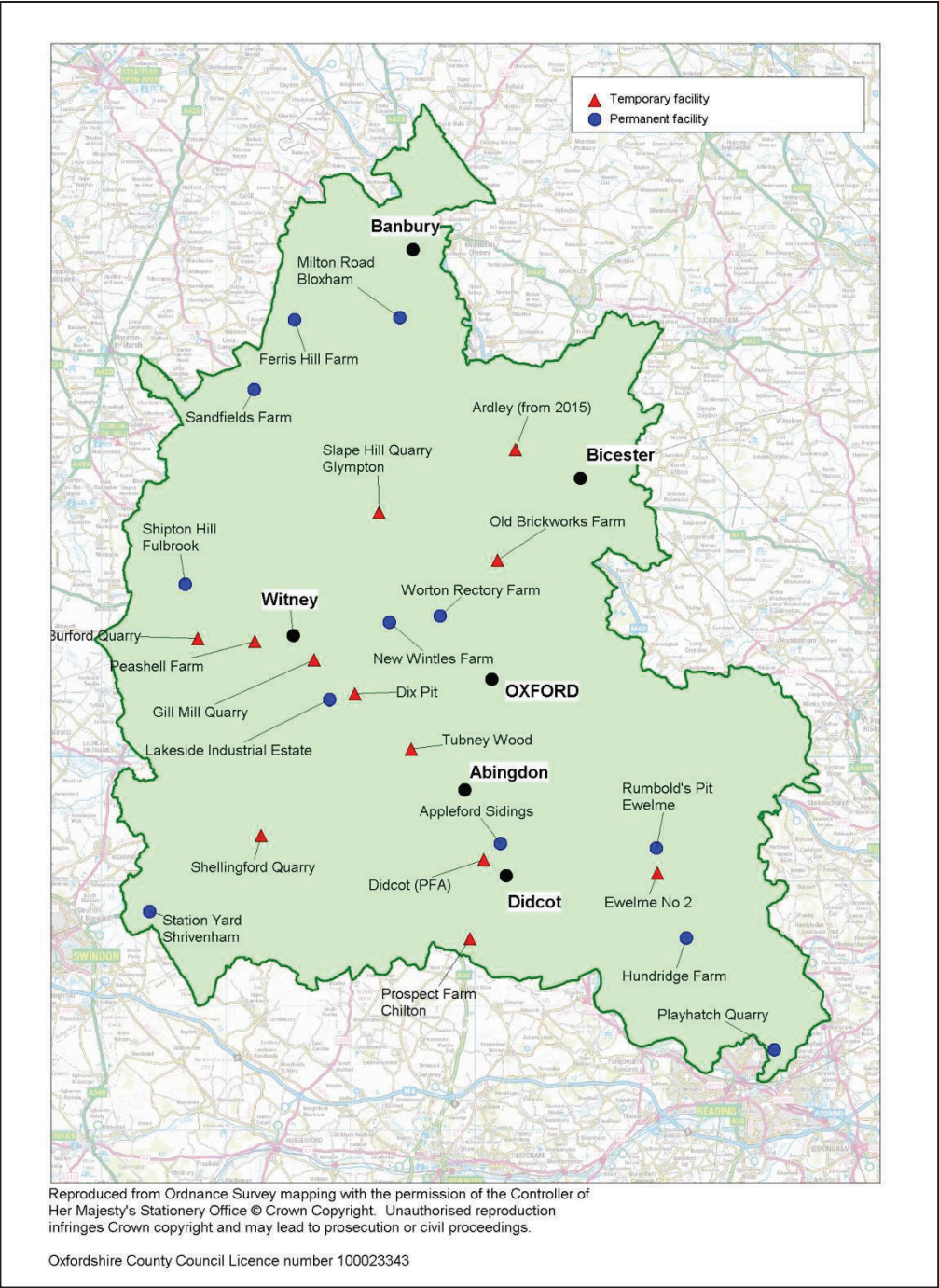
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- 2.5 There are movements of minerals both into and out of the county. The 2009 survey showed that Oxfordshire imported more sand and gravel and crushed rock than it exported. Hard rock aggregates are imported by rail from the Mendips and from Leicestershire, to meet construction needs which cannot be met by local, softer limestone and ironstone.
- 2.6 Production of aggregates from recycled construction and demolition waste and from secondary materials (mainly ash from Didcot A Power Station) is making an increasingly significant contribution to the overall requirement for aggregates. Didcot A power station is due to close during the plan period but there will be a new source of ash when Ardley energy from waste plant

becomes operational. Locations of secondary and recycled aggregate facilities are shown in figure 4.

Figure 4: Active temporary and permanent secondary and recycled aggregate facilities



## **Waste in Oxfordshire**

- 2.7 Prior to the economic downturn, on average a total of about 2.2 million tonnes of waste was produced annually by Oxfordshire's residents, businesses and organisations. This mostly comprises:
- Municipal waste produced in Oxfordshire (collected, processed and disposed of by the district and county councils) – approximately 15%;
  - Commercial and industrial waste (produced, processed and disposed of by the private sector) – approximately 25%;
  - Construction, demolition and excavation waste (produced, processed and disposed of by the private sector) – approximately 60%.
- 2.8 Other wastes that need to be provided for are produced in smaller quantities. These are hazardous wastes (including oils and solvents, chemicals and asbestos); radioactive waste; metal waste; and sewage sludge.
- 2.9 About 90% of Oxfordshire's waste is dealt with in the county. The main method of dealing with waste has hitherto been disposal at local landfill sites, but waste is increasingly being diverted from landfill by recycling and treatment. Existing waste facilities and sites with planning permission are shown on figure 5 (municipal and commercial & industrial waste) and figure 6 (construction, demolition and excavation waste).
- 2.10 Oxfordshire is a net importer of waste. Some waste is brought into the county from elsewhere for disposal at landfill sites, under commercial arrangements that are largely outside current planning controls. In particular, waste comes into Oxfordshire from London (much of it by rail) and Berkshire. In 2008, more than 700,000 tonnes were imported, with Sutton Courtenay being the biggest receiving landfill site.
- 2.11 As waste planning authority the County Council must, through its waste planning strategy, make provision for facilities in Oxfordshire sufficient to manage all types of waste.

Figure 5: Existing municipal and commercial & industrial waste facilities and sites with planning permission

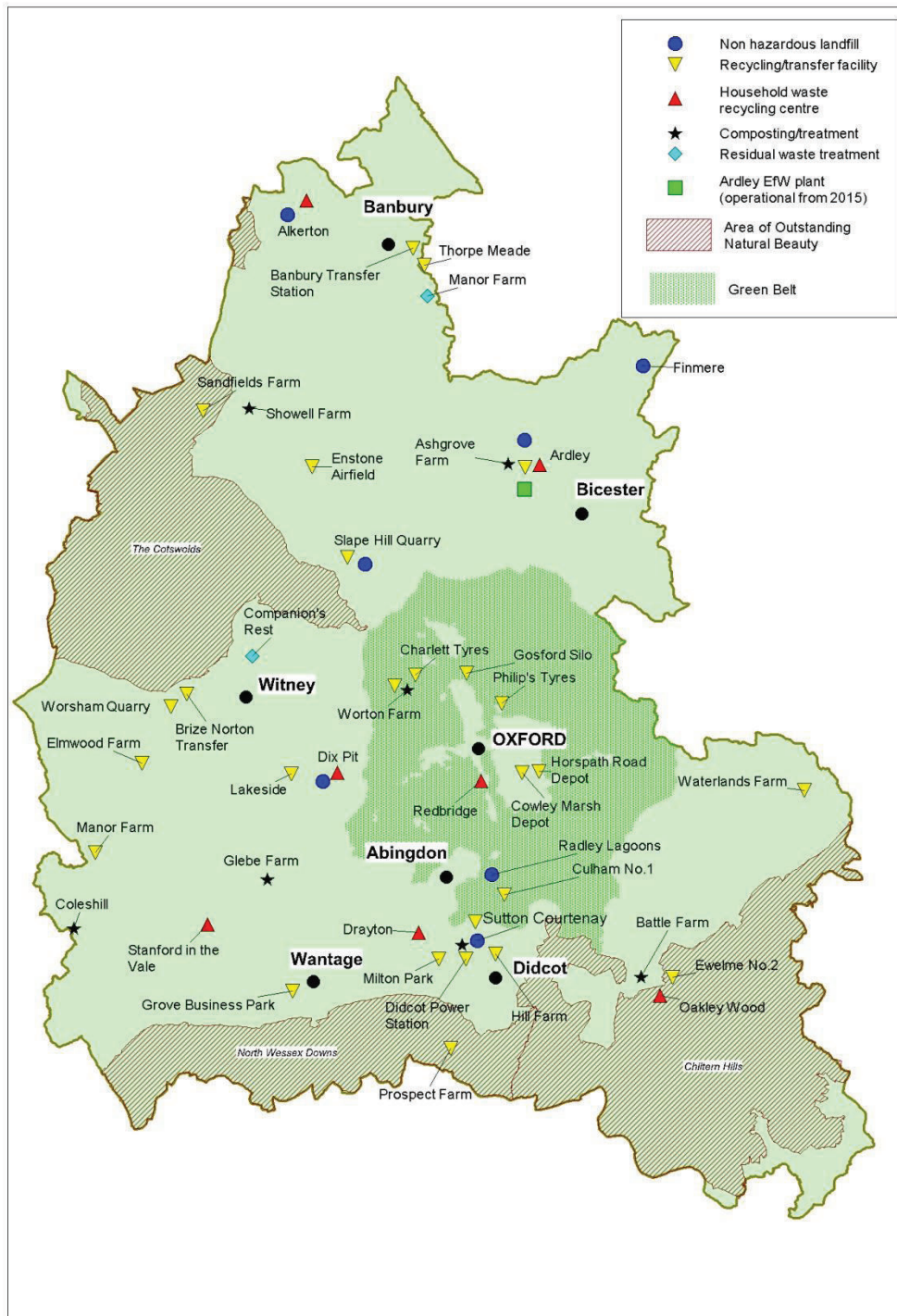
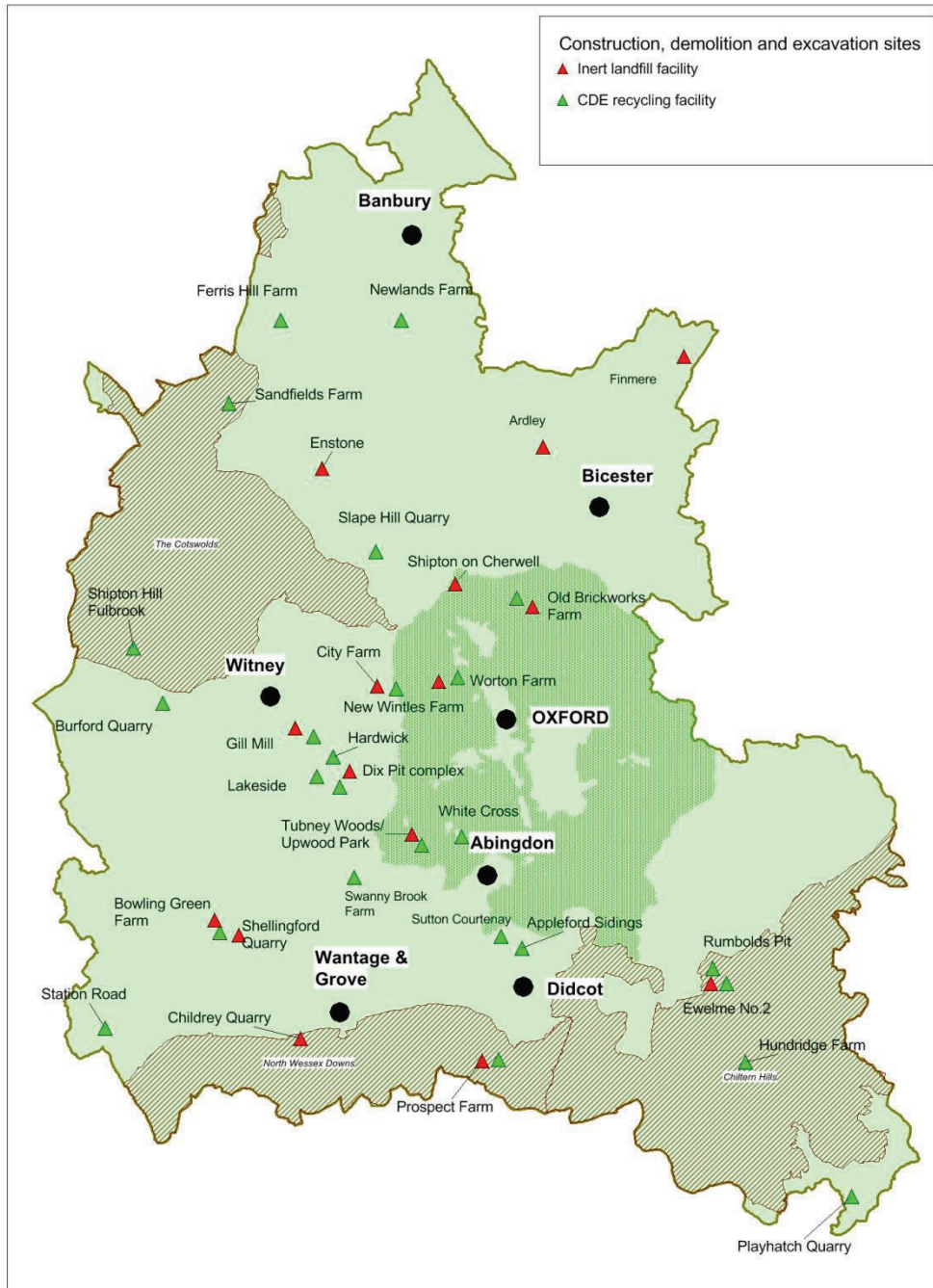




Figure 6: Existing permanent construction, demolition & excavation waste facilities and sites with planning permission



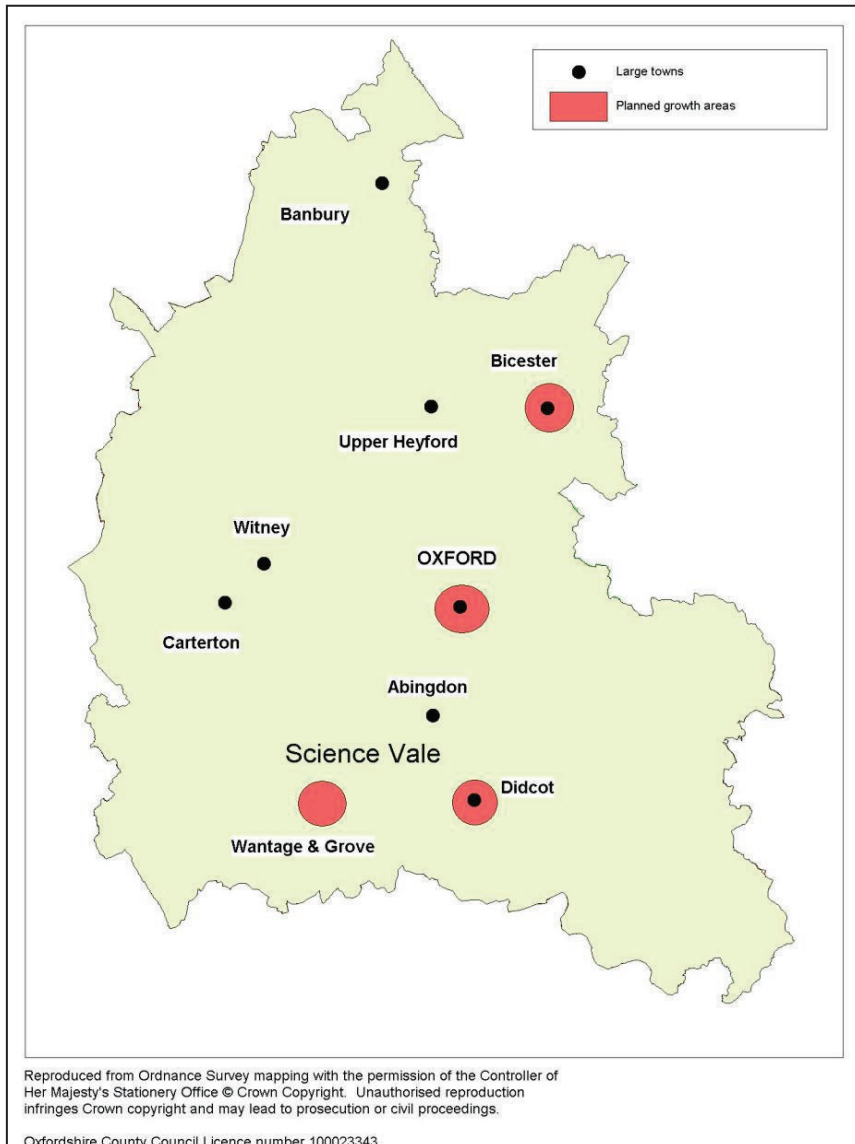
## Issues

- 2.12 The population of the county is currently approximately 637,000. Over the next 20 years significant population growth, new housing, commercial and related development, investment in infrastructure and related traffic growth are expected in Oxfordshire<sup>1</sup> which has implications for the demand for and supply of minerals and also for the production of waste and how it is dealt with. Oxfordshire has to balance the need to protect and enhance its special environment, both urban and rural, with the needs of economic growth and housing.
- 2.13 About 40,000 homes could be built in Oxfordshire between 2011 and 2026. There is a need for considerable investment in new infrastructure to support the objective for Oxfordshire of supporting a thriving economy and to meet the pressures on essential services such as schools, transport and other community facilities. Key challenges for the plan are to make provision for the construction materials that will be needed to be supplied and the waste that will be produced to be dealt with in ways that are effective and sustainable. There is also a need to ensure that new developments reduce carbon emissions and are resilient to climate change.
- 2.14 Key locations for development, as shown on figure 7, are:
- Didcot and Wantage & Grove, which are within the Science Vale UK area which also includes Milton Park, Harwell Science and Innovation Campus and Culham Science Centre;
  - Bicester, where the 5,000 home eco-development proposal is acting as a focus for delivering an international exemplar of sustainable development; and
  - Oxford, which remains a world class centre of education, research and innovation.
- 2.15 Large housing developments (1000+ homes) are also proposed at Banbury, Upper Heyford, Witney and Carterton. Just over half of planned growth in Oxfordshire to 2026 is in the southern part of the county, with the remainder in the northern part.
- 2.16 Mineral extraction can only take place where the mineral is found. Most mineral workings are located in rural areas, many of which are served only by minor roads. In some cases lorries carrying aggregates have to pass through small villages and towns, contributing to congestion and impacting on local communities and the environment. Some communities have experienced extensive working in the past, and in certain areas the local landscape has been significantly altered by the creation of lakes from sand and gravel workings.

Figure 7: Planned growth areas and other large towns

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<sup>1</sup> Oxfordshire's population is forecast to grow by a further 12% to 2026 with the building of about 40,000 new dwellings. Road traffic has grown rapidly in Oxfordshire, particularly on the M40 and A34, and congestion is a significant problem; and growth in all traffic on Oxfordshire roads is predicted to be over 25% over the period to 2026.



## Policy context

2.17 The draft plan reflects international, national and regional policies and plans. Broad areas of policy are outlined below; specific areas of policy are covered later in the document.

### International/European

2.18 The key international plans and programmes which are relevant to the draft minerals and waste plan are:

- The World Summit on Sustainable Development, Johannesburg (2002);
- Kyoto Protocol and the UN framework convention on climate change (1997);
- Bern Convention on the conservation of European wildlife and natural habitats.

2.19 The European Union has issued a number of Directives which have been transposed into national legislation and policy and are of particular relevance to

this plan (see paragraphs 2.20 and 2.24). These include the Waste Framework Directive<sup>2</sup> and the Landfill Directive<sup>3</sup>. Other relevant Directives include the Habitats Directive<sup>4</sup>, the Strategic Environmental Assessment Directive<sup>5</sup> and the Water Framework Directive<sup>6</sup>.

## National

- 2.20 The Minerals and Waste Core Strategy has been prepared under the Planning and Compulsory Purchase Act 2004; and has regard to relevant national policy and guidance, including national planning and minerals policy statements and guidance (PPSs, PPGs, MPSs, MPGs). Other key publications include the UK Biodiversity Action Plan and the UK Sustainable Development Strategy.
- 2.21 The Government intends to replace the planning and minerals policy statements with a briefer National Planning Policy Framework. The Government's draft National Planning Policy Framework (July 2011) included a presumption in favour of sustainable development; and stated that 'planning should proactively drive and support the development that this country needs'. It also stated that 'planning policies and decisions should seek to protect and enhance environmental and heritage assets appropriate to their significance, and reduce pollution'.
- 2.22 National policy for minerals<sup>7</sup> includes the key objective of securing adequate and steady supplies of minerals needed by society and the economy within the limits set by the environment, assessed through sustainability appraisal, and without irreversible damage.
- 2.23 The Government intends to produce a National Waste Management Plan, including revised planning policy on waste that is currently contained in 'Planning for Sustainable Waste Management' (PPS 10). Government policy in PPS10 includes the key objective of preparing and delivering planning strategies that help deliver sustainable development through:
- Driving waste management up the waste hierarchy<sup>8</sup>;
  - Addressing waste as a resource; and
  - Looking to disposal as the last option.
- 2.24 PPS10 also includes the requirement that waste plans should ensure sufficient opportunities for the provision of waste management facilities in appropriate locations and should both inform and in turn be informed by any relevant municipal waste management strategy.

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<sup>2</sup> Directive on Waste (2008/98/EC) (transposed into English law under the Waste (England and Wales) Regulations 2011)

<sup>3</sup> Directive on the Landfill of Waste (99/31/EC) (transposed into English law under the landfill (England & Wales) Regulations 2002)

<sup>4</sup> The Conservation of Natural Habitats and Wild Flora and Fauna Directive (92/43/EC) (transposed into UK law under the Conservation of Habitats Species Regulations 2010)

<sup>5</sup> Directive on the Assessment of the Effects of Certain Plans and Programmes on the Environment (2001/42/EC) (transposed into UK law under the Environmental Assessment of Plans and Programmes Regulations 2004)

<sup>6</sup> Directive 2000/60/EC: establishing a framework for Community action in the field of water policy

<sup>7</sup> Minerals Policy Statement 1: Planning and Minerals

<sup>8</sup> Defined in the update to PPS 10: Planning for Sustainable Waste Management (30 March 2011) as prevention; preparing for re-use; recycling; other recovery; disposal.



- 2.25 In providing for new waste management facilities, the Core Strategy seeks to promote changes in waste management practice in line with European, national and other relevant policy and the objectives of this strategy.
- 2.26 European and national policy for waste management (EU Waste Framework Directive, 2008 and PPS10) set out a waste hierarchy, as shown in figure 8, in which prevention of waste is the most desirable option and disposal is the option of last resort.

Figure 8: Waste Hierarchy



- 2.27 By moving the management of waste up this hierarchy, away from disposal to reuse, recycling, composting and treatment to recover resources, the Government aims to achieve more sustainable waste management and to break the link between economic growth and the environmental impact of waste. The County Council shares this aim.
- 2.28 Landfilling biodegradable waste produces methane gas which is a powerful greenhouse gas. European and national legislation and policy has put in place strong financial and policy drivers and challenging targets to reduce the amount of biodegradable waste that is sent to landfill, and increase the recovery of resources from waste. Landfill tax (which applies to all wastes and has been increasing year on year) and the Landfill Allowance Trading Scheme (which will apply to municipal waste up to 2013) are increasing the costs of landfill so that it will no longer be the cheapest means of dealing with waste.

### Regional

- 2.29 Under current legislation, this plan must be in general conformity with the South East Plan, May 2009 (the regional strategy). However, the Localism Act (November 2011) includes provision for regional strategies to be revoked; and the Government has announced its intention to do this at the earliest opportunity. The South East Plan includes strategic policies for mineral supply and waste management. The County Council considers that these policies

generally continue to be appropriate to Oxfordshire, except that the figures for mineral supply are considered to be unjustifiably high (see section 4) and higher targets for waste recycling and diversion of waste from landfill are now considered to be achievable (see section 5).

### Local

- 2.30 The Oxfordshire Structure Plan 2016<sup>9</sup> included a policy (M2) which sets out factors to be taken into account in identifying appropriate locations for sand and gravel working. This policy is “saved”, i.e. is still in force as part of the development plan for Oxfordshire, and is reflected in the development of the minerals strategy. It is expected that Policy M2 will cease to be part of the development plan when the South East Plan is revoked.
- 2.31 The Oxfordshire Minerals and Waste Local Plan was adopted by the County Council in July 1996. It contains detailed policies for the supply of minerals, the provision of waste management facilities and for the control of minerals and waste developments. Under the Planning and Compulsory Purchase Act 2004 (which introduced the requirement to prepare minerals and waste development frameworks), many of the policies of this Plan are also ‘saved’ and form part of the development plan until they are replaced by new policies in the new Minerals and Waste Plan.
- 2.32 The Minerals and Waste Core Strategy has regard to and is consistent with the existing and emerging new plans (local development frameworks) prepared and adopted by the City and District Councils<sup>10</sup>. The Minerals and Waste Development Framework and the City and District Plans will together form the development plan for Oxfordshire, containing a full set of local planning policies and proposals for the county against which planning applications for development will be considered. The Core Strategy also has regard to the principles of the Sustainable Community Strategy, Oxfordshire 2030.
- 2.33 The Minerals and Waste Plan should take into account and, as far as possible, be consistent with the existing and emerging plans of neighbouring planning authorities and more distant planning authorities which have minerals or waste links with Oxfordshire (e.g. counties which export hard rock to Oxfordshire or counties which Oxfordshire sends hazardous waste to for disposal). The Localism Act 2011 has introduced a requirement for planning authorities to engage ‘constructively, actively and on an on-going basis’ with other authorities in preparing their plans. The County Council has been carrying out this ‘duty to cooperate’ in preparing the Minerals and Waste Core Strategy.
- 2.34 The County Council is both the planning authority for waste development and the waste disposal authority, with responsibility for the management and

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<sup>9</sup> The Oxfordshire Structure Plan 2016 adopted in October 2005 was superseded by the South East Plan adopted in May 2009

<sup>10</sup> The Oxford Core Strategy was adopted by Oxford City Council in March 2011; the other four Oxfordshire District Councils are preparing Core Strategies but have existing local plans with saved policies which are still in force as part of the development plan for Oxfordshire

disposal of municipal waste, mainly comprising the household waste and some commercial waste collected by the five district councils.

- 2.35 The county and district councils work together on municipal waste management under the Oxfordshire Waste Partnership. The Oxfordshire Joint Municipal Waste Management Strategy 'No Time to Waste' was agreed by the six Oxfordshire local authorities in January 2007. It provides a framework for the management of municipal waste in the county to 2030 and sets 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. A review of the Joint Municipal Waste Management Strategy is being carried out in 2012. The Core Strategy is separate from the municipal waste strategy but it is consistent with and has been informed by it.

### **Habitats Regulations Assessment**

- 2.36 The Habitats Directive requires planning authorities to assess the likely effects of their plans, either alone or in combination with other plans and projects, on sites which have been designated as being of European importance for the habitat or species they support. In Oxfordshire there are seven sites designated as Special Areas of Conservation (SAC). Natural England has been consulted on a draft Habitats Regulations Assessment screening report, prepared by the Council, which identifies the seven sites, describes the conservation objectives of each site and provides an assessment of the likely impacts on them.
- 2.37 The screening report suggested that there could potentially be an impact of mineral extraction near Oxford Meadows SAC and Cothill Fen SAC. Further work was commissioned to provide a hydrogeological assessment of mineral working in the Eynsham / Cassington / Yarnton sharp sand and gravel area and the soft sand area north and south of the A420, west of Abingdon. The consultant's report forms an addendum to the screening report, which has been published.
- 2.38 This report identified that proposed sand and gravel extraction in some parts of the Eynsham / Cassington / Yarnton area (to the east and north east of the River Evenlode) could potentially have an effect on the hydrology of Oxford Meadows SAC and should not be identified as specific sites for mineral working in a site allocations document. The report also recommended that proposals for working in this area should be required to demonstrate that working would not lead to changes in water levels in the Oxford Meadows SAC. However, the report concluded that it would still be possible to deliver the required amount of sand and gravel from this area, from sites which are not likely to have an effect on Oxford Meadows SAC.
- 2.39 The report also concluded that proposals to extract soft sand in the area north and south of the A420, west of Abingdon would need to demonstrate that working would not lead to changes in water levels in Cothill Fen SAC.

- 2.40 Natural England has agreed amended the wording of policy M3 to reflect the findings of the hydrogeological report.

### **Sustainability Appraisal / Strategic Environmental Assessment**

- 2.41 The Strategic Environmental Assessment Directive requires that an assessment is carried out of the likely impacts of the plan on a range of environmental criteria. Policies and proposals in development plan documents must also be subject to sustainability appraisal. A sustainability appraisal scoping report has been prepared and published following consultation with the Environment Agency, Natural England and English Heritage.
- 2.42 The Council commissioned consultants to carry out a sustainability appraisal incorporating a strategic environmental assessment to assess the likely impacts of the Minerals and Waste Core Strategy against a range of environmental, economic and social criteria. The sustainability appraisal does not raise any fundamental issues necessitating further changes to policies although minor amendments proposed in the report have been incorporated into the Core Strategy. The sustainability appraisal report has been published.

### **3. VISION AND OBJECTIVES FOR MINERALS AND WASTE IN OXFORDSHIRE**

#### **MINERALS**

- 3.1 The vision and objectives for the Minerals Strategy provide a basis for the development of the strategy, policies and proposals for minerals supply.
- 3.2 The aspirations for Oxfordshire outlined in chapter 2 and the significant growth that is planned present major challenges for minerals planning, including that adequate supplies of the minerals needed for construction are made available when and where required and in the most sustainable way possible.
- 3.3 The vision and objectives seek to address these and related issues, in particular the need to support Oxfordshire's economy, protect its environment and provide an effective framework for making provision for the supply of minerals.

