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OXFORDSHIRE COUNTY COUNCIL

To: Members of the Cabinet

Notice of a Meeting of the Cabinet

Tuesday, 18 July 2017 at 2.00 pm

Rooms 1&2 - County Hall, New Road, Oxford OX1 1ND



Peter Clark
Chief Executive

July 2017

Committee Officer: ***Sue Whitehead***
Tel: 07393 001213; E-Mail: sue.whitehead@oxfordshire.gov.uk

Membership

Councillors

Ian Hudspeth	*Leader of the Council*
Mrs Judith Heathcoat	*Deputy Leader*
Lawrie Stratford	*Cabinet Member for Adult Social Care*
Steve Harrod	*Cabinet Member for Children & Family Services*
Lorraine Lindsay-Gale	*Cabinet Member for Property & Cultural Services*
Yvonne Constance OBE	*Cabinet Member for Environment*
David Bartholomew	*Cabinet Member for Finance*
Hilary Hibbert-Biles	*Cabinet Member for Public Health & Education*
Mark Gray	*Cabinet Member for Local Communities*

The Agenda is attached. Decisions taken at the meeting will become effective at the end of the working day on unless called in by that date for review by the appropriate Scrutiny Committee. Copies of this Notice, Agenda and supporting papers are circulated to all Members of the County Council.

Date of next meeting: 19 September 2017

Declarations of Interest

The duty to declare…..
Under the Localism Act 2011 it is a criminal offence to
(a) fail to register a disclosable pecuniary interest within 28 days of election or co-option (or re-election or re-appointment), or
(b) provide false or misleading information on registration, or
(c) participate in discussion or voting in a meeting on a matter in which the member or co-opted member has a disclosable pecuniary interest.

Whose Interests must be included?
The Act provides that the interests which must be notified are those of a member or co-opted member of the authority, **or**

- those of a spouse or civil partner of the member or co-opted member;
- those of a person with whom the member or co-opted member is living as husband/wife
- those of a person with whom the member or co-opted member is living as if they were civil partners.

(in each case where the member or co-opted member is aware that the other person has the interest).

What if I remember that I have a Disclosable Pecuniary Interest during the Meeting?.
The Code requires that, at a meeting, where a member or co-opted member has a disclosable interest (of which they are aware) in any matter being considered, they disclose that interest to the meeting. The Council will continue to include an appropriate item on agendas for all meetings, to facilitate this.

Although not explicitly required by the legislation or by the code, it is recommended that in the interests of transparency and for the benefit of all in attendance at the meeting (including members of the public) the nature as well as the existence of the interest is disclosed.

A member or co-opted member who has disclosed a pecuniary interest at a meeting must not participate (or participate further) in any discussion of the matter; and must not participate in any vote or further vote taken; and must withdraw from the room.

Members are asked to continue to pay regard to the following provisions in the code that *"You must serve only the public interest and must never improperly confer an advantage or disadvantage on any person including yourself"* or *"You must not place yourself in situations where your honesty and integrity may be questioned…..".*

Please seek advice from the Monitoring Officer prior to the meeting should you have any doubt about your approach.

List of Disclosable Pecuniary Interests:
Employment (includes"*any employment, office, trade, profession or vocation carried on for profit or gain*".), **Sponsorship, Contracts, Land, Licences, Corporate Tenancies, Securities.**

For a full list of Disclosable Pecuniary Interests and further Guidance on this matter please see the Guide to the New Code of Conduct and Register of Interests at Members' conduct guidelines. http://intranet.oxfordshire.gov.uk/wps/wcm/connect/occ/Insite/Elected+members/ or contact Glenn Watson on **07776 997946** or glenn.watson@oxfordshire.gov.uk for a hard copy of the document.

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.

AGENDA

1. Apologies for Absence

2. Declarations of Interest

- guidance note opposite

3. **Minutes** (Pages 1 - 8)

To approve the minutes of the meeting held on 20 June 2017 (**CA3**) and to receive information arising from them.

4. Questions from County Councillors

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

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

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

5. Petitions and Public Address

6. **2017/18 Financial Monitoring & Business Strategy Delivery Report - May 2017** (Pages 9 - 56)

Cabinet Member: Finance
Forward Plan Ref: 2017/014
Contact: Katy Jurczyszyn, Strategic Finance Manager (Finance, Strategy & Monitoring)
Tel: 07584 909518

Report by Director of Finance (**CA6**).

recycled paper

This is the first financial monitoring report for 2017/18 and focuses on the delivery of the 2017/18 budget based on projections at the end of May 2017. Part 1 sets out the projections for revenue; part 2 includes the forecast position for reserves and balances; part 3 sets out the Capital Programme monitoring and update.

The Cabinet is RECOMMENDED to:

(a) note the report;
(b) approve the virement requests set out in Annex 2a;
(c) note the Virements set out in Annex 2b;
(d) approve the use of the £6.3m improved Better Care Fund ring-fenced grant funding detailed in paragraph 32:
- ***£1.2m Improving Flow***
- ***£1.7m Market Resilience***
- ***£0.6m Strategic Review of Home Support***
- ***£2.1m Additional Capacity***
- ***£0.7m balance to be allocated as required;***

(e) note the Treasury Management lending list at Annex 3;
(f) approve the updated Capital Programme at Annex 7 and the associated changes to the programme in Annex 6c;
(g) delegate authority to the Director of Finance and Strategic Director for Communities, in consultation with the Leader of the Council to contractually commit to the construction of the Faringdon Community College two form entry expansion project, with a total budget of £6.290m; and
(h) approve the capital funding allocation of £1.04m for the A4155 Henley Road (Flowing Springs) embankment repair works.

7. Treasury Management 2016/17 Outturn (Pages 57 - 74)

Cabinet Member: Finance
Forward Plan Ref: 2017/015
Contact: Donna Ross, Principal Finance Manager - Treasury Pension Tel: (01865) 323976

Report by Director of Finance (**CA7**).

The report sets out the Treasury Management activity undertaken in the financial year 2016/17 in compliance with the CIPFA Code of Practice. The report includes Debt and Investment activity, Prudential Indicator Outturn, Investment Strategy, and interest receivable and payable for the financial year.

The Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Treasury Management Activity in 2016/17.

8. City Centre Transport Improvements and Experimental Queen Street Closure (Pages 75 - 204)

Cabinet Member: Environment
Forward Plan Ref: 2017/064
Contact: Martin Kraftl, Principal Infrastructure Co-ordinator Tel: 07920 084336

Report by Director for Planning & Place (**CA8**).

This report summarises the results of the formal public consultation on the proposed experimental Traffic Regulation Order to prohibit buses, taxis and private hire vehicles from Queen Street, Oxford and amendments to permanent Traffic Regulation Orders on the surrounding network. Other proposals include amendments to bus stops and layover points, including bus stop clearways, adjustments to three key junctions and the installation of 5 no. zebra crossings. The report supplies recommendations and seeks approval on moving the project forward in a timely manner to achieve the desired delivery date of October 2017 to coincide with the opening of the re-developed Westgate.

The Cabinet is RECOMMENDED to:

(a) consider the contents of this report, including the consultation responses received, in the context of the statutory framework as set out in Annex 5;

(b) approve the proposal for an experimental TRO restricting bus, taxi and private hire access to Queen Street as advertised, subject to approval by the Secretary of State for Transport;

(c) instruct officers to develop a monitoring framework for the experimental closure of Queen Street, in consultation with (amongst others) the bus operators, city council, and Cabinet Member for Environment;

(d) instruct officers to continue to develop options for city centre bus routeing – including options for Queen Street – in partnership with Oxford City Council and bus operators and drawing on monitoring of the experimental closure when available;

(e) approve the retention of the existing cycle access arrangements in Queen Street (cycling permitted 18:00 – 10:00);

(f) approve the proposal for zebra crossings in St Aldate's, Speedwell Street, New Road, Park End Street and Worcester Street as advertised;

(g) approve the proposal for changes to loading, waiting and stopping in High Street and St Aldate's as advertised;

(h) approve the changes to bus stop clearways as advertised;

(i) note that design changes may be made to the published proposals to deal with concerns raised in the consultation and as part of the safety audit process. Certain changes may require further consultation.

9. The Future of Chiltern Edge School (Pages 205 - 240)

Cabinet Member: Public Health & Education
Forward Plan Ref: 2017/057
Contact: Diane Cameron, School Organisation Officer Tel: 07795 301254

Report by Director for Children's Services (**CA9**).

Chiltern Edge School has been placed in Special Measures following an Ofsted rating of 'Inadequate'. The council's number one priority is to ensure good educational opportunities are available to local families. To this end the council has undertaken an extensive consultation exercise about the future of Chiltern Edge School in order to inform what action(s) the council should take to ensure that the priority is met.

The report summarises the responses received and provides an update on developments since the consultation was launched on the 27 April 2017. Annexes set out the process followed.

The Cabinet is RECOMMENDED to:

(a) ***not proceed at this time with the publication of a statutory notice proposing the closure of Chiltern Edge School;***
(b) ***commission, ideally from Ofsted, an external review of the progress made by October 2017 towards addressing the weaknesses identified by Ofsted and the construction of an in-year balanced budget;***
(c) ***consider a further report on the progress identified by the external review at its November meeting.***

10. Transititon Fund for Community Initiatives for Open Access Children's Services (Pages 241 - 246)

Cabinet Member: Local Communities
Forward Plan Ref: 2017/083
Contact: Sarah Jelley, Senior Policy & Performance Officer Tel: 07554 103437

Report by Assistant Chief Executive (**CA10**).

In February 2016 the council agreed to set aside £1m for creating a 'one off' fund to provide pump priming to support open access children's services. It was agreed that a cross party group of county councillors would consider maximum benefit of this fund and bring proposals back to Cabinet for decision.

In considering the third round of bids against the criteria during discussion Cabinet noted that the issue for the St Mary's bid was the level of duplication with the ACE Centre. Councillor Gray suggested that it would be sensible to defer a decision in order to undertake further investigation and review the services available and to be provided. This report outlines this work with recommendations to Cabinet.

The Cabinet is RECOMMENDED to

(a) Approve for funding the following bids:

a. St Mary's Church, Chipping Norton

(b) Defer the decision until September Cabinet for the following bids:

a. Aspire & The Nature Effect (Florence Park Children's Centre)

(c) Defer the decision until September Cabinet for the asset transfer for the following proposal:

a. Aflah Nursery (Florence Park Children's Centre)

11. Minerals and Waste Local Plan, Part 1 (Core Strategy) (Pages 247 - 594)

Cabinet Member: Environment
Forward Plan Ref: 2017/058
Contact: Peter Day, Minerals & Waste Policy Team Leader Tel: 07392 318899

Report by Director for Planning & Place (**CA11)**.

The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Local Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs, to replace the existing Minerals and Waste Local Plan which was adopted in 1996. The Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy (the Plan) was approved by the County Council in March 2015 and submitted for independent examination by a planning inspector in December 2015. Following a hearing held in September 2016, the Inspector issued an Interim Report.