#### **Minerals Planning Vision**

- 3.4 The vision for Oxfordshire's minerals planning strategy is that:
- a) In the period to 2030, the supply of aggregate materials to meet the development needs of Oxfordshire and help sustain its world class economy, and to make an appropriate contribution to wider needs, will be met by:
    - an increased use of secondary and recycled aggregate materials;
    - the continued import of materials such as hard crushed rock that are not available locally; and
    - of the balance of provision from locally produced sand and gravel, soft sand, limestone and ironstone.
  - b) Mineral working will be located and managed to minimise:
    - the distance that aggregates are transported by road;
    - the use of unsuitable roads through settlements; and
    - other harmful impacts of mineral extraction and transportation on Oxfordshire's environment and communities.
  - c) The restoration of mineral workings will enhance the quality of Oxfordshire's natural environment and the quality of life for Oxfordshire residents by:
    - contributing to the creation of habitats and protection of biodiversity, particularly in relation to the Conservation Target Areas<sup>11</sup>; and
    - providing access to the countryside and opportunities for recreation; and
    - seeking to reduce the risk of flooding and providing flood storage capacity.

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<sup>11</sup> Conservation Target Areas (CTA) are important areas for wildlife in Oxfordshire. The main aim within CTAs is to restore biodiversity at a landscape-scale through the maintenance, restoration and creation of Biodiversity Action Plan priority habitats.

## Minerals Planning Objectives

- 3.5 The Oxfordshire Minerals Planning Vision is supported by the following ten planning objectives which set out the principles which underpin the minerals strategy.
- i. Enable Oxfordshire to meet the locally determined requirements for supply of sand and gravel, soft sand, crushed rock and secondary and recycled aggregates over the plan period to meet planned economic growth and social needs and to make an appropriate contribution to wider needs.
  - ii. Enable a continued supply of limestone and ironstone for building and walling stone from small scale quarries for the maintenance, repair and construction of locally distinctive buildings and structures.
  - iii. Provide a framework for investment and development by mineral operators and landowners through a clear and deliverable spatial strategy which is sufficiently flexible to meet future needs and which is based on existing and planned infrastructure provision.
  - iv. Facilitate the economically and environmentally efficient supply of minerals in Oxfordshire and encourage the maximum practical recovery of aggregate resources from secondary and recycled materials for use in place of primary aggregates.
  - v. Minimise the impact of minerals development on flood risk and contribute to climate adaptation through restoration schemes which provide flood storage capacity in the floodplain.
  - vi. Minimise the distance minerals need to be transported by road and encourage where possible the movement of aggregates by conveyor, pipeline, rail and on Oxfordshire's waterways in order to reduce adverse impacts of mineral transportation on local communities, the environment and climate change; and minimise the impact of mineral traffic on local communities through implementation, monitoring and enforcement of routeing agreements.
  - vii. Protect Oxfordshire's communities, important landscapes, the River Thames and ecological, geological, archaeological and heritage assets from harmful impacts of mineral development and transportation.
  - viii. Provide benefits to Oxfordshire's natural environment and local communities through the restoration of mineral workings by contributing to nature conservation, enhancing the quality and extent of Conservation Target Areas, contributing to landscape character, improving access to the countryside, safeguarding local amenity and providing opportunities for local recreation.
  - ix. Safeguard resources of sand and gravel, crushed rock and Fuller's Earth to ensure that these resources are potentially available for future use and are considered in future development decisions; and



- x. Safeguard permanent facilities for producing secondary and recycled aggregate and for importing aggregates into Oxfordshire by rail.

## **WASTE**

- 3.6 The vision and objectives for the Waste Strategy provide a basis for the development of the strategy, policies and proposals for waste management.
- 3.7 The aspirations for Oxfordshire outlined in chapter 2 and the significant growth that is planned present major challenges for waste planning including that the waste generated by existing and new developments is managed and used in the most effective and sustainable way possible.
- 3.8 The vision and objectives seek to address these and related issues, in particular the need to support Oxfordshire's economy, to protect its environment, and to provide an effective framework for making provision for the management of waste.

### **Waste Planning Vision**

- 3.9 The vision for Oxfordshire's waste planning strategy is that:
  - a) By 2030 there will have been a transformation in the way that waste is managed in Oxfordshire, with:
    - increased re-use, recycling and composting of waste;
    - treatment (so far as is practicable) of all residual waste that cannot be recycled or composted; and
    - only the minimum amount of waste that is necessary being disposed of at landfill sites.
  - b) The county will remain largely self-sufficient in dealing with the waste it generates. An economically and environmentally efficient network of clean, well-designed recycling, composting and other waste treatment facilities will have been developed to recover material and energy from the county's waste and support its thriving economy.
  - c) Waste management facilities will be distributed across the county, with larger-scale and specialist facilities being located at or close to large towns, particularly the growth areas, and close to main transport links, and with smaller-scale facilities serving more local areas. This network will have helped to build more sustainable communities that increasingly take responsibility for their own waste and keep to a minimum the distance waste needs to be moved within the county.

### **Waste Planning Objectives**

- 3.10 The Oxfordshire Waste Planning Vision is supported by the following eight waste planning objectives which set out the principles which underpin the waste strategy.

- i. Provide for waste management capacity that enables Oxfordshire to be net self-sufficient in meeting its own waste needs and makes an appropriate contribution towards wider specialist waste needs.
- ii. Support initiatives that help to reduce the amounts of waste produced and provide for the delivery, as soon as is practicable, of waste management facilities that will drive waste away from landfill and as far up the waste hierarchy<sup>12</sup> as possible; in particular facilities that will enable increased re-use, recycling and composting of waste and the recovery of resources from remaining (residual) waste and avoid its disposal to landfill.
- iii. Provide for waste to be managed as close as possible to where it arises to:
  - minimise the distance waste needs to be transported by road;
  - reduce adverse impacts of waste transportation on local communities and the environment; and
  - enable communities to take responsibility for their own waste;generally providing for a broad distribution of facilities whilst recognising that some types of waste management facility are uneconomic or not practical below a certain size and therefore will need to serve a wider area.
- iv. Recognise that waste management is an integral part of community infrastructure and take opportunities to locate facilities in or close to the communities they serve, including in conjunction with planned growth, and for recovery and local use of energy (heat and power) from waste.
- v. Recognise that waste will continue to be imported into Oxfordshire from London and elsewhere for disposal by landfill and seek to limit this to residual waste (following recycling and treatment elsewhere) and for the quantity of this waste to decrease over time as additional waste management facilities are provided closer to where the waste is produced.
- vi. Avoid the loss of green field land, giving priority to the use of previously developed land and ensure that new waste management facilities are sensitive to the amenities of local communities and do not cause unnecessary harm to the County's distinctive natural and built environment.
- vii. Promote sustainable waste practice in construction and demolition work based on the principle of keeping waste to a minimum, managing waste on site where possible, recycling construction waste as aggregate, and creating buildings and layouts that facilitate the recovery of resources from waste and take advantage of opportunities for the use of combined heat and power.
- viii. Secure the satisfactory restoration of landfill sites and other temporary waste management sites, where the facility is no longer required and acceptable in that location.

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<sup>12</sup> The waste hierarchy is shown at paragraph 2.26



## 4. MINERALS PLANNING STRATEGY

- 4.1 This section sets out the County Council's minerals planning strategy and policies for the period to 2030. Provision must be made for an adequate and steady supply of minerals over the plan period. The Council intends that this should be done by encouraging the use of secondary and recycled aggregates as well as by identifying areas for mineral working to meet the need for primary aggregates such as sand and gravel and crushed rock. The minerals strategy for Oxfordshire is illustrated on the key diagram at the end of this section.
- 4.2 The strategy also addresses safeguarding of mineral resources and infrastructure to ensure future availability of supply. A policy for restoration of mineral working recognises the temporary nature of mineral extraction and the importance of restoring sites to enhance the environment and provide amenities for the public.

### Secondary and recycled aggregates

- 4.3 Secondary and recycled aggregates in Oxfordshire currently include:
- Locally derived construction and demolition waste;
  - Locally derived road planings;
  - Ash from Didcot A power station;
  - Spent rail ballast (brought in by rail to a site at Sutton Courtenay).
- 4.4 Oxfordshire has capacity for recycling approximately half a million tonnes of construction and demolition waste each year (about half in permanent sites and half in temporary sites at quarries and landfill sites). Didcot A power station will cease to operate by the end of 2015, but it is expected that some ash from the energy from waste facility to be built at Ardley will be used as secondary aggregates.
- 4.5 The total production of recycled and secondary aggregates is difficult to quantify because it includes, for example, material from mobile crushing plants at building and road development sites which is recycled and sometimes re-used on site, and material which passes through waste transfer stations. Production of secondary and recycled aggregates in 2009 in Oxfordshire was estimated at just under 300,000 tonnes, but this may be an underestimate due to an incomplete survey response from operators.
- 4.6 Policy M1 provides for additional facilities to support a more ambitious level of secondary and recycled aggregate production, in line with the South East Plan target (policy M2 – 0.9 million tonnes per year), to encourage this important source of aggregate supply.
- 4.7 Policy W1 states that provision should be made for waste facilities to manage 1.3 million tonnes per year of construction, demolition and excavation wastes. Applying the recycling target of 60% by 2020 for this waste stream in policy W3 results in a requirement for provision of facilities to recycle 0.78 million tonnes per year. Discounting the soils fraction of this waste but adding recycling of ash, road planings and rail ballast, the Council has assessed that total production

capacity for secondary and recycled aggregates will be approximately 0.83 million tonnes per year by 2015, approaching the target level in policy M1.

- 4.8 Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through policy W5. Planning applications for such facilities will be considered against policy W6, including the provisions of that policy for recycling facilities to be located within the Green Belt and Areas of Outstanding Natural Beauty in particular circumstances. Permanent secondary and recycled aggregate facilities will be safeguarded under policy W10. Restoration of temporary facilities located at quarries and landfill sites will be considered against policy M7.

#### 4.9 **Policy M1: Provision for secondary and recycled aggregates**

**The production and supply of secondary and recycled aggregates, in place of land won aggregates, will be encouraged.**

**Provision will be made for facilities to enable the supply of at least 0.9 million tonnes of secondary and recycled aggregates a year, comprising:**

- **Permanent facilities; and**
- **Temporary facilities at aggregate quarries and inert waste landfill sites.**

**Provision will be primarily through recycling of construction, demolition and excavation waste but also through recycling of road planings and rail ballast and recovery of ash from combustion processes.**

#### **Provision for working aggregate minerals**

- 4.10 Under the current national and regional arrangements for aggregates planning, policy M3 of the South East Plan states that Oxfordshire should make provision for the supply of 1.82 million tonnes a year of sand and gravel and 1.0 million tonnes a year of crushed rock from local land-won sources for the period to 2016. The Government has however said that planning authorities can choose to use alternative figures for their planning purposes if they have new or different information and a robust evidence base.

- 4.11 The County Council has adopted the following locally-derived annual supply figures as the basis for its minerals planning strategy<sup>13</sup>:

- sand and gravel – 1.26 million tonnes a year;
- crushed rock – 0.63 million tonnes a year.

These figures are based on work by consultants Atkins<sup>14</sup>, commissioned to provide a locally based assessment of Oxfordshire's aggregate requirements as alternative to the top-down figures in the South East Plan. These figures will enable Oxfordshire to meet its own needs, with flexibility for appropriate cross-boundary movements of aggregates. They also allow for possible changes in

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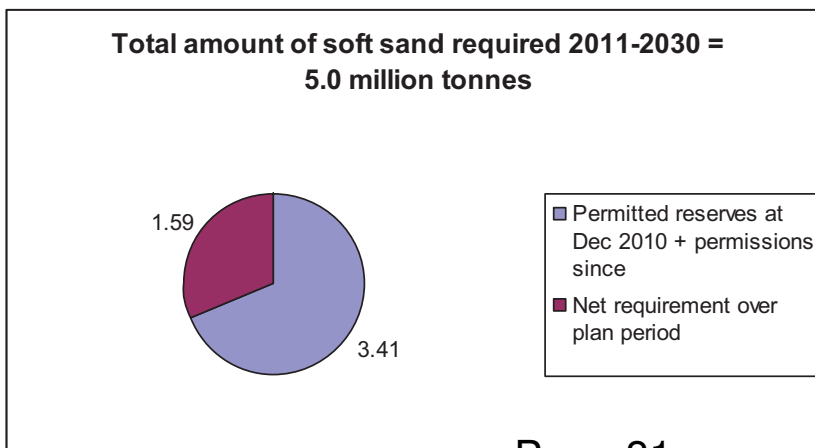
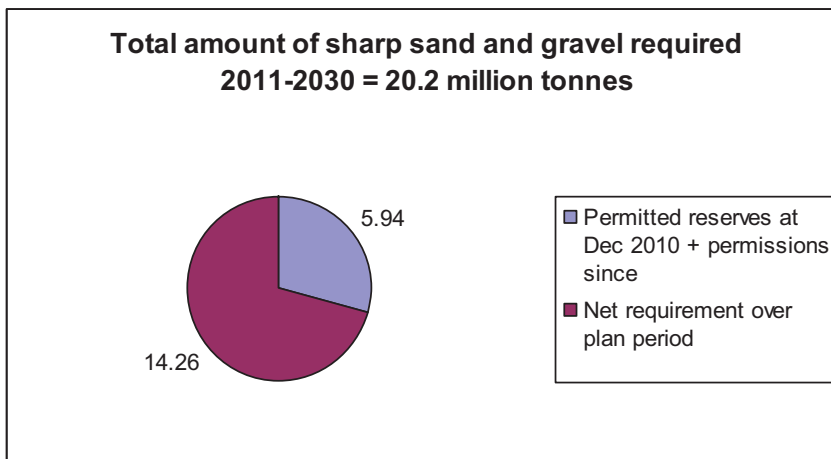
<sup>13</sup> Report to County Council Cabinet 16 February 2011

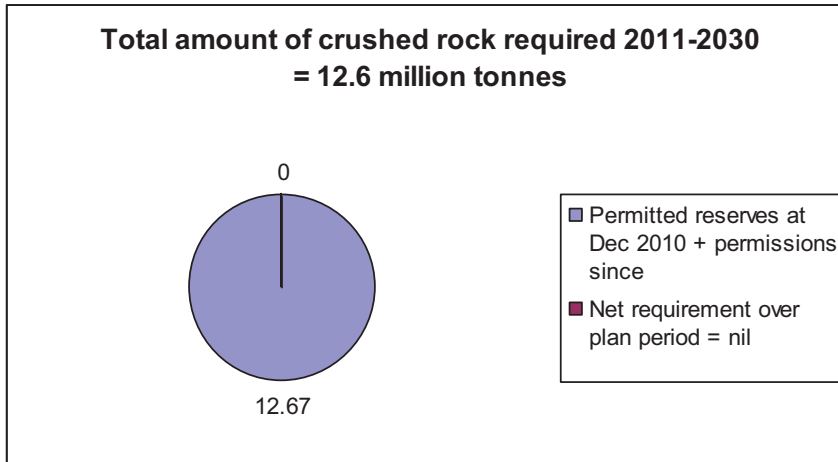
<sup>14</sup> Local Assessment of Aggregate Supply requirements for Oxfordshire, Atkins, January 2011

local circumstances such as an increase in economic activity and consequent demand for aggregates. Regular monitoring of aggregates supply and consumption in Oxfordshire will be carried out through the plan period to check that these figures continue to be appropriate.

- 4.12 In line with current national policy, it is proposed to maintain landbanks of reserves with planning permission of at least: seven years for sand and gravel (based on 1.26 million tonnes a year); and ten years for crushed rock (based on 0.63 million tonnes a year).
- 4.13 In Oxfordshire sharp sand and gravel and soft sand generally occur in different locations and have distinct and separate uses and markets. In line with current national policy, separate landbanks will be maintained for these minerals. The annual supply figure for sand and gravel (1.26 million tonnes a year) will be divided in the ratio 80:20 between sharp sand and gravel (1.01 million tonnes a year) and soft sand (0.25 million tonnes a year), based on recent past production.
- 4.14 These annual supply figures result in a requirement over the plan period (2011 to 2030) for:
- sharp sand and gravel – 20.2 million tonnes;
  - soft sand – 5.0 million tonnes; and
  - crushed rock – 12.6 million tonnes.
- Figure 9 shows how these requirements will be met.

Figure 9: Planning for sharp sand and gravel, soft sand and crushed rock, 2011-2030





- 4.15 Taking into account existing planning permissions, the additional requirement over the plan period for which provision needs to be made is:
- Sharp sand and gravel – 14.26 million tonnes;
  - Soft sand – 1.59 million tonnes;
  - Crushed rock – no additional requirement.

4.16 **Policy M2: Provision to be made for working aggregate minerals**

**Permission will be granted for mineral working to enable landbanks of reserves with planning permission to be maintained of at least 7 years for soft sand and sharp sand and gravel and 10 years for crushed rock, based on the following rates of extraction:**

- Sharp sand and gravel – 1.01 million tonnes a year;
- Soft sand 0.25 – million tonnes a year; and
- Crushed rock – 0.63 million tonnes a year.

## **Locations for working aggregate minerals**

- 4.17 Minerals can only be extracted where they exist in the ground. The identification of areas and sites where extraction can take place acceptably provides greater certainty of where mineral working will take place. This strategy identifies the broad areas where it is proposed that working for sand and gravel, soft sand and crushed rock should take place, as shown in figure 10. It will provide a basis for the subsequent identification of specific sites for working in a site allocations document.

### Sharp Sand and Gravel

- 4.18 Existing planning permissions could on average provide a supply of sand and gravel until 2016 at a production rate of 1.01 million tonnes a year, although in practice some sites will be exhausted sooner and others will last longer. The strategy in this document makes provision for sharp sand and gravel for the rest of the plan period, to 2030.
- 4.19 Principles which have informed the selection of the preferred strategy for sand and gravel extraction are:
- Although there are extensive sand and gravel resources in west Oxfordshire, the rate and intensity of mineral working in the area should not increase, to meet concerns about generation of traffic, impacts on local rivers and groundwater flows, and to ensure that the cumulative impact of mineral working on local communities is not unacceptable.
  - The distances minerals need to be transported from quarry to market should be as short as is practicable.
  - There should be continued sand and gravel working in the area to the south of Oxford to enable local supply of aggregates for planned housing and economic growth in southern Oxfordshire, including the Science Vale area.
- 4.20 An assessment has been made of the likely contribution of each of the strategic areas to meeting the requirement for sharp sand and gravel supply over the plan period. It has been assumed that the rates of working within the existing areas of working (Lower Windrush Valley, Eynsham / Cassington / Yarnton, Sutton Courtenay and Caversham) would be at the levels allowed by existing planning permissions and/or proposed in planning applications. Table 1 sets out the contribution of each area and shows that there is sufficient potential production capacity within these areas to provide for the level of sand and gravel supply in policy M2. The Council will carry out regular monitoring to check that the planned provision for mineral working is adequate to meet the need for aggregates supply in Oxfordshire.

Table 1: Contribution of strategy areas to sand and gravel provision

<b>Sand and gravel strategy area</b>	<b>(a) Production capacity 2011-2020 (million tonnes per annum)</b>	<b>(b) Provision required 2011-2020 (million tonnes)</b>	<b>(c) Production capacity 2021-2030 (million tonnes per annum)</b>	<b>(d) Provision required 2021-2030 (million tonnes)</b>	<b>(e) Total provision required (b) + (d) (million tonnes)</b>
<b>Lower Windrush Valley</b>	0.55 <sup>15</sup>	5.50	0.35 <sup>16</sup>	3.5	<b>9.0</b>
<b>Eynsham / Cassington / Yarnton</b>	0.3 <sup>17</sup>	3.0	0.3	3.0	<b>6.0</b>
<b>Sutton Courtenay</b>	0.2	2.0	–	–	<b>2.0</b>
<b>Caversham</b>	0.17 <sup>18</sup>	1.7	0.17	1.7	<b>3.4</b>
<b>Cholsey</b>	–	–	0.2 <sup>19</sup>	2.0	<b>2.0</b>
<b>Total</b>	<b>1.22</b>	<b>12.2</b>	<b>1.02</b>	<b>10.2</b>	<b>22.4</b>

4.21 Existing permitted reserves plus potentially deliverable resources within nominated sites would be sufficient for working throughout the period to 2030 in the Lower Windrush Valley, Eynsham/Cassington/Yarnton and Caversham areas. The Sutton Courtenay area is likely to be exhausted by around 2020. A new area is proposed at Cholsey, which would need to come into production at about that time to enable continued local supply of sand and gravel to markets in southern Oxfordshire.

4.22 The Habitats Regulations Assessment screening report has concluded that a finding of no likely significant effect on Oxford Meadows Special Area of Conservation (SAC) cannot be reached in respect of land to the east and north east of the River Evenlode within the Eynsham / Cassington / Yarnton area. The Habitats Directive requires the Council to take a precautionary approach in the plan and therefore sites will not be identified for mineral working within that part of this area. The screening report has also concluded that any proposals for working in the Eynsham / Cassington / Yarnton area would need to demonstrate that they would not affect water levels at Oxford Meadows SAC.

4.23 Potentially important archaeological constraints have been identified in the Lower Windrush Valley, south of Hardwick. The Council will work with English Heritage to ensure that important archaeology is given appropriate protection.

<sup>15</sup> Figure gained from two current permissions, at Gill Mill and Stonehenge Farm.

<sup>16</sup> <sup>16</sup> This assumes only one quarry in the Lower Windrush Valley after 2020, by when the reserves at Stonehenge Farm are expected to be exhausted.

<sup>17</sup> Likely capacity figure estimated from industry site nominations in this area.

<sup>18</sup> Based on rate of working proposed in current application at Caversham MW.0158/11.

<sup>19</sup> Based on proposed rate of work in site nominations in Cholsey area.

### Soft sand

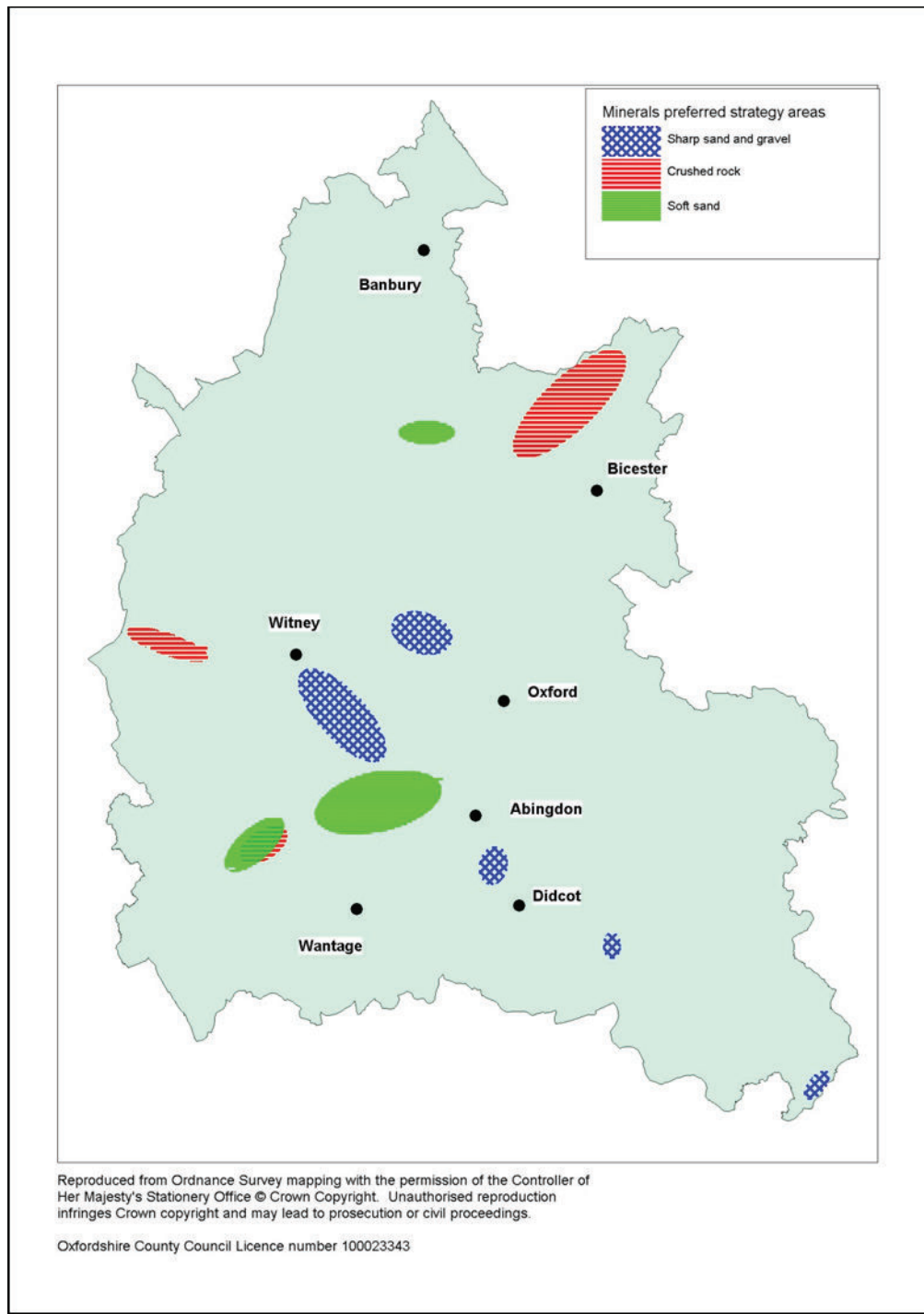
- 4.24 Soft sand accounts for approximately 20% of sales of all sands and gravels in Oxfordshire. Two types of soft sand are worked, supplying different markets: sand from the Tubney area generally meets higher specifications than sand from the Faringdon area. The strategy should enable both types of soft sand to continue to be worked.
- 4.25 At a production rate of 0.25 million tonnes a year, existing planning permissions could on average provide a supply of soft sand until 2023, although in practice some sites will be exhausted sooner and others will last longer. For the period 2020 to 2030, it would be preferable for further soft sand working to be from extensions to existing quarries rather than from new quarries to make efficient use of existing plant and infrastructure, and minimize additional impact.
- 4.26 The Habitats Regulations Assessment screening report has concluded that proposals for mineral working in the area north and south of the A420 to the west of Abingdon would need to demonstrate that they would not affect water levels at Cothill Fen SAC.

### Crushed rock

- 4.27 At a rate of production of 0.63 million tonnes a year, current permitted reserves of crushed rock could on average last until 2030, although in practice some sites will be exhausted sooner and others will last longer. Existing working areas of limestone are south east of Faringdon, south of Burford and east of the River Cherwell. There is one existing area of ironstone working in the north of the county at Alkerton / Wroxton. Production of crushed rock has fluctuated considerably over past years and, if demand increases, additional permissions may be needed towards the end of the plan period.
- 4.28 The ironstone resource area in the north of the county is less well located relative to strategic routes and market areas in Oxfordshire than are some areas of limestone resource; and there are substantial permitted reserves of ironstone remaining to be worked. Better quality aggregate is generally available from within the limestone deposits than from the ironstone. Any additional provision should be made within the limestone areas. Such provision should preferably be made through extensions to existing quarries rather than from new quarries, to make efficient use of existing plant and infrastructure, and minimize additional impact.



Figure 10: Locations for sharp sand and gravel, soft sand and crushed rock working



- 4.29 Government policy is that major minerals developments should only be permitted in Areas of Outstanding Natural Beauty (AONB) in exceptional circumstances. There are sufficient aggregate resources in Oxfordshire outside the AONBs such that working within these areas is not necessary. Policy C6 provides protection for the landscape quality of the county.



#### **4.30 Policy M3: Locations for working aggregate minerals**

**The principal locations for sharp sand and gravel working, as indicated in figure 10, will be at:**

- i. existing areas of working at:**
  - **Lower Windrush Valley;**
  - **Eynsham / Cassington / Yarnton;**
  - **Sutton Courtenay; and**
  - **Caversham;**

**through extensions to existing quarries or new quarries to replace exhausted quarries; and**

- ii. a new area of working at Cholsey, to replace Sutton Courtenay when reserves there become exhausted;**

**Within the Lower Windrush Valley and Eynsham / Cassington / Yarnton areas further working will only be permitted if it would not lead to an increase in the overall level of mineral extraction or mineral lorry traffic above past levels within these areas combined.**

**Within the Eynsham / Cassington / Yarnton area further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation; and land to the east and north east of the River Evenlode will not be identified as specific sites for mineral working in a site allocations development plan document.**

**The principal locations for soft sand working, as indicated in figure 10, will be:**

- **East and south east of Faringdon;**
- **North and south of the A420 to the west of Abingdon; and**
- **Duns Tew.**

**Within the area north and south of the A420 to the west of Abingdon further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Cothill Fen Special Area of Conservation.**

**The principal locations for crushed rock working, as indicated in figure 10, will be:**

- **North of Bicester to the east of the River Cherwell;**
- **South of the A40 near Burford; and**
- **East and south east of Faringdon.**

**Additional working of ironstone for aggregate use will only be permitted in exchange for revocation, without compensation, of an existing permission containing workable resources.**

**Preference will be given to extensions to existing soft sand and crushed rock quarries. New quarries will only be permitted if sufficient provision cannot be made through extensions.**

**Planning permission will not be granted for working aggregate minerals outside the locations identified in this policy unless the required provision cannot be met from within these areas.**

**Further working of minerals for aggregate use will not be permitted within Areas of Outstanding Natural Beauty.**

#### **Imported aggregates and rail depots**

- 4.31 Aggregates are imported through three rail depots at Banbury, Sutton Courtenay and Kidlington<sup>20</sup>. Planning permission has been granted for a rail depot at Shipton on Cherwell. Network Rail has a depot in Oxford for its own use to bring in rail ballast.
- 4.32 There will be an ongoing need for importation of aggregate materials that cannot be quarried locally, particularly hard rock for roadstone. Rail and water transport should take priority over road, particularly for longer distance movements.
- 4.33 **Policy M4: Aggregates rail depots**

**Existing and permitted rail depots will be safeguarded for importing aggregates at:**

- Banbury (Hennef Way);
- Kidlington;
- Sutton Courtenay (Appleford Sidings); and
- Shipton on Cherwell Quarry.

**Where proposals for development would result in the loss of a rail depot site, a suitable alternative site should be provided.**

**The development of further aggregates rail depots will be encouraged at suitable locations outside the Green Belt.**

**Development which would prejudice the operation or establishment of existing or permitted aggregates rail depots identified in or subsequently permitted under this policy will not be permitted. Development sensitive to disturbance that could be adversely impacted by the operation of a rail depot will not be permitted in proximity to an existing or permitted rail depot.**

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<sup>20</sup> A fourth rail depot at Hinksey Sidings, Oxford is solely for the supply of ballast to Network Rail and is not therefore considered part of the County's aggregates supply.

## **Non-aggregate mineral working**

### Building Stone

- 4.34 The Council recognises the importance of small scale building, roofing and walling stone extraction in rural areas for the conservation and restoration of historic buildings and to maintain local distinctiveness in new development. Limestone is particularly important for maintaining the built environment in the Cotswolds Area of Outstanding Natural Beauty.
- 4.35 Large quantities of waste stone can be generated during the extraction of building stone, particularly in the initial phases of working. Waste stone may have a potential use as aggregate; the use or disposal of it is an issue which needs to be considered on a case by case basis through a planning application.

### Clay

- 4.36 Clay has been worked at certain sand and gravel quarries to produce material for lining landfill sites and for use in restoration and landscaping. In accordance with policy M3, within the Eynsham / Cassington / Yarnton area working of clay associated with sand and gravel extraction should only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation.

## **Policy M5: Non- aggregate mineral working**

**Permission will be granted for extensions to existing quarries and new quarries for extraction of building stone where a local need for the material has been demonstrated and provided that the quarrying is at a scale appropriate to the locality and will not harm the environment or local amenity.**

**The working of clay will be permitted only from areas where sand and gravel is being worked in the following locations:**

- Lower Windrush Valley;
- Eynsham/Cassington/Yarnton; and
- Sutton Courtenay;

**unless it can be demonstrated that there is a local need for clay which either cannot be met from these areas or can be met from elsewhere with less overall environmental impact.**

**Applications to work chalk, fullers earth, oil, gas, coal or any other minerals not currently worked in Oxfordshire will be considered in the light of national and development plan policies.**

## **Safeguarding mineral resources**

- 4.37 Mineral deposits are finite resources and can only be worked where they exist in the ground. It is Government policy that important mineral resources should be safeguarded for the long term. Mineral planning authorities are required to define Mineral Safeguarding Areas in minerals plans so that resources are not sterilised by non-mineral development, although there is no presumption that the resources will be worked. The County Council will have regard to the British Geological Survey good practice advice on mineral safeguarding.
- 4.38 Sharp sand and gravel, soft sand, limestone and ironstone are currently worked in Oxfordshire. Fuller's earth is no longer worked but is a nationally scarce mineral. It is therefore proposed to safeguard what are currently considered to be the economically viable areas of these resources.
- 4.39 Mineral safeguarding areas will be defined in the minerals site allocations document. The extent of safeguarded areas can be reviewed if economic or other considerations change.
- 4.40 District councils in Oxfordshire are responsible for planning development (other than minerals and waste) in their areas. The County Council, as Mineral Planning Authority, must also identify mineral consultation areas (based on the mineral safeguarding areas) and specify the types of application for non-mineral related development on which the relevant district council must consult the County Council within these areas. The mineral consultation areas will be based on the minerals safeguarding areas as defined in the minerals site allocations document.

### **4.41 Policy M6: Safeguarding mineral resources**

**Mineral resources will be safeguarded for the future and development which would prevent or otherwise hinder the possible future working of minerals will not be permitted unless it can be shown that:**

- **The need for the development outweighs the economic and sustainability considerations relating to the mineral resource; or**
- **The mineral will be extracted prior to the development taking place.**

**Mineral Safeguarding Areas will be defined, and identified in detailed maps, and will include the following mineral resources:**

- **Sand and gravel in the main river valleys and in other areas where there is a proven resource;**
- **Soft sand, limestone and ironstone in existing areas of working, including the areas proposed for working in policy M3;**
- **Fuller's earth.**

## **Restoration and after use of mineral workings**

- 4.42 Proposals for restoration, aftercare and after-use should be submitted with applications for mineral working, should include provision for long-term

maintenance of the after-use and enhancement of the environment and should accord with District LDF policies, including environmental protection, countryside and access enhancement and noise management. Proposals for restoration should demonstrate that local communities have been consulted on options for after use.

- 4.43 Mineral working can provide opportunities for environmental improvements, such as new habitats and improved public access, which benefit the local community and may offset the impact of working. The restoration of each mineral working site should be determined on its individual merits and circumstances. Restoration to the original land-use may not be practical and other forms of restoration may be equally acceptable or beneficial. Generally, nature conservation, agriculture, woodland and recreation are acceptable restoration after-uses for mineral workings but each restoration scheme should have a coherent land use strategy with a particular primary end use. Measures to conserve and enhance biodiversity should be included in restoration schemes. Within the floodplain restoration of mineral workings can contribute to reducing the risk of flooding elsewhere through provision of increased flood storage capacity and improved conveyance of floodwater; where possible restoration schemes should include such provision.
- 4.44 One of the potentially most significant impacts of mineral working is disturbance of and change to the landscape. Restoration should normally take place as soon as possible after working to minimise the impact of open quarry workings. Restoration should be carried out to a high quality and in a timely and phased manner. The County Council will seek to ensure that inert waste is prioritised for use in mineral restoration schemes, through policy W7, and will work with the District Councils to secure this. However, it is recognised that where restoration relies on infilling with inert waste it may take some years to complete restoration because of shortage of suitable fill material (due in large part to increased recycling). Effective phasing of restoration is important, to minimise visual intrusion and other local impacts. Where possible, restoration should follow closely behind extraction, to minimise the open quarry area.
- 4.45 Use of inert fill for restoration of mineral workings in the floodplain is water compatible development but the Environment Agency has a preference for wet restoration within the functional floodplain. Where infilling is proposed in the flood plain, consideration should be given to filling to below the original land levels to improve flood storage; and giving preference to wetland habitat creation, particularly in locations close to watercourses.
- 4.46 It is also important that after-uses are managed and maintained following restoration, to ensure that they become established. Where appropriate, aftercare schemes and long-term management and maintenance agreements will need to be secured. In these cases operators and landowners will normally be expected to provide for a further period of aftercare and management – usually 20 years – beyond the 5 year statutory aftercare period, including appropriate financial contributions.

- 4.47 Because of the generally high water table and a local shortage of inert waste material for infilling, most new sand and gravel workings in the river valleys of Oxfordshire will have to be restored to wetlands. The issue of risk to aircraft from birdstrike is an important consideration which may restrict the location of workings and/or affect the design of restoration schemes. Some areas of open water may be created but careful use of inert fill and other engineering techniques can lead to creation of wetland habitats that offer lower bird strike risk and are also of greater value for biodiversity. Most of Oxfordshire's sand and gravel resources and some sand and limestone resources lie within 13 kilometres of a military airfield or civilian aerodrome. Within these areas, proposals for working, restoration and after-use will need to be drawn up and designed in consultation with the MOD and/or Oxford Airport; relevant biodiversity organisations should also be consulted. A bird hazard management plan may need to be prepared as part of a planning application.
- 4.48 The County Council proposes to develop broad restoration and after-use proposals for each of the proposed mineral working areas and any specific sites within them, in the subsequent Sites Development Plan Document. These proposals will form a framework within which site restoration plans will be considered.

4.49 **Policy M7: Restoration of mineral workings**

**Minerals workings should be restored to a high quality and in a timely and phased manner to an after-use appropriate to the location and the capacity of the transport network and which is sympathetic to the character of the surrounding landscape and the amenity of local communities. Restoration and afteruse should accord with any restoration strategy for the area concerned in a site allocations development plan document.**

**Planning permission will not be granted for mineral working unless satisfactory proposals have been made for the restoration, aftercare and after-use of the site, including the means of securing them in the long term. Where appropriate, operators and landowners will be expected to make provision for the management of restored mineral workings for an extended period, beyond any aftercare period required by condition, including making appropriate financial contributions.**

**Where mineral working is proposed on best and most versatile agricultural land, the restoration should be back to agricultural land if this is practicable.**

**Within the floodplain restoration of mineral workings should where possible include provision for increased flood storage capacity to reduce the risk of flooding elsewhere.**

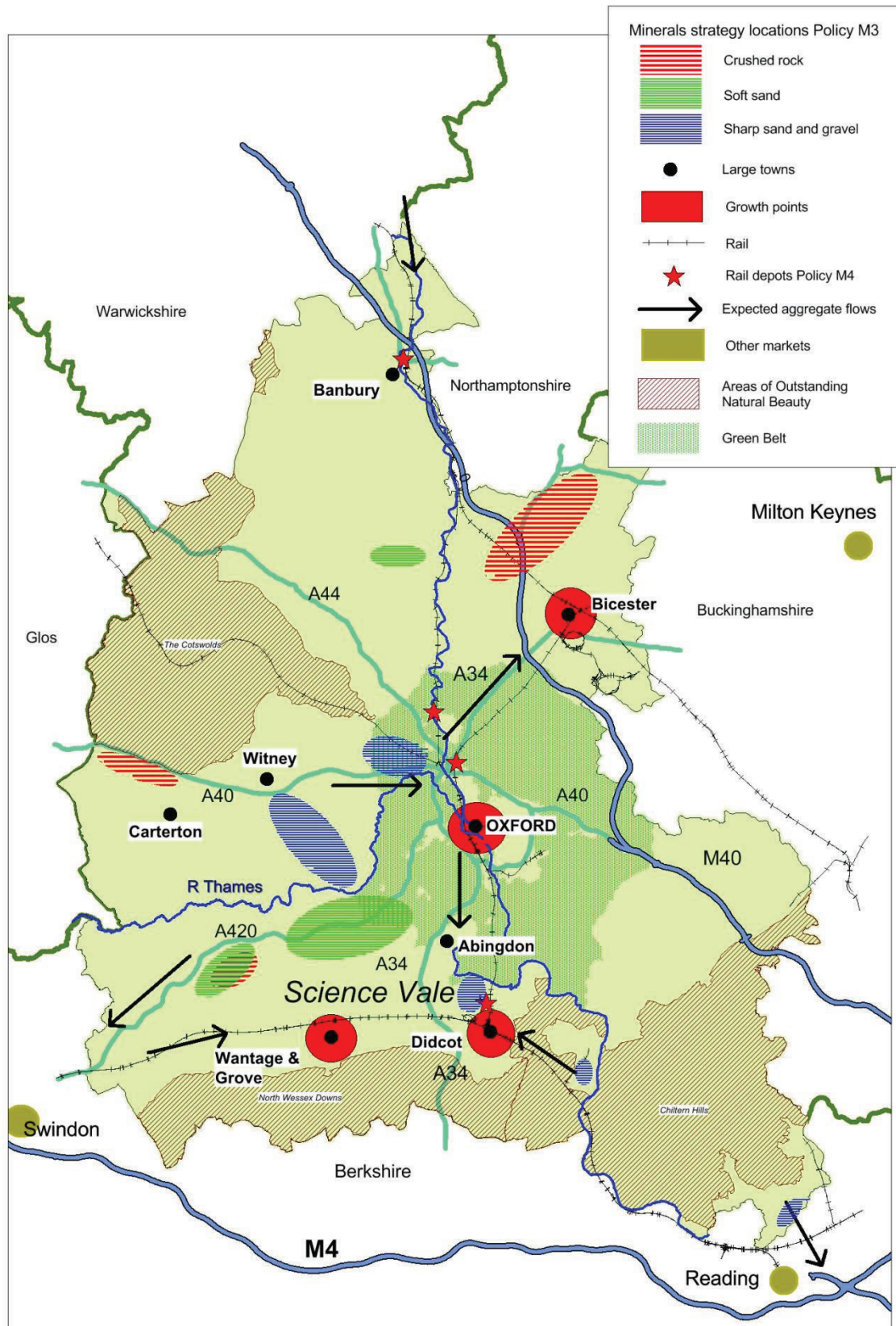
**Where restoration could assist or achieve priority habitat or species targets and/or Biodiversity Action Plan targets, the relevant biodiversity after-use should be incorporated within the restoration scheme.**

**Where restoration could protect and/or improve geodiversity and improve educational opportunities this should be incorporated into the proposed restoration scheme, such as by providing for important geological faces to be left exposed and enabling access to the faces.**

**Where a mineral working site has the potential to provide for local amenity uses, including appropriate sport and recreational uses, these uses should be incorporated into the restoration scheme.**



Figure 11: Minerals Key Diagram





## **5. WASTE PLANNING STRATEGY**

### **Development of the waste strategy**

- 5.1 This section sets out the County Council's waste planning strategy and policies for the period to 2030. Provision must be made for the facilities that will be needed for the management of waste in the county over the plan period. The Council intends that this should be done in a way that promotes and enables the movement of waste up the waste management hierarchy, away from landfill and towards increased re-use, recycling, composting and recovery of resources from waste.
- 5.2 How many and what sort of facilities will be needed for dealing with waste in Oxfordshire over this 20 year period cannot be predicted with accuracy. The strategy can only be based on the best information available. A separate waste needs assessment<sup>21</sup> has been prepared which sets out estimates of the quantities of waste that will need to be managed in Oxfordshire; the waste management capacity currently available; and the additional capacity that may be required up to 2030. These will be monitored regularly and updated as and when necessary.
- 5.3 The strategy comprises a spatial strategy for the delivery of the new waste infrastructure that is expected to be needed, which is illustrated on the key diagram at the end of this section, and core policies which provide the context for considering future proposals for waste development. This will provide a framework for the identification of sites for waste development in the sites allocations document.

### **The amount of waste to be provided for**

- 5.4 The amount of waste produced in Oxfordshire is expected to grow as population increases and the economy develops, particularly in the main urban areas of Oxford, Banbury, Bicester, Witney, Abingdon, Didcot, and Wantage and Grove. For the three main types of waste produced in Oxfordshire, the amounts needing to be managed could increase over the period to 2030 in line with the estimates in Table 2.

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<sup>21</sup> Waste Needs Assessment, Oxfordshire County Council, May 2011

Table 2: Estimates of Oxfordshire waste to be managed 2010 – 2030  
(tonnes per annum)

<b>Waste Type</b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
Municipal	310,000	330,000	340,000	350,000	370,000
Commercial & Industrial	570,000	580,000	600,000	620,000	640,000
Construction, Demolition & Excavation	650,000*	1,300,000	1,300,000	1,300,000	1,300,000
<b>Total</b>	<b>1,530,000</b>	<b>2,210,000</b>	<b>2,240,000</b>	<b>2,270,000</b>	<b>2,310,000</b>

Figures rounded to nearest 10,000 tonnes

\*Reflects reduction in construction activity due to current economic position; prior to the recession approximately 1.3 million tonnes of construction, demolition and excavation waste were produced annually.

- 5.5 The annual quantities of other types waste are also expected to increase over the period 2010 to 2030:
- Hazardous Waste – from approximately 40,000 tonnes to 60,000 tonnes;
  - Metal Waste – from approximately 50,000 tonnes to 60,000 tonnes;
  - Sewage Sludge – from approximately 20,000 tonnes to 25,000 tonnes (dry solids).
- 5.6 For municipal waste it is assumed that from 2012 there will be no further increase in the amount of waste produced by each household. Projected growth in municipal waste is therefore based only on what will arise from the expected increase in population, using planned increases in housing. Estimates of waste arisings will be kept under review by the Oxfordshire Waste Partnership through its work on the Oxfordshire Joint Municipal Waste Management Strategy.
- 5.7 For commercial and industrial waste, a relatively low growth rate has been assumed (0.63%). This is in line with work done by the South East Waste Planning Advisory Group. Any changes to the basis of this assumption (e.g. the possible effect of closure of Didcot 'A' Power Station) will be monitored.
- 5.8 Production of construction, demolition and excavation waste is believed to have fallen sharply due to the economic downturn, to about half the pre-recession level. It is assumed that this will increase again with economic recovery and that by 2015 production of construction, demolition and excavation waste will have returned to previous levels.
- 5.9 Government policy and the South East Plan (policy W4) point to counties being self-sufficient in managing the quantity of waste they produce, with cross boundary movements of waste generally being in balance. This principle guides the assessment of the amounts of commercial and industrial waste and construction, demolition and excavation wastes that need to be provided for in Oxfordshire.

5.10 Policy W1 sets out the amounts of waste that it is expected will need to be managed each year and provides the basis for assessing the requirement for waste management facilities in Oxfordshire. The market will also play a key role in establishing the type and number of waste facilities to be provided. The amounts of waste in this policy should be viewed as the minimum to be planned for. In calculating the amounts of waste management capacity required, in policies W3 and W4, a contingency of 10% is added for commercial and industrial waste and construction, demolition and excavation waste. Specific additional requirements for the management of waste from outside Oxfordshire are covered in policy W2.

**5.11 Policy W1: The amount of waste to be provided for**

**Provision will be made to enable Oxfordshire to be net self-sufficient in the management of municipal waste, commercial and industrial waste and construction, demolition and excavation waste.**

**Provision should be made for waste facilities sufficient to manage the following amounts of waste over the period to 2030:**

- **Municipal Solid Waste – 370,000 tonnes per annum;**
- **Commercial and Industrial Waste – 640,000 tonnes per annum;**
- **Construction Demolition and Excavation Waste – 1,300,000 tonnes per annum.**

**Imports of residual non-hazardous waste**

5.12 Large amounts of non-hazardous waste(municipal waste and Commercial and industrial waste) are currently received for disposal in Oxfordshire from other counties, in particular Berkshire. This reflects the availability of landfill in Oxfordshire, the relative proximity of a number of urban centres (e.g. Reading, Wokingham, Bracknell and Newbury) and the general shortage of landfill capacity in Berkshire and north Hampshire. London also has a shortage of landfill capacity and exports waste for disposal to other places, including Oxfordshire,- much of it by rail. These movements are over and above the local cross boundary movements of waste that could normally be expected.

5.13 There are some restrictions on Oxfordshire's landfills but all are able to take waste from other areas. Waste will continue to be brought into Oxfordshire for disposal by landfill. But this should be in declining amounts as new recycling and residual waste treatment facilities are developed in London and elsewhere. The recently adopted London Plan commits the London Boroughs to becoming self-sufficient in dealing with their own waste, but waste planning in Berkshire is less advanced.

5.14 The transport of non-hazardous waste into Oxfordshire for disposal at landfill sites is not a sustainable practice and cannot be seen as a long term solution. Oxfordshire will work with other authorities to achieve a reduction in the amounts of waste that is imported into the county for disposal.

- 5.15 Table 3 shows the rate at which non-hazardous waste might be imported into Oxfordshire for disposal assuming other areas move to a position of self-sufficiency in dealing with their own waste over the period of this plan. There is sufficient capacity at the existing landfill sites in Oxfordshire for these quantities of waste (in addition to meeting Oxfordshire's own landfill requirements).

Table 3: Oxfordshire: estimates of waste imported for disposal to landfill 2010 – 2030

<b>Waste Source</b>	<b>Total Imports for 5 year periods (million tonnes)</b>			
	<b>2010 – 2015</b>	<b>2016 – 2020</b>	<b>2021 – 2025</b>	<b>2026 – 2030</b>
London	1.45	1.04	0.62	0.23
Elsewhere	0.98	0.71	0.42	0.16
<b>Total</b>	<b>2.43</b>	<b>1.75</b>	<b>1.04</b>	<b>0.39</b>

London Waste Imports are from the adopted London Plan

Waste from elsewhere is based on an assumed current import rate of 216,000 tpa (data supplied by Environment Agency)

Waste from elsewhere declines at the same rate as for London

- 5.16 It is a government objective for communities take more responsibility for their own waste. This would not be assisted by the development of new facilities in Oxfordshire to treat residual non-hazardous waste from elsewhere. Such facilities would lead to waste travelling longer distances than necessary; and if designed as temporary facilities at landfill sites they are likely to compromise restoration objectives. Only if there is no prospect of a site nearer to the source of waste being identified should facilities for the treatment of residual non-hazardous waste from elsewhere be considered.
- 5.17 Policy W2 complements policy W7, which aims to see the best use being made of the County's landfill resource. It does not seek to prevent waste crossing administrative boundaries for re-use, recycling, composting or food waste treatment, facilities for which are generally encouraged by policy W5. Nor should it impact on the approach to be taken in managing hazardous wastes (policy W8).

## 5.18 Policy W2: Import of non-hazardous waste

**Provision will be made for disposal of a declining amount of residual non-hazardous waste from London and elsewhere outside Oxfordshire at existing landfill sites. New facilities which provide substantially for the treatment of residual non-hazardous waste from outside Oxfordshire will not be permitted unless there is no prospect of a site nearer to the source of waste being identified.**

## Waste management targets

- 5.19 The way that waste is dealt with in Oxfordshire has changed markedly in recent years. From a past position of most waste being disposed by landfill, half is now believed to be recycled or recovered for other use. The recycling and recovery of municipal waste is leading this trend (62% in 2011) and further improvement can be expected as a result of investment in new waste facilities.
- 5.20 This strategy seeks, as quickly as is practical, the provision of additional facilities in accordance with the waste hierarchy, to increase recycling and composting and recovery of resources from waste, and to minimise disposal of waste to landfill.
- 5.21 The targets in this strategy underpin the waste needs assessment. They take account of waste management targets in the South East Plan but have in many cases been modified to move waste management even further up the waste hierarchy to reflect:
- higher recycling and composting targets for municipal waste that the considered achievable in Oxfordshire; and
  - maximum diversion from landfill of municipal waste and commercial and industrial waste.
- 5.22 Oxfordshire's municipal waste strategy currently aims for recycling of 55% of household waste by 2020, but it is clear that a higher recycling/ composting rate is already being achieved; and 70% is now considered to be an achievable target. Other areas are setting recycling targets at around 70% for commercial and industrial waste, and there seems no reason why recycling targets in Oxfordshire for this waste stream should not match those for municipal waste. For construction, demolition and excavation waste the recycling targets of the South East Plan appear at least as challenging as those of the National Waste Strategy and these remain appropriate. The recycling and composting targets in policy W3 are minimum levels for which provision is to be made and should not be regarded as setting ceilings on provision for recycling and composting.
- 5.23 The County Council as Waste Disposal Authority has entered a contract for the treatment of municipal waste that is not recycled or composted, and an energy from waste treatment plant is now being built at Ardley. When this is fully operational, no more than 5% of the County's municipal waste need be sent direct to landfill. The plant is also capable of treating most of Oxfordshire's commercial and industrial waste that is not recycled or composted: there is

again no reason why any more than 5% of this waste need be sent direct to landfill (but this does not include hazardous residues from waste treatment processes, which are covered by policy W8).

- 5.24 Most recycled construction, demolition and excavation waste comprises hard material which can be used as aggregate and lesser amounts of soil. The recycling target reflects the physical nature of this waste and is unlikely to be capable of significant improvement. The waste remaining will not all need to be disposed of in landfill as much of it will be used to restore quarries and as engineering and cover material at non-hazardous landfills.

#### 5.25 Policy W3: Waste management targets

Provision will be made for waste to be managed in accordance with the following targets, to provide for the maximum diversion of waste from landfill.

#### Oxfordshire waste management targets 2010 – 2030

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
<b>Municipal waste:</b>					
Composting & food waste treatment	28%	31%	33%	35%	35%
Dry Recycling	24%	31%	32%	35%	35%
Treatment of residual waste	0%	30%	30%	25%	25%
Landfill	48%	8%	5%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Commercial and industrial waste:</b>					
Recycling, composting & food waste treatment	50%	60%	65%	70%	70%
Treatment of residual waste	0%	15%	25%	25%	25%
Landfill	50%	25%	10%	5%	5%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
<b>Construction, demolition and excavation waste:</b>					
Recycling	50%	50%	60%	60%	60%
Landfill/Restoration	50%	50%	40%	40%	40%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

- 5.26 The figures in Table 4 should be used as a guide to the provision to be made for the management of each of the main waste streams. For commercial and industrial waste and for construction, demolition and excavation waste, these include a contingency of 10% to allow for greater uncertainty in the estimates for these waste streams and also to provide some flexibility for the movement of waste across administrative boundaries, which may not always be in balance. Estimates for municipal waste are considered to be more certain and no contingency has been added. These estimates will be kept under review through the plan period and if necessary will be revised.

Table 4: Oxfordshire: estimated waste to be managed 2010 – 2030  
(tonnes per annum)

Waste Management / Waste Type	Target Year				
	2010	2015	2020	2025	2030
<b>Municipal waste:</b>					
<b>Composting &amp; food waste treatment</b>	84,100	100,800	111,500	123,100	128,100
<b>Dry Recycling</b>	76,100	100,800	108,100	123,100	128,100
<b>Treatment of residual waste</b>	-	97,500	101,400	87,900	91,500
<b>Landfill</b>	140,000	26,000	16,900	17,600	18,300
<b>Total</b>	300,200	325,100	337,900	351,700	366,000
<b>Commercial &amp; industrial waste:</b>					
	-	-	-	-	-
<b>Recycling, composting &amp; food waste treatment</b>	311,800	386,000	431,500	479,600	494,800
<b>Treatment of residual waste</b>	-	96,500	166,000	171,300	176,700
<b>Landfill</b>	311,700	160,900	66,400	34,200	35,400
<b>Total</b>	623,500	643,400	663,900	685,100	706,900
<b>Construction, demolition &amp; excavation waste:</b>					
<b>Recycling</b>	358,000	715,000	858,000	858,000	858,000
<b>Landfill/Restoration</b>	357,000	715,000	562,000	562,000	562,000
<b>Total</b>	715,000	1,430,000	1,430,000	1,430,000	1,430,000

Totals for commercial & industrial waste and for construction, demolition and excavation waste include a contingency of 10% to allow for uncertainty in waste estimates and cross-boundary movements.



Landfill totals do not include hazardous waste arising from residual waste treatment.

- 5.27 Materials recovered from construction, demolition and excavation waste provide much of the secondary and recycled aggregate which the County aims to make provision for to meet the target of at least 0.9 million tonnes a year in policy M1. Not all of the recovered material is in the form of hard aggregate, but Table 1 helps to demonstrate that the target in policy M1 is achievable.

### **Provision of additional waste management capacity**

- 5.28 In deciding on the facilities that might be required and when they should be provided, account needs to be taken of the estimated future level of waste arisings for each waste stream, the waste management targets that are to be applied and the capacity already available to manage that waste.
- 5.29 In line with the waste hierarchy, policy W4 concentrates on the additional capacity likely to be required to recycle, compost and recover resources from waste for the three main waste streams. (Landfill is dealt with separately in policy W7 and hazardous waste in policy W8). The key requirements are for recycling capacity for commercial and industrial waste (which may include some composting and treatment of food waste) and for construction, demolition and excavation waste. The Ardley energy from waste plant should provide for the County's residual non-hazardous waste treatment needs. Adequate provision has also already been made for composting of green municipal waste.
- 5.30 The total estimated amount of waste to be provided for is approximately 2.3 million tonnes a year (policy W1). Taking into account the targets in policy W3 and the capacity already available at existing waste facilities and sites with planning permission, it is estimated that additional provision needs to be made for recycling and residual waste treatment facilities with a combined capacity of approximately 700,000 tonnes a year. The additional capacity required increases through the plan period, as waste production is expected to increase slightly and as the capacity at existing facilities with temporary planning permission becomes exhausted. The capacity requirement will also be affected by the rate at which planning permissions are taken up, and this provides a further reason for the requirement to be monitored and kept under review.



### 5.31 Policy W4: Provision of additional waste management capacity

Provision for additional waste management capacity will be made in accordance with the following guideline figures.

Oxfordshire: additional waste capacity required (tonnes per annum)

Waste Type / Management Type	2010	2015	2020	2025	2030
<b>Composting:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	–	–	–	–
<b>Recycling:</b>					
<b>Municipal / Commercial &amp; Industrial</b>	–	–*	–*	190,000**	210,000
<b>Construction, Demolition &amp; Excavation</b>	–	–	80,000	390,000	500,000
<b>Residual Treatment:</b>					
<b>Commercial &amp; Industrial</b>	–	–	–	–	–

All figures rounded to nearest 10,000 tonnes

Figures based on estimates of waste arising +10% contingency

\* Zero requirement assumes that facilities with permission but not yet built will be delivered; if permitted facilities are not built, there may be a requirement for additional recycling capacity in these years.

\*\* The requirement for additional capacity begins soon after 2020.

### Strategy for provision of waste management facilities

5.32 Policy W4 identifies a general need for new recovery facilities, in particular for recycling. Policy W5 sets out the general strategy for where these should be located. A key objective of this plan is to manage waste as close as possible to the source of its arising, and this generally points to a broad spread of facilities in order to minimise transport distances. However, some types of waste management require larger scale facilities to be practicable and for some waste management technologies there are efficiencies to be gained from larger scale facilities. The strategy therefore provides flexibility to allow the market to respond appropriately to the need for waste management facilities. Sites for facilities, in accordance with the strategy, will be identified in the site allocations document.

5.33 As a guide to securing an appropriate distribution of waste management capacity across the county, the population of Oxfordshire is divided into areas based around the large towns, as listed in table 5 and shown on figure 12. Figure 12 also indicates the key locations where growth is planned in the County: Bicester; Oxford; and the Science Vale area.