The Interim Report provided the Inspector's conclusions on the amounts of provision that need to be made for mineral working and waste management over the Plan period to 2031. He concluded that the provision for mineral working should be as the Council proposed in the submitted Plan, based on the Local Aggregate Assessment 2014. The Interim Report also covered certain legal and procedural matters, including the need for further Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) work to be undertaken and stated that modifications to the Plan needed to be proposed.

The further SEA/SA work required was undertaken and a comprehensive new SEA/SA report prepared. Proposed modifications to the Plan were drafted in response to the Inspector's Interim Report and in the light of representatons made on the Plan and discussion at the examination hearing and the further SA/SEA work. Following agreement by Cabinet in January 2017, the proposed modifications and the new SEA/SA report were published for public consultation in February 2017.

All responses to this consultation that were received by the Council were passed to the Inspector. The Inspector considered these responses and issued his Final Report on the examination of the Plan on 15 June 2017. The Inspector concludes that the Plan as submitted has a number of deficiencies in respect of soundness and legal compliance, which means that he recommends non-adoption of it as submitted, but that with his recommended main modifications the Plan satisfies legal requirements and meets the criteria for soundness and is capable of adoption.

The Inspector's Final Report confirms the findings of his Interim Report. His recommended main modifications are largely the same as the Council's proposed modifications that were published in February 2017 but he has made a small number of alterations to bring certain polices into line with national policy and ensure soundness of the Plan. The Council may now adopt the Plan but may only do so with the main modifications recommended by the Inspector (and any additional modifications that do not affect the polices). Adoption of the Plan requires a resolution of the Council.

The Cabinet is RECOMMENDED to

(a) recommend to Council to:

i. adopt the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy with the main modifications recommended by the Inspector in his final report (Appendix B) at Annex 3B and such additional modifications as are required, in accordance with the Planning and Compulsory Purchase Act 2004 section 23(3) (as amended);

ii. authorise the Director for Planning & Place to carry out the steps required by The Town and Country Planning (Local Planning) (England) Regulations 2012, Regulation 26 for making the plan and other documents and information publically available and notifying specified persons as soon as reasonably practicable after the plan is adopted;

(b) authorise the Director for Planning & Place to finalise the additional modifications that are required, for recommendation to Council, to include the additional modifications published by the Council for public comment on 3 February 2017 subject to any necessary amendments and any further additional modifications now required.

12. East West Rail Western Section Phase 2: Public Consultation (Pages 595 - 638)

Cabinet Member: Environment
Forward Plan Ref: 2017/042

Contact: John Disley, Policy Strategy Manager Tel: 07767 006742

Report by Strategic Director for Communities (**CA12**).

East West Rail is a strategic national rail infrastructure proposal to reopen and upgrade the rail corridor connecting Oxford, Milton Keynes and Cambridge, extending on to Ipswich and Norwich. It is split into three distinct sections covering Oxford to Bedford and Milton Keynes to Princes Risborough (Western); Bedford to Cambridge (Central) and Cambridge to Norwich and Ipswich (Eastern). This report is primarily concerned with the Western Section, which includes the EWR route in Oxfordshire.

Phase 1 of the Western section, connecting Oxford to Bicester via Oxford Parkway, with services extending to London Marylebone, has already been constructed with services now running. The powers are now being sought by Network Rail to construct and operate phase 2 of the Western section, which in Oxfordshire runs from east of

Bicester town centre to the County Boundary.

The Western section has been developed and refined over many years by a Consortium of local authorities, of which Oxfordshire County Council is a founder Member, all of which are also providing significant local financial contributions to the project. The Western section scheme was approved in principle by central Government in its 2012 'High Level Output Statement' for the railway. Since then, further design and development work has taken place, with an initial public consultation held in autumn 2015. A Strategic Alliance led by Network Rail is taking the project through approvals and implementation, and is seeking powers under the Transport & Works Act process to construct the railway. This process necessitates the production of a draft Environmental Statement for the scheme, for consultation with the public and Stakeholders. These include individual Councils on the route and the EWR Consortium as a whole.

The consultation started on 30th June and runs until 11th August. The purpose of this report is to set out the proposed Oxfordshire County Council response to the Consultation, both in principle and highlighting matters of detail it wishes Network Rail to address and identifying any other issues of relevance. Consultation events in Oxfordshire are taking place in Bicester (10 July) and Launton (13 July) and an update on any significant issues raised at those events will be provided as an addendum to the meeting.

The report also covers the proposed status and approach to the London Road Level Crossing, which while not within the scope of this stage of the project is closely linked to the future development of East West Rail.

Cabinet is RECOMMENDED to:

(a) Reconfirm the Council's strong support for the East West Rail scheme set out in the consultation proposals, as a strategic investment priority;

(b) Submit a response to the Western Section Phase 2 consultation, based on the points outlined in paragraph 21 above, with the final response to be agreed by the Cabinet Member for the Environment in consultation with the Director for Planning & Place;

(c) That this response include a schedule of detailed points, as per the addendum circulated to this report.

13. Section 75 Agreement - Update 2017 (Pages 639 - 650)

Cabinet Member: Adult Social Care
Forward Plan Ref: 2017/077
Contact: Eleanor Crichton, Strategic Commissioner (Older People) Tel: 07774 335652/Natalia Lachkou, Strategic Commissioner (Vulnerable Adults) Tel: 07881 500344

Report by Director for Adult Services (**CA11**).

Under Section 75 of the National Health Services Act 2006, the Council has an existing

and long-standing agreement with Oxfordshire Clinical Commissioning Group, to pool resources and deliver shared objectives. Oxfordshire has amongst the largest genuinely pooled budgets in the country. That reflects our commitment to joining up our commissioning and using resources flexibly for the benefit of people who need care.

The overarching intention is to work together across service areas to lead to better outcomes for service users, more effective decision making, and use of pooled resources. In order to build on our shared work we are now proposing two pooled budgets for 2017/18 and 2018/19, bringing resources together to make a real difference to the people of Oxfordshire and to meet the national Better Care Fund requirements:

a) A pool for Adults with Care and Support Needs that that brings together the previous mental health and learning disability pools together with resources that support people living with acquired brain injury and autism.

b) A Better Care Fund pool that brings together elements of the former Older People's and Physical Disability Pooled Budgets. This will be structured around three key elements – care homes, community resilience and hospital avoidance, prevention and carer support.

These pooled budgets will deliver the Joint Health and Wellbeing Strategy 2015 - 2019 key priorities for adult health and social care.

The Cabinet is RECOMMENDED to:

(d) ***approve the outline proposed pooled budget arrangements with Oxfordshire Clinical Commissioning Group, including the creation of two pooled budgets for Adults with Care and Support Needs and for the Better Care Fund;***

(e) ***delegate responsibility for approving the detail of the schedules for 2017/18, including the final contributions and risk share arrangements, to the Director for Adult Services in consultation with the Cabinet Member for Adult Social Care;***

(f) ***approve the proposal to hold two joint management groups.***

14. Delegated Powers - July 2017

Cabinet Member: Leader of the Council
Forward Plan Ref: 2017/017
Contact: Sue Whitehead, Principal Committee Officer Tel: 07393 001213

To report on a quarterly basis any executive decisions taken under the specific powers and functions delegated under the terms of Part 7.2 (Scheme of Delegation to Officers) of the Council's Constitution – Paragraph 6.3(c)(i). Any such decisions taken since the last meeting will be included in the schedule of addenda. It is not for scrutiny call-in.

15. Forward Plan and Future Business

Cabinet Member: All
Contact Officer: Sue Whitehead, Committee Services Manager (01865 810262)

The Cabinet Procedure Rules provide that the business of each meeting at the Cabinet is to include "updating of the Forward Plan and proposals for business to be conducted at the following meeting". Items from the Forward Plan for the immediately forthcoming meetings of the Cabinet appear in the Schedule at **CA15.** This includes any updated information relating to the business for those meetings that has already been identified for inclusion in the next Forward Plan update.

The Schedule is for noting, but Cabinet Members may also wish to take this opportunity to identify any further changes they would wish to be incorporated in the next Forward Plan update.

The Cabinet is RECOMMENDED to note the items currently identified for forthcoming meetings.

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CABINET

MINUTES of the meeting held on Tuesday, 20 June 2017 commencing at 2.00 pm and finishing at 3.45 pm

Present:

Voting Members:	Councillor Ian Hudspeth – in the Chair Councillor Mrs Judith Heathcoat Councillor Lawrie Stratford Councillor Steve Harrod Councillor Lorraine Lindsay-Gale Councillor Yvonne Constance OBE Councillor David Bartholomew Councillor Hilary Hibbert-Biles Councillor Mark Gray
Other Members in Attendance:	Councillor Liz Brighouse (Agenda Item 6) Councillor Helen Evans (Agenda Items 6 & 7) Councillor Laura Price (Agenda Item 8) Councillor John Sanders (Agenda Item 6)

Officers:

Whole of meeting	Peter Clark (Chief Executive); Sue Whitehead (resources Directorate)
Part of meeting Item	Name
6	Maggie Scott, Assistant Chief Executive; Lucy Butler, Director for Children's Services; Sarah Jelley, Senior Policy & Performance Officer
7	Lorna Baxter, Director of Finance
8	Steve Munn, Director of Human Resources

The Committee considered the matters, reports and recommendations contained or referred to in the agenda for the meeting, together with a schedule of addenda tabled at the meeting, and decided as set out below. Except insofar as otherwise specified, the reasons for the decisions are contained in the agenda, reports and schedule, copies of which are attached to the signed Minutes.

40/17 MINUTES

(Agenda Item. 3)

The Minutes of the meeting held on 23 May 2017 were approved and signed as a correct record.

41/17 QUESTIONS FROM COUNTY COUNCILLORS

(Agenda Item. 4)

Councillor Howson had given notice of the following question to Councillors Harrod and Hibbert-Biles

"How many children taken into care over the past three school years and placed 'out county' have had to wait for more than two weeks to be taken onto the roll of a school in the area where they have been moved to and what is the longest period of time a child has waited for a place at a school in the area where they have been re-located to during this period?"

Councillor Hibbert-Biles replied:

"Over the past three years it has been exceptional for a Looked After Child to be taken onto the roll of an out of county school in under two weeks. Indeed, of the nine cases of primary age pupils we've looked at, the quickest a pupil was placed was 12 days (there were two) and the slowest was 77 days. For the 22 secondary age pupils the picture is even worse, with 3 weeks the quickest placement and a couple taking fully 6 months to get some of our most vulnerable young people into a stable school setting.

The main reason for this completely unacceptable state of affairs is that the Council has no power to direct an academy to admit a Looked After Child. The only way we can force an academy's hand is to get a direction from the Educations & Skills Funding Agency and this, as you can see from the foregoing times, can be a very long winded bureaucratic process. The fact that it takes so long for academies to admit our Looked After Children shows how doggedly our officers pursue the matter; I suspect that many other local authorities simply give up when they meet an intransigent academy that doesn't want to take responsibility for educating their vulnerable young people."