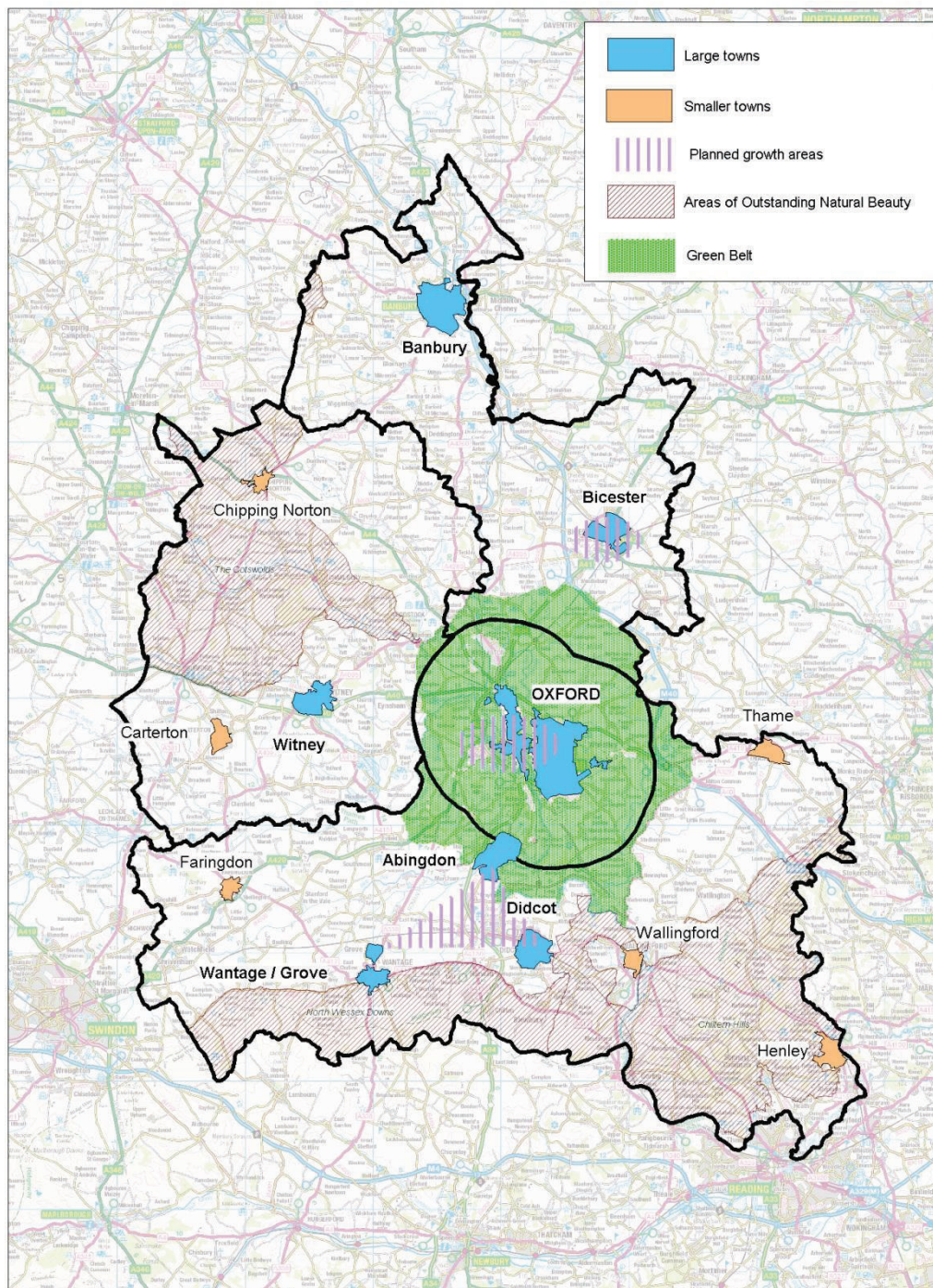
Table 5: Population distribution by areas based around large towns

<b>Area of the County and Large Towns</b>	<b>Population: number</b>	<b>Population: percentage</b>
Northern Oxfordshire: Banbury and Bicester plus most of Cherwell District	120,000	18%
Oxford: City plus nearby communities within surrounding Districts	210,000	32%
Southern Oxfordshire: Abingdon, Didcot and Wantage & Grove plus most of South Oxfordshire and Vale of White Horse Districts	225,000	35%
Western Oxfordshire: Witney plus most of West Oxfordshire District	95,000	15%
<b>Oxfordshire Total</b>	<b>650,000</b>	<b>100%</b>

Figures rounded to nearest 5,000

- 5.34 The need for facilities for the different types of waste is considered separately although, municipal and commercial and industrial waste recycling and treatment facilities can cater for both of these waste streams. Locational requirements are similar and acceptable sites will be determined by applying the criteria in the common core policies C1 – C9 and policy W6, which gives guidance on the types of site (in terms of current land use) that may be appropriate for waste management developments.
- 5.35 Facilities should, as far as practicable, be sized and distributed to minimise transport distance; and be well related to and proportionate to the needs of the population of the area they will serve. Provision is needed for a range of additional waste management facilities (taking into account the locations of existing and permitted facilities), with strategic facilities situated in a broad area around the towns of Bicester, Oxford, Abingdon and Didcot, which are linked by A34/M40 for convenient movement within the County. There is a concentration of existing development and therefore of waste arisings in this broad area and it includes the main locations where large-scale growth is expected, offering potential opportunity for suitable sites.
- 5.36 Oxford is the largest centre of waste arising and has very few waste facilities at present. Opportunity should be taken to rectify this imbalance where possible, although the broad area of search offers flexibility in meeting Oxford's needs in the event that suitable sites cannot be found in or around the City. Strategic facilities are those that will serve significant parts of the County: as a guide it would be expected that any new facility handling more than 50,000 tonnes of waste per annum would be located within the broad area around Bicester, Oxford, Abingdon and Didcot.

Figure 12: Areas of the County around large towns, and smaller towns



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- 5.37 Beyond this broad strategic area, non-strategic waste facilities should generally be located in or close to the other large towns (Wantage and Grove; Witney and Carterton; and Banbury). If possible, facilities should be located within 5 km from the built up area. But the key criterion is good access to the advisory lorry route network (Core Policy C7), and locations that are further from the towns may be suitable where this is the case.
- 5.38 Significant parts of the County are 'remote' from the advisory lorry routes and main sources of waste. Such areas often contain attractive countryside and small communities. In these areas waste facilities should only be small in scale and should be in keeping with their surroundings. Controls may be imposed, including limits on the volume of waste handled and times of operation, to control excessive growth of operations and ensure that facilities remain compatible with their general location.
- 5.39 Policy W5 gives general encouragement to facilities for re-use, recycling, composting and food waste treatment, to promote the movement of waste as far as possible up the waste management hierarchy, away from landfill. It balances the restrictive approach taken to the treatment of residual waste from other areas in policy W2. Specific provision is made for facilities for municipal waste, the need for which has been established through the Joint Municipal Waste Management Strategy and the Council's Recycling Centre Strategy. The policy is not specific about the provision that will be required for commercial and industrial waste and construction, demolition and excavation waste, as this will largely be determined by the market.
- 5.40 The policy takes a more restrictive approach to the provision of facilities for treatment of residual waste, recognising its position below recycling and composting in the waste hierarchy. No need for capacity over and above that to be provided at the Ardley energy from waste plant has been identified, and significant additions would be likely to draw waste into the County from other areas and could compromise the achievement of recycling and composting targets. It may become viable for small scale residual waste treatment facilities to be provided to serve local areas, possibly linked to local provision of heat and power, and such facilities may be acceptable if they do not prejudice the achievement of recycling and composting targets.

### **Municipal waste**

- 5.41 Facilities to handle municipal waste are already being provided for in accordance with the Joint Municipal Waste Management Strategy and the Household Waste Recycling Centre Strategy adopted by the County Council in April 2011. Existing and planned facilities for municipal waste are shown on figure 5.
- 5.42 The recycling centre strategy includes provision of a new facility to serve Banbury and the surrounding part of the county (to replace the existing temporary facility at Alkerton). A site for this facility will be identified in the site allocations document.

- 5.43 The Ardley energy from waste plant is expected to meet all Oxfordshire's requirement for residual municipal waste treatment from mid 2014. There is a need to provide for bulking up and transfer of residual municipal waste from the southern and western parts of the County for efficient transportation to Ardley and the County Council (as waste disposal authority) intends to let a contract for this.

#### **Commercial & industrial waste**

- 5.44 Taking into account the capacity already available at existing waste facilities and sites with planning permission, it is estimated that provision needs to be made for additional recycling capacity of approximately 200,000 tonnes a year in the latter half of the plan period: this may include capacity for composting and food waste treatment. There are permissions for significant facilities at Banbury, Kidlington (Gosford) and Finmere which, depending on whether or not they are built, could affect the level of need and influence when and where other facilities are required..
- 5.45 Metal wastes are mainly recycled at dedicated scrap yards. Although metal waste production is expected to increase, there are sufficient existing permanent facilities to provide the required capacity.

#### **Construction, demolition and excavation waste**

- 5.46 Additional provision needs to be made for recycling facilities with a combined capacity increasing to approximately 500,000 tonnes a year by 2030. Permanent sites need to be carefully chosen, and should be focus on areas where there are expected to be concentrations of arisings of construction, demolition and excavation waste, particularly where significant new development is planned, taking into account existing permanent facilities. This requirement will in particular be at Bicester, Didcot, Wantage and Grove, which have very limited capacity at present, and also at Banbury. Oxford will accommodate significant new development involving urban renewal, which is a major generator of this type of waste. There are currently no permanent facilities in or close to the City, and provision should be made for such facilities if suitable sites can be identified.
- 5.47 There are potential benefits, through operating synergies and reduced transport of waste, in locating temporary recycling facilities at landfill and quarry sites. Based on the current position, half of the additional capacity required could be provided at temporary facilities, and this approach is allowed for in policy W6.

#### **Waste water (sewage)**

- 5.48 Thames Water plc. operates strategic waste water (sewage) treatment works at Banbury, Bicester, Oxford, Witney, Didcot and Wantage/Grove. These treat raw sludge before recycling to agricultural land: three works (Oxford, Banbury and Didcot) recover energy from these processes. Thames Water's 25-year Sludge Strategy (December 2008) identifies a need to improve treatment processes at strategic sites in response to growing waste volumes and a likely reduction in

the amount of treated sludge that is spread on agricultural land. This may give rise to a need for new plant such as anaerobic digestion or energy from waste, which could provide opportunities for the provision of facilities that can also deal with other types of waste, particularly commercial and industrial.

- 5.49 The Thames Water Sludge Strategy does not identify a need for additional new strategic waste water treatment sites in Oxfordshire, but the need may arise for new treatment works to be provided locally. Any proposals for new waste water treatment facilities will be considered under policies W5 and W6 and against the criteria in the common core policies.

**5.50 Policy W5: Provision of additional waste management facilities**

**Strategic facilities will be located in a broad area around Bicester, Oxford, Abingdon and Didcot as identified in the key diagram (figure 13). Facilities to serve more local needs will be located where they are well related to the other main sources of waste (Witney/Carterton, Wantage/Grove and Banbury). Only small scale facilities, in keeping with their surroundings, will be located elsewhere in Oxfordshire.**

**Facilities for re-use, recycling and composting of waste and for food waste treatment will generally be encouraged in order to move the management of Oxfordshire's waste further up the waste management hierarchy. Provision will in particular be made for:**

- **A household waste recycling centre to serve Banbury;**
- **Municipal waste transfer stations to serve the south and west of the county;**
- **Recycling plants for commercial and industrial waste and for construction, demolition and excavation waste (to produce recycled aggregates and soils).**

**Additional plants for treatment of residual municipal and/or commercial and industrial waste arising in Oxfordshire will only be permitted if it can be demonstrated that there is a need for additional treatment capacity to divert residual waste away from landfill that cannot reasonably be met by existing capacity within the county.**

**Waste sites will be expected to meet the criteria in policy W6 and the Core Policies.**

**Sites for Waste Management Facilities**

- 5.51 Policy W6 identifies the types of land that are likely to be the most appropriate for future waste management facilities. This policy will be considered alongside the Core Policies in identifying sites for waste development in the site allocations document. It will also be used in the determination of planning applications.

- 5.52 Priority will be given to land that is previously developed and suitable for industrial purposes; this includes redundant farm buildings in rural areas, which may be suitable for small scale facilities. Greenfield sites will not normally be appropriate locations for waste management facilities unless there is a compelling need and any impact of the development can be satisfactorily mitigated. Temporary facilities will normally be acceptable at active mineral working and landfill sites provided they are related to the mineral working or landfill operation and will be removed when that operation is completed; permanent facilities will not normally be acceptable at these sites.
- 5.53 The Cotswolds, North Wessex Downs and Chilterns Areas of Outstanding Natural Beauty lie close to towns where growth is expected and waste will be produced. Any new waste facilities that are required should if possible be located in or close to these towns, outside of the Areas of Outstanding Natural Beauty. Proposals for waste development within or in proximity to Areas of Outstanding Natural Beauty will be considered against relevant national and local policies.
- 5.54 Small scale waste management facilities for local needs should not be precluded within Areas of Outstanding Natural Beauty where the development would not compromise the objectives of the designation. It is unlikely that waste management facilities larger than 20,000 tonnes per annum throughput will be compatible with a location within an Area of Outstanding Natural Beauty.
- 5.55 Oxford is the largest generator of waste materials in the county, yet there are few waste facilities available there. There is a need to explore whether there are potential opportunities in the Oxford area for new waste facilities, particularly for recycling commercial and industrial waste and construction, demolition and excavation waste.
- 5.56 In most cases waste management development in the Green Belt would be inappropriate but, where there is a pressing case for a particular waste facility to be located in Green Belt, the need for the development may constitute a very special circumstance to be taken into account. If there is no reasonable prospect of an alternative location becoming available in the foreseeable future, waste development in the Green Belt may be acceptable. Strategic facilities which cater for wider needs than those of Oxford will need to demonstrate that no other acceptable site is available in the broad area of search. Specific controls may be required to ensure that any facility in the Green Belt serves Oxford in the first instance.

**5.57 Policy W6: Sites for waste management facilities**

**Priority will be given to siting waste management facilities on land that:**

- **is already in permanent waste management or industrial use; or**
- **is previously developed, derelict or underused; or**
- **involves existing agricultural buildings and their curtilages; or**
- **is at a waste water treatment works.**

**Waste management facilities will not be permitted on green field land unless there is an over-riding need that cannot reasonably be met elsewhere. At mineral working and landfill sites, waste management facilities will be permitted provided that the development is related to and will be removed on completion of the mineral working or landfill operation..**

**Within the Green Belt, waste management facilities may be permitted provided that very special circumstances are demonstrated. Proposals for such facilities will need to demonstrate that they are required to serve a recognised need arising in Oxford and that there is no reasonable prospect of an alternative site becoming available outside the Green Belt. Controls may be imposed to ensure that such facilities serve a waste management need arising in Oxford.**

**Within Areas of Outstanding Natural Beauty, only small-scale waste management facilities to meet local waste needs will normally be permitted.**

## **Landfill**

- 5.58 Policy W7 deals with disposal of non-hazardous (municipal and commercial and industrial) and inert wastes by landfill. Disposal of hazardous and radioactive waste is covered by policy W8.
- 5.59 In recent years, Oxfordshire's non-hazardous landfill sites have been taking in over 1 million tonnes of municipal and commercial and industrial waste each year. With an estimated currently remaining void of more than 10 million cubic metres, landfill space would be exhausted by 2023 if that rate of landfilling continued. However, municipal and commercial and industrial waste arising in Oxfordshire and going to landfill is expected to decrease markedly from 2015. It is also expected that imported waste will decline as new waste treatment facilities are introduced elsewhere. Oxfordshire should still have some non-hazardous landfill space remaining at 2030, although the number of facilities will almost certainly have reduced.
- 5.60 Government policy (PPS10) sees disposal of waste as the option of last resort, but one that must still be adequately catered for, to enable waste to be disposed of in one of the nearest appropriate installations. Whilst further landfill capacity for non-hazardous waste is not expected to be needed in the period to 2030, existing capacity should be husbanded for disposal of residual non-hazardous waste. As the amount of waste going to landfill dwindles, consideration may need to be given to extending the life of existing landfills to ensure best use of this resource over the plan period and beyond.
- 5.61 A large proportion of inert waste from construction, demolition and excavation projects that is not recovered as soils or recycled aggregate is already used beneficially in the restoration of mineral workings and as engineering material at landfill sites. It is uncertain how much material is currently being used in this



way, but there is evidence of insufficient suitable material being available to enable restoration of mineral workings.

- 5.62 Approved infilling and restoration schemes for existing and committed quarries will require the use of nearly 8 million tonnes of inert material: these schemes include for the filling of significant voids at Shellingford Quarry and Shipton-on-Cherwell Quarry. It is estimated that sufficient inert waste that cannot be recycled will be produced in Oxfordshire over the period to 2025 to secure these restorations. Further voidspace of about 1.5 million cubic metres will be required for the disposal of Oxfordshire's residual inert waste. This can be provided by the infilling and restoration of other quarries, including the new quarry areas that will be worked during the period of this plan. There should be no shortage of voidspace for the disposal of residual inert waste arising in Oxfordshire. It is likely that there will be a shortage of suitable fill material for restoration. This will need to be taken into account in the consideration of restoration schemes.
- 5.63 Priority should therefore be given to the use of inert waste to restore mineral workings. Other landfill or land-raising of inert waste, including such operations as construction of bunds, landscaping and spreading on agricultural land should generally be avoided unless there would be a clear environmental benefit. Provision for additional inert waste disposal capacity will be made; this will be done in conjunction with the identification of new sites for mineral working.

5.64 **Policy W7: Landfill**

**Priority will be given to the use of inert (construction, demolition and excavation) waste which cannot be recycled as infill material at active or unrestored quarries where such material is required in order to achieve satisfactory restoration for appropriate afteruse. Permission will not be granted for disposal of inert waste elsewhere unless there would be overall environmental benefit.**

**Permission will not be granted for new landfill sites for non-hazardous waste. Existing non-hazardous landfill capacity will be husbanded for the disposal of residual non-hazardous waste. Permission will be granted to extend the life of existing non-hazardous landfill sites where this is necessary to meet the need for disposal of residual non-hazardous waste or to enable completion and restoration of the landfill.**

**Landfill sites should be restored in accordance with policy M6 for restoration of mineral workings.**

**Hazardous waste**

- 5.65 Hazardous waste comprises a variety of different waste materials that require specialist types of treatment or disposal facility. Radioactive wastes are also generated in Oxfordshire, mostly in small quantities at medical, educational and

research establishments. There are significant quantities of legacy radioactive waste to be managed at the former UKAEA research establishment at Harwell and lesser quantities at the JET facility at Culham. Management of radioactive wastes at those sites is covered separately in policy W9.

- 5.66 Facilities to manage hazardous and radioactive wastes can be expensive to develop and operate; and they generally serve an area wider than a single county in order to be viable. These wastes are often transported much longer distances to suitable sites than are other types of waste. Oxfordshire is a net exporter of hazardous and radioactive waste: it is estimated that less than 30% of the hazardous waste produced is currently managed within the county. Most of the facilities within Oxfordshire are small scale, but there is a significant transfer and recycling facility at Ewelme and an asbestos disposal facility at Ardley landfill, both of which provide for Oxfordshire and a wider area. There are hazardous waste landfills in adjoining counties, at Swindon, Cheltenham and East Northamptonshire (which is also permitted to accept very low level radioactive waste); and the nearest hazardous waste incinerators are at Slough and Fawley (Southampton).
- 5.67 The amounts of hazardous and radioactive waste produced are expected to increase. Further treatment facilities will be required as European legislation directs hazardous waste away from landfill and stricter pollution control measures are introduced. In Oxfordshire, the Ardley energy from waste plant will produce hazardous residues that will need to be disposed of at suitable facilities. Although it is difficult to measure, additional capacity for up to 50,000 tonnes per annum could be required were Oxfordshire to be self-sufficient in the management of these types of waste.
- 5.68 In view of the variety of different waste materials produced and the specialist nature of waste facilities needed, provision of the required capacity within Oxfordshire is not practical. The aim is therefore for Oxfordshire to be as self-sufficient in the management of these wastes as possible. The South East Plan (policy W15) identifies a number of priorities for the treatment of hazardous waste which could be relevant to Oxfordshire, including treatment facilities for air pollution control residues (from combustion plants), waste electronic equipment and contaminated construction, demolition and excavation waste.
- 5.69 The general aim of policy W8 is to enable facilities for these wastes to be permitted where they provide for waste produced in Oxfordshire. Most facilities will serve a wider area, and these should be regarded as strategic facilities. But they are only likely to handle small tonnages and their catchment may not necessarily be centred on central Oxfordshire. For these reasons the broad area for the location of strategic facilities in policy W5 may not be appropriate to the location of facilities for hazardous and radioactive wastes. But they should be located in accordance with policy W6 and the common core policies.
- 5.70 Some of Oxfordshire's existing non-hazardous landfills could be made technically suitable for disposal of hazardous and very low level radioactive wastes. But there has been no indication that proposals for disposal facilities will come forward in Oxfordshire. This may reflect the significance of the

existing facilities close to the county, but policy W8 provides flexibility to respond to changing circumstances should this be necessary and appropriate. References to hazardous waste in policy W8 include very low level radioactive waste.

**5.71 Policy W8: Hazardous and radioactive waste**

**Permission will be granted for facilities for the management of hazardous waste where they are designed to meet a requirement for the management of waste produced in Oxfordshire. Facilities that also provide capacity for hazardous waste from a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere.**

## **Management of Radioactive waste at Harwell and Culham**

- 5.72 Oxfordshire has two research facilities, at Harwell (part of which is a nuclear licenced site) and Culham. The Harwell licensed site is being progressively decommissioned with a view to its redevelopment as part of the Harwell Oxford Campus. Part of the Harwell Oxford Campus is within the recently designated Science Vale Enterprise Zone. The Culham facility continues to operate the JET project: decommissioning of the JET facility is due to commence within the period of the plan. At present, the planning requirement is to clear the JET facility when the existing temporary permissions expire and to leave the land as landscaped ground, although the United Kingdom Atomic Energy Authority's view is that, consistent with its vision for the site and policies in the emerging South Oxfordshire Core Strategy, the JET site could continue to host research activity.
- 5.73 Harwell will continue to manage quantities of legacy radioactive waste during the period of the plan; such waste will also arise at Culham during the decommissioning of the JET facility. Decommissioning may involve the treatment, storage and disposal of these waste materials. The County Council, as waste planning authority, would deal with any planning applications for proposed waste management facilities.

### Intermediate level radioactive waste storage.

- 5.74 There is no waste of high level radioactivity at Harwell or Culham, but some of the remaining waste is or will be of intermediate level radioactivity. This will eventually be disposed of at the proposed national facility (deep geological repository) but that is not expected to be available during the period to 2030. In the meantime there will be a requirement for treatment and storage of an estimated 10,000 cubic metres of intermediate level waste from Harwell and a smaller amount from Culham.
- 5.75 Facilities for the treatment and long term storage of intermediate level radioactive waste already exist at Harwell: facilities at Culham do not provide for long term storage. Although it has been agreed by the Nuclear Decommissioning Authority that some of the waste at Harwell can be more effectively managed at the Sellafield site in Cumbria, the operator of the Harwell site has identified that existing storage facilities at Harwell would still not be adequate to accommodate all of Harwell's waste. The operator has suggested that any new storage facility at Harwell could also accommodate intermediate level radioactive waste from Culham.
- 5.76 The Nuclear Decommissioning Authority is looking at ways to store intermediate level radioactive waste most effectively, including making best use of existing facilities. The Nuclear Decommissioning Authority has asked the operator of the Harwell site to look at a case for accelerating the programme for the decommissioning of a former research facility at Winfrith (in Dorset), for which the operator is also responsible. If agreed, this would bring forward the need for additional storage facilities at Winfrith, but it has also been suggested this could be better accommodated at Harwell.

- 5.77 An intermediate level radioactive waste store is a specialist facility and is costly to provide. The quantity of waste at Culham is small and there would be economies of scale involved if this were to be included in any new storage facility at Harwell; the need for a further building in the Green Belt at Culham would also be avoided. But it is less clear whether there is a justifiable case for bringing waste from elsewhere for storage at Harwell. The issues involved are wide ranging and can only be properly considered when detailed proposals are available in a planning application. But provision must be made for the long term storage of Oxfordshire's legacy intermediate level radioactive waste, and the appropriate way to do this is by developing the necessary facility at Harwell.

Low level radioactive waste management.

- 5.78 Much of the legacy waste at Harwell and Culham will be of low level radioactivity from demolition and clearance of buildings and groundwaorks having only a small amount of radioactive contamination. It is estimated that there is approximately 100,000 cubic metres of this waste at Harwell and that a much smaller quantity will arise at Culham. Some of this will have to be taken for disposal to the Low Level Waste Repository near Drigg, Cumbria, or may possibly need to be disposed of at the proposed national deep geological repository. But the majority is likely to be classified as very low level waste and would not need to be disposed at the Low Level Waste repository, where space is now at a premium .
- 5.79 The Environment Agency has identified that very low level radioactive waste can be disposed in a suitable non-hazardous landfill facility. The Nuclear Decommissioning Authority's approach to disposal of very low level radioactive waste is that local circumstances will dictate whether or not disposal in a bespoke on-site facility or at a commercial facility elsewhere is preferable. There are presently no suitable non-hazardous landfill sites available for the disposal of very low level radioactive waste in Oxfordshire. The nearest facility is at Kings Cliffe, in neighbouring Northamptonshire. This site is currently permitted to 2013 and the operator is applying for an extension for a longer period.
- 5.80 The operator of the Harwell site has undertaken a study of the best practical environmental options for the disposal of very low level radioactive waste both off site and on site. Three credible options were identified, and the operator's initial conclusion was that on-site disposal was marginally preferred. But the operator's preference is now for disposal of the waste at an off-site facility: this follows re-appraisal of the options taking account of revised guidelines and costs.
- 5.81 Disposal of waste at the site of waste arising would normally be the most sustainable approach to waste management, and the County Council's sustainability appraisal supports such an outcome for Harwell. But the Council's work was undertaken at a strategic level and the operator's more detailed work indicates that this may not be a sound conclusion in this case. A suitable landfill facility is currently available at Kings Cliffe in neighbouring Northamptonshire

and Environmental Permits have been issued which would allow Harwell's waste to be disposed there.

- 5.82 Disposal of Harwell's very low level radioactive waste off site would also be more compatible with the site end state of redevelopment as part of the Harwell Oxford Campus. The policy approach is therefore to accommodate the construction of an on site disposal facility at Harwell only if no other reasonable alternative can be found. But the approach includes flexibility to allow reconsideration of options, including on-site disposal, if plans for disposal elsewhere cannot be secured.
- 5.83 Temporary radioactive waste storage could be required at Culham in support of JET decommissioning activities, although changes to the Environmental Permitting Regulations reduces the need (and therefore volume) for some Culham waste to be categorised as radioactive waste. Detailed work has not been undertaken, but the operator believes that economic and environmental considerations will result in the permanent disposal of any radioactive waste arising from the decommissioning of the JET facility at off site facilities. Disposal of very low level radioactive waste at Culham could conflict with the United Kingdom Atomic Energy Authority's proposals to re-use/redevelop the general purpose JET buildings for research work as part of its masterplan for the Culham site as a whole. Also, the Culham site is also where there is a general presumption against inappropriate development. Provision for on-site disposal at Culham should only be made in exceptional circumstances.

5.84 **Policy W9: Management of radioactive waste at Harwell and Culham**

**Provision will be made for:**

- **Storage of Oxfordshire's intermediate level legacy radioactive waste at Harwell Oxford Campus, pending its disposal at a planned national disposal facility elsewhere;**
- **Temporary storage (if required) of low level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its disposal elsewhere.**

**Permission will be granted for the disposal of low level radioactive waste at bespoke facilities at Harwell Oxford Campus or Culham Science Centre only if it can be demonstrated that no other suitable disposal facility is available elsewhere.**

**Safeguarding waste management sites**

- 5.85 Waste facilities have the potential to conflict with a wide range of environmental interests, and there is acknowledged difficulty in finding suitable sites. This is compounded by the high value of development land in the county and the competition from more profitable forms of development. Suitable sites should therefore be safeguarded for waste management use, as provided for by the South East Plan (policy W17).

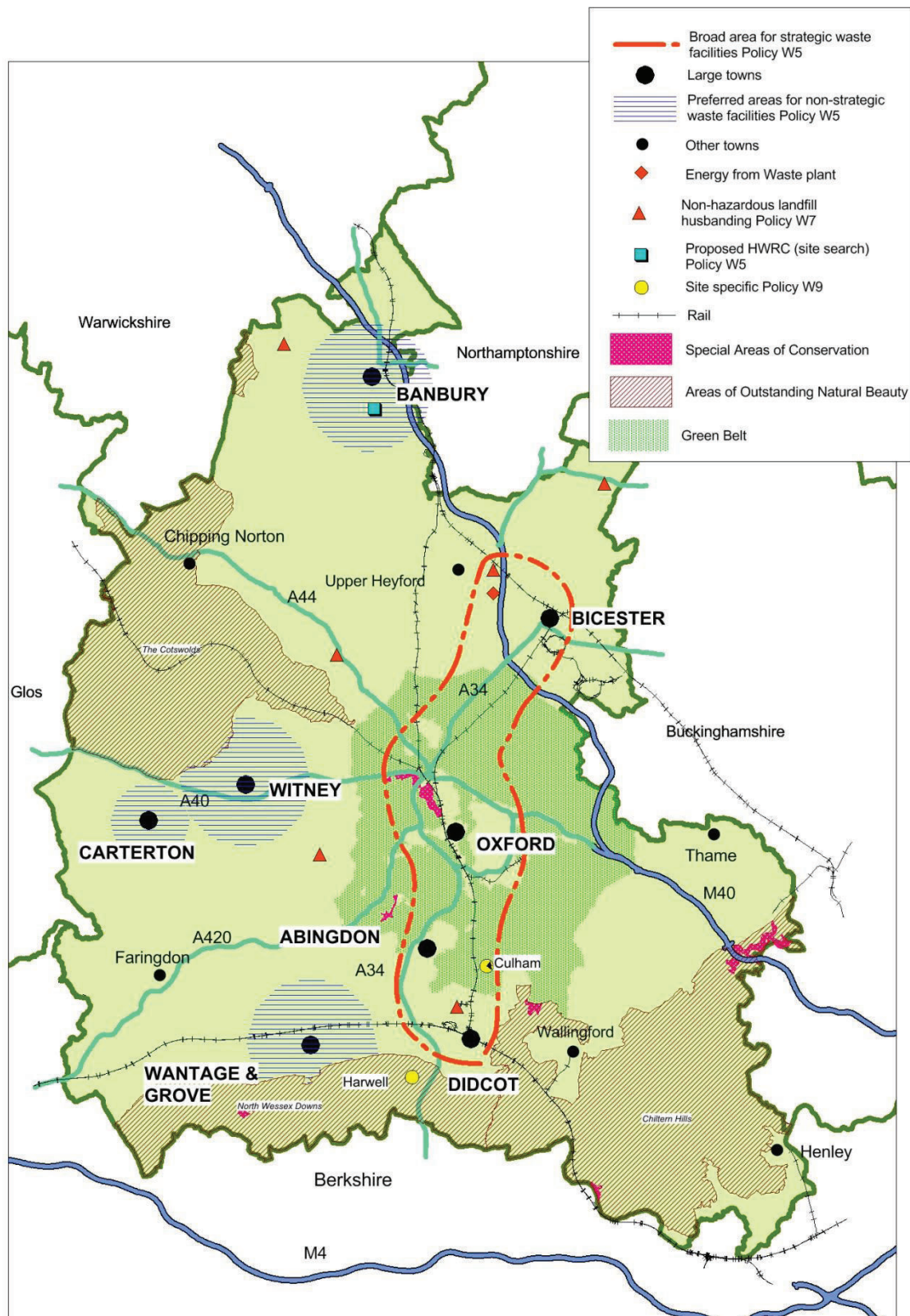


- 5.86 Safeguarding permanent waste management sites will prevent their loss to other development, keep them available for potential further waste development and will help to reduce the need to find new sites for waste uses. The safeguarding of permanent waste sites is also important as it secures waste capacity that is already contributing to Oxfordshire's waste management needs and has informed the additional capacity required (policy W4). Permanent waste sites will therefore be identified and safeguarded in the site allocations document, which will also confirm the detailed provisions that will apply to safeguarding.
- 5.87 There will be a presumption against any other form of development taking place on a safeguarded waste site unless a suitable alternative location for the waste use can be provided. A site may be released from safeguarding if it is established that there is no need for a waste management facility of any type in the area, or that the activity is particularly unsuited to its location (e.g. not compatible with an adjoining residential area).
- 5.88 Waste sites subject to temporary planning permission will not be safeguarded unless they are identified in the site allocations document as suitable for permanent waste development or are granted a permanent planning permission.
- 5.89 Careful consideration will also be given to development proposals in the vicinity of a safeguarded waste site. Development that is incompatible with and prejudicial to the future of a safeguarded facility should not be permitted.

5.90 **Policy W10: Safeguarding waste management sites**

**Existing and proposed permanent waste management sites will be safeguarded for waste management use. Proposals for other development that would prevent or prejudice the use of a safeguarded site for waste management will not normally be permitted unless either provision for new waste management capacity is made at a suitable alternative location or it can be demonstrated that the site is no longer needed or suitable for waste management use.**

### Figure 13: Waste Key Diagram





## **6. COMMON CORE POLICIES FOR MINERALS AND WASTE**

### **Climate change**

- 6.1 Carbon dioxide emissions from Oxfordshire are higher than the South East and national averages. The County Council is committed to increasing energy efficiency and reducing emissions. Waste recycling and recovery facilities contribute to reducing emissions by diverting waste from landfill. Minerals and waste facilities that are well located, designed and operated can minimise the generation of greenhouse gases and be resilient to the impacts of climate change.
- 6.2 Minerals and waste development proposals, including operational practices and restoration proposals, must take account of climate change for the lifetime of the proposed development. This will be through measures to minimise generation of greenhouse gas emissions and to allow flexibility for future adaptation.
- 6.3 Methods of adaptation include the use of sustainable drainage systems designed to improve the rate and manner of absorption of water from hard and soft surfaces, reducing direct run-off into rivers or storm water systems; the use of sustainable construction methods; sustainable transport methods where possible; and the use of environmentally friendly fuels.
- 6.4 The County Council expects operators to adopt a low carbon approach in their proposals for minerals and waste development and will consider planning applications in line with national policy on climate change and with policies in the City and District Council Local Plans. Applications for major developments may also provide information on climate change in their accompanying Environmental Statement.

### **Flooding**

- 6.5 Minerals and waste development is vulnerable to various forms of flooding, most commonly from fluvial sources, but damage or inconvenience can also arise from surface water run-off and groundwater. New development may increase flood risk to other property if it is not adequately mitigated. However, sand and gravel workings restored to open water or lower ground levels may have a positive benefit by creating additional storage capacity in the flood plain (see policy M7).
- 6.6 Government policy (PPS25 'Development and Flood Risk') aims to steer development to areas of lowest flood risk. However, this is not always possible, so development is categorised according to the level of flood risk. The categorisation of different types of minerals and waste development is set out in Appendix 1 (table A.1).
- 6.7 Notwithstanding the level of flood risk identified, PPS25 expects a sequential test to be undertaken to establish whether a proposed development could

otherwise take place in an area of lower flood risk. In some cases a further test (the exceptions test) should be undertaken before a particular development can take place in a vulnerable area. The circumstances in which different types of development can take place in areas that are vulnerable to river flooding are set out in Appendix 1 (table A.2). Consideration of the risk caused by flooding should be considered at all stages of the planning process.

- 6.8 Sand and gravel working is ‘water compatible development’ – a category of development that is least affected by flooding. Such development may take place in the flood plain (Flood Zone 3b) if the sequential test is satisfied. Mineral working which involves processing activities and all waste developments are considered more sensitive to flooding; such development can still take place in areas that are at risk of flooding (see Appendix 1) but should not take place in the functional flood plain.
- 6.9 Mineral processing requires plant and machinery which can displace flood water and interfere with water flows at times of flood. Processing also gives rise to stockpiles of materials which can have similar impacts. Although minerals can be worked from the functional flood plain, any associated processing activity should if possible take place in areas that are at lower risk and situated outside the functional flood plain. The infilling of exhausted workings in the flood plain using waste can interfere with ground water flows and should not take place in the functional flood plain, but the use of small quantities of inert waste to aid restoration may be acceptable.
- 6.10 In Oxfordshire, the more workable sand and gravel deposits occur in the river valleys and much extraction has already taken place in these areas. A Strategic Flood Risk Assessment (SFRA)<sup>22</sup> has been undertaken to assess the extent to which areas of possible minerals and waste development are at risk of flooding, taking into account the future impact of climate change. A sequential test has subsequently been undertaken. This has established that land in the functional floodplain cannot be avoided in identifying the most appropriate areas for future mineral working (policy M3).
- 6.11 The SFRA did not identify a need to consider any form of waste development in areas at high risk of flooding. The SFRA will be used to help identify the most suitable sites for minerals and waste development in a site allocations document. Proposals that come forward through a planning application will require an individual flood risk assessment if situated in any area at risk of flooding. A flood risk assessment is also required for development of a site of more than 1 hectare wherever located. Further guidance is given in the SFRA.

#### 6.12 **Policy C1: Flooding**

**Minerals and waste development will, wherever possible, take place in areas that are not at risk of flooding. Where development takes place in an area of identified flood risk this should only be where alternative locations in areas of lower flood risk have been explored and discounted**

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<sup>22</sup> Oxfordshire Minerals and Waste (Level 1) Strategic Flood Risk Assessment, Scott Wilson, October 2010

**(using the Sequential Test and Exceptions Test as necessary) and where a flood risk assessment is able to demonstrate that the risk of flooding from all sources is not increased, including:**

- **any impediment to the flow of floodwater;**
- **the displacement of floodwater and increased risk of flooding elsewhere;**
- **any reduction in existing floodwater storage capacity;**
- **an adverse effect on the functioning of existing flood defence structures.**

## **Water environment**

- 6.13 Much of the expected sand and gravel extraction in Oxfordshire is likely to take place in the valleys of the River Thames and its tributaries. Such development can cause disruption to flows of ground water and surface water through dewatering during working and the creation of artificial lakes. It can also impact on water quality and give rise to pollution. Dewatering may impact on local groundwater abstractions and may have an adverse effect on vegetation by lowering the water table. These impacts are all of potential relevance to the planning process.
- 6.14 The restoration of mineral sites using imported fill, even if with inert waste, has the potential to cause pollution to surface and groundwater resources. Surface run-off from hardstanding areas, landfill leachate and the discharge of waste water from waste management operations such as composting or recycling plants can also give rise to pollution if not properly controlled.
- 6.15 The Environment Agency identifies areas that are particularly vulnerable to groundwater pollution, and will advise on the suitability of sites for development. The Agency has a regulatory function in relation to licensing discharges to the water environment and the abstraction of water. All abstractions that are used for drinking water (including private and unlicensed abstractions) by default lie in Source Protection Zones 1 and 2. These are subject to a minimum 50 metre and 250-500 metre radius protection respectively.
- 6.16 Relevant considerations for groundwater are set out in Environment Agency publications, in particular 'Groundwater Protection Policy and Practice (GP3): Part 4 – Legislation and Policies (2008, Edition 1). Where granting planning permission, the County Council will consider whether it is necessary to attach appropriate conditions to mitigate any potential harm to groundwater but will liaise with the Environment Agency to ensure these do not unnecessarily duplicate or conflict with other controls.
- 6.17 Proposals for development should demonstrate how the operation and restoration of the site will, where appropriate, protect water resources from pollution and contribute towards the aim of the River Thames River Basin Management Plan to achieve good ecological status in all waters by 2015.

## 6.18 **Policy C2: Water environment**

**Minerals and waste development will need to demonstrate that there would be no unacceptable adverse impact on or risk to:**

- **The quantity or quality of surface or groundwater resources required for habitats, wildlife and human activities;**
- **The quantity or quality of water obtained through abstraction unless acceptable alternative provision can be made;**
- **The flow of groundwater at or in the vicinity of the site.**

**Proposals for minerals and waste development should ensure that the River Thames and other watercourses and canals of significant landscape, nature conservation or amenity value are adequately protected.**

## **Environmental and amenity protection**

6.19 The need for minerals and waste developments must be balanced against the need to protect people and the environment. The general amenity and health of local residents, and other significant environmental and economic interests, should be protected from unacceptable impacts caused by minerals and waste development. The actual measures required to do this at any particular site can only be established when detailed information is available in a planning application. Setting standard buffer zone distances can lead to unnecessary restrictions being imposed and minerals being unnecessarily sterilised or to inadequate protection measures being required. The buffer zone distances appropriate to any particular development proposal should be decided on a case by case basis at the planning application stage.

6.20 Proposals for minerals and waste development in proximity to settlements should seek to safeguard the character, setting and amenity of those settlements. They should include mitigation measures that incorporate an acceptable separation distance and landscaping and planting that is appropriate to the existing landscape character and consistent with the proposed after-use of the site.

6.21 The potential impact of noise, dust, odour, other air emissions, vibration, vermin and litter on sensitive receptors will be assessed in the consideration of proposals for minerals and waste development.

6.22 Policy C3 addresses the general need to protect the environment and amenity and will be used in conjunction with the other common core policies which address more specific aspects of environmental protection.

## 6.23 **Policy C3: Environmental and amenity protection**

**Proposals for minerals and waste development should demonstrate that they will not have an unacceptable adverse impact on the environment, residential amenity and other sensitive receptors.**

## **Agricultural land and soils**

- 6.24 There are extensive areas of high quality agricultural land in Oxfordshire, much of which lies in areas where mineral resources also occur. In line with national policy, where there are proposals for development on agricultural land, poorer quality land should normally be developed in preference to that of a higher quality. However, other considerations, including the importance of biodiversity, the quality and character of the landscape, its amenity value or heritage interest, accessibility to infrastructure, and the protection of natural resources, may justify the development of best and most versatile agricultural land.
- 6.25 Proposals for minerals and waste development will be expected to address the impact of the development on the extent and quality of any best and most versatile agricultural land (grades 1, 2, and 3a). Where appropriate, agricultural land classification survey information should be provided with proposals. Proposals for permanent built development will not normally be permitted on best and most versatile agricultural land.
- 6.26 Where development proposals affect best and most versatile agricultural land, proposals for restoration and aftercare should where possible preserve the long-term potential for the land and its soils as a high quality agricultural resource. Proposals for restoration should also be realistic about the availability of suitable inert infill material if this is required to achieve high quality agricultural restoration.
- 6.27 Where development proposals affect agricultural land, soil quality should as far as practicable be maintained for the long term. Proposals should include appropriate provisions for the sustainable management and use of soils, which may include:
- using poorer quality land in preference to high quality;
  - ensuring land can be put back into a beneficial agricultural use if required;
  - relating restoration proposals to the soils resource;
  - good management of soils during working and restoration operations, including soil stripping, storage and replacement, to maintain soil quality;
  - appropriate aftercare of restored land and associated soils;
  - using surplus soils to improve appropriate areas of poorer quality soils.
- 6.28 **Policy C4: Agricultural land and soils**

**Proposals for minerals and waste development should demonstrate that they take into account the presence of any best and most versatile agricultural land.**

**Best and most versatile agricultural land should only be used where it can be shown that there is a need for the development which cannot reasonably be met using lower grade land, taking into account other relevant considerations.**

**Development proposals should make provision for the management and use of soils in order to maintain soil quality, including making a positive contribution to the long-term conservation of soils in any restoration.**

## **Biodiversity and geodiversity**

- 6.29 The County Council is committed to conserving and, wherever possible, enhancing biodiversity and geodiversity throughout the county. Oxfordshire has a significant number of statutorily designated sites of international, national and local nature conservation importance, intended to protect important species, habitats and geological features. Sites designated for their international importance have statutory protection and are therefore not included in policy C5. The protection of nationally designated Sites of Special Scientific Interest from development is covered by this policy.
- 6.30 Outside these designated sites, Oxfordshire's landscape also supports a wide array of habitats and species, many of which are recognised through the UK and Oxfordshire Biodiversity Action Plans. The Council will seek to ensure that biodiversity in non-designated areas is also protected and enhanced, and that habitat fragmentation is avoided.
- 6.31 Oxfordshire has very little woodland; only about 6% of the county is woodland, of which half is ancient woodland. Woodland should normally be protected from minerals and waste development. The County Council will encourage tree planting with native species for screening and landscaping and as a productive land use on restored mineral workings where appropriate.
- 6.32 Proposals for minerals and waste development should address the need to conserve and enhance the nature conservation interest of locally important sites such as Conservation Target Areas, Local Wildlife Sites and Local Nature Reserves, and of Local Biodiversity Action Plan habitats and species.
- 6.33 Proposals for mineral working and landfill should seek to achieve a net gain in priority habitats and species and to protect and enhance green infrastructure and strategic biodiversity networks. Proposals for restoration that require infill material for creation of priority habitats should be realistic taking into account the sources and availability of suitable inert material. Where development is proposed within or at a site close to or linked to a Conservation Target Area, appropriate contribution to the achievement of Biodiversity Action Plan targets should be made through maintenance and enhancement of the Conservation Target Area.
- 6.34 Oxfordshire has a rich geological resource. In addition to important geological sites which are designated as Sites of Special Scientific Interest and Regionally Important Geological and Geomorphological sites, previously unknown geological remains may sometimes be discovered. Where such finds are made, all reasonable efforts should be made to protect those of international, national or local importance. Where this is not possible, finds should be appropriately



recorded. Where possible, access to geological finds should be provided for educational purposes.

#### 6.35 **Policy C5: Biodiversity and geodiversity**

**Minerals and waste development should not take place where it would be likely to have a significant adverse effect on a Site of Special Scientific Interest, either individually or in combination with other development.**

**Minerals and waste development should not damage or destroy irreplaceable habitats or biodiversity, including ancient woodland and species rich grassland.**

**Where proposals for minerals and waste development would affect a site designated for its national or local importance for nature conservation, the development proposals should include appropriate measures to protect, conserve and enhance the nature conservation interest of the site.**

**Nationally and locally important geological features and sites should be protected from harmful development and retained in situ unless there are exceptional reasons justifying their removal, in which event their presence should be appropriately recorded.**

**Proposals for mineral working and landfill should demonstrate that the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity and geodiversity. Where mineral working or landfill is located in or close to a Conservation Target Area, developers will be expected to make an appropriate contribution to the achievement of Biodiversity Action Plan targets through the maintenance and enhancement of the Conservation Target Area and relevant Biodiversity Action Plan priority habitats.**

#### **Landscape**

- 6.36 The County Council has a statutory duty to have regard to the purpose of conserving and enhancing the natural beauty of Areas of Outstanding Natural Beauty (AONB). The setting of and views associated with the Chilterns, Cotswolds and North Wessex Downs AONBs should also be taken into account in considering development proposals. Government policy is that major minerals developments should only be permitted in AONBs in exceptional circumstances. Proposals for development within or in proximity to an AONB should be informed by the relevant AONB Management Plan.
- 6.37 Proposals for minerals and waste development should include appropriate provisions to protect and where possible enhance the quality and character of the countryside and landscape of the whole county. Development proposals, including any proposals for restoration and after use, should take into account

the landscape character areas set out in the Oxfordshire Wildlife and Landscape study and other relevant landscape character assessments.

#### **6.38 Policy C6: Landscape**

**Proposals for minerals and waste development should demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. Proposals should include measures to mitigate adverse impacts on landscape, including through siting, design and landscaping.**

**High priority will be given to conservation and enhancement of the natural beauty of the landscape in Areas of Outstanding Natural Beauty (AONB). Proposals for minerals and waste development within or that would affect the setting of an AONB should demonstrate that they take this into account and are informed by the relevant AONB Management Plan. Development within AONBs should normally only be small-scale and should be sensitively located and designed.**

#### **Historic environment and archaeology**

6.39 Oxfordshire has a wide range of heritage assets which influence the character of the environment and sense of place. There are extensive archaeological assets located in the river valleys where mineral resources are also present. Proposals for minerals and waste development should include measures to conserve designated heritage assets and to protect them from loss or harm.

6.40 Before determining an application for mineral extraction the County Council will normally require the applicant to carry out a preliminary, desk-based archaeological assessment to determine the nature and significance of any archaeological assets, the contribution of the setting to that significance, as well as any potential impacts on the assets or its setting. The County Council may, subject to the results of this initial assessment, require an archaeological field evaluation of the site to determine the appropriate means for mitigating the impact of extraction on the archaeological assets. The preliminary assessment should also identify any previously unidentified heritage assets.

#### **6.41 Policy C7: Historic environment and archaeology**

**Proposals for minerals and waste development should demonstrate that they will not cause loss or harm to designated heritage assets and the setting of those assets, including Blenheim Palace, scheduled monuments, listed buildings, conservation areas, historic battlefields, and registered parks and gardens, or to archaeological assets which are demonstrably of equivalent significance to a scheduled monument.**

**Minerals and waste development may be permitted on a site of local archaeological interest if proposals demonstrate that suitable archaeological evaluation, recording of assets and publication of findings**

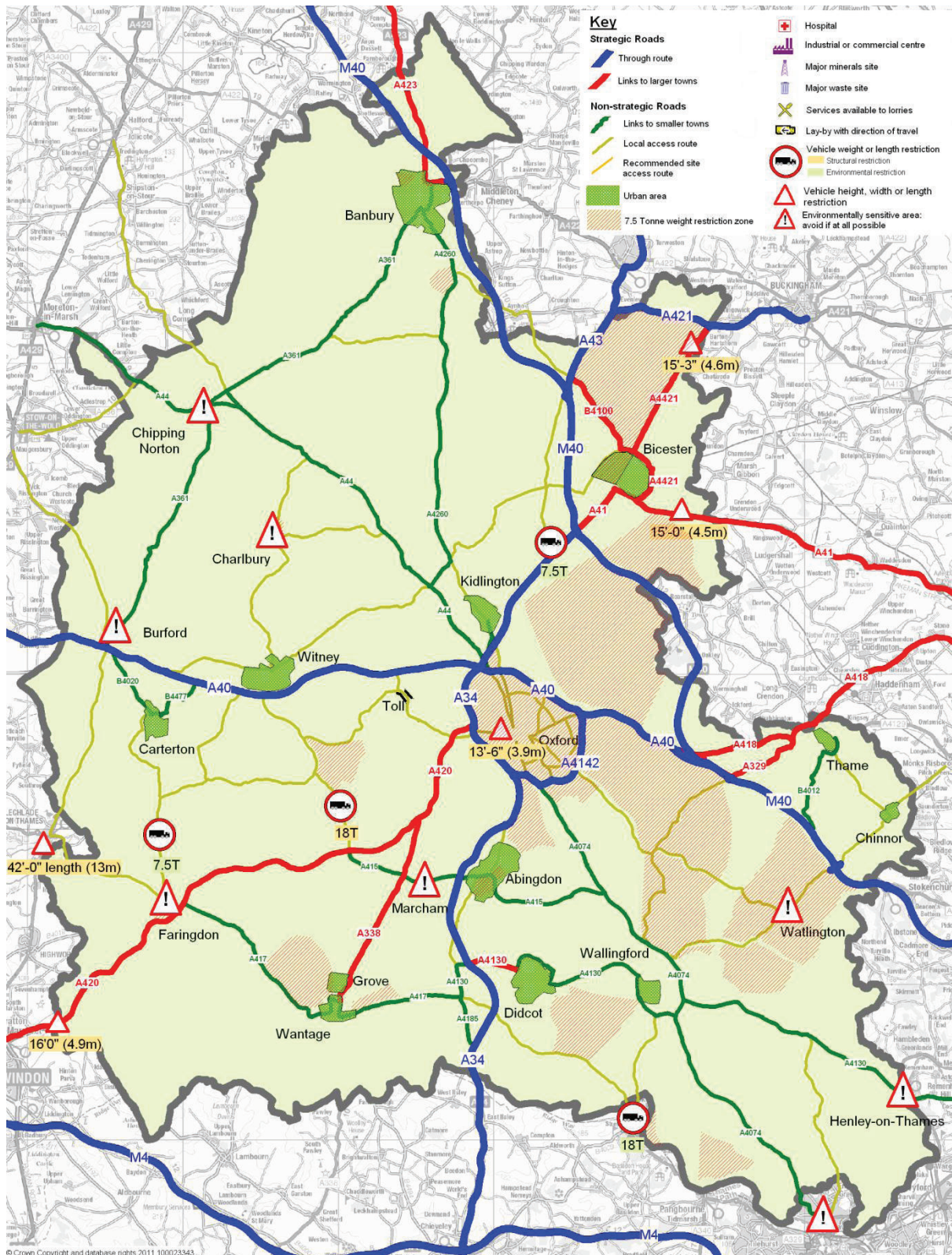


**is carried out, proportionate to the nature and level of the asset's significance.**

## **Transport**

- 6.42 The Oxfordshire Local Transport Plan 2011 – 2030 (LTP3) notes that the County Council will seek to enable development through securing infrastructure and services, to reduce carbon emissions from transport, improve air quality and reduce other environmental impacts, and to ensure that the operation of the transport network balances the protection of the local environment with efficient and effective access for freight and distribution.
- 6.43 The impact of traffic associated with minerals and waste development is an important matter to be taken into account in considering the suitability of locations and sites in relation to communities and the environment generally. This will be taken into account when seeking to minimise the distances minerals need to be transported, to achieve a commensurate reduction in air pollution, greenhouse gas emissions and impact on environmental and residential amenity.
- 6.44 The harm caused by the movement of minerals and waste by road can be reduced by encouraging the uptake of alternative transport methods such as rail, conveyor, pipeline and water. But these are usually only practicable where movement of large quantities over long distances is involved or in particular local circumstances. Crushed rock is brought into Oxfordshire by rail to the aggregates rail depots at Banbury, Kidlington and Sutton Courtenay; and waste from London is delivered by rail to the Sutton Courtenay landfill site. Although alternative modes of transport are potentially available in other cases, it may not be economically viable or practicable for quarries and waste facilities in Oxfordshire to take advantage of them as most minerals are distributed to local markets and most of the waste that is handled is produced locally. Therefore the main method of transporting aggregates and waste in Oxfordshire is expected to continue to be by road.
- 5.45 Most of the traffic associated with minerals and waste development involves heavy goods vehicles, and it is important that sites secure safe and convenient access to roads that are suitable for such traffic. Figure 14 shows the network of roads that the County Council considers suitable for use by heavy goods vehicles (the Council's Advisory Lorry Routes). Direct access to this network will not always be possible, particularly in the case of motorways and trunk roads. Where direct access is not possible, sites should generally be in locations that have access to a road which provides convenient access to this network and avoids the use of roads not suited to heavy goods vehicles.

Figure 14: Oxfordshire Lorry Route Map



Source: Oxfordshire Lorry Routes (Feb 2012) Oxfordshire County Council

6.46 Lorries can damage highways and lead to a need for more frequent maintenance. The provision of safe and convenient access to the advisory lorry route network may also require alteration of a road junction or improvement to a



stretch of minor road. Where this is likely the Council will seek contributions to improvements before development starts and may seek commuted sums towards ongoing maintenance.

- 6.47 The harmful impact of lorry traffic in environmentally sensitive locations and settlements can be reduced by routeing agreements to control traffic movements. Such agreements will direct lorry traffic to and along the advisory lorry routes (figure 14) taking into account road standard, settlements, road safety issues and other factors. This also needs to be balanced against the likelihood of vehicles driving further, increasing carbon emissions and pollution. If appropriate mitigation of unacceptable traffic impacts is not possible, the site is unlikely to be suitable for the type of development proposed.

6.48 **Policy C8: Transport**

**Minerals and waste development will be expected to make provision for adequate and convenient access to and along advisory lorry routes in a way that maintains and if possible leads to improvement in:**

- the safety of all road users including pedestrians;
- the efficiency and quality of the road network;
- residential and environmental amenity.

**Where improvements to the transport network are required to achieve this, developers will be expected to provide the improvements or make an appropriate financial contribution.**

**Where practicable minerals and waste developments should be located, designed and operated to enable the transport of minerals and/or waste by rail, water, pipeline or conveyor.**

**Where minerals and/or waste will be transported by road:**

- a) mineral workings should as far as practicable be in locations that minimise the road distance to locations of demand for the mineral, using roads suitable for lorries, taking into account the distribution of potentially workable mineral resources; and
- b) waste management and recycled aggregate facilities should as far as practicable be in locations that minimise the road distance from the main source(s) of waste, using roads suitable for lorries, taking into account that some facilities are not economic or practical below a certain size and may need to serve a wider than local area.

**Rights of way**

- 6.49 The Oxfordshire Rights of Way Improvement Plan and the Oxfordshire Local Transport Plan 2011 – 2030 set out the County Council's intention to protect and maintain public rights of way and natural areas so that all users are able to understand and enjoy their rights in a responsible way. These plans also note that the County Council will seek opportunities for network improvements and

initiatives to better meet the needs of walkers, cyclists, and horse riders, including people with disabilities, for local journeys, recreation, and health.

- 6.50 Proposals to enhance, promote and improve the rights of way network and to increase access to the countryside should be brought forward as part of restoration plans for mineral workings and landfill sites. Operators and landowners can usefully discuss plans with the local community before finalising such proposals and they will continue to be expected to contribute to an extended period of aftercare and management.
- 6.51 If a proposal for mineral extraction would necessitate the temporary diversion or closure of a right of way, the planning application should provide all details, including the proposed route, the width, the materials to be used and the access implications for users, which demonstrate that a safe and convenient right of way will be maintained. Where temporary diversions are required applications should also provide details of how the right of way will be restored when the mineral workings are completed. The process for diverting a public right of way whether on a temporary or permanent basis follows a separate application process and advice from Oxfordshire County Council should be sought beforehand.
- 6.52 Public access to restored mineral workings should be carefully managed so as to not adversely impact on any sensitive habitats and species in the restored area, particularly within Conservation Target Areas.

6.53 **Policy C9: Rights of way**

**The integrity of the rights of way network should be maintained and if possible retained in situ in safe and useable condition. Diversions should be safe, attractive and convenient and, if temporary, should be reinstated as soon as possible. If permanent diversions are required, these should seek to enhance and improve the public rights of way network.**

**Improvements and enhancements to the rights of way network will generally be encouraged and public access sought to restored mineral workings, especially if this can be linked to wider provision of green infrastructure. Where appropriate, operators and landowners will be expected to make provision for this as part of the restoration scheme, including making appropriate financial contributions.**

## 7. IMPLEMENTATION AND MONITORING

### Implementation of the minerals strategy

- 7.1 Implementation of the Minerals Planning Strategy will be achieved primarily through the determination of planning applications for mineral working and other minerals developments. In carrying out its responsibilities as mineral planning authority for dealing with applications for minerals development, the County Council will cooperate with the District Councils (the local planning authorities). The County Council will seek to work closely with local stakeholders, other statutory bodies and the minerals industry, to provide appropriate advice, prior to the submission of applications; and to engage with local residents.
- 7.2 The aim will be to ensure that development delivers the objectives of the Minerals Planning Strategy. This will be done by taking due account of the policies and proposals in the strategy in pre-application discussions and when determining planning applications; and by imposing appropriate planning conditions and, where necessary, negotiating legal agreements when permissions are granted.
- 7.3 The minerals strategy aims to enable sufficient supply of aggregate minerals to meet the development needs of Oxfordshire and to make an appropriate contribution to wider needs. The quarries and other minerals supply facilities and infrastructure that will be needed will be delivered through investment and development by the private sector, in particular landowners and the minerals industry. Implementation of the strategy will depend on proposals for sufficient sites (for recycling plants, quarry extensions and/or new quarries) in appropriate locations coming forward as planning applications in time to be available to enable supply needs to be met. The Council will cooperate with other mineral planning authorities to ensure an adequate & steady supply of minerals is maintained.
- 7.4 The minerals strategy identifies the provision for minerals supply that needs to be made over the plan period. It makes separate provision for secondary and recycled aggregates; and for locally extracted aggregates: sharp sand and gravel; soft sand; and crushed rock; and includes a policy on importation of aggregates by rail.
- 7.5 The strategy indicates the additional provision required for mineral working over the plan period: 14.26 million tonnes of sharp sand and gravel; 1.59 million tonnes of soft sand; and no specific additional requirement for crushed rock. Principal locations where the required mineral working should take place are identified (policy M3). Sites to enable this provision to be made will be identified in the minerals site allocations document.
- 7.6 Provision for secondary and recycled aggregates (policy M1) is to be made through a mix of permanent facilities and temporary facilities at aggregate quarries and inert waste landfill sites. Supply is expected to be primarily from recycling of construction and demolition waste. Provision for this will need to be

made in conjunction with the provision for construction, demolition and excavation waste facilities as part of the Council's waste planning strategy. Many existing aggregates recycling facilities are operating on temporary permissions; these will need to be replaced or have their operational life extended in order to maintain supply capacity. Sites for recycled and secondary aggregate production facilities will be identified in the minerals site allocations document and, where appropriate, will be cross-referenced to sites in the waste site allocations document.