42/17 PETITIONS AND PUBLIC ADDRESS

(Agenda Item. 5)

Cabinet received a petition from Mr Scott Urban regarding Florence Park Children's Centre, in support of the Aspire & Nature Effect bid.

The Leader of the Council had agreed the following requests to address the meeting:-

Item 6 – Transition Fund – May 2017 - Ms Emma Kennedy, regarding St. Mary's Church, Chipping Norton;
Ms Candida March, regarding Aspire bid
Ms Elinor Sinclair,
Mr Paul Roberts, regarding Aspire bid
Ms Frazana Aslam, regarding Aflah Nursery bid

Councillor John Sanders, local councillor for Cowley
Councillor Helen Evans, local councillor for Iffley Fields & St Mary's
Councillor Liz Brighouse, Opposition Leader

Item 7 – Provisional 2016/17 Revenue and Capital Outturn - Councillor Helen Evans, Shadow Cabinet Member for Finance;

Item 8 – Staffing Report – Quarter 4 – 2016 - Councillor Laura Price, Opposition Deputy Leader

43/17 TRANSITION FUND - MAY 2017

(Agenda Item. 6)

In February 2016 the Council agreed to set aside £1m for creating a 'one off' fund to provide pump priming to support Children's Centres. It was agreed that a cross party group of county councillors would consider maximum benefit of this fund and bring proposals back to Cabinet for decision.

The working group have considered the applications under the third round of bids against the criteria outlined in the guidance notes and cabinet had before them a report setting out their recommendations to Cabinet

Ms Emma Kennedy, spoke in support of the bid from St. Mary's Church, Chipping Norton, highlighting that despite the perception of affluence it was a working town and suffered from poverty and rural isolation. The bid would provide a safety net and an open door for the most vulnerable.

In response to queries as to why local people would not use the ACE Centre Ms Kennedy commented that they focussed on a different age group. She added that the St Mary's project dealt with people from stigmatised groups who had built relationships at St Mary's School, were familiar with the environment and less willing to attend elsewhere.

Ms Candida March, spoke in support of the Aspire & Nature Effect bid highlighting the key role that the Florence Park building had in the community. The bid was about building a community hub where people were able to come together. Ms March expressed concerns over the Aflah Nursery project and the process resulting in today's Florence Park recommendation.

Ms Elinor Sinclair, expressed concerns over the transfer of Florence Park to Aflah Nursery which she felt did not meet the transition fund criteria.

Mr Paul Roberts, Chief Executive Officer of Aspire spoke in support of the Aspire & Nature Effect bid. He highlighted the experience Aspire had as a social/community enterprise and their desire to work with local groups. He hoped that as a minimum Cabinet would defer any decision to allow further discussion.

Ms Frazana Aslam, Director of Aflah Nursery spoke in support of their proposal. Ms Aslam commented that they had been a private early years

provider since 2014 and rated good in July 2016. The nursery had an open admissions and recruitment policy. Ms Aslam added that there were currently 45 children on roll from 2 faith groups and of 14 different nationalities. Responding to questions from Cabinet Members Ms Aslam outlined the community activity they would undertake including parenting classes and workshops. They were conscious that the building was a community hub and would be open to all the community. The nursery had an inclusive admissions policy and had very rewarding relationships with parents not of the muslim faith. They took a very balanced approach to learning and did work on the whole range of faith celebrations and other events.

Councillor John Sanders, local councillor for Cowley expressed concerns at the make-up of the cross party working group which he felt had an over reliance on councillors with a finance focus. Councillor Sanders spoke against the Aflah Nursery proposal noting that it was a nursery school with a clear religious remit and did not provide the services of a children's centre. He accepted that the Nursery wished to expand but believed that this was a commercial undertaking that should be done through the open market. Councillor Sanders went on to support the Aspire & Nature Effect bid referring to the current sticking point of the San Remo contract. He believed that a solution could be found and suggested that the remaining funding be held and the position be reviewed again in 6 months. Councillor Sanders responded been advised that the Panel was meeting and had not been involved. He reiterated that as an existing service if they wished to expand they should do so but should not take the children's centres premises when there is a real need for an all inclusive children's centre.

Councillor Helen Evans, local councillor for Iffley Fields & St Mary's commented that a number of local residents had contacted her to express concerns about the transfer of the building to a private concern. She shared those concerns

Councillor Liz Brighouse, Opposition Leader, stated that there was confusion over several matters that in her view meant that it should not have come to Cabinet at this time. Councillor Brighouse referred to the Transition Fund and highlighted its purpose for open access, so communities could replace services being lost. There was nothing in it in relation to asset transfer. Councillor Brighouse further queried the terms of the Asset Transfer Policy suggesting that it related to voluntary community groups and not to commercial organisations. She hoped that the policies in place would be followed through. She expressed concerns that local councillors were not being involved. Councillor Brighouse asked that no decision be taken on Florence Park and that it be considered by political group leaders and discussed with local councillors, community leaders and the wider community. Councillor Brighouse indicated that her strength of feeling on this would mean that as Chairman of Performance Scrutiny Committee she would find it necessary to call in the decision if it was agreed today.

Responding to questions from Cabinet Councillor Brighouse expressed concerns about the openness of the process in general but felt that on the

matter of Florence Park it was a question of the transition fund being used for a purpose it was not set up for. There was no remit for asset transfer and other groups had not had the same opportunity.

Councillor Stratford as Chairman of the cross-part working group expressed disappointment at the perception that the process had not been open to members given the level of communication with them. He noted that the vast majority of recommendations had been agreed by all members on the cross party working group and stress that the process had been managed fairly across the County and the criteria had been the critical factor in considering applications.

During discussion Cabinet noted that the issue for the St Mary's bid was the level of duplication with the ACE Centre. A Cabinet Member questioned whether there was that much duplication feeling that the provision from St Mary's was different to that provided by ACE. Councillor Gray suggested that it would be sensible to defer a decision in order to undertake further investigation and review the services available and to be provided.

Cabinet considered at length the bid in relation to Florence Park and the proposed asset transfer. Cabinet clarified that Aflah Nursery were not seeking funding under the Transition Fund and that the transfer was proposed under the Asset Transfer Policy which did not exclude organisations for profit. Lucy Butler, Director for Children's Services informed Cabinet of the County Council's statutory responsibility to ensure sufficient supply of nursery provision and that the proposals met a statutory need. Maggie Scott, Assistant Chief Executive explained the background to provision of nursery places during the children's centre process and the current proposal from Aflah Nursery. Cabinet members commented that it seemed further work was needed with all parties to reach a solution.

Councillor Gray proposed that decisions be deferred in respect of Aflah Nursery and the Aspire & Nature Effect bid to enable work with both groups, local councillors and the City Council to see if a solution was possible. He noted that it was a large building and that Aflah Nursery were not seeking the whole of it.

RESOLVED: to

(a) approve funding for the following bids:
    (i) Ambrosden 4 Children (Ambrosden Children's Centre);
    (ii) Donnington Doorstep (Florence Park Children's Centre);
    (iii) St Johns Church (Grove & Wantage Children's Centres);
    (iv) HBC Superdads (Marston Northway Children's Centre);
    (v) Henley Baptist Church (Rainbow Children's Centre);
    (vi) Abingdon Baby Café (North Abingdon Children's Centre);
    (vii) Abingdon Carousel (South Abingdon Children's Centre);
    (viii) Sunshine Centre (Sunshine Children's Centre);
    (ix) Witney Churches (Witney Children's Centre).

(b) Approve funding for the following bids subject to buildings and leases being resolved:
   a. Friends of Britannia Road (Britannia Road);
   b. The Kings Church (South Didcot).

(c) Approve the maximum 12 months' rent free period for the following buildings:
   a. Ambrosden;
   b. South Abingdon.

(d) Defer decisions in respect of:
   a. the proposal relating to Aflah Nursery
   b. Aspire & Nature Effect bid
   c. St Mary's Church Chipping Norton bid

with a further report to be submitted to Cabinet as soon as practicable.

44/17 PROVISIONAL 2016/17 REVENUE AND CAPITAL OUTTURN

(Agenda Item. 7)

Cabinet considered a report that set out the provisional revenue and capital outturn position for 2016/17 and showed how actual expenditure and income for the year compared to the budgeted position. Figures shown in the report reflected those included in the Council's Statement of Accounts for 2016/17. The draft Statement of Accounts were authorised for issue on 31 May 2017, subject to external audit. The final Statement of Accounts will be submitted to the Audit and Governance Committee on 6 September 2017 following external audit and certification by the Director of Finance.

Councillor Helen Evans, Shadow Cabinet Member for Finance thanked officers who had worked hard to deliver the savings. In supporting the recommendations Councillor Evans noted that this was the seventh year where the organisation had been required to find savings and that this inevitably impacted on services with the poorest being hardest hit. She highlighted overspend in children's services due to increased demand around looked after children. This was a national trend and it was important for the Council to continue to provide care and support. Councillor Evans queried the underspend in public health pointing to a rising level of public drug and alcohol use.

Councillor David Bartholomew, Cabinet Member for Finance also thanked officers and indicated that he would look into the question raised around public health and reply to her directly. In moving the recommendations he recognised the achievement in the light of challenges which was a reflection of the very strong financial management of this Council at all levels. He was a great believer in strong financial monitoring and the report did highlight continuing pressures. Action to manage these had been taken but ongoing demand was reflected in the 2017/18 budget. Councillor Bartholomew highlighted the virements requiring Council approval.

RESOLVED: in respect of the 2016/17 outturn to:

(a) note the provisional revenue and capital outturn for 2016/17 along with the year end position on balances and reserves as set out in the report;

(b) approve the creation of the Deprivation of Liberty Safeguards Reserve as set out in paragraph 93;

(c) approve the virements as set out in Annex 2a;

(d) recommend Council to approve the virements greater than £1.0m for Children, Education & Families, Environment and Economy, Social & Community Services and Strategic Measures as set out in Annex 2a;

(e) agree that the surplus on the On-Street Parking Account at the end of the 2016/17 financial year, so far as not applied to particular eligible purposes in accordance with Section 55(4) of the Road Traffic Regulation Act 1984, be carried forward in the account to the 2017/18 financial year.

45/17 STAFFING REPORT - QUARTER 4 - 2016

(Agenda Item. 8)

Cabinet considered a report that gave an update on staffing numbers and related activity during the period 1 January 2017 to 31 March 2017. It gave details of the actual staffing numbers at 31 March 2017 in terms of Full Time Equivalents. In addition, the report provided information on the cost of posts being covered by agency staff.

Councillor Laura Price, Opposition Deputy Leader thanked the County Council workforce for outstanding work at a time of huge reorganisations. She was pleased to see the reduction in agency staff and commented that part of that was about making permanent appointments where appropriate. She commented that it would be helpful to have an extra column in the annex in order to see the shift in agency staff.

Councillor Heathcoat in introducing the report highlighted that staff number were continuing to fall and where possible staff were redeployed although reducing numbers meant this was not easy. There was a rigorous challenge before recruitment but the transformation programme reduced the effects of reducing staff numbers.

RESOLVED: to note the report.