- 7.7 Five areas for working of sharp sand and gravel are identified (four existing working areas and one new area) (policy M3). It is anticipated that current permitted reserves will on average last until around 2016. Further working is to be through extensions to existing quarries or new quarries to replace exhausted quarries, but with no increase in the overall level of working in the two West Oxfordshire areas (Lower Windrush Valley and Eynsham / Cassington / Yarnton). A decrease in working in the Lower Windrush Valley is envisaged after 2020. The new area (at Cholsey) is proposed to replace the existing Sutton Courtenay area around 2020. Implementation of the strategy will depend on sufficient applications coming forward in acceptable locations to enable all five areas to make an appropriate contribution to the overall level of supply, including a phased transition of working from the Sutton Courtenay area to the Cholsey area.
- 7.8 Three areas of existing working are identified for further provision of soft sand (policy M3). It is anticipated that current permitted reserves will on average last until around 2023. Continuation of supply is preferentially to be through extensions to existing quarries, to make the most efficient use of existing plant and infrastructure. But new quarries will be permitted if sufficient supply cannot be made through extensions. Implementation of the strategy will depend on sufficient applications coming forward in acceptable locations to enable each area to make an appropriate contribution to the overall level of supply.
- 7.9 Three areas of existing working are identified for further provision of crushed rock (policy M3). It is anticipated that current permitted reserves will on average last until 2030. Additional provision may be needed towards the end of the plan period, especially if demand increases. If so, this is preferentially to be through extensions to existing quarries, to make the most efficient use of existing plant and infrastructure. Any site allocations required will be identified in the site allocations document. New quarries will be permitted if sufficient supply cannot be made through extensions.
- 7.10 Proposals for mineral working may come forward in other locations, but these will not normally be permitted unless the provision required to deliver the strategy cannot be met from identified areas.
- 7.11 Possible sites for mineral working have been put forward (nominated) to the County Council by mineral operators and landowners. A preliminary technical assessment of these site options has been undertaken to check that the minerals planning strategy is potentially capable of being delivered. (A more

detailed assessment of sites will be carried out when the minerals site allocations document is prepared.)

- 7.12 Provision to meet requirements for non-aggregate minerals, in particular building stone and clay, will depend on applications coming forward in acceptable locations, which will be considered against policy M5.
- 7.13 Improvements to infrastructure, particularly roads and junctions, may be required in order that new quarries or extensions to existing quarries can be developed in a way that is locally acceptable. Where possible, such requirements will be identified in the minerals site allocations document. Appropriate financial contributions for such improvements will be sought from mineral developers and operators through legal agreement at the planning application stage. Provisions for obtaining developer contributions are changing with the introduction of the Community Infrastructure Levy, which will need to be taken into account in implementing the strategy.
- 7.14 The strategy depends on permitted mineral working sites, secondary and recycled aggregates production sites and aggregates rail depots being available to be worked or operate to their full extent or capacity; and on potentially workable mineral resources being kept available throughout the plan period and not being sterilised by other development. This is also important for ensuring that mineral resources are potentially available for the longer term. Mineral safeguarding areas will be defined and identified in the minerals site allocations document; and mineral consultation areas will be drawn up to define areas wherein the District Councils must consult the County Council on applications for specified types of development. Delivery of this part of the strategy will require liaison with the District Councils.
- 7.15 The core policies have been developed to ensure the minerals strategy is delivered in an environmentally acceptable way, including by setting out criteria against which planning applications will be considered. These policies will be implemented by the County Council through the development management process.

### **Monitoring of the minerals strategy**

- 7.16 The Minerals Planning Strategy is based on current circumstances and currently available information, but it must be able to respond to changing circumstances and needs. The County Council as Mineral Planning Authority will monitor the effectiveness of the policies and proposals in delivering the vision and objectives of the strategy; and the changing context within which the strategy is being used.
- 7.17 The Council will produce an Annual Monitoring Report on its minerals and waste plans each year, in accordance with the Planning and Compulsory Purchase Act 2004. These reports will include an assessment of:
- the extent to which the policies in minerals and waste plans are being achieved;

- any changes needed where policies are not working or objectives are not being met; and
- progress on the preparation of minerals and waste plans.

Any relevant changes in government or other policy will be addressed through the annual monitoring reports.

- 7.18 The Council will continue to carry out regular monitoring of sales and reserves of aggregate minerals and of planning applications and decisions, as well as monitoring of mineral working sites. The Council will work with the minerals industry and with other mineral planning authorities, including through the South East Aggregates Working Party, in monitoring sales, distribution and reserves of aggregates and changes in patterns of supply, and in forecasting future demands.
- 7.19 The Council will also make use of monitoring and survey work undertaken by other agencies, such as the Environment Agency and Natural England, and on other work carried out within the Council such as for transport planning and biodiversity, to monitor change.
- 7.20 Observations recorded in the annual monitoring reports will feed into reviews of the Minerals Planning Strategy. It is intended that the strategy will be reviewed and rolled forward every five years. But monitoring may indicate a need for review of part or the whole of the strategy sooner. For example, if it becomes clear that the provision for minerals supply in the strategy is insufficient or excessive, or that sites are not coming forward as planning applications within strategy areas and site allocations, a review of the strategy may be required.
- 7.21 The implementation and monitoring framework for the minerals planning strategy is set out in table 6. The indicators and targets have been developed to provide a consistent basis for monitoring the performance of the strategy's vision, objectives and policies for minerals development to 2030. The indicators reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.
- 7.22 In the case of some of the common core policies it is not possible to set a specific target. However, it is still possible to assess the effectiveness of these policies in relation to minerals development.
- 7.23 The results of monitoring against the implementation and monitoring framework will be reported in the annual monitoring reports.

### **Implementation of the waste strategy**

- 7.24 The waste planning strategy is a plan for where the facilities that will be needed to deal with waste in Oxfordshire should be located. It must be read and applied in conjunction with strategies that cover other aspects of waste management. Other strategies, including the Oxfordshire Joint Municipal Waste Management Strategy, have informed the proposals in the plan for how different wastes should be dealt with.



- 7.25 This plan sets targets for ways in which different wastes should be managed (by composting, recycling, treatment and landfill) but it does not attempt to dictate which particular technologies should be used within each type of management. Different technologies will be appropriate in different circumstances and this is largely a matter for the waste industry; and waste management technologies are likely to develop and change through the plan period.
- 7.26 The waste planning strategy addresses the government's aim of reducing the amount of waste produced in its estimates of waste growth. Other agencies and strategies are better able to lead on influencing behaviour patterns and financial issues relating to waste generation, such as the government's Waste Resources Action Programme (WRAP) and European Pathway to Zero Waste programme for South East England. Locally, the Oxfordshire Waste Partnership has produced a Waste Prevention Strategy 2010-2020.
- 7.27 Implementation of the Waste Planning Strategy will be achieved primarily through the determination of planning applications for waste facilities. In carrying out its responsibilities as waste planning authority for dealing with applications for waste development, the County Council will cooperate with the District Councils (the local planning authorities). Where the District Councils deal with proposals for development which have significant implications for the management of waste, the County Council should be consulted. The County Council will seek to work closely with local stakeholders, other statutory bodies and the waste industry, to provide appropriate advice, prior to the submission of applications.
- 7.28 The aim will be to ensure that development delivers the objectives of the Waste Planning Strategy and those of the Sustainability Appraisal. This will be done by taking due account of the policies and proposals in the strategy in pre-application discussions and when determining planning applications; and by imposing appropriate planning conditions and, where necessary, negotiating legal agreements when permissions are granted.
- 7.29 The waste strategy aims to enable sufficient waste facility capacity to deal with the waste that is expected to be produced in Oxfordshire, including from new developments, and some waste from outside the county. The waste facilities and infrastructure that will be needed will be delivered through investment and development by the private sector.
- 7.30 In the case of facilities for municipal waste, this is likely mainly to be done under contract or partnership arrangements with the County or District Councils, as waste disposal and collection authorities. Implementation of the strategy will depend on proposals for sufficient facilities (particularly for composting, recycling and treatment of waste) in appropriate locations coming forward as planning applications in time to be available when they are required to enable waste management needs to be met.
- 7.31 The waste planning strategy identifies the provision for additional waste management capacity that needs to be made over the plan period (policy W4)

and the broad locations where the additional waste management facilities to meet this requirement should be located (policy W5). Sites that would be suitable for facilities to enable this provision to be made will be identified in the waste site allocations document.

- 7.32 Possible sites for waste development have been put forward (nominated) to the County Council by waste operators and landowners; and a number of other possible sites have been identified during preparation of the draft plan. These potential sites have informed the generation of the options for provision of waste facilities, which have in turn led to the draft waste planning strategy.
- 7.33 For facilities that are needed in the short term, site availability is particularly important; preliminary work indicates that the strategy should be capable of being delivered. For longer term needs, other sites may be put forward or identified, but the number of site options already known indicates that needs should be capable of being met in accordance with the strategy. A preliminary assessment of sites will be prepared and a more detailed assessment of sites will be carried out when the waste site allocations document is prepared.
- 7.34 Some proposals for waste facilities may come forward in locations that are not identified in the plan. Government guidance (PPS10) is that such applications should be considered favourably where they are consistent with planning policy. This may lead to more capacity for waste composting, recycling and treatment being permitted than has been estimated to be needed. But, except where it is clear this would lead to an unacceptable level of waste importation into Oxfordshire (contrary to policy W2) or there would be unacceptable impact, the provision of facilities that would help to increase the amount of waste diverted away from landfill should not be restricted.
- 7.35 In addition to the provision for additional waste facilities made in this plan, at the local community level smaller scale facilities can make an important contribution towards meeting targets for increased recycling and composting of waste. The local bottle banks and recycling bins already located in many communities provide tangible evidence of this. Opportunities may arise for further local facilities of this type to be provided; and also for community composting sites, like the existing community facility at Coleshill.
- 7.36 Major development proposals, such as large housing schemes, may provide opportunities for waste management facilities to be provided as part of the infrastructure for the overall development. Such facilities could provide a local waste recycling site or a local source of heat and power generated from waste. This could help to deliver the provision proposed in policy W5 or could be additional provision in accordance with policy W6.
- 7.37 Improvements to infrastructure, particularly roads and junctions, may be required in order that new or expanded waste management facilities can be developed in a way that is locally acceptable. Where possible, such requirements will be identified in the waste site allocations document. Appropriate financial contributions for such improvements will be sought from developers and waste operators through legal agreement at the planning

application stage. Provisions for obtaining developer contributions are changing with the introduction of the Community Infrastructure Levy, which will need to be taken into account in implementing the strategy.

- 7.38 The Government Review of Waste Policy in England 2011<sup>23</sup> refers to the principle that those most impacted by waste developments should benefit most, and says this should operate at all levels. The Review says this should be achieved through dialogue between communities, local authorities and waste operators; and refers to industry protocols for providing community benefits in relation to infrastructure projects, as has been developed for wind generation. The provision of community benefits by developers could help in securing the timely delivery of the waste facilities that are needed in Oxfordshire. The County Council will work with communities and waste operators on the provision of community benefits in relation to waste development proposals where this is appropriate having regard to the nature, scale and potential impacts of the development.
- 7.39 The strategy depends on permitted permanent waste facility sites being available to operate to their full capacity throughout the plan period and not being sterilised by other development. Existing and proposed permanent waste management sites will be safeguarded for waste use (policy W10). The District Councils should consult the County Council on applications for other development that would prevent or prejudice the use of a safeguarded site. Delivery of this part of the strategy will require liaison with the District Councils.
- 7.40 The core policies have been developed to ensure the waste strategy is delivered in an environmentally acceptable way, including by setting out criteria against which planning applications will be considered. These policies will be implemented by the County Council through the development management process.

### **Monitoring of the waste strategy**

- 7.41 The Waste Planning Strategy is based on current circumstances and currently available information, but it must be able to respond to changing circumstances and needs. Regular monitoring is necessary, both to identify the impact of changes; and to check that the strategy is achieving its objectives and identify whether there is a need to adjust the strategy in order to achieve the desired outcomes.
- 7.42 The County Council as Waste Planning Authority will monitor the effectiveness of the policies and proposals in delivering the vision and objectives of the strategy; and the changing context within which the strategy is being used.
- 7.43 The Council will produce an Annual Monitoring Report on its minerals and waste plan each year. These reports will include an assessment of:
- the extent to which the policies in minerals and waste plan are being achieved;

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<sup>23</sup> Government Review of Waste Policy in England 2011, Defra, June 2011

- any changes needed where policies are not working or objectives are not being met; and
- progress on the preparation of minerals and waste plan documents.

Any relevant changes in government or other policy will be addressed through the annual monitoring reports.

- 7.44 The Council monitors the quantities of municipal waste produced and the ways in which it is managed, but is reliant on other agencies, in particular the Environment Agency, for data on other types of waste. The Council also monitors planning applications and decisions and the capacity available at waste facilities, as well as monitoring waste sites. The Council will work with the waste industry, the Environment Agency and with other waste planning authorities, including through the South East Waste Planning Advisory Group, in monitoring production and movements of waste and the ways in which it is managed, and in forecasting future waste production and waste management requirements.
- 7.45 The Council will also make use of monitoring and survey work undertaken by and information available from other agencies, such as Defra, the Environment Agency and Natural England, and on other work carried out within the Council such as for transport planning and biodiversity, to monitor change.
- 7.46 Observations recorded in the annual monitoring reports will feed into reviews of the Waste Planning Strategy. It is intended that the strategy will be reviewed and rolled forward every five years. But monitoring may indicate a need for review of part or the whole of the strategy sooner. For example, if it becomes clear that the provision for additional waste facilities in the strategy is insufficient, or that sites are not coming forward as planning applications within strategy locations and site allocations, a review of the strategy may be required.
- 7.47 The implementation and monitoring framework for the waste planning strategy is set out in table 6. Monitoring will focus on the performance of the strategy's policies for waste development to 2030 and the extent to which the objectives of the sustainability appraisal are being met. The indicators and targets have been developed to provide a consistent basis for monitoring the performance of the strategy, in particular in identifying whether policies are having the desired effect. The indicators reflect the intent of the strategy objectives, taking into account recommendations in the Sustainability Appraisal Report. The table also sets the triggers for when consideration should be given to a review of each policy.
- 7.48 In the case of some of the common core policies it is not possible to set a specific target. However, it is still possible to assess the effectiveness of these policies in relation to waste development.
- 7.49 The results of monitoring against the implementation and monitoring framework will be reported in the annual monitoring reports.

**Table 6: Implementation and Monitoring Framework**

<b>Minerals Planning Strategy Policies</b>					
<b>Minerals policy</b>	<b>Related minerals planning objectives &amp; Sustainability Appraisal objectives</b>	<b>Indicators</b>	<b>Targets</b>	<b>Implementation partners</b>	
M1: Provision for secondary and recycled aggregates	i, iii, iv, SA5, SA8	<p>Permissions granted for secondary and recycled aggregates supply.</p> <p>Capacity of secondary and recycled aggregates supply facilities</p> <p>Annual production of secondary and recycled aggregates</p>	Total capacity 0.9 million tonnes a year	Minerals, waste, demolition and construction industries; Environment Agency; District Councils; WRAP	
M2: Provision for mineral working	i, iii, iv, SA11	<p>Permissions granted for working aggregate minerals.</p> <p>Landbanks of permitted reserves for sharp sand and gravel, soft sand and crushed rock</p> <p>Annual sales of sharp sand and gravel, soft sand and crushed rock extracted in Oxfordshire</p>	Landbanks of at least 7 years for sand and gravel (at 1.01 mtpa), and soft sand (at 0.25 mtpa); and at least 10 years for crushed rock (at 0.63 mtpa)	Minerals industry; South East Aggregates Working Party	
M3: Strategy for location of mineral	i, ii, iii, iv, v, vi, vii, SA11	Permissions granted for working aggregate minerals.	90% of tonnage permitted for each	Minerals industry	

working		Percentage of permissions for mineral working (by tonnage yield permitted for each mineral type) consistent with spatial strategy	mineral type consistent with strategy	
M4: Aggregates rail depots	iii, iv, vi, x, SA7, SA12	<p>Number of mineral sites with rail access</p> <p>Number of applications for new aggregate rail depots</p> <p>Number of developments permitted that adversely affect operation or implementation of a safeguarded depot site</p> <p>Number of permitted aggregates rail depots in Oxfordshire</p> <p>Annual tonnage of aggregates imported into Oxfordshire by rail</p>	<p>Unimpeded operation of all existing and planned rail depots.</p> <p>No significant prejudice to operation or establishment of rail aggregate depots.</p>	Minerals industry; District Councils; development industry
M5: Non-aggregate mineral working	iii, iv, vi, SA3	<p>Number of applications granted permission contrary to advice of the Environment Agency in relation ground and surface water quality</p>	No permissions granted contrary to Environment Agency advice	Minerals industry, Environment Agency
M6: Mineral safeguarding	iv, ix, SA11	<p>Area of mineral resources sterilised by non-mineral development</p> <p>Number and area of developments permitted within mineral consultation areas contrary to the advice of the County Council</p> <p>Area of district local plan</p>	No significant sterilisation of mineral resources within mineral safeguarding areas	Minerals industry; District Councils; development industry



		allocations within mineral consultation areas contrary County Council advice		
M7: Restoration of mineral workings	Viii, SA1, SA2, SA3, SA6, SA8, SA9	<p>Number of mineral working permissions which contribute to the objectives of Biodiversity Action Plans and Conservation Target Areas</p> <p>Number of mineral working permissions which will meet landscape designation objectives and enhance local amenity and /or improve access to the countryside.</p> <p>Number of mineral working permissions which provide flood storage as part of their restoration scheme.</p>	<p>100% of restoration schemes accord with policy</p> <p>100% of restoration schemes secure biodiversity gains or local benefits</p>	Minerals industry; biodiversity partner organisations (including RSPB & BBOWT); Parish and District Councils

#### Waste Planning Strategy Policies

Waste Policy	Related waste planning objectives & Sustainability Appraisal objectives	Indicators	Targets	Implementation Partners
W1: The amount of waste to be	i, SA 11	Actual or estimated annual production of municipal,	Estimates of waste to be managed 2010 – 2030 in table	Waste operators; Environment Agency;

provided for		commercial & industrial and construction, demolition & excavation wastes	1.	SEWPAG
W2: Waste imports	iii, iv, v	<p>Amount of waste received annually at landfills from London and elsewhere outside Oxfordshire</p> <p>Number of developments and additional capacity permitted providing for treatment of waste from outside Oxfordshire.</p>	<p>Estimates of waste imports in table 3</p> <p>No permissions for waste treatment granted contrary to policy</p>	<p>Waste operators; Environment Agency; SEWPAG; London Authorities</p>
W3: Waste management targets	ii, vii, SA5, SA10	<p>Actual or estimated annual percentages of municipal, commercial &amp; industrial and construction, demolition &amp; excavation wastes composted, recycled, treated and landfilled</p> <p>Capacities of existing and permitted waste management facilities relative to actual or estimated amounts of wastes to be managed</p>	Waste management targets in policy W3	<p>Waste operators; Environment Agency; SEWPAG</p>
W4: Provision of additional waste management capacity	i, ii, SA 11	Existing and permitted waste management capacity for composting, recycling and residual treatment of municipal, commercial & industrial and construction, demolition & excavation wastes relative to actual or estimated amounts of wastes to be managed	Capacity for composting, recycling and residual treatment at least sufficient for amounts of wastes to be managed	<p>Waste operators; Environment Agency; SEWPAG</p>



W5: Provision of additional waste management facilities	i, ii, iii, iv	Number and locations of additional strategic waste facilities permitted relative to provision in policy W5	No permissions granted for strategic facilities contrary to policy	Waste operators
W6: Sites for waste management facilities	vi, viii	<p>Number of permitted sites for waste management which are on previously developed land, derelict or underused land, or use existing agricultural buildings</p> <p>Number of permitted sites for waste management which are co-located with other waste facilities</p>	No permissions granted for facilities contrary to policy	Waste Operators
W7: Landfill	i, v, viii, SA 11	<p>Number of permitted applications for inert waste landfilling for restoration purposes</p> <p>Existing and permitted landfill capacity relative to estimated requirements</p> <p>Number, type and capacity of permissions for additional landfill for inert and non-hazardous wastes</p> <p>Number of developments permitted that would reduce non-hazardous landfill capacity</p>	<p>No additional capacity for inert landfill permitted contrary to policy</p> <p>No additional capacity for non-hazardous landfill permitted contrary to policy</p> <p>Existing and permitted capacity for inert and non-hazardous landfill sufficient for 10 years</p> <p>No net loss of non-hazardous landfill capacity</p>	Waste operators; District Councils
W8: Hazardous waste	i, ii, iii	Number, type and capacity of existing and permitted hazardous	No reduction in existing and permitted hazardous waste	Waste operators; Environment Agency;

		waste facilities in Oxfordshire	facilities	SEWPAG
W9: Radioactive waste	iii, vi, viii	Capacity and type of radioactive waste management facilities permitted at Harwell or Culham relative to needs for dealing with Oxfordshire waste  Capacity and type of any radioactive waste management facilities permitted at other locations	No permissions granted for facilities contrary to policy  Sufficient capacity permitted to meet radioactive waste management requirements that need to be met in Oxfordshire	Site Licence Companies; Nuclear Decommissioning Authority; Environment Agency; SEWPAG; Other Waste Planning Authorities
W10: Safeguarding	i, ii	Number and capacity of existing and permitted permanent facilities potentially available for waste use  Number of developments permitted or local plan proposals that would reduce waste management capacity	No reduction in number of or a net loss of waste management capacity at permanent facilities	Waste operators; Environment Agency; District Councils

Common Core Policies				
Core policy	Related minerals and waste planning objectives & Sustainability Appraisal objectives	Indicators	Targets	Implementation partners
C1: Flooding:	Mv, Wvi, SA6	Number of minerals and waste	No permissions	Minerals and waste

		permissions granted contrary to advice of the Environment Agency in relation to flooding  Number of mineral restoration schemes permitted providing flood storage capacity	granted contrary to Environment Agency advice  Creation of flood storage capacity in restored quarries located in flood plain.	industries; Environment Agency
C2: Water environment	Mv, Mvii, Mviii, Wvi, SA2, SA3, SA8	Number of minerals and waste permissions granted contrary to advice of the Environment Agency in relation to water quality or effects upon groundwater	No permissions granted without appropriate protection or mitigation measures	Minerals and waste industries; Environment Agency; British Waterways; District Councils
C3: Environmental and amenity protection	Mvi, Mvii, Wiii, Wvi	Number of permissions which could adversely impact on the environment, residential amenity or other sensitive receptor to an unacceptable extent	No permissions granted without appropriate protection or mitigation measures	Minerals and waste industries; District Councils
C4: Agricultural Land and soils	Mvii, Mviii, Wvi, Wviii, SA9	Number of minerals and waste permissions which result in the loss of best and most versatile agricultural land (Grades 1,2,3a, 3b)	Where permissions are granted for working on areas of best and most versatile agricultural land, protection of soil quality and restoration of BMV land is ensured.	Minerals industry, Natural England, DEFRA

C5: Biodiversity and geodiversity	Mvii, Mviii, Wvi, SA1, SA2	<p>Number and area of permissions which are within designated sites or would adversely impact on important biodiversity or geodiversity interests</p> <p>Number and area of permissions for mineral working which will help to meet Oxfordshire Biodiversity Action Plan targets through enhancement of Conservation Target Areas</p>	<p>No permissions granted without appropriate protection or mitigation measures</p> <p>100% of mineral working permissions contribute to meeting biodiversity targets</p>	Minerals and waste industries; Natural England; Environment Agency, other biodiversity partner organisations (including RSPB & BBOWT).
C6: Landscape	Mvii, Mviii, Wvi, SA1, SA2	<p>Number and area of permissions which are within or affect AONBs.</p> <p>Number of permissions which will meet landscape designation objectives</p> <p>Number and area of permissions which would adversely impact on other important landscape interests</p>	<p>No permissions granted without appropriate protection or mitigation measures</p>	Minerals and waste industries; AONB Management Boards
C7: Historic environment & archaeology	Mvii, Wvi	<p>Number and area of permissions which would adversely impact on important historic environment assets or archaeological remains</p>	<p>No permissions granted without appropriate protection of the historic environment</p>	Minerals and waste industries; English Heritage
C8: Transport	Mv, Mvi, Mvii, Wiii, Wv, Wvi, SA4, SA5,	Number of minerals and waste permissions with lorry routing agreements.	<p>No permissions granted without appropriate protection</p>	Minerals and waste industries; Highways Agency; District and Parish Councils

	SA7, SA8	<p>Number of complaints relating to minerals or waste lorry traffic</p> <p>Number of permissions which would result in increased minerals and waste traffic through settlements</p> <p>Number of permissions for developments including non-road transportation of minerals or waste</p>	or mitigation measures, e.g. routing agreement	
C9: Rights of way	Mvii, Mviii, Wvi, SA8	<p>Number of minerals and waste permissions with measures to improve access to the countryside, including provision for the creation of new paths or rights of way.</p> <p>Number of permissions which have an adverse impact on the rights of way network.</p>	<p>No permissions granted without appropriate protection of or safeguards for rights of way</p> <p>Creation of new rights of way associated with restoration of minerals sites</p>	<p>Minerals and waste industries; District and Parish Councils; the Ramblers, the British Horse Society</p>

## Appendix 1. Flood Vulnerability Classification and Flood Zone Compatibility

**Table A1: Minerals and Waste Flood Vulnerability Classification**

Development Type	Vulnerability Classification	Flood Zone Compatibility
Any mineral or waste proposal which also requires hazardous substances consent	Highly Vulnerable	Flood Zone 1 and 2
Landfill sites (hazardous, non-hazardous and inert waste – including waste used in quarry restoration)	More Vulnerable	Flood Zone 1 and 2
Waste management facilities handling hazardous waste	More Vulnerable	Flood Zone 1 and 2
Minerals working and processing (except for sand and gravel working)	Less Vulnerable	Flood Zones 1, 2 and 3a
Sand and Gravel Workings	Water Compatible	Flood Zone 1, 2, 3a, 3b
Sand and Gravel processing sites (including grading and washing plant)	Less Vulnerable	Flood Zone 1, 2, and 3a
Sewage Treatment Plants	Less Vulnerable	Flood Zones 1, 2 and 3a
Waste recycling, composting and transfer uses (including recycling to produce recycled aggregate)	Less Vulnerable	Flood Zones 1, 2 and 3a
Secondary aggregate re-cycling (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a
Waste treatment processes (including anaerobic digestion, mechanical biological treatment, incineration, gasification and pyrolysis).	Less Vulnerable	Flood Zones 1, 2, and 3a
Concrete block manufacture (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a
Concrete batching plant (considered as minerals processing)	Less Vulnerable	Flood Zones 1, 2 and 3a

This table is developed from Tables D.2 and D.3 in PPS25  
Waste management categories are based on guidance in Planning for Sustainable Waste Management Companion Guide to PPS10 – page 31.

**Table A2. PPS25 Flood Risk Vulnerability and Flood Zone Compatibility**  
(Developed from Tables D.2 and D.3 in PPS25)

Minerals & Waste Development Type	Use Category	FLOOD ZONE			
		1	2	3a	3b
Any mineral or waste proposal which also requires hazardous substances consent	Highly Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ Use only appropriate if the Exception Test is passed ↓ ✓	* Use should not be permitted	* Use should not be permitted
Landfill sites or sites used for waste management facilities for hazardous waste	More Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ ✓	Use only appropriate if Sequential Test is passed ↓ Use only appropriate if the Exception Test is passed ↓ ✓	* Use should not be permitted
Waste management facilities (except landfill and hazardous waste), Minerals working and processing (except for sand and gravel workings)	Less Vulnerable	✓	Use only appropriate if Sequential Test is passed ↓ ✓	Use only appropriate if Sequential Test is passed ↓ ✓	* Use should not be permitted
Sand and gravel workings (that exclude processing operations)	Water Compatible	✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓	Sequential Test suggested as means of prioritising sites at allocation stage  ✓

\*: Use should not be permitted

↓: If passed proceed

✓: Appropriate use

## Glossary

**Aggregates** – sand, gravel, crushed rock that is used in the construction industry to make things like concrete, mortar, drainage, and asphalt. For secondary or recycled aggregates, see below.

**Agricultural waste** – waste from a farm or market garden including pesticide containers, tyres, and old machinery.

**Aftercare** The management and treatment of land for a set period of time immediately following the completed restoration of a mineral working to ensure the land is returned to the required environmental standard.

**Afteruse** – The long term use that land formerly used for mineral workings is restored to. This use can be agricultural, forestry or public amenity such as country parks.

**Anaerobic Digestion Facility** - facility involving process where biodegradable material is encouraged to break down in the absence of oxygen, which changes the nature and volume of material and produces a gas which can be burnt to recover energy and digestate which may be suitable for use as a soil conditioner.

**Ancient Woodland** – woodland that has existed continuously since or pre-dates 1600. Before this date planting of new woodland was uncommon, so a wood present in 1600 was likely to have developed naturally. The ancient woodland inventory is a data source held and maintained by the Woodland Trust on the location and extent of ancient woodlands

**Annual Monitoring Report (AMR)** – assesses the implementation of the Local Development Scheme and the extent to which policies in Local Development Documents are being achieved.

**Apportionment** – the allocation between minerals and waste authorities of the total regional amount of required mineral production or quantities of waste to be managed, for a particular period of time, as set out in the South East Plan.

**Area of Outstanding Natural Beauty (AONB)** – area with statutory national landscape designation, the primary purpose of which is to conserve and enhance natural beauty.

**Biodegradable waste** – materials that can be broken down by naturally-occurring micro-organisms. Examples include food, garden waste, and paper.

**Biodiversity Action Plan (BAP)** - strategy prepared by the local planning authority together with nature conservation organisations to aimed at protecting and enhancing the biological diversity.



**Biological Diversity / Biodiversity** - The variety of life including plants, animals and micro-organisms, ecosystems and ecological processes.

**Buffer zones** – These are areas drawn around settlements or properties in which mineral development is prohibited. The purpose of these zones is to protect settlements from disruption caused by the working of minerals or prevent sterilisation on minerals resources by the encroachment of other developments.

**Climate change** – long-term changes in temperature, precipitation, wind and all other aspects of the earth's climate.

**Commercial and Industrial waste** - waste from factories, or premises used for the purpose of trade or business, sport, recreation or entertainment.

**Composting** – the break down of organic matter aerobically (in presence of oxygen) into a stable material that can be used as a fertiliser or soil conditioner.

**Conservation Target Areas (CTAs)** - important areas for wildlife in Oxfordshire, wherein the main aim is to restore biodiversity at a landscape-scale through the maintenance, restoration and creation of Biodiversity Action Plan priority habitats.

**Construction, Demolition and Excavation waste** - Waste arising from the building process comprising demolition and site clearance waste and builder's waste from the construction/demolition of buildings and infrastructure. Includes masonry, rubble, and timber.

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

**Crushed rock** – Naturally occurring rock which is crushed into a series of required sizes to produce an aggregate.

**Designated Heritage Asset** – A World Heritage Site, Scheduled Monument, Listed Building, Registered Park and Garden, Registered Battlefield or Conservation Area designated as such under the relevant legislation.

**Development Plan Documents (DPDs)** - Spatial planning documents that are subject to independent examination. They will have 'development plan' status. A Core Strategy DPD and a Site Allocations DPD are key parts of any Local Development Framework or Waste and Minerals Development Framework.

**Energy from Waste (EfW) Facility/Plant** Residual waste treatment facility where energy (heat and/or electricity) is recovered from waste; either from direct combustion of waste under controlled conditions at high temperatures;

or from combustion of by-products derived from the waste treatment process such as biogas or refuse-derived fuel.

**Energy Recovery** – covers a number of established and emerging technologies, though most energy recovery is through incineration technologies. Many wastes are combustible, with relatively high calorific values – this energy can be recovered through processes such as incineration with electricity generation, gasification or pyrolysis.

**Environment Agency (EA)** – Government advisors that aim to protect and improve the environment (including air, land and water).

**Extension to quarry** – extraction of minerals on land which is contiguous or non-contiguous with an existing quarry, where extracted material is moved to the existing quarry processing plant and access via means other than the highway (e.g. by conveyor or internal haul-road).

**Gasification** - A technology related to incineration where waste is heated in the presence of air to produce fuel rich gases.

**Greenfield site** – site previously unaffected by built development.

**Greenhouse gases** – gases such as methane and carbon dioxide that contribute to climate change.

**Green Infrastructure** – a network of strategically planned and managed natural and working landscapes and other open spaces that conserve ecosystem values and functions and provide associated benefits to human populations.

**Groundwater** – water held in water-bearing rocks, in pores and fissures underground.

**Habitats Regulations Assessment (HRA)** – HRA assesses the likely impacts of the possible effects of a plan's policies on the integrity of European sites (including possible effects 'in combination' with other plans, projects and programmes).

**Hazardous waste** -waste that may be hazardous to humans and that requires specific and separate provision for dealing with it. Categories are defined by regulations. Now includes many "everyday" items such as electrical goods. Previously referred to as Special Waste.

**Household Waste Recycling Centres (HWRCs)** - place provided by the Waste Disposal Authority where members of the public can deliver household wastes for recycling or disposal (also known as Civic Amenity Sites).

**Heritage Asset** – A building, monument, site, place area or landscape positively identified as having a degree of significance meriting consideration in planning decisions. Heritage assets are the valued components of the

historic environment. They include assets identified by the local planning authority during the process of decision-making or the plan-making process (including local listing).

**Household Waste** - waste from household collection rounds, street sweeping, litter collection, bulky waste collection, household waste recycling centres and bring or drop-off recycling schemes.

**Incineration** – burning of waste at high temperatures under controlled conditions. This results in a reduction bulk and may involve energy reclamation. Produces a burnt residue or 'bottom ash' whilst the chemical treatment of emissions from the burning of the waste produces smaller amounts of 'fly ash'.

**Independent Examination** - process whereby an independent Planning Inspector publicly examines a Development Plan Document for its soundness before issuing report which (under current legislation) is binding on the planning authority.

**Inert waste** -waste that does not normally undergo any significant physical, chemical or biological change when deposited at a landfill site. It may include materials such as rock, concrete, brick, sand, soil or certain arisings from road building or maintenance. Most of the category “construction and demolition” waste is inert waste.

**Industrial waste** - wastes from any factory, transportation apparatus, from scientific research, dredging, sewage and scrap metal.

**Intermediate Level Waste (ILW)** - radioactive wastes which exceed the upper activity boundaries for Low Level Waste but which do not need heat to be taken into account in the design of storage or disposal facilities.

**In-Vessel Composting Facility** - facility where the composting process takes place inside a vessel where conditions are controlled and optimised for the aerobic breakdown of materials.

**Landbank** - the reserve of unworked minerals for which planning permission has been granted, including non-working sites. It can be expressed in tonnage or years.

**Landfill**– permanent disposal of waste into the ground by the filling of voids.

**Landfill Allowance Trading Scheme (LATS)** - a government scheme to reduce the amount of biodegradable municipal waste sent to landfill, under which Waste Disposal Authorities are allocated annual allowances for the amounts of biodegradable municipal waste that may be landfilled, and the allowances are tradeable between authorities.

**Landfill gas** – gas generated by the breakdown of biodegradable waste within landfill sites, consists mainly of methane and carbon dioxide.

**Landfill tax** – Government-introduced tax on waste disposed of at landfill sites. Aims to encourage more sustainable waste management methods.

**Landraise** – permanent disposal of waste material above ground, resulting in the raising of the ground level.

**Landscape character** – a distinct, recognisable and consistent pattern of elements, be it natural (soil, landform) and/or human (for example settlement and development) in the landscape that makes one landscape different from another, rather than better or worse<sup>24</sup>.

**Local Development Framework (LDF)** – folder of local development documents prepared by district councils and unitary authorities, that set out the spatial planning strategy for the local area.

**Local Development Scheme** – the programme for the preparation of local development documents.

**Local Nature Reserve** - an area of particular wildlife interest declared by a local authority under Section 21 of the National Parks and Access to the Countryside Act 1949, and usually managed by them.

**Local Plan** – part of the statutory development plan that sets out detailed development policies prepared by district and unitary planning authorities. This form of plan is being replaced by Local Development Frameworks since the coming into force of the Planning and Compulsory Purchase Act 2004.

**Low Level Waste (LLW)** - radioactive waste having a radioactive content not exceeding four gigabecquerels per tonne (GBq/te) of alpha or 12 GBq/te of beta/gamma radioactivity, but not including radioactive materials that are acceptable for disposal with municipal and general commercial or industrial waste; includes soil, building rubble, metals and organic materials arising from both nuclear and non-nuclear sources; metals are mostly in the form of redundant equipment; organic materials are mainly in the form of paper towels, clothing and laboratory equipment that have been used in areas where radioactive materials are used, such as hospitals, research establishments and industry.

**Marine aggregates** – aggregates sourced by dredging from the sea bed rather than being dug from the land.

**Marine borne material** - sand and gravel that is taken from the sea bed and imported to land.

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<sup>24</sup> Natural England definition;

<http://www.naturalengland.org.uk/ourwork/landscape/englands/character/default.aspx>

**Materials Recovery/Recycling Facility (MRF)** - facility where recyclable materials are sorted and separated from other wastes before being sent for reprocessing.

**Mechanical and Biological Treatment (MBT)** - residual waste treatment process involving the mechanical separation of recyclable materials followed by composting of the remaining material to produce a fuel or stabilised waste for landfilling.

**Mineral Consultation Areas** - areas of potential mineral resource where district and borough planning authorities should notify the County Council if applications for development come forward. This should prevent mineral resource being lost ('sterilised').

**Mineral reserves** – Mineral deposits which have been investigated and are proven to be of economic importance due to the quality, quantity and nature of the deposit. Permitted reserves also have planning permission for extraction.

**Mineral resource** – A potential source of a mineral without permission for extraction, where the deposit's nature, quality and quantity may not yet have been assessed.

**Mineral Safeguarding Areas** - areas of known mineral resource that are of sufficient economic or conservation value (such as building stones) to warrant protection for generations to come.

**Mineral Local Plan** – a statutory development plan that sets out the policies in relation to minerals within the minerals planning authority (unitary or county council). This form of minerals plan is being replaced by Minerals Development Frameworks since the coming into force of the Planning and Compulsory Purchase Act 2004.

**Minerals Planning Authority** – the planning authority responsible for planning control of minerals development.

**Minerals and Waste Development Framework (MWDF)** – portfolio of plans and policies about waste and minerals planning.

**Mitigation measures** – actions to prevent, avoid, or minimise the actual or potential adverse effects of a development, action, project, plan, or policy.

**Municipal waste/municipal solid waste (MSW)** – waste that is collected by a waste collection authority. Mostly consists of household waste, but can also include waste from municipal parks and gardens, beach cleansing, waste resulting from clearance of fly-tipped materials, and some commercial waste.

**National Nature Reserve** - nationally important area of special nature conservation interest, designated by Natural England under Section 16 of the National Parks and Access to the Countryside Act 1949.

**Natural England** - the Government's advisor on the natural environment.

**Non-Hazardous Waste** - waste, which is neither inert nor hazardous, which is permitted to be disposed at a non-hazardous landfill; also referred to as non-inert waste.

**Non-inert waste** - Waste that is potentially biodegradable or may undergo any significant physical, chemical or biological change when deposited at a landfill site. Also referred to as “non-hazardous waste”.

**Nuclear Decommissioning Authority (NDA)** - a non-departmental public body with responsibility to deliver the decommissioning and clean-up of the UK's civil nuclear legacy.

**Permitted reserves** – Mineral reserves with planning permission for extraction.

**Planning Policy Guidance (PPG)** - documents issued by Central Government setting out its national land use policies and guidance for England on different areas of planning. These were gradually being replaced by Planning Policy Statements.

**Planning Policy Statements (PPS)** - documents issued by Central Government to replace the existing Planning Policy Guidance in order to provide clearer and more focused policies for England on different areas of planning (with the removal of advice on practical implementation, which is better expressed as guidance rather than policy).

**Planning permission** - formal consent given by the local planning authority to develop and use land.

**Primary aggregates** – naturally-occurring mineral deposits that are used for the first time as an aggregate.

**Pyrolysis** – a technology related to incineration where waste is heated in the absence of air to produce gas and liquid fuel plus solid waste.

**Recycled aggregates** - are derived from reprocessing waste arisings from construction and demolition activities (concrete, bricks, tiles), highway maintenance (asphalt plantings), excavation and utility operations. Examples include recycled concrete from construction and demolition waste material, spent rail ballast, and recycled asphalt.

**Recycling** - the recovery of waste materials for use as or conversion into other products (including composting but excluding energy recovery).

**Recovery** - obtain value from wastes through one of the following means:

- Recycling
- Composting
- Other forms of material recovery (such as anaerobic digestion)



- Energy recovery (combustion with direct or indirect use of the energy produced, manufacture of refuse derived fuel, gasification, pyrolysis or other technologies).

**Residual waste** – the waste remaining after materials have been recovered from a waste stream by re-use, recycling, composting or some other material recovery process (such as anaerobic digestion).

**Residual Waste Treatment Facility** - facility for processing waste which has not been re-used, recycled or composted in order to recover resources and minimise the amount of waste that needs to be disposed by landfill; the two most common forms of residual waste treatment are energy from waste and mechanical and biological treatment.

**Resource Park** – a site comprising a number of different waste recovery, treatment and reprocessing facilities which enables synergy between those facilities to be realised through common location.

**Restoration** - methods by which the land is returned to a condition suitable for an agreed after-use following the completion of waste or minerals operations.

**Re-use** - the repeat utilisation of an item/material for its original (or other) purpose.

**Screening report** – In Habitats Regulations Assessment, the first stage of the assessment process to determine whether there will be likely impacts of the possible effects of a plan's policies on the integrity of European sites.

**Secondary Aggregates** - usually the by-products of other industrial processes Examples include blast furnace slag, steel slag, pulverised-fuel ash (PFA), incinerator bottom ash, furnace bottom ash, recycled glass, slate aggregate, china clay sand, colliery spoil.

**Sensitive Receptor** – A description of the aspects of the environment likely to be significantly affected by the development, including, in particular, population, fauna, flora, soil, water, air, climatic factors, material assets, including the architectural and archaeological heritage, landscape and the inter-relationship between the above factors<sup>25</sup>.

**Sewage Sludge or Sludge** - the semi-solid or liquid residue removed during the treatment of wastewater.

**Site of Special Scientific Interest** - site notified by Natural England under Section 25 of the Wildlife and Countryside Act 1981 as having special wildlife or geological features worthy of protection.

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<sup>25</sup> Definition in EIA regulations



**Sludge Treatment Centre** - facility at a sewage treatment plant where sludge removed from waste water (sewage) is subject to a treatment process to enable it to be recovered and/or disposed.

**Soundness** – in accordance with national planning policy, local development documents must be ‘soundly’ based in terms of their content and the process by which they were produced. They must also be based upon a robust, credible evidence base. There are nine tests of soundness.

**South East Aggregates Working Party (SEERAWP)** - a non-executive technical group with the role of advising government (the Department for Communities and Local Government), Mineral Planning Authorities and industry on aggregates, comprising officers of the mineral planning authorities, the minerals industry through the Mineral Products Association and the British Aggregates Association, and government representatives from DCLG and the Government Office for the South East (GOSE).

**South East Waste Planning Advisory Group (SEWPAG)** – a non-executive technical group comprising the waste planning authorities of South East England and representatives of the Environment Agency, the waste industry and the environmental sector which provides advice to help waste planning authorities fulfil the duty to cooperate on strategic planning issues, as proposed in the Localism Bill.

**South East Plan** – the Regional Spatial Strategy for the South East region, was prepared by the South East England Regional Assembly and approved by the Secretary of State in May 2009.

**Special Area of Conservation** - site of international importance for nature conservation, designated under the EU Habitats Directive.

**Special Protection Area (SPA)** – designation made under the Birds Directive to conserve the best examples of the habitats of certain threatened species of birds.

**Statement of Community Involvement** – A document which outlines the standards and approach that the County Council will undertake in engaging stakeholders and the local community in producing Minerals and Waste plans and in considering planning applications.

**Statutory consultee** - Organisations with which the local planning authority must, by regulation, consult with on the preparation of its land use plan or in determining a planning application. Includes the Environment Agency, Natural England and English Heritage.

**Sterilisation** – This occurs when developments such as housing, roads or industrial parks are built over potential mineral reserves.

**Strategic Environmental Assessment (SEA)** - an environmental assessment of certain plans and programmes, including those in the field of planning and land use, which complies with the EU Directive 2001/42/EC; it

involves the preparation of an environmental report, carrying out of consultation, taking into account of the environmental report and the results of the consultation in decision making, provision of information when the plan or programme is adopted and showing that the results of the environment assessment have been taken into account.

**Structure Plan** – framework of strategic planning policies, produced by Oxfordshire County Council. The Structure Plan was largely replaced as a statutory planning document by the South East Plan in May 2009.

**Sustainability / Sustainable Development** - development that meets the needs of the present without comprising the ability of the future generations to meet their own needs, by taking into consideration long-term social, economic and environmental impacts.

**Sustainability Appraisal** - a tool for appraising policies to ensure they reflect sustainable development objectives. The Planning and Compulsory Purchase Act requires a sustainability appraisal to be undertaken for all development plan documents.

**Sustainable Community Strategy** – statutory strategy for promoting the economic, social and environmental well-being of the area. Prepared through partnership working between statutory sector providers, the community and voluntary sector, businesses, residents and the local authorities.

**Sustainability Appraisal** an appraisal of the economic, environmental, and social effects of a plan from the outset of the preparation process to allow decisions to be made that accord with the principles of sustainable development. The scoping report of a sustainability appraisal seeks the agreement of statutory consultees and the competent authority on the intended range of issues to be covered in the assessment.

**Thermal Treatment** - generic term encompassing incineration, gasification and pyrolysis.

**Transfer Station** - a bulk collection point for waste prior to its removal for treatment or disposal.

**Very Low Level Waste (VLLW)** - radioactive waste with very low concentrations of radioactivity, arising from both nuclear and non-nuclear sources, which because it contains little total radioactivity can be safely treated by various means, including disposal with municipal and general commercial and industrial waste at landfill sites.

Formal definition:

(a) **in the case of low volumes ('dustbin loads') of VLLW** "Radioactive waste which can be safely disposed of to an unspecified destination with municipal, commercial or industrial waste ("dustbin" disposal), each 0.1m<sup>3</sup> of waste containing less than 400 kilobecquerels (kBq) of total activity or single items containing less than 40 kBq of total activity. For wastes containing carbon-14 or hydrogen-3 (tritium):

- in each 0.1m<sup>3</sup>, the activity limit is 4,000 kBq for carbon-14 and hydrogen-3 (tritium) taken together; and
- for any single item, the activity limit is 400 kBq for carbon-14 and hydrogen-3 (tritium) taken together. Controls on disposal of this material, after removal from the premises where the wastes arose, are not necessary.”

(b) **in the case of high volumes of VLLW** “Radioactive waste with maximum concentrations of four megabecquerels per tonne (MBq/te) of total activity which can be disposed of to specified landfill sites. For waste containing hydrogen-3 (tritium), the concentration limit for tritium is 40MBq/te. Controls on disposal of this material, after removal from the premises where the wastes arose, will be necessary in a manner specified by the environmental regulators”.

**Voidspace** - volume within landfill or landraising sites that is permitted and/or available to receive waste.

**Waste Collection Authority** – local authority that has a duty to collect household waste, -usually district or unitary authorities.

**Waste Disposal Authority** – local authority responsible for managing the waste collected by the collection authorities, and the provision of household waste recycling centres - usually county or unitary councils.

**Waste Planning Authority** – local planning authority responsible for planning control of waste management and disposal - usually county or unitary councils.

**Waste Local Plan** - a statutory document that sets out the land-use policies in relation to the management and disposal of waste within the plan area. This form of waste plan is being replaced by a Waste Development Frameworks following the coming into force of the Planning and Compulsory Purchase Act 2004.

**Waste water** - the water and solids from a community that flow to a sewage treatment plant operated by a water company.

**Waste and Resources Action Programme (WRAP)** - a quango which helps to develop markets for material resources that would otherwise have become waste, provides advisory services and helps influence public behaviour through national level communication programmes.

## Abbreviations

AMR	Annual Monitoring Report
AD	Anaerobic Digestion
AONB	Area of Outstanding Natural Beauty
BAP	Biodiversity Action Plan
CDE	Construction, demolition and excavation waste

C&I	Commercial and industrial waste
CTA	Conservation Target Area
DPD	Development Plan Document
EA	Environment Agency
EfW	Energy from Waste facility
EIA	Environmental Impact Assessment
HRA	Habitats Regulations Assessment
HWRC	Household Waste Recycling Centre
ILW	Intermediate Level Waste
IVC	In vessel composting facility
LATS	Landfill Allowance Trading Scheme
LDF	Local Development Framework
LLW	Low level waste
LNR	Local Nature Reserve
LTP	Local Transport Plan
MBT	Mechanical and Biological Treatment
MPA	Minerals Planning Authority
MPS	Minerals Policy Statement
MRF	Materials Recycling/Recovery Facility
MSW	Municipal Solid Waste
MWDF	Minerals and Waste Development Framework
NDA	Nuclear Decommissioning Authority
NHW	Non Hazardous Waste
PPG	Planning Policy Guidance
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SEERAWP	South East Regional Aggregates Working Party
SEWPAG	South East Waste Planning Advisory Group
SSSI	Site of Special Scientific Interest
SPA	Special Protection Area
SPD	Supplementary Planning Document
VLLW	Very low level waste
WCA	Waste Collection Authority
WDA	Waste Disposal Authority
WPA	Waste Planning Authority
WRAP	Waste and Resources Action Programme

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# **AUDIT COMMITTEE ANNUAL REPORT 2011**



## Contents

<b>Section</b>	<b>Page</b>
Chairman's Introduction	<b>3</b>
Role of the Audit Committee	<b>4</b>
Key Activities	<b>5</b>
Membership, Meetings & Attendance	<b>10</b>
 <b>Annex</b>	
1 – Audit Committee Functions (extract from the Council's Constitution)	<b>11</b>
2 – Audit Working Group Terms of Reference	<b>13</b>



## **Chairman's Introduction**

In this report I have detailed the role of the Audit Committee, and summarised the work we have undertaken as a Committee and through the support of the Audit Working Group in 2011.

The Audit Committee performs an essential role, and we continue to have a strong presence. Through the work of this Committee I am happy to conclude that whilst there are areas for improvement, Corporate Governance, Financial Management and Internal Control within the Council remains strong.

As a Council we are now in the second year of delivering our Business Strategy, and in 2011 we have seen the continuation of the major restructuring and redesign of service delivery through the Directorate Business Strategies. Change of this magnitude is a major challenge for any organisation, so it is essential that strong and effective governance is maintained. As an Audit Committee it is our job to support the successful delivery of the Business Strategies by monitoring and challenging the effectiveness of the governance arrangements that underpin them, and the operation of the systems of internal control that should be maintained across the Council. This has been the main focus of our work during 2011, and will continue to be for the duration of the Business Strategies. We are grateful to the Chief Executive and the County Council Management Team, for their engagement during 2011 that has ensured the Audit Committee are well briefed on the detail and progress in delivering these Strategies.

An important part of being effective as an Audit Committee is the relationship with both our Internal and External Auditors. We continue to have a strong working relationship with both. In my role as Chairman and Risk Management Champion I meet regularly with the Chief Internal Auditor and the Senior Policy and Performance Officer to discuss local and national issues to ensure the focus of the work programme is relevant.

I am very pleased to report that the Committee continues to receive good support from both Officers and Cabinet Members; we also encourage representation from the Strategy and Partnership Scrutiny Committee at our meetings to provide an insight into areas that may be of interest to the Audit Committee arising from their work and vice versa.

Finally I should like to take this opportunity to give my personal thanks to fellow Committee Members and the Officers who have supported this Committee so well.

Cllr. David Wilmshurst  
Chairman, Audit Committee

## **Role of the Audit Committee**

The Audit Committee operates in accordance with the “Audit Committees, Practical Guidance for Local Authorities” produced by the Chartered Institute of Public Finance and Accountancy (CIPFA) in 2006. The Guidance defines the purpose of an Audit Committee as follows:

“ to provide independent assurance of the adequacy of the risk management framework and the associated control environment, independent scrutiny of the authority’s financial and non-financial performance to the extent that it affects the authority’s exposure to risk and weakens the control environment, and to oversee the financial reporting process.”

The key functions of the Audit Committee are defined within the Council’s Constitution; the relevant extract is attached as Annex 1 to this report. In discharging these functions the Committee is supported by the Audit Working Group, their terms of reference are attached as Annex 2 to this report.

## **Key Activities**

In this section the activities of the Committee in 2011, including the Audit Working Group, are summarised under the headings of the key functions. Achievements and improvements to which the Audit Committee has contributed are highlighted.

### **Internal Control**

The 2010/11 Annual Governance Statement (AGS) was successfully prepared using the revised assurance process approved by the Committee. The self-assessment procedure has been replaced with assurance statements provided by Corporate Process Owners, and with Internal Audit undertaking specific governance audits across the Directorates. Following its success we have agreed that the same process should be followed for the 2011/12 AGS. The Committee has monitored the progress with actions arising from 2009/10 and 2010/11 Annual Governance Statements.

A key focus of the Committees work in 2011 has been the Business Strategies. In June 2011 the County Council Management Team, including the Chief Executive, attended the Audit Committee to provide an extensive briefing on the Council and Directorate Business Strategies and to answer questions posed by the Committee. Following that meeting we have built into our forward plan, regular updates on progress with those strategies from the Assistant Chief Executive and Chief Finance Officer.

The Committee obtained assurances on the success of the project rolling out SAP for Schools, and the impact it has had on internal control. We have also pursued an on-going issue seeking satisfactory performance in the collection of income through the Fairer Charging process.

In response to Internal Audit and Risk Management reports the Committee has looked in detail at the following areas:

E&E Project and Risk Management arrangements  
Concessionary Travel  
SAP roles  
Highways Contract  
CEF Safeguarding  
SCS Safeguarding

### **Key Achievements**

- Sustained high level of governance and system of internal control.
- Prompt action on material issues identified.

### **Key Areas of Focus Looking Forward to 2012**

- Maintaining effective governance and internal control as the Council continues with the fundamental changes arising from the Business Strategies.

## **Risk Management**

The Committee received an annual report from the Corporate Performance and Review Manager, and has been monitoring the risk management improvement plan, and the adequacy and effectiveness of the system of risk management through the routine reporting by the Senior Policy Officer to the Audit Working Group.

The key focus of risk management development in 2011 has been training and support for Directorate in the identification and monitoring of risks, and most significantly the integration of risk management into to business management procedures operated by the Directorates, and reported quarterly to CCMT. Whilst underpinned by improvements to the design of the risk registers to make them easier for the end user, the escalation process has evolved such that the quarterly business management reports are highlighting the key strategic risk and performance issues that need the attention of CCMT. The reports received by the AWG show the escalation to CCMT.

In early 2011, this report highlighted weakness in the project management and risk management processes with E&E, so the Officers attended the AWG to explain and outline improvements to their process, supported by the Senior Policy Officer. Recent governance reports produced by Internal Audit demonstrate that the Directorate has improved in this area.

### **Key Achievements**

- Training of key managers and staff in Directorates has been completed.
- Risk management is embedded in the Business Management Process and Reporting within Directorates.
- Escalation reporting to CCMT is focussed on the key business management issues and material risks.

### **Key Areas of Focus Looking Forward to 2012**

- The restructures in Directorates are not yet completed, and the business management posts, of which ensuring effective risk management is an integral part, are mostly new posts with some changes to personnel. The Committee will monitor through the reporting of the Senior Policy Officer that the risk management process remains effective.
- The consistency and detail in the risk management reports presented to the AWG has significantly improved; however, because the reports are based on the quarterly reporting to CCMT the timing of our meetings can mean the information is not always reflective of current issues. The Group has requested that in future the reports include any significant emerging issues with regards to the effectiveness of risk management.

## **Internal Audit**

The Audit Committee with the assistance of the Monitoring completed the annual review of the effectiveness of the System of Internal Audit, and concluded it was acceptable. To inform our opinion we met with the Chief Internal Auditor in a private session and were satisfied that he is able to conduct his duties effectively without restriction or undue influence.

In March 2011 we approved the Internal Audit Strategy for 2011/12, endorsing the move to quarterly work plans rather than an annual plan. This allows the service to be more responsive to support Directors where independent assurance is required over the management of their strategic and operation risks. The Chief Internal Auditor presents the quarterly plan for the approval of the Audit Committee which gives members the opportunity to challenge and influence the plan where the Committee has identified areas of concern.

We have also revised the Internal Audit reporting cycle. The Audit Committee has always received the Internal Audit Strategy, Work Plan and Annual Report, but in 2011, we have also received quarterly progress reports, including summaries of all outcomes from the completed internal audit work. The Audit Working Group receives a report at every meeting highlighting any emerging issues from the internal audit work, and the status of the implementation of agreed management arising from the audit reports. This change has worked particularly well as it is ensuring the Committee is informed earlier of issues, and through the Audit Working Group can bring in the senior managers to ensure prompt action will be taken.

#### **Key Achievements**

- Improved performance on the implementation of management actions. Working with Internal Audit to oversee the management action follow up process, including on occasions the Chairman writing to responsible officers where progress is not satisfactory, has seen improvement to the implementation rate.
- Earlier engagement with management to ensure areas of unacceptable control is addressed. In 2011 we have responded promptly to Internal Audit reports with "Unacceptable" conclusions and have met with senior managers to get assurance that prompt actions are taken; E&E Highways Contract; SCS Safeguarding; SCS Alert Service; and, CEF Safeguarding (Quality Assurance Process).

#### **Key Areas of Focus Looking Forward to 2012**

- In 2011 the in-house Internal Audit Team lost four staff who resigned their position, increasing the reliance on outsourced support. There has been an impact on the performance of producing reports on a timely basis. It is expected that vacancies will be recruited to early in 2012/13 so the Committee will be monitoring the impact this has on performance.
- It is expected that new action tracking software will be operational in early 2012 which should improve the efficiency with which actions are monitored and progress reported.

#### **External Audit**

The Council's External Auditors, the Audit Commission, have routinely attended committee meetings in 2011. This enabled the Committee to forge a good working relationship with the Auditors. The Committee also met with the External Auditors in a private session and are satisfied they are free to carry out their duties without restrictions. We are also assured that if identified they would bring any material issues to the attention of the Committee.