46/17 APPOINTMENTS 2017/18

(Agenda Item. 9)

Cabinet had before them a report asking them to consider member appointments to a variety of bodies which in different ways support the discharge of the Council's executive functions.

The schedule only refers to those appointments which are the direct responsibility of Cabinet to make. There are other outside body appointments that are the responsibility of the Remuneration Committee or local processes as appropriate.

RESOLVED: to:

(a) agree appointments to the bodies set out in the Annex to this report with names to be supplied by Group leaders and the updated annex attached as an annex to these minutes;
(b) agree that following a review of appointments a further report is submitted to the October meeting of Cabinet.

47/17 FORWARD PLAN AND FUTURE BUSINESS

(Agenda Item. 10)

The Cabinet considered a list of items for the immediately forthcoming meetings of the Cabinet together with changes and additions set out in the schedule of addenda.

RESOLVED: to note the items currently identified for forthcoming meetings.

..... in the Chair

Date of signing .....

CABINET – 18 JULY 2017

2017/18 FINANCIAL MONITORING & MEDIUM TERM FINANCIAL PLAN DELIVERY REPORT

Report by the Director of Finance

Introduction

1. This is the first financial monitoring report for 2017/18 and focuses on the delivery of the 2017/18 budget based on projections at the end of May 2017. Part 1 sets out the projections for revenue; part 2 includes the forecast position for reserves and balances; part 3 sets out the Capital Programme monitoring and update.

Summary Position

2. The forecast directorate variation at this early stage in the year is an anticipated overspend of +£7.6m or +1.8% against a net budget of £412m as shown in the table below. As in previous years, overspends will be reduced by management action or the use of one – off funding during the year. The report to Cabinet at the same time last year anticipated an overspend of +£5.5m. The final year end position for 2016/17 was an under spend of -£1.0m.

3. Despite putting an additional £7.8m into the budget for Children's Services in 2017/18 for Children's Social Care and Special Educational Needs Home to School Transport due to significant demand increases, both services are experiencing continuing rises in demand and are forecasting overspends. It is acknowledged that the continuing rising demand is not sustainable and that there is a need to refocus work on earlier intervention wherever possible. A Children's Services Programme has been established with a focus on addressing demand management; strengthening early help and prevention including closer partnership working; strengthening staffing resources and building community resilience. Whilst the programme will take time to deliver, it is anticipated that the benefits will begin to materialise by the end of the financial year.

Directorate	Latest Budget 2017/18 £m	Forecast Outturn 2017/18 £m	Forecast Outturn Variance 2017/18 £m	Forecast Outturn Variance 2017/18 %
People	300.8	308.5	+7.7	+2.6%
Communities	91.4	90.9	-0.5	-0.6%
Resources	20.0	20.4	+0.4	+2.0%
Total	**412.2**	**419.8**	**+7.6**	**+1.8%**

4. No carry forwards from 2016/17 were agreed. The proposed use of the underspends in Social & Community Services and Environment & Economy to offset the overspend in Children, Education & Families will be considered by Council on 11 July 2017 as set out in the Provisional

Outturn Report for 2016/17 reported to Cabinet in June 2017. Because some of the virements required to offset over and underspends are larger than £1m they required approval by Council under the council's Financial Procedure Rules.

5. The following annexes are attached:

Annex 1	Original and Latest Estimates for 2017/18
Annex 2	2017/18 Virements & Supplementary Estimates
Annex 3	Treasury Management Lending List
Annex 4	Forecast Earmarked Reserves
Annex 5	Forecast General Balances
Annex 6	Capital Programme Monitoring
Annex 7	Updated Capital Programme

6. Directorate reports setting out the detail behind this report are available from the contact officers named at the end of this report or in the Members' Resource Centre.

Part 1 - Revenue Budget

People

7. The People Directorate consists of Children's Services, Adult Services and Public Health. The directorate is forecasting an overall overspend of +7.7m, which represents a variation of +2.6% against the budget. All of the forecast overspend is within Children's Services.

People – Children's Services

8. Children's Services are forecasting an overspend of +£7.7m which represents a variation of +7.9% against a budget of £97.4m. In addition an overspend of £2.6m on Dedicated Schools Grant (DSG) funded services is forecast.

Education and Learning

9. Education and Learning is forecasting an overspend of +£1m.

10. In 2016/17 Home to School Transport overspent by £2.3m. This was due to the increasing cost of transporting pupils with Special Educational Needs (SEN). The budget for 2017/18 was increased by £2.5m as part of the budget and medium term financial plan agreed by Council in February 2017. The current forecast is an overspend of +£0.7m relating to a higher rise in the number of children with special educational needs and an increase in the number of children who need a passenger assistant. A number of measures are to be implemented in this financial year that are expected to reduce this overspend. The forecast will be refined as new arrangements are embedded at the start if the next academic year and an update will be provided in the next report.

11. Special Educational Needs services is reporting an overspend of +£0.3m relating to a saving which is not expected to be achieved. A full review of

SEN services is planned for 2017/18 with a view to achieve this saving in 2018/19.

Children's Social Care

12. Children's Social Care is forecast to overspend by +£6.7m.

13. As a result of the significant increase in the number of children becoming looked after over the last two years, additional ongoing funding of £5.3m was agreed by Council in February 2017 as part of the 2017/18 budget and medium term plan. This additional funding has partly addressed the 2016/17 underlying overspend of £5.9m[1]. However, the growth in the number of children requiring services from Children's Social Care is expected to continue in 2017/18 and will increase workloads and placement numbers across most services.

14. The largest area of overspend is within External Placements, which is forecasting an overspend of +£4.4m, mainly within independent fostering agencies and residential placements. There is a forecast overspend on Looked After Children and Leaving Care of +£0.2m.

15. Corporate Parenting is forecasting an overspend of +£0.9m, the majority of which relates to internal fostering allowances. An overspend of +£0.7m is forecast on Unaccompanied Asylum Seekers, where the grant funding received from the Home Office is not sufficient to reimburse the full cost of many of the placements. In addition there is an overspend of +£0.5m on Placements for Children with Disabilities.

16. The forecasts above are based on the assumption that demand continues to grow at the same pace as recent years. A number of actions are planned to manage demand during 2017/18 and beyond, with the aim to bring this budget back to a balanced position over the medium-term.

Dedicated Schools Grant (DSG)

17. There is a forecast overspend of +£2.6m for Special Education Needs relating predominantly to significant increases in the number of out of county placements. A range of actions are being taken to minimise costs in the service including: reviews of the SEN and Early Years SEN services; local authority support for new special free school applications; increasing the capital programme, including the provision of additional classrooms in special schools and new resource base provision.

18. Any overspend needs to be set against DSG underspends, carried forward to 2018/19, or funded by the Local Authority. At this time there are not any forecast underspends elsewhere in DSG and it is expected that this overspend will need to be carried forward into 2018/19.

19. The pressures in SEN Out of County Placements are expected to continue and increase in future years. From 2017/18, early years DSG is ring-fenced and the expected National Schools Funding Formula is likely to ring-fence the Schools block making it increasingly difficult to manage such overspends within DSG going forward.

[1] This was reduced to £3.9m by one-off use of reserves and contingency

People – Adult Services

20. Adult Services is forecasting a break-even position at this stage of the year against a net council budget of £180.5m.

21. As set out in the report on the Section 75 Agreement elsewhere on the agenda, the County Council and Oxfordshire Clinical Commissioning Group are proposing to create two new pools bringing resources together to make a real difference to the people of Oxfordshire and to meet the national Better Care Fund requirements. The first pool for Adults with Care and Support Needs brings together the previous mental health and learning disability pools together with resources that support people living with acquired brain injury and autism. A Better Care Fund pool brings together elements of the former Older People's and Physical Disability Pooled Budgets.

22. The risk share arrangements for the pools are intended to drive better outcomes for service users and the wider system. Since they remain subject to agreement, the variations set out in this report only reflect forecast variations to the Adult Social Care contributions.

Older People and Equipment Pool

23. The Older People Pooled Budget is reporting a projected overspend of +£0.2m. This forecast includes an overspend of +£1.3m on Care Homes which reflects the full year effect of the price increases throughout 2016/17. This pressure is partly offset by a forecast underspend of -£0.9m on the Support at Home budget.

Physical Disabilities Pool

24. The Physical Disability Pooled Budget is reporting a projected overspend of +£2.5m in relation to Social Care home support and care homes. This pressure relates to the full year effect of the additional demand and increased size of packages agreed in 2016/17. Further work will be undertaken to identify any demographic element to the pressure and to update the assumptions in terms of future growth.

Learning Disabilities Pool

25. Based on contributions, the County Council's share of the forecast overspend is +£0.7m. There were a number of new high cost placements and also some high cost packages for service users transitioning from Children's Social Care late in 2016/17 which have impacted on the forecast.

Adult Social Care Non-Pool

26. There is a forecast net overspend of +£0.3m for Adult Social Care services outside of the Pools. This is mainly due to a forecast overspend on the Emergency Duty Team and Approved Mental Health Professional Specialists.

Adult Social Care Precept Funding

27. It is planned that the pressures in both the Physical and Learning Disabilities Pooled Budgets will be met in part from the Adult Social Care Precept. An element of the 2016/17 Adult Social Care precept was vired on a temporary basis to meet pressures within adult social care. A

permanent virement of £1.0m is now requested to use this funding on an on-going basis to address part of the pressure on the Physical Disabilities Pooled budget.

28. In addition, £3.3m of 2017/18 adult social care precept funding is available to fund pressures within adult social care. A further virement of £1.7m is requested to utilise part of this funding to meet the council's share of the pressure on Learning Disability (£0.7m) and Physical Disability (£1.0m) budgets.

29. The £1.6m balance of the Adult Social Care precept funding and £0.7m of unallocated base budget funding will be used to meet pressures within Adult Services that may materialise later in the year. Currently, it is assumed that the £2.3m will be fully spent.

30. £1.5m funding from the additional 1.0% Adult Social Care precept agreed in February 2017 is available to support the daytime services transition, transformation and to grow, develop and build resilience in the external workforce. This is forecast to be fully spent at year end.

Improved Better Care Fund (iBCF)

31. In the Spring Budget 2017, the government announced an additional £2bn of funding over the next three years for adult social care to recognise the pressures facing local government nationally. The grant funding is ring fenced and must be used to meet adult social care needs. This includes contributing to the stabilisation of local care markets and supporting the NHS is addressing pressures such as delayed discharges. The Council will receive £6.3m in 2017/18.

32. Cabinet is recommended to approve the use of the grant in 2017/18 for:

- £1.2m Improving Flow - investment in social work team capacity which will support flow in the hospital system, including front door prevention work and support to move through intermediate care and on to independence;
- £1.7m Market Resilience – following the home care and care homes fee consultation, an increase in fee levels is proposed to ensure market stability;
- £0.6m Strategic Review of Home Support - investment will support an overall strategic review of home care which seeks to increase capacity in the system through innovative and alternative delivery models;
- £2.1m Additional Capacity - providing capacity at the back door of acute hospitals, including thirty short-stay care home beds and an extra thirty people in the Discharge to Assess service. This will provide additional capacity to ensure effective and timely hospital discharge; and
- £0.7m balance to be allocated as required.

People - Public Health

33. Public Health[2] is forecasting an underspend of -£0.1m. In accordance with accounting requirements, any underspend at the end of the year will

[2] Public Health is funded by a ring fenced grant of £31.3m from the Department of Health

be placed in the grants and contributions reserve and will be used to meet Public Health expenditure in future years.

Communities

34. The Communities Directorate consists of Infrastructure Planning and Commercial Services together with Community Safety and the Fire & Rescue Service. The directorate is forecasting an overall underspend of -£0.5m on a budget of £91.4m which represents -0.6% against budget.

35. The year end forecast underspend relates to Commercial Services, Corporate Landlord. This is due to early achievement of Asset Utilisation savings (rents, rates, landlord service charges and utilities costs) and the receipt of back rents.

36. Infrastructure Planning, Community Safety and Fire & Rescue Services are forecasting year end breakeven positions.

Resources

37. The Directorate is forecasting a revenue overspend of +£0.4m on a budget of £19.9m, a variation of +2.0%.

38. Legal services are forecasting an overspend of +£0.4m. This is due to increased Counsel spend as a result of the number of Childcare proceedings.

Virements and Supplementary Estimates

39. Virements larger than £0.5m or that relate to un-ringfenced grants requiring Cabinet approval under the Virement Rules agreed by Council on 14 February 2017 are set out in Annex 2a. None of these virements represent a change in policy as the service is unchanged.

40. A virement of £2.7m from the Adult Social Care Precept funding is requested to meet pressures reported in the Physical and Learning Disability Pooled Budgets. £0.7m will increase the County Council's contribution to the Learning Disability pool ahead of the new risk share arrangements. A further £2.0m will be used to meet the pressures arising from the 2016/17 demand increase on the Physical Disability pool.

41. Annex 2b shows virements Cabinet need to note.

42. There are no supplementary estimate requests included in this report.

Medium Term Financial Plan Savings

43. The forecasts shown in this report incorporate savings included in the medium term financial plan agreed by Council in February 2017 and previous years. At this early stage of the year, at least 89% of the planned savings of £61.1m is expected to be delivered.

44. Progress against delivery of savings will be monitored on a regular basis and action taken where savings are not expected to be achieved.

Bad Debt Write Offs

45. There were no general write - offs in the current year to the end of May 2017. Adult Social Care has written off 39 Client Charge debts totalling £60,572.

Treasury Management

46. The latest treasury management approved lending list is shown in Annex 3. There have been reductions in lending limits to several Canadian banks and the National Bank of Canada has been suspended from the list as a result of changes in the global economy.

47. The following table sets out average in-house cash balances and average rates of return for April and May 2017. Interest receivable for 2017/18 is currently forecast to be in line with the budgeted figure of £1.8m. Interest payable is currently forecast to be in line with the budgeted figure of £17.1m.

Month	Average cash balance	Average rate of return
April	£334.8m	0.70%
May	£354.0m	0.68%

Part 2 – Balance Sheet

48. Annex 4 sets out the earmarked reserves brought forward from 2016/17 and the forecast position as at 31 March 2018. These reserves are held for specified one – off projects, contractual commitments and to support the Medium Term Financial Plan. Directorate reserves are expected to reduce from £55.9m to £51.5m at 31 March 2018.

49. Other Reserves, which include Insurance, Capital and Cash flow reserves, are forecast to total £43.9m at 31 March 2018. This includes £1.2m in the Budget Reserve, £2.5m in the Efficiency Reserve and £2.1m in the Transformation Reserve.

Balances

50. As set out in Annex 6 general balances were £20.0m as at 31 March 2017. This compares to the risk assessed level of £17.8m as set out in the Medium Term Financial Plan (MTFP) approved by Council in February 2017.

Part 3 – Capital Programme

Capital Monitoring

51. The capital monitoring position set out in Annex 6a, shows the forecast expenditure for 2017/18 is £126.9m (excluding school's local capital). This has increased by £19.5m compared to the latest approved capital programme. The table on the following page summarises the variations by directorate.

52. The variations in 2017/18 take into account the 2016/17 outturn position and schemes that have been re-profiled accordingly. Significant in-year variations for each directorate are listed in Annex 6b. New schemes and total programme/project budget changes are listed in Annex 6c.

Directorate	Last Approved Programme * £m	Latest Forecast Expenditure £m	Variation £m
People: Children	37.6	35.4	-2.2
People: Adults & Public Health	2.3	7.4	+5.1
Communities: Transport	54.1	60.9	+6.8
Communities: Other Property	7.5	7.9	+0.4
Resources	5.9	15.3	+9.4
Total Directorate Programmes	**107.4**	**126.9**	**+19.5**
Schools Local Capital	1.4	1.4	+0.0
Earmarked Reserves	9.4	3.0	-6.4
Total Capital Programme	**118.2**	**131.3**	**+13.1**

* Approved by Council 14 February 2017

53. Within the Children's Services Programme, the total expenditure for the basic need programme is £1.5m lower than previously forecast. A number of projects for September 2017 are currently awaiting contract prices. The revised budget provision is £19.5m.

54. Cabinet is recommended to approve to delegate authority to the Director of Finance and the Strategic Director for Communities, in consultation with the Leader of the Council, to contractually commit to the construction of the expansion of Faringdon Community College. The scheme will provide an additional two form-entry for 60 children per year group. It is anticipated that the contract will be signed in September 2017 and that the new school building is expected to be open from September 2018. The total budget is £6.290m (this will be confirmed at contract close) and is funded from section 106 contributions.

55. The Adult Social Care programme now includes the £5.0m Disabled Facilities Grant received for 2017/18. The funding, which is part of the Better Care Fund, is issued to the County Council but passed to the City and District Councils. This is used to support the provision of preventative adaptations and equipment to service users.

56. Within Communities, the Transport programme includes £3.6m of re-profiling on Local Growth Fund projects from 2016/17 into 2017/18 to reflect latest work programmes. An additional £3.2m of highway improvements (funded through the National Productivity Investment Fund grant) to be delivered in 2017/18 is also included.

57. Cabinet is recommended to approve a budget of £1.04m for the A4155 Henley Road embankment repair works. One lane of the A4155 Henley Road has been closed at Flowing Springs since March because of the danger of subsidence. Further movement has been detected recently. Stabilisation work is urgently needed, to prevent further deterioration and reverse the damage, and is planned for August 2017. Costs of the works are estimated at £1.04m. This will be funded from an earmarked capital

reserve for subsidence (£0.6m) and the balance of £0.4m will be funded by bringing forward future years' highways structural maintenance allocations.

58. Within the Resources Programme, £9.5m of financial contributions towards Local Growth Fund projects delivered by third parties have been re-profiled from 2016/17 to 2017/18 reflecting latest delivery timeframes.

Five Year Capital Programme Update

59. The total four-year capital programme (2017/18 to 2020/21) is now £429m, an increase of £24.1m compared to the capital programme approved by Council in February 2017. The updated capital programme is set out in Annex 7. Taking into account the outturn position for 2016/17, the capital programme has increased by £14.5m. The following table summarises the variations by directorate and the main reasons for these variations are explained in the following paragraphs.

Directorate	Last Approved Total Programme (2017/18 to 2020/21) * £m	Latest Updated Total Programme (2017/18 to 2020/21) £m	Variation £m	Variation in the size of the overall programme (including 2016/17) £m
People: Children	125.8	132.3	+6.5	+2.1
People: Adults & PH	19.6	26.2	+6.6	+4.9
Communities: Transport	123.0	136.9	+13.9	+6.8
Communities: Other	25.4	30.7	+5.3	-3.0
Resources	8.9	16.6	+7.7	+0.9
Total Directorate Programmes	**302.7**	**342.7**	**+17.7**	**+11.7**
Schools Local Capital	3.8	3.7	+0.8	+0.0
Earmarked Reserves	79.2	82.5	+5.6	+2.8
Total Capital Programme	**385.7**	**428.9**	**+24.1**	**+14.5**

* Approved by Council 14 February 2017

60. Following Cabinet approval in February 2017, the financial contribution and associated delivery costs towards The Swan Free School project of £2.1m has been included within the Capital Programme. A further £0.4m from Early Years Capacity grants have been received for two specific projects.

61. Following Cabinet approval in February 2017, an additional £3m was added to the development budget for the next stage of the A40 Science Transit project. This has funded through corporate resources pending project approval by the Department for Transport. If approved, it will then be funded through the Local Growth Fund. Further funding for the Transport programme is from the additional £3.2m from the National Productivity Investment Fund grant.

62. As reported to Cabinet in April 2017, due to the cost of coverage across Oxfordshire being less than anticipated, there is a reduction of £3m relating to the Broadband (Oxonline) project.

Capital Funding Update

63. During April 2017, the Department for Education published the 2019/20 School Places capital allocations. This confirmed Oxfordshire's allocation for 2019/20 as nil, compared to the forecast funding of £3.8m included in the Capital Programme to 2020/21 approved by Council in February 2017.

64. This will be reviewed when the Basic Need programme is updated to reflect the latest position of schemes and in particular the detailed delivery programmes. Further pressures and capital funding implications will need to be considered as part of the 2018/19 Service & Resource Planning process.

65. Also announced during April 2017, was the School Condition Allocation for 2017/18. This confirmed Oxfordshire's allocation of £4.2m for 2017/18, compared to the forecast funding of £3.3m included in the latest Capital Programme. Due to the basic need funding gap, the additional resources of £0.9m will be placed into earmarked reserves until the review of future basic need requirements is complete.

RECOMMENDATIONS

66. **The Cabinet is RECOMMENDED to:**

(a) note the report;
(b) approve the virement requests set out in Annex 2a;
(c) note the Virements set out in Annex 2b;
(d) approve the use of the £6.3m improved Better Care Fund ring-fenced grant funding detailed in paragraph 32:
- **£1.2m Improving Flow**
- **£1.7m Market Resilience**
- **£0.6m Strategic Review of Home Support**
- **£2.1m Additional Capacity**
- **£0.7m balance to be allocated as required;**

(e) note the Treasury Management lending list at Annex 3;
(f) approve the updated Capital Programme at Annex 7 and the associated changes to the programme in Annex 6c;
(g) delegate authority to the Director of Finance and Strategic Director for Communities, in consultation with the Leader of the Council to contractually commit to the construction of the Faringdon Community College two form entry expansion project, with a total budget of £6.290m; and
(h) approve the capital funding allocation of £1.04m for the A4155 Henley Road (Flowing Springs) embankment repair works.

LORNA BAXTER
Director of Finance

Background papers: Directorate Financial Monitoring Reports May 2017

Contact Officers: Katy Jurczyszyn, Strategic Finance Manger (Financial Strategy & Monitoring)
07584 909518

July 2017

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Budget £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation to Budget underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(5)	(7)	(8)	(9)	(13)
	People						
	Gross Expenditure	641,941	-198,931	443,010	443,461	451	G
	Gross Income	-341,195	198,973	-142,222	-135,004	7,218	R
		300,746	**41**	**300,787**	**308,457**	**7,670**	A
	Resources						
	Gross Expenditure	66,959	-25	66,934	67,334	400	G
	Gross Income	-47,144	164	-46,980	-46,980	0	G
		19,815	**140**	**19,955**	**20,355**	**400**	A
	Communities						
	Gross Expenditure	160,697	-825	159,872	159,363	-509	G
	Gross Income	-68,896	455	-68,441	-68,441	0	G
		91,801	**-370**	**91,431**	**90,922**	**-509**	G
	Directorate Expenditure Total	**869,597**	**-199,781**	**669,816**	**670,158**	**342**	G
	Directorate Income Total	**-457,235**	**199,592**	**-257,643**	**-250,425**	**7,218**	A
	Directorate Total Net	**412,362**	**-189**	**412,173**	**419,733**	**7,561**	G

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget	Movement to Date	Latest Budget	Outturn Forecast Year end Spend/Income	Projected Year end Variation to Budget	Projected Year end Variance Traffic Light
		£000	£000	£000	£000	underspend - overspend + £000	
(1)	(2)	(3)	(5)	(7)	(8)	(9)	(13)
	Contributions to (+)/from (-)reserves	-800		-800	-800	0	
	Contribution to (+)/from(-) balances	4,700		4,700	-2,861	-3,463	
	Public Health Saving Recharge	-500		-500	-500	0	
	Contingency	4,377	189	4,566	4,566	-4,098	
	Pensions - past service deficit funding	830		830	830	0	
	Capital Financing	25,561		25,561	25,561	0	
	Interest on Balances	-4,773		-4,773	-4,773	0	
	Strategic Measures Budget	29,395	189	29,584	22,023	-7,561	
	Unringfenced Government Grants	-19,226		-19,226	-19,226	0	
	Council Tax Surpluses	-7,277		-7,277	-7,277	0	
	Revenue Support Grant	-18,665		-18,665	-18,665	0	
	Business Rates Top-Up	-37,821		-37,821	-37,821	0	
	Business Rates From District Councils	-30,704		-30,704	-30,704	0	
	Council Tax Requirement	328,064	0	328,064	328,064	0	

KEY TO TRAFFIC LIGHTS
Balanced Scorecard Type of Indicator

Budget	On track to be within + /- 2% of year end budget	G
	On track to be within + /- 5% of year end budget	A
	Estimated outturn showing variance in excess of + /- 5% of year end	R

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
CEF1	**Education & Early Intervention**						
	Gross Expenditure	69,453	539	69,992	64,696	-5,296	R
	Gross Income	-48,306	-369	-48,675	-42,429	6,246	R
		21,147	**170**	**21,317**	**22,267**	**950**	A
CEF2	**Children's Social Care**						
	Gross Expenditure	46,040	1,317	47,357	52,681	5,324	R
	Gross Income	-5,733	-1,317	-7,050	-7,050	0	G
		40,307	**0**	**40,307**	**45,631**	**5,324**	R
CEF3	**Children's Social Care Countywide Services**						
	Gross Expenditure	31,914	-16	31,898	33,293	1,395	A
	Gross Income	-1,129	16	-1,113	-1,113	0	G
		30,785	**0**	**30,785**	**32,180**	**1,395**	A
CEF4-	**Delegated Schools**						
	Gross Expenditure	199,098	-193,713	5,385	4,412	-972	R
	Gross Income	-199,098	193,713	-5,385	-4,412	972	R
		0	**0**	**0**	**0**	**0**	R
CEF4	**Other Schools**						
	Gross Expenditure	39,175	-130	39,045	39,045	0	G
	Gross Income	-38,838	0	-38,838	-38,838	0	G
		337	**-129**	**208**	**208**	**0**	G

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Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
CEF5	**Children, Education & Families (CEF) Central Costs**						
	Gross Expenditure	**5,402**	1	5,403	5,403	0	G
	Gross Income	**-652**	-1	-653	-653	0	G
		4,750	**0**	**4,750**	**4,750**	**0**	G
SCS1	**Adult Social Care**						
	Gross Expenditure	191,916	-6,926	184,990	184,990	0	G
	Gross Income	-14,328	6,277	-8,051	-8,051	0	G
		177,588	**-649**	**176,939**	**176,939**	**0**	G
SCS2	**Joint Commissioning**						
	Gross Expenditure	4,324	-2	4,322	4,322	0	G
	Gross Income	-1,423	652	-771	-771	0	G
		2,901	**650**	**3,551**	**3,551**	**0**	G
PH1	**LA Commissioning Responsibilities - Nationally Defined**						
	Gross Expenditure	17,624	94	17,718	17,718	0	G
	Gross Income	0	0	0	0	0	
		17,624	**94**	**17,718**	**17,718**	**0**	G
PH2	**LA Commissioning Responsibilities - Locally defined**						
	Gross Expenditure	13,394	-95	13,299	13,244	-55	G
	Gross Income	-354	0	-354	-354	0	G
		13,040	**-95**	**12,945**	**12,890**	**-55**	G

Financial Monitoring and Delivery Report
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Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
PH3	**Public Health Recharges**						
	Gross Expenditure	670	0	670	670	0	G
	Gross Income	0	0	0	0	0	
		670	**0**	**670**		**0**	G
PH4	**Grant Income**						
	Gross Expenditure	0	0	0	0	0	
	Gross Income	-31,334	0	-31,334	-31,334	0	G
		-31,334	**0**	**-31,334**	**-31.334**	**0**	G
	Transfer to Public Health Reserve				**55**	**55**	
	Non Negotiable Support Service Recharges						
	Gross Expenditure	22,931	0	22,931	22,931	0	G
	Gross Income	0	0	0	0	0	
		22,931	0	**22,931**	22,931	**0**	G
	Gross Expenditure	**641,941**	**-198,931**	**443,010**	**443,461**	**451**	G
	Gross Income	**-341,195**	**198,973**	**-142,222**	**-135,004**	**7,218**	R
	People Directorate Total Net	**300,746**	**41**	**300,787**	**308,457**	**7,670**	A

KEY TO TRAFFIC LIGHTS
Balanced Scorecard Type of Indicator

Budget	On track to be within + /- 2% of year end budget	G
	On track to be within + /- 5% of year end budget	A
	Estimated outturn showing variance in excess of + /- 5% of year end	R

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
EE1	**Strategy and Infrastructure**						
	Gross Expenditure	10,000	-10	9,990	9,990	0	G
	Gross Income	-6,425	11	-6,414	-6,414	0	G
		3,575	**1**	**3,576**	**3,576**	**0**	G
EE2	**Commercial**						
	Gross Expenditure	112,809	-266	112,543	112,034	-509	G
	Gross Income	-41,246	-105	-41,351	-41,351	0	G
		71,563	**-371**	**71,192**	**70,683**	**-509**	G
SCS3	**Community Safety**						
	Gross Expenditure	25,579	-549	25,030	25,030	0	G
	Gross Income	-2,287	549	-1,738	-1,738	0	G
		23,292	**0**	**23,292**	**23,292**	**0**	G
	Non Negotiable Support Service Recharges						
	Gross Expenditure	12,309	0	12,309	12,309	0	G
	Gross Income	-18,938	0	-18,938	-18,938	0	G
		-6,629	**0**	**-6,629**	**-6,629**	**0**	G
	Directorate Expenditure Total	**160,697**	**-825**	**159,872**	**159,363**	**-509**	
	Directorate Income Total	**-68,896**	**455**	**-68,441**	**-68,441**	**0**	
	Directorate Total Net	**91,801**	**-370**	**91,431**	**90,922**	**-509**	

KEY TO TRAFFIC LIGHTS
Balanced Scorecard Type of Indicator

Budget	On track to be within + /- 2% of year end budget	G
	On track to be within + /- 5% of year end budget	A
	Estimated outturn showing variance in excess of + /- 5% of year end	R

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation (underspend - overspend +) £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
CEO1	**Resources Business Support**						
	Gross Expenditure	944	0	944	944	0	G
	Gross Income	0	0	0	0	0	
		944	**0**	**944**	**944**	**0**	G
CEO2	**Human Resources**						
	Gross Expenditure	4,325	0	4,325	4,325	0	G
	Gross Income	-1,167	0	-1,167	-1,167	0	G
		3,158	**0**	**3,158**	**3,158**	**0**	G
CEO3	**Corporate Finance & Internal Audit**						
	Gross Expenditure	6,445	1	6,446	6,446	0	G
	Gross Income	-2,212	0	-2,212	-2,212	0	G
		4,233	**0**	**4,233**	**4,233**	**0**	G
CEO4	**Law & Culture**						
	Gross Expenditure	9,602	1,024	10,626	11,026	400	A
	Gross Income	-7,216	-1,025	-8,241	-8,241	0	G
		2,386	**0**	**2,386**	**2,786**	**400**	R
CEO5	**Policy**						
	Gross Expenditure	4,579	111	4,690	4,690	0	G
	Gross Income	-1,943	-1	-1,944	-1,944	0	G
		2,636	**111**	**2,747**	**2,747**	**0**	G
CEO6	**Corporate & Democratic Core**						
	Gross Expenditure	83	0	83	83	0	G
	Gross Income	0	0	0	0	0	
		83	**0**	**83**	**83**	**0**	G

Financial Monitoring and Delivery Report
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Budget Monitoring

Ref	Directorate	BUDGET 2017/18 Original Budget £000	Movement to Date £000	Latest Estimate £000	Outturn Forecast Year end Spend/Income £000	Projected Year end Variation underspend - overspend + £000	Projected Year end Variance Traffic Light
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
CEO7	**Transformation**						
	Gross Expenditure	27,867	-1,161	26,706	26,706	0	G
	Gross Income	-5,190	1,190	-4,000	-4,000	0	G
		22,677	**30**	**22,707**	**22,707**	**0**	G
	Non Negotiable Support Service Recharges						
	Gross Expenditure	13,114	0	13,114	13,114	0	G
	Gross Income	-29,416	0	-29,416	-29,416	0	G
		-16,302	**0**	**-16,302**	**-16,302**	**0**	G
	Directorate Expenditure Total	**66,959**	**-25**	**66,934**	**67,334**	**400**	
	Directorate Income Total	**-47,144**	**164**	**-46,980**	**-46,980**	**0**	
	Directorate Total Net	**19,815**	**140**	**19,955**	**20,355**	**400**	

KEY TO TRAFFIC LIGHTS
Balanced Scorecard Type of Indicator

Budget	On track to be within + /- 2% of year end budget	G
	On track to be within + /- 5% of year end budget	A
	Estimated outturn showing variance in excess of + /- 5% of year end	R

Financial Monitoring and Delivery Report
CABINET - 18th July 2017

CABINET IS RECOMMENDED TO APPROVE THE VIREMENTS AS DETAILED BELOW:

							Data	
Directorate	Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
EE	Jul	May	Highways Budget Review 17/18	EE2-1	Commercial Services	Permanent	342	0
				EE2-32	Network & Asset Management	Permanent	54	0
				EE2-33	Network & Asset Management	Permanent	160	0
				EE2-35	Countryside & Records	Permanent	0	0
				EE2-4	Delivery	Permanent	-1,537	0
				EE2-52	H&T Contract & Performance	Permanent	980	0
				EE2-53	Area Stewards	Permanent	1	0
SCS	Jul	May	Precept funding for the pool pressures	SCS1-1B	Physical Disabilities	Permanent	2,000	0
				SCS1-1C	Learning Disabilities	Permanent	710	0
				SCS1-6	Other Funding	Permanent	-2,710	0
				SPB2	Physical Disabilities	Permanent	2,000	-2,000
				SPB4	Learning Disabilities	Permanent	710	-710
		Jun	Funding for CSA's from OP Pool	SCS2	Joint Commissioning	Permanent	600	-600
			Allocation of additional 1% Precept	SCS1-3	Provider & Support Services	Temporary	300	0
				SCS1-6	Other Funding	Temporary	-1,500	0
				SCS2	Joint Commissioning	Temporary	1,200	0
Grand Total							3,310	-3,310

Financial Monitoring and Delivery Report
CABINET - 18th July 2017

CABINET IS RECOMMENDED TO NOTE THE VIREMENTS AS DETAILED BELOW:

						Data	
Month of Cabinet meeting	Month of Directorate MMR	Narration	Budget book line	Service Area	Permanent / Temporary	Expenditure + increase / - decrease £000	Income - increase / + decrease £000
Jul	May	Schools' recharge ESS/CEF discontinued	CEF4-3	Non-Delegated Schools Costs	P	-102	0
			CEO7	Transformation	P	0	102
		Clear Old OP Budgets	SCS1-1A	Older People	P	0	0
			SCS1-6	Other Funding	P	0	0
		Reallocation of Carers Saving (18SCS14)	SCS1-1A	Older People	P	139	0
			SCS1-1C	Learning Disabilities	P	-110	0
			SCS1-1D	Mental Health	P	-29	0
		Reallocation of DTS Savings	SCS1-1A	Older People	P	302	0
			SCS1-1C	Learning Disabilities	P	-302	0
		Budget Tidy	EE1-5	Strategy & Infrastructure	P	-10	10
		TRANSFER OF BUDGET TO SCHOOLS AND LEARNING	CEF1-1	Management & Central Costs	T	-194	0
			CEF1-4	Education	T	194	0
		Temporary Transfer of	CEF2-1	Management & Central Costs	T	303	0
			CEF2-5	Family Support Service	T	-303	0
		ICS Transfer to Admin	CEF2-1	Management & Central Costs	P	291	0
			CEF2-5	Family Support Service	P	-291	0
		Set Trading Standards Budgets 17/18	SCS3-4	Trading Standards	P	3	-3
		Correct PH Grant Allocation	PH1	LA Comm'g - Nationally Defined	T	95	0
			PH2	LA Comm'g - Locally Defined	T	-95	0
		Savings Transfer N10802 to NTH245	EE1-4	Strategy & Infrastructure	P	30	0
			EE1-5	Strategy & Infrastructure	P	-30	0
		Surplus budgets to Unallocated Funding	SCS1-1A	Older People	P	-243	0
			SCS1-1B	Physical Disabilities	P	-80	0
			SCS1-6	Other Funding	P	323	0
		adjust expenditure to match expected income	CEF1-2	Additional & Special Educational Needs	P	-61	61
Grand Total						-171	171

Financial Monitoring and Delivery Report
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Oxfordshire County Council's Treasury Management Lending List
as at 31 May 2017

Counterparty Name	Lending Limits			
	Standard Limit £	Group Limit £	Group	Period Limit
PENSION FUND Call Accounts / Money Market Funds				
Santander UK plc - PF A/c	15,000,000			6 mths
LloydsBank plc - Callable Deposit A/c (OXFORDCCPEN)	25,000,000			6 mths
Standard Life Sterling Liquidity Fund - (Pension Fund) (formerly Ignis)	25,000,000			6 mths
Svenska Handelsbanken - Call A/c (Pension Fund)	25,000,000			364 days
Call Accounts / Money Market Funds				
Santander UK plc - Main A/c	15,000,000	15,000,000	a	6 mths
Close Brothers Ltd - 95 day notice A/c	10,000,000	10,000,000	d	6 mths
Lloyds Bank plc - Callable Deposit A/c	25,000,000	25,000,000	b	6 mths
Svenska Handelsbanken - Call A/c	25,000,000	25,000,000	c	364 days
Goldman Sachs Sterling Liquid Reserves Fund	25,000,000			6 mths
Deutsche Managed Sterling Fund	25,000,000			6 mths
Federated (Prime Rate)	12,000,000			6 mths
Standard Life Sterling Liquidity Fund - (County Council) (formerly Ignis)	25,000,000			6 mths
Morgan Stanley Sterling Liquidity Fund	5,000,000			O/N
Legal and General Investment Management	25,000,000			6 mths
Barclays current A/c	15,000,000		t	100 days
Barclays 95 day notice A/c	15,000,000		t	100 days
Santander 95 day notice A/c	15,000,000		a	6 mths
Money Market Deposits				
Santander UK plc	15,000,000	15,000,000	a	6 mths
Bank of Montreal	25,000,000			6 mths
Bank of Nova Scotia	25,000,000			6 mths
Bank of Scotland	15,000,000	25,000,000	b	6 mths
Barclays Bank Plc	15,000,000		t	100 days
Canadian Imperial Bank of Commerce	25,000,000			6 mths
Close Brothers Ltd	10,000,000	10,000,000	d	6 mths
Commonwealth Bank of Australia	25,000,000			6 mths
Coventry Building Society	15,000,000			6 mths
Credit Suisse	15,000,000			100 days
Danske Bank	15,000,000			100 days
DBS Bank (Development Bank of Singapore)	25,000,000			6 mths
Debt Management Account Deposit Facility	100% Portfolio			6 mths
English, Welsh and Scottish Local Authorities (limit applies to individual authorities)	30,000,000			3 years
HSBC Bank plc	25,000,000			6 mths
Lloyds Bank plc	25,000,000	25,000,000	b	6 mths
Landesbank Hessen-Thuringen (Helaba)	20,000,000			6 mths
National Australia Bank	25,000,000			6 mths
Nationwide Building Society	15,000,000			6 mths
Oversea-Chinese Banking Corp	25,000,000			6 mths
Rabobank Group	25,000,000			364 days
Royal Bank of Canada	15,000,000			6 mths
Svenska Handelsbanken	25,000,000	25,000,000	c	364 days
Toronto-Dominion Bank	25,000,000			6 mths
United Overseas Bank	25,000,000			6 mths

Financial Monitoring and Delivery Report
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EARMARKED RESERVES

Earmarked Reserves	2017/18 Balance at 1 April 2017 £000	2017/18 Movement: Contributions from Reserve £000	2017/18 Movement: Contributions to Reserve £000	2017/18 Balance at 31 March 2018 £000	Last reported forecast as at 31 March 2018 £000	Change in closing balance to last forecast £000	Commentary
Revenue Reserves							
Schools' Reserves	**18,373**	**-500**	**-**	**17,873**	**18,373**	**-500**	
Cross Directorate Reserves							
Vehicle and Equipment Reserve	3,334	-56	0	3,278	3,334	-56	Includes funding for Fire & Rescue Service vehicles and equipment.
Grants and Contributions Reserve	14,681	-981	55	13,755	14,681	-926	Includes £7.452m Dedicated Schools Grant and £1.391m Public Health Grant.
ICT Projects	198	0	0	198	198	0	Used to fund the costs of major ICT projects
Government Initiatives	418	-94	0	324	418	-94	Funding for government initiatives, including adoption reform work.
Total Cross Directorate	**18,631**	**-1,131**	**55**	**17,555**	**18,631**	**-1,076**	
Directorate Reserves							
People							
CE&F Commercial Services	286	-214	0	72	286	-214	To be used to support commercial services within CE&F. Includes Oxfordshire Children's Safeguarding Board (£0.072m) and Outdoor Education Centres (£0.224m).
School Intervention Fund	510		-	510	510	0	Includes match funding for Schools Forum Parent Partnership work.
Thriving Families	754		-	754	754	0	To be used to fund the service in future years.
Children's Social Care	0	0	0	0	0	0	
Foster Carer Loans	207		-	207	207	0	To meet Children's Act loans write off and interest costs in future years.
Academies Conversion Support	109		-	109	109	0	To manage the costs arising in legal services, human resources, property, finance and other areas as a consequence of school conversions to academies, and to provide the opportunity to investigate and implement alternate trust structures for groups of schools considering conversion to academies.
Oxfordshire School Inclusion Team	4		-	4	4	0	
National Citizenship Service	621		-	621	621	0	National Citizenship Service 3-year programme
Children's Centres	77	-77	-	0	77	-77	Early Year's Investment
Donations to CEF	3		-	3	3	0	
Total Childrens	**2,571**	**-291**	**0**	**2,280**	**2,571**	**-291**	
Older People Pooled Budget Reserve	1,295	-439	-	856	1,295	-439	£304k is included in this reserve for the OSJ rent review which may not be required. £371k is expected to be required for Reablement At Home one off costs in 2017/18 with a further £68k required in relation to adult social care workforce development.. The balance will be required to meet pressures within the OP pool in the medium term.
Physical Disabilities Pooled Budget Reserve	272	-	-	272	272	0	This balance will be required to meet pressures within the PD pool in the medium term.
Learning Disabilities Pooled Budget Reserve	66	-66	-	0	66	-66	This is the balance of the NHS Legacy Fund for year 1 West Street Supported Living development. These costs are anticipated in 2017/18.
Deprivation of Liberty Safeguards (DOLS)	700	-262	-	438	700	-262	This funding is to be used to manage the position on the DOLS budget and avoid any pressures in the medium term financial plan to 2019/20.
Total Adults	**2,333**	**-767**	**0**	**1,566**	**2,333**	**-767**	
Total People Directorate	**4,904**	**-1,058**	**0**	**3,846**	**4,904**	**-1,058**	
Communities							
Strategy & Infrastructure Earmarked Reserves							
Cotswold & Malvern TP Reserve	15	-15		0	15	-15	Cotswold & Malvern TP reserve
SALIX Repayments	76	-11		65	76	-11	To fund the on-going cost of SALIX projects and/or the repayment of SALIX loans should projects stop
Developer Funding (Revenue)	599			599	599	0	To meet the costs of administering and monitoring Section 106 agreements over their lifetime
West End Partnership	56	-56		0	56	-56	This reserve is to ring-fence funding relating to the West End Project
Minerals and Waste Project	123			123	123	0	To fund the Minerals and Waste project
LABGI	199			199	199	0	To be spent on LEP related project expenditure
				0			
Commercial Services Earmarked Reserves							
Investment Reserve	1,683	-300		1,383	1,683	-300	To fund ongoing projects
Countryside Ascot Park	21	-21		0	21	-21	Ascot Park rent income is transferred to reserve each year to fund future repairs and maintenance costs
Property Disposal Costs	324			324	324	0	To meet disposal costs in excess of the 4% eligible to be charged against capital receipts
Asset Rationalisation	2,598			2,598	2,598	0	Investment fund for the implementation of the asset rationalisation strategy
Catering Investment Fund	860			860	860	0	To be used to fund catering improvements in Schools plus a contingency for unforeseen costs

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CABINET - 18 July 2017
EARMARKED RESERVES

Earmarked Reserves	2017/18 Balance at 1 April 2017 £000	Movement: Contributions from Reserve £000	Movement: Contributions to Reserve £000	Balance at 31 March 2018 £000	Last reported forecast as at 31 March 2018 £000	Change in closing balance to last forecast £000	Commentary
Joint Use Reserve	317			317	317	0	
Highways Winter Maintenance	18	-18		0	18	-18	Highways Winter Maintenance
Tourism Signs	4	-4		0	4	-4	To be spent on bridge investigation work
On Street Car Parking	2,790	-2,500	2,500	2,790	2,790	0	This surplus has arisen under the operation of the Road Traffic Regulation Act 1984 (section 55). The purposes for which these monies can be used are defined by statute.
Dix Pit Engineering Works	509			509	509	0	To fund engineering (cell) work at Dix Pit waste management site and any on-going liabilities due to the closure of other landfill sites
Waste Management	868	-400		468	868	-400	To fund financial liabilities due to any contract deficit mechanism payments as part of the Energy from Waste contract
Oxford Western Conveyance	100	-100		0	100	-100	To hold Oxford Western Conveyance flood relief scheme contributions (£350k contribution from OCC in 2014/15)
				0	0	0	
Fire Control	359	0	0	359	359	0	Funding relating to the Thames Valley Fire Control Centre, which will be used for the replacement of the joint emergency services communications systems (Airwave replacement).
Fire & Rescue & Emergency Planning Reserve	166	0	0	166	166	0	To be used for unbudgeted fire hydrant work and renewal of IT equipment
Community Safety Reserve	156	0	0	156	156	0	This reserve will be used for works at Gypsy and Travellers sites and to support the cost of complex Trading Standards investigations.
				0	0	0	
Total Communities Directorate	**11,841**	**-3,425**	**2,500**	**10,916**	**11,841**	**-925**	
Resources							
Coroner's Service	92		-	92	92	0	To support various Coroner's Service projects.
Council Elections	718	-718	-	0	718	-718	This will be used to fund future elections. In years where no County Elections take place any underspend on the Council Elections budget will be transferred to this reserve.
Registration Service	464		-	464	464	0	To be used for refurbishing the Registration buildings and facilities
Development Reserve	62	-62	0	0	62	-62	To be used to fund projects which will contribute to the business strategy
Cultural Services Reserve	789	0	0	789	789	0	Reserve includes: Village Hall Grants, Library Strategy, Museums and Cultural loans; funding for digitsation projects and donations.
Total Resources Directorate	**2,125**	**-780**	**0**	**1,345**	**2,125**	**-780**	
Directorate Reserves	**18,870**	**-5,263**	**2,500**	**16,107**	**18,870**	**-2,763**	
Corporate							
Carry Forward Reserve	0	0	0	0	0	0	The Carry Forward reserve allows budget managers to carry forward under and over spent budgets between financial years in accordance with the County Council's budget management arrangements, subject to Cabinet approval.
Efficiency Reserve	2,508	0	0	2,508	2,508	0	This reserve is being used to support the implementation of the business strategies and the Medium Term Financial Plan.
Transition/Transformation Reserve	2,122	0	0	2,122	2,122	0	This reserve was established as part of the 2016/17 budget process to utilise one-off grant funding from the Government to fund the Council's Fit for the Future Transformation programme.
Corporate Total	**4,630**	**0**	**0**	**4,630**	**4,630**	**0**	
Total Revenue Reserves	**60,504**	**-6,894**	**2,555**	**56,165**	**60,504**	**-4,339**	
Other Reserves	55,874			51,535			
Insurance Reserve	**8,080**	**0**	**0**	**8,080**	**8,080**	**0**	
Business Rates Reserve	**117**	**0**	**0**	**117**	**117**	**0**	This reserve is to smooth the volatility of Business Rates income.
Capital Reserves							
Capital Reserve	23,688	0	0	23,688	23,688	0	This reserve has been established for the purpose of financing capital expenditure in future years.
Prudential Borrowing Reserve	10,788	0	0	10,788	10,788	0	This reserve is to meet the costs of borrowing for increased funding for the capital programme. Similar contributions are to be made each year with draw downs being required as costs are incurred.
Total Capital Reserves	**34,476**	**0**	**0**	**34,476**	**34,476**	**0**	
Cash Flow Reserves							
Budget Reserve	1,205	0	0	1,205	1,205	0	This reserve is being used to manage the cash flow implications of the variations to the Medium Term Financial Plan.
Total Cash Flow Reserves	**1,205**	**0**	**0**	**1,205**	**1,205**	**0**	
Total Other Reserves	**43,878**	**0**	**0**	**43,878**	**43,878**	**0**	
Total Reserves	**104,382**	**-6,894**	**2,555**	**100,043**	**104,382**	**-4,339**	

Financial Monitoring and Delivery Report
CABINET - 18th July 2017
General Revenue Balances

Date	Forecast 2017/18 £m	£m	Budget 2017/18 £m
General Balances: Outturn 2016/17	19.970		15.135
County Fund Balance		**19.970**	**15.135**
Planned Contribution to Balances		4.700	4.700
Planned Contribution from Balances			
Original forecast outturn position 2016/17		**24.670**	**19.835**
Additions		0.000	0.000
Calls on balances deducted		0.000	
Automatic calls on/returns to balances		0.000	-2.000
Additional Strategic Measures		0.000	
Other items		0.000	
Net General Balances		**24.670**	**17.835**
Total Gross Expenditure Budget		**797.065**	**797.065**
Balances as a % of Gross Expenditure		**3.10%**	**2.24%**
Net Balances		**24.670**	
Calls on / returns to balances agreed but not actioned		0.000	
Calls on / returns to balances requested in this report		0.000	
Forecast Variation at Year End			
Less forecast directorate overspend (as set out in Annex 1)		-3.463	
Revised Outturn position		**21.207**	

Financial Monitoring report: Cabinet 18 July 2017
CAPITAL PROGRAMME: 2017/18 TO 2020/21 **MONTHLY MONITORING REPORT- SUMMARY PAGE**

Directorate	Latest Approved Capital Programme (Council Feb 2017)				Latest Forecast				Variation				Current Year Expenditure Monitoring				Performance Compared to Original Programme (Council February 2017)		
	2016/17	Current Year	Future Years	Total	2016/17 Outturn	Current Year	Future Years	Total	2016/17 Outturn	Current Year	Future Years	Total	Actual expenditure to date	Commitments	Expenditure Realisation Rate	Actuals & Commitments	Current Year	Variation	Use of Resources Variation
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	%	%	£'000s	£'000s	%
People: Children	50,675	37,575	88,273	176,523	46,322	35,375	96,942	178,639	-4,353	-2,200	8,669	2,116	-1,350	11,104	0.0	0.3	37,575	-2,200	-0.1
People: Adults	15,003	2,325	17,278	34,606	13,360	7,426	18,728	39,514	-1,643	5,101	1,450	4,908	4,055	668	0.5	0.6	2,325	5,101	2.2
Communities: Transport	46,733	54,087	68,944	169,764	39,673	60,901	75,980	176,554	-7,060	6,814	7,036	6,790	-3,053	29,186	-0.1	0.4	54,087	6,814	0.1
Communities: Other Property Development Programmes	9,917	7,515	17,833	35,265	1,595	7,863	22,807	32,265	-8,322	348	4,974	-3,000	228	2,934	0.0	0.4	7,515	348	0.0
Resources	15,217	5,880	2,961	24,058	8,291	15,355	1,270	24,916	-6,926	9,475	-1,691	858	-3,770	388	-0.2	-0.2	5,880	9,475	1.6
Total Directorate Programmes	**137,545**	**107,382**	**195,289**	**440,216**	**109,241**	**126,920**	**215,727**	**451,888**	**-28,304**	**19,538**	**20,438**	**11,672**	**-3,890**	**44,280**	**0.0**	**0.3**	**107,382**	**19,538**	**0.2**
Schools Local Capital	1,785	1,400	2,400	5,585	1,803	1,400	2,382	5,585	18	0	-18	0	238	0	0.17	0.17	1,400	0	0.0
Earmarked Reserves	699	9,382	69,829	79,910	209	2,986	79,552	82,747	-490	-6,396	9,723	2,837					9,382	-6,396	-0.7
OVERALL TOTAL	**140,029**	**118,164**	**267,518**	**525,711**	**111,253**	**131,306**	**297,661**	**540,220**	**-28,776**	**13,142**	**30,143**	**14,509**	**-3,652**	**44,280**	**0.0**	**0.3**	**118,164**	**13,142**	**0.1**

Financial Monitoring report: Cabinet 18 July 2017
CAPITAL PROGRAMME: 2017/18 TO 2020/21

In-year Expenditure Forecast Variations

Project / Programme Name	Previous 2017/18 Forecast* £'000s	Revised 2017/18 Forecast £'000s	Variation £'000s	Comments
People: Children Capital Programme				
Existing Demographic Pupil Provision (Basic Needs Programme)	19,425	14,225	-5,200	Projects being developed. Draw down of budget provision for the projects below.
SS Phillip & James School – land for additional Playing Field (ED851)	0	25	25	Complete March 2017.
Adderbury, Christopher Rawlins - Expansion to 1.5FE (ED875)	1,250	1,750	500	On-site. Forecast completion Phase 1 June 2017, Phase 2 Dec 2017.
Drayton - Expansion to 1FE (ED886)	0	450	450	Stage 2 approved. Forecast completion Sept 2017.
Sutton Courtenay - Expansion to 1FE (ED883)	0	1,050	1,050	Stage 2 approved. Forecast completion Dec 2017.
Chilton - Expansion to 1.5FE (ED893)	0	1,400	1,400	Stage 2 approved. Forecast completion Dec 2017.
Willowcroft - SEN Resource Base (ED905)	0	275	275	Stage 2 approved. Forecast completion July 2017.
Basic Need - Sub-Total			**-1,500**	
Didcot, Great Western Park - Secondary (Phase 1) (ED836)	3,250	2,250	-1,000	Complete May 2017, fit out July 2017.
The Swan Free School	0	50	50	Cabinet Feb 17 - Stage 0 approved.
Capacity Building - Early Yrs Entitlement	1,000	1,300	300	2 successful grant bids
Free School Meals (ED862)	150	100	-50	
PEOPLE: CHILDREN TOTAL IN-YEAR VARIATION			**-2,200**	
People: Adults Capital Programme				
Adult Social Care Programme	1,000	845	-155	
Oxfordshire Care Partnership	0	271	271	Cabinet