Whilst we are happy with the current Auditors, The Department for Communities and Local Government has announced major changes to the future for Public Audit, and from September 2012 there will be a change to the service provider; who it will be is not yet known. We are very grateful to our Auditors for keeping us informed of the changes and the process of tender for the contract from September 2012.

The Committee responded to the DCLG consultation published in June 2011, on the Future of Local Public Audit. The Government response to that consultation was not received until January 2012, and much of the detail still has to be determined, however we do know that at the completion of the contract currently out to tender by the Audit Commission, responsibility for the procurement of external auditors will reside with the Council. It is also expected there will be changes prescribed to the constitution of the Audit Committee as it currently stands to manage that procurement.

#### **Key Achievements**

- **Very positive audit reports, in particular the Audit of the Statement of Accounts which once again identified no material issues or matters of concern.**

#### **Key Areas of Focus Looking Forward to 2012**

- **The Auditors identified issues in some of their Grant work where improvements are required in the accounting process. The Committee will seek assurances that action is being taken.**
- **It is unclear at this stage who our new Auditors will be from September 2012, and what if any impact it will have.**

### **Anti-Fraud and Corruption**

The Audit Committee receives regular updates from the Chief Internal Auditor on any matters of fraud and corruption. The Committee has also approved the Counter-Fraud plan.

In January 2011 the output from the National Fraud Initiative data matching exercise was received, and officers have been investigating the matches. The process is overseen by Internal Audit and subject to review by the External Auditors, who have reported they are satisfied with the progress being made. The results are very positive with no material errors being identified.

We received a report on Whistleblowing from the Monitoring Officer, that highlighted there have been very few cases. The Council has a strong system of internal control so it is not unexpected there is very little fraud identified; however nationally statistics show that fraud is on the increase, so it is important that we all remain vigilant.

#### **Key Achievements**

- Good governance and strong System of Internal Control that is effective in minimising the risk of fraud.

#### **Key Areas of Focus Looking Forward to 2012**

- The resources allocated by Internal Audit to Counter-Fraud work has reduced in 2011 due to the high turnover in their team. This will need to be addressed in 2012 to ensure vigilance is maintained.

### **Annual Accounts Process**

The 2010/11 Accounts were prepared for the first time under the new International Reporting Standards. The Accounts and Audit Regulations were also updated in March 2011, with a change that the Accounts no longer had to be reviewed by the Audit Committee prior to submission for audit; however, we considered it to be good practice to review the submitted accounts in conjunction with the Annual Governance Statement.

#### **Key Achievements**

- Once again the Audit of the Statement of Accounts found no material issues.

#### **Key Areas of Focus Looking Forward to 2012**

- Maintaining the current high standards.



## **Membership, Meetings & Attendance**

### **Audit Committee**

The Audit Committee is comprised of nine elected members representing all political parties and a Co-opted Member, Dr. Geoff Jones.

The Audit Working Group, chaired by Dr. Jones, comprises three elected members; Cllr. Wilmshurst, Cllr. Mathew, and Cllr. Armitage, plus officers. Papers for the Audit Working Group are circulated in advance to all members of the Audit Committee who can attend the working group meetings.

There has been minimal change to the membership during 2011, which has been important in maintaining the right balance of skills, knowledge and experience which the committee needs to be effective. In June 2011, Cllr. Crabbe replaced Cllr. Jelf on the Committee, with Cllr. Mathew elected as Deputy Chairman.

### **Other Members**

The Committee was grateful for the regular attendance and contribution by the Cabinet Member for Finance and Property, and the representation from the Strategy and Partnerships Scrutiny Committee.

### **Officers**

The Audit Committee continues to be well supported by Officers, providing reports either in accordance with the Committee's work programme, or at the request of the Committee. In 2011 the Assistant Chief Executive & Chief Finance Officer, the County Solicitor & Monitoring Officer, and the Chief Internal Auditor routinely attended the meetings. These same officers along with the Performance and Review Officer also attended the Audit Working Group meeting.

### **External Audit**

Our External Auditors, the Audit Commission, routinely attend all the Audit Committee meetings.

### **Meetings**

The Audit Committee met seven times in 2011 and the Audit Working Group met six times. Work programmes are used by both the Audit Committee and the Audit Working Group to ensure requirements of the Committee are fulfilled. The programmes are reviewed with officers at each meeting and added to when appropriate to ensure ad-hoc investigations instigated by the Committee are reported.

## **ANNEX 1 - Audit Committee Functions**

The following are the functions of the Audit Committee extracted from the Constitution – Part 2 Article 8 Section 1(a).

1. The functions in relation to the approval of the statement of accounts etc specified in Paragraph 45 in Section I of Schedule 1 to the Functions Regulations including the Annual Governance Statement (including Statement on Internal Control).
2. To monitor the risk, control and governance arrangements within the Council, together with the adequacy of those arrangements and those of others managing Council resources:
  - to ensure compliance with relevant legislation, guidance, standards, codes and best practice, whether external or internal;
  - to provide assurance on the effectiveness of those arrangements both generally and for the purposes of the Annual Governance Statement, including arrangements for reporting significant risks; and
  - to ensure coordination between internal and external audit plans to maximize the use of resources available as part of a total controls assurance framework;
  - and to draw to the attention of the Strategy & Partnerships Scrutiny Committee any issues which in the Committee's view would benefit from a scrutiny review or further investigation.
3. To consider and comment on the Council's External Auditor's annual work plan, the annual audit letter and any reports issued by the Audit Commission or the Council's External Auditor. Where issues affect the discharge of executive functions, to make recommendations as appropriate to the Cabinet, and where any issues affect the discharge of non-executive functions, to make recommendations to the appropriate Council Committee.
4. To systematically monitor:
  - the performance and effectiveness of Internal Audit Services processes within the Council, including undertaking an annual review using key performance indicators e.g. client satisfaction, percentage of plan completed, percentage of non-chargeable time;
  - the strategic Internal Audit Services Plan and annual work plan, advising on any changes required to ensure that statutory duties are fulfilled;
  - resourcing for the service, making recommendations to the Cabinet and Council on the budget for the service; and
  - arrangements for the prevention and detection of fraud and corruption;
  - the system for Treasury Management;

- and to draw to the attention of the Strategy & Partnerships Scrutiny Committee any issues which in the Committee's view would benefit from a scrutiny review or further investigation.
5. To implement the foregoing in accordance with a programme of work agreed by the Committee annually in advance, and to report to the Council on the Committee's performance in respect of that programme.

## **ANNEX 2 - Audit Working Group Terms of Reference**

### **Membership**

The Audit Working Group shall comprise:-

the independent member of the Audit Committee who will chair the Group, together with three members of the Audit Committee, one of whom shall be the Chairman of the Committee. There will also be three named members of the Audit Committee who will deputise as required.

The Assistant Chief Executive & Chief Finance Officer, the County Solicitor and Monitoring Officer, the Chief Internal Auditor, and the Corporate Performance & Review Manager, or their representatives shall attend the Group meetings.

Members of the Group and their deputies should have suitable background and knowledge to be able to address satisfactorily the complex issues under consideration and should receive adequate training in the principles of audit, risk and control.

All members of the Audit Committee can attend Audit Working Group Meetings as observers.

### **Role**

The Audit Working Group shall:

act as an informal working group of the Audit Committee in relation to audit, risk and control to enable the Committee to fulfil its responsibilities effectively in accordance with its terms of reference (Part 2 Article 8 Section 1a of the Constitution);

routinely undertake a programme of work as defined by the Audit Committee;

consider issues arising in detail as requested by the Audit Committee;

receive private briefings on any matters of concern;

at least annually hold a private session with the External Auditors not attended by any officers, and a further private session on Internal Audit matters with the Chief Internal Auditor only.

## **Reporting**

The Assistant Chief Executive & Chief Finance Officer will report to the Audit Committee on matters identified by the Group following consultation with the Chairman and members of the Group.

## **Meeting**

The Group shall meet regularly in cycle with the Audit Committee.

The Group may invite any officer or member of the Council to attend its meetings to discuss a particular issue and may invite any representative of an external body or organisation as appropriate.

## **Confidentiality**

The Group will meet in private to allow full and frank consideration of audit, risk and control issues.

All matters discussed and papers submitted for the meetings including minutes of the previous meeting must be treated as confidential. Papers will be circulated in advance to all members of the Audit Committee for information whether attending the Group or not.

Where any other member wishes to inspect any document considered by the Group and believes that s/he has a 'need to know' as a County Councillor, the procedure in the Council's Constitution relating to Members Rights and Responsibilities (Part 9.3) shall apply.

Updated .....February 2012

Review Date.....February 2013

Officer Responsible	Ian Dyson, Chief Internal Auditor Telephone 01865 (32)3875 ian.dyson@oxfordshire.gov.uk
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Division(s): All
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## **CABINET – 13 MARCH 2012 EMBEDDING PERSONALISATION**

**Report by Councillor Arash Fatemian - Cabinet Member for Adult Services**

### **Introduction**

1. The Local Involvement Network hosted the annual Hearsay event in March 2011. The Hearsay event is an opportunity for people who use social care, their family and friends to meet with council staff and the cabinet member for adult social care to say what changes they would like to see in services.

The five key areas from the 2011 Hearsay event that people wanted to see the Council work on are all related to improving the quality and type of support available through improved choice and control:

- improve information and communication;
  - provide a more consistent standard of care received at home;
  - support people who are worried there will not be enough money to pay for all the care needed;
  - improve standards in care homes and respite care;
  - ensure Self Directed Support and personalisation reflect the need of the individual and is a well-organised system.
2. The Business Strategy engagement sessions with senior managers in December 2011 raised a number of similar personalisation issues as Hearsay in March so in addition to the areas above service users and carers wanted the Council to continue to:
    - communicate openly and listen to the views of people affected;
    - monitor the impact of changes in the way support at home is provided;
    - promote the approval scheme for PA's to ensure high standards;
    - develop safe and supportive alternatives to care homes;
    - provide information, advice and guidance that supports service users to become employers of the people that support them;
    - develop services for people with dementia and Asperger's to improve personal services;
    - implement a more flexible approach to meeting carers needs.
  3. A key theme in the Hearsay event was that the culture of personalisation should be embedded from political leadership right through to front line staff. As part of this process, it was recommended that a debate on this topic should be held at full Council, led by the Cabinet Member for Adult Services.

4. The hopes and aspirations of service users chime strongly with those of the Council whereby the intention is to embed personalisation in everything we do, promote choice and control and encourage providers to improve the quality of their services through personalising their approach to individuals.
5. This report summarises the background to personalisation in Social Care, and the progress that has been made to date. Some of the risks involved in purchasing by individuals are set out, with measures that are proposed to assure service quality. The report notes the opportunities offered for members to take an enhanced role in community leadership, and to support the continuing drive to improve the quality of services delivered to vulnerable people.

### **What is Personalisation?**

6. Personalisation is a social care approach described by the Department of Health as meaning that 'every person who receives support, whether provided by statutory services or funded by themselves, will have choice and control over the shape of that support in all care settings'. While it is often associated with direct payments and personal budgets under which service users can choose the services that they receive, personalisation also requires that services are tailored to the needs of every individual, rather than delivered in a one-size-fits-all fashion.
7. It also encompasses the provision of improved information and advice on care and support for families, investment in preventive services to reduce or delay people's need for care and the promotion of independence and self-reliance among individuals and communities.

### **The Policy Context - Why do we encourage Personalisation?**

8. The origins of personalisation go back to the Community Care Act reforms of the 1990's. This legislation sought to increase choice by opening up the market in social care, making the state an 'enabler' rather than a supplier of health and social care provision. The aim was to allow more people to remain in their own homes for longer, or to live in residential care rather than in NHS settings. Significant progress was made, direct residential care provision was reduced substantially and the independent market in domiciliary care developed rapidly over the next 15 years.
9. Further impetus was given to the personalisation agenda by the publication of 'Putting People First' in 2007. This concordat set out a shared vision and commitment to the transformation of adult social care over a period of three years. Key elements were:
  - Prevention
  - Early intervention and re-enablement
  - Personalisation
  - Information, advice and advocacy.



A reform grant was made available to Local Authorities over the period 2008-11, and Councils were required to move to a system of personal budgets for everyone who is eligible for publicly-funded adult social care support. A 'Transforming Adult Social Care' programme was established in Oxfordshire to implement the vision. This programme was completed in March 2011, and the principles of personalisation have been embedded in operational practice for the assessment and delivery of social care services.

10. There have been major changes in personalised services as a direct result of the transformation programme. Personal budgets for all service users will be in place by 2013. The internal Home Support Service has been closed, and two large internal services for people with Learning Disability will be outsourced by 2013. All of these developments will reduce unit costs, improve efficiency and increase choice.

### **Assuring Quality and Managing Risk**

11. Personalisation brings many benefits to Service Users in terms of increased choice, more control and potentially reduced costs. It also introduces increased risks for individuals and the Council. When services are directly provided or contracted by the Council, markets are more stable and the maintenance of quality is more straightforward. As the social care market expands, and more services are purchased directly by citizens using their own funds or Personal Budgets, the Council has less direct control over provision and quality. This is particularly the case where a person directly employs a person of their choice to be a Personal Assistant (PA). Following national legislation PAs do not have to be registered with the Care Quality Commission.
12. As the Council moves away from block contracting for domiciliary care and residential/ nursing care (to enable individuals to have the freedom to choose how they will spend their personal budget), there is much less direct monitoring of services by contracts officers.
13. The importance of balancing personalisation with an acceptable level of risk has been extensively debated within Adult Services at a Member and senior Officer level. A cross-party Working Group has been set up, and a paper on 'Assuring Quality in Externally Provided Social Care' was discussed at Adult Social Care Scrutiny Committee on 6<sup>th</sup> March 2012.
14. A six-point plan for assuring quality is being proposed, for implementation over the next two years. Key elements are:
  - Setting clear standards for Providers
  - Enhancing the role of Members
  - Setting up a Leadership programme for Providers
  - Tendering and proactive monitoring
  - Helping people raise concerns

- Organisational restructuring to support consistent quality assurance

### **Promoting Personalisation and Service Quality**

15. Members have a central role to play in the further development and promotion of personalisation in Oxfordshire. While many of the technical solutions have now been introduced, the culture among service users and their families has not kept pace with developments in policy and practice. Unless there is a wider acceptance of personalisation, service users and their families may tend to demand more traditional service models, and are unlikely to derive the full potential benefit from personal budgets.
16. The Council has a responsibility to promote quality on behalf of all people who use services, whether or not those services are funded by the Council. Many Members already have links with social care service providers, and visit care facilities in their local area from time to time (e.g. Lunch Clubs and Care Homes). In their routine contact with citizens, and in dealing with complaints, Members also have frequent opportunities to promote the benefits of personalisation, and to make people aware of some of the risks.
17. The Adult Services Scrutiny Committee is considering proposals for Members to take a more formal role in assuring service quality across key provision in their local area. This could include working in partnership with Officers to improve standards in major care facilities, through building relationships with service users, managers and care staff.

### **Embedding Personalisation**

18. The way that personalisation develops over coming years will be crucially affected by national policy on funding and charging for social care. Significant decisions in this area are expected later in 2012.

In the interim, the Cabinet is invited to reaffirm their commitment to championing personalisation as an approach – including asking Officers to promote the personalisation of services as part of a wider strategy of quality assurance for all care services in Oxfordshire.

### **RECOMMENDATIONS**

19. **The Cabinet is RECOMMENDED to:**
  - (a) **note the current position; and**
  - (b) **RECOMMEND Council to receive the report and debate its implications for Members.**

Councillor Arash Fatemian – Cabinet Member for Adult Service  
Contact Officer: Martin Bradshaw - Strategic Programme 01865 323683 - E-mail:  
[martin.bradshaw@oxfordshire.gov.uk](mailto:martin.bradshaw@oxfordshire.gov.uk) March 2012 Personalisation In Adult Social Care v 1.4 Cabinet  
13 March 2012

Division(s): N/A
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## COUNTY COUNCIL – 3 APRIL 2012

### REPORT OF THE CABINET

#### ***Cabinet Member: Leader***

#### **1. Military Champions** *(Cabinet, 17 January 2012)*

Cabinet approved the appointment of the following military champions focusing on each of the military bases in Oxfordshire:

1. Bicester Garrison: Cllr Kieron Mallon
2. RAF Brize Norton: Cllr Donald Robert Seale
3. Abingdon Station: Cllr Sandy Lovatt
4. Vauxhall Barracks: Cllr Tony Harbour
5. RAF Benson: Councillor Bill Service
6. Defence Academy Shrivenham: Cllr Keith Mitchell  
(as Leader of the Council)

#### ***Cabinet Member: Deputy Leader***

#### **2. Establishment Review – November 2011** *(Cabinet, 14 February 2012)*

Cabinet noted a report that gave an update on activity since 31 March 2011. It gave details of the agreed establishment figure at 31 December 2011 in terms of Full Time Equivalents, together with the staffing position at 31 December 2011. In addition, the report provided information on vacancies and the cost of posts being covered by agency staff.

#### **3. Hampshire & Oxfordshire County Council ICT Partnership** *(Cabinet, 20 December 2011)*

The Cabinet considered proposals for a formal partnership agreement for ICT services between Oxfordshire and Hampshire.

Cabinet agreed the establishment of a Joint ICT Partnership between the Oxfordshire County Council and Hampshire County Council ICT Services and that the first area of partnership collaboration be the provision of SAP Support to Oxfordshire. Responsibility for approval of other potential areas of collaboration that had material or significant impact was delegated to the Deputy Leader as the Cabinet portfolio holder for ICT and he was delegated responsibility for approving the finalised Partnership agreement.

**4. Corporate Plan performance and Risk Management for the second Quarter 2011**

*(Cabinet, 20 December 2011)*

The Cabinet noted a report setting out progress made toward the Corporate Plan priorities for the period between July and September 2011. In recognising that the County Council had achieved a number of positive outcomes and that overall progress against 2011/12 targets were on track Cabinet acknowledged that there were some priority areas which needed to be improved and these areas would continue to be monitored closely.

**5. Corporate Plan performance and Risk Management for the third Quarter 2011**

*(Cabinet, 20 December 2011)*

The Cabinet noted a report setting out progress made toward the Corporate Plan priorities for the period between October and December 2011.

***Cabinet Member: Adult Services***

**6. Development in the Oxfordshire Care Partnership Agreement**

*(Cabinet, 20 December 2011)*

The Cabinet considered a report setting out the principles for developing a partnership agreement with the Oxfordshire Care Partnership (OCP) for the provision of services for the care and support of older people in Oxfordshire whilst achieving service and financial objectives of the Council and the OCP.

Cabinet noted the negotiations underway, endorsed the proposals for overall service redevelopments and the recommended changes to the OCP contract; agreed to the sale of the freeholds of 5 Phase 1 new build sites and delegated authority to the Director of Social and Community Services to sign off the changes to the OCP contract and the revised financial model with advice from the Chief Finance Officer and Cabinet Members for Finance and Property and Adult Services following a consultation with the Adult Services Scrutiny Committee in January 2012.

**7. Joint Strategic Commissioning Arrangements with NHS Buckinghamshire and Oxfordshire Cluster PCT**

*(Cabinet, 17 January 2012)*

Cabinet considered and approved a report setting out proposals relating to the Section 75 NHS Act 2006 Mental Health Pooled Commissioning Budget Agreement between Oxfordshire County Council (OCC) and Oxfordshire Primary Care Trust (OPCT) and Specialist and targeted Child and Adolescent Mental Health Services (CAMHS).

## **8. Ridgeway Partnership Merger/Acquisition**

*(Cabinet, 17 January 2012)*

Cabinet considered a report that outlined the process and progress to date on a decision to include the services purchased from Ridgeway Partnership by Oxfordshire County Council in the NHS merger/acquisitions process and which sought confirmation of Cabinet's intention to continue to include the services purchased by the Council in the acquisitions process.

Cabinet confirmed its willingness to continue with the services it purchases from Ridgeway Partnership being included as part of the business to be acquired. The final approval to proceed with the transfer of the services the Council purchases to the preferred bidder was agreed by the Cabinet Members for Adult Services and Finance & Property on 1 March 2012.

## **9. Health & Wellbeing and Social Care: New Roles for Local Authorities**

*(Cabinet, 13 March 2012)*

Cabinet discussed the changes to health, well-being and social care as described in the report, and approved the direction of travel as set out in the report. Cabinet asked the Director of Public Health to report back on future developments in due course.

## **10. Renewed Section 75 Agreement with Oxfordshire PCT**

*(Cabinet, 13 March 2012)*

Cabinet endorsed proposals to agree joint agreements with Oxfordshire PCT for pooled budget arrangements and lead commissioning for older people and people with physical disabilities and people with a learning disability which have been approved by Oxfordshire Clinical Commissioning Group. Cabinet also granted delegated authority to the Director and s151 officer to agree the section 75 partnership agreement.

## ***Cabinet Member: Finance & Property***

## **11. 2011/12 Financial Monitoring & Business Strategy Delivery Report**

*(Cabinet, 20 December 2011, 17 January 2012, 14 February and 13 March 2012)*

Cabinet considered a series of regular reports which focussed on the delivery of the Directorate Business Strategies agreed as part of the service and resources planning process for 2011/12-2015/16 and which formed part of the forecast position for each Directorate.

In December Cabinet approved virements; agreed the return to balances as set out in the report; agreed the Children's Act loan write off, the creation of the Children, Education and Families reserves and approved changes to the Capital Programme.

In January Cabinet approved virements; wrote off a bad debt and agreed to a new reserve for training and staff development towards new ways of working.

In February Cabinet approved virements; agreed the creation of new reserves around academies issues, complex criminal investigations by Trading Standards and for the timely provision of critical infrastructure that supports planned growth; and approved the new schemes and budget changes set out in the report.

In March Cabinet approved virements; agreed the creation of the new reserves and approved new capital schemes and budget changes set out in the report. They also noted the changes made to the credit rating matrix limits set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13 under delegated powers (per paragraph 2 and 9); and RECOMMENDED Council to note the changes made to the credit rating matrix limits set out in the Annual Treasury Management Strategy & Annual Investment Strategy for 2011/12 and 2012/13. This is reported elsewhere on the agenda.

## **12. 2011/12 Financial Monitoring & Business Strategy Delivery Report September 2011**

*(Cabinet, 20 December 2011 and 17 January 2012)*

The Cabinet considered two further reports on the service and resource planning process for 2012/13 to 2016/17 which provided information on budget issues for 2012/13 and the medium term, included an update on directorate business strategies with a summary of changes to the pressures and savings therein, provided an update on government consultations and announcements, set out the review of charges and provided a draft capital strategy, corporate asset management plan and transport asset management plan. Also tabled at the December meeting was a supplementary report setting out the implications of the draft local government finance settlement and associated announcements.

Cabinet in addition to considering the reports when forming budget proposals considered by Council in February noted those charges prescribed by legislation and approved those charges where there was local discretion.

## **13. Property & Facilities External Services Contract Food with Thought and Quest Cleaning Services**

*(Cabinet, 6 February 2012)*

Cabinet considered a report to inform their decision on whether the proposals put forward by the potential providers in respect of the catering and cleaning services provided by Food with Thought (FwT) and Quest Cleaning Services (QCS) met the requirements of the contract specification for the proposed Property and Facilities external services contract. Cabinet also considered the comments from the Strategy & Partnerships Scrutiny Committee held on 2 February 2012. Cabinet agreed that the proposals put forward by potential providers met the requirements of the contract specification and accordingly confirmed its 'in principle' decision to include Food with Thought and Quest Cleaning Services in the invitation to submit final financial offers.

#### **14. Academies and Pension Costs**

*(Cabinet, 13 March 2012)*

Cabinet considered a report that responded to a letter sent to all Local Authority Leaders and Chief Executives in England which set out the statutory position regarding Academies and the Local Government Pension Scheme.

The report set out the background to the position in Oxfordshire, the issues surrounding pooling and asked the Cabinet to determine its views on the option of allowing academies to pool with the County Council. Cabinet noted that final decisions will be made by the Pension Fund Committee.

In light of the future financial risk to the Council, and the availability of alternative options open to the Pension Fund Committee, the Cabinet did not support the option of allowing academies to be pooled with the County Council for LGPS purposes, and agreed to inform the Pension Fund Committee accordingly.

#### ***Cabinet Member: Police & Policy Co-ordination***

#### **15. Big Society Fund- February**

*(Cabinet, 14 February 2012)*

Cabinet considered bids to the Big Society Fund from the third wave of applications and gave approval to the following bids: Dean Court Community Centre; Kidlington Youth Club; New Horizons (Littlemore) and Connecting the B480 Parishes.

#### ***Cabinet Member: Safer & Stronger Communities***

#### **16. Proposals for the Future of the Library Service**

*(Cabinet, 12 December 2011)*

Cabinet considered a report on the outcomes of the public consultation on the future of the library service. The same report had been considered by the Safer & Stronger Communities Scrutiny Committee and Councillor Lawrie Stratford, as Chairman of that Scrutiny Committee presented their views along with a number of other speakers.

Cabinet accepted the proposals outlined in this report which included the identification of the following core libraries: Abingdon, Banbury, Berinsfield, Bicester, Blackbird Leys, Botley, Carterton, Chipping Norton, Cowley, Didcot, Eynsham, Headington, Henley, Kidlington, Littlemore, Neithrop, Oxford Central, Summertown, Thame, Wallingford, Wantage and Witney.

They further agreed to continue to provide a fully supported infrastructure (building, ICT, book stock and the installation of self-service facilities) to those libraries not identified as core libraries and to work with each of these libraries to establish a Friends Group to enable a shift in the balance of staffing in these libraries towards volunteers over a three-year period. Chinnor, Faringdon, Grove, Wheatley and Woodstock were identified as Community Plus libraries, that would mean one third volunteers and two thirds paid staff. Adderbury, Bampton, Benson, Burford, Charlbury, Deddington, Goring, Hook Norton, Kennington, North Leigh, Old Marston, Sonning Common, Stonesfield, Watlington, Woodcote and Wychwood were identified as Community Libraries that would mean one half volunteers and one half paid staff. Cabinet also agreed to review the Quantitative Analysis of Service Requirements every four years, or earlier if necessary.

## **17. Integrated Risk Management Plan (IRMP) Fire & Rescue - Project**

*(Cabinet, 14 February 2012)*

The Fire and Rescue Services Act 2004 requires the Secretary of State to prepare a Fire and Rescue National Framework to which Fire Authorities must have regard when discharging their functions. The 2008-11 Framework requires each Fire and Rescue Authority to produce a publicly available IRMP. Cabinet considered and agreed proposals for a number of projects to be included within the Fire Authority's IRMP for the fiscal year 2012-13 and commented on the proposed Action Plan, consultation responses & management responses to the consultation responses.

## ***Cabinet Member: Schools Improvement***

## **18. Expansion of Orchard Meadow Primary School**

*(Cabinet, 14 February 2012)*

Cabinet considered and approved the publication of a statutory notice for a proposal to expand Orchard Meadow Primary School to become a 2 form entry school with an Admission Number of 60 as one part of the county council's strategy to meet the need for primary school places in Oxford. The report included the outcome of a public consultation and consideration of the responses to it.

## **19. Proposed Extension of the Warriner School, Bloxham by Establishing a Sixth Form**

*(Cabinet, 14 February 2012)*

Cabinet considered a report on the proposals by the governors of The Warriner School in Bloxham to establish a Sixth Form in order to offer post-16 education. The report set out the results of the public consultation and summarised the responses received. Cabinet approved the publication of a statutory notice to extend the age range of the school and establish a Sixth Form.



**20. Council's Support for the Conversion of Schools to Academies and the Establishment of New Forms of Schools**  
*(Cabinet, 17 January 2012)*

Cabinet considered its position in respect of the conversion of schools to academies and the establishment of new forms of schools and the future role of the Council.

Cabinet confirmed: the Council's future role as commissioner of outcomes, and a champion for the children and families of the county; its absolute commitment to improve educational outcomes for those children and its support for the conversion of schools to become academies and the establishment of new forms of schools. Cabinet further agreed to a time-limited piece of work to inform a proposed Oxfordshire Academies Programme and to establish a new Advisory Board on Education Standards to advise the Council in its role as a Commissioner of excellent outcomes in Education.

**21. Extension of Age Range at Woodeaton Manor School – Proposal for Alteration of Lower Age Limit**  
*(Cabinet, 13 March 2012)*

Cabinet considered and approved the publication of a statutory notice for a proposal to extend the age range of the School to include pupils of Key Stage 2 primary school age so that it becomes an age range of 7 to 18.

***Cabinet Member: Transport***

**22. Rail Strategy for Oxfordshire**  
*(Cabinet, 17 January 2012)*

Cabinet considered a report that set out the proposed Rail Strategy for Oxfordshire, to cover the period up to 2034 which included the next four rail 'control periods' for investment. Cabinet approved the Strategy for stakeholder consultation and agreed that a final version of this Strategy be brought back for approval by Cabinet (and incorporated into an updated LTP3 for Oxfordshire), taking into account views expressed.

**23. Renewal of Real Time Information System (RIS) Contract**  
*(Cabinet, 17 January 2012)*

Cabinet gave approval for continuation of the Real Time Passenger Information (RTPI) services currently provided by Oxfordshire County Council and its project partners, Oxford Bus Company, Stagecoach in Oxfordshire and Thames Travel Ltd, for bus users throughout Oxfordshire.

**24. Dial-a-Ride Provision in Oxfordshire**  
*(Cabinet, 6 February 2012)*

Cabinet approved recommendations for the creation of, and future funding for, a unified Oxfordshire pre-booked transport service for disabled and mobility-

impaired residents replacing the existing separate “Octabus” and “Cherwell” dial-a-ride services.

**25. Frideswide Square, Oxford – Transport and Public Realm Scheme**

*(Cabinet, 13 March 2012)*

Cabinet approved the “Boulevard” option for Frideswide Square for detailed design and implementation, including the advertisement of any necessary traffic orders.

**KEITH R MITCHELL, CBE**

Leader of the Council

March 2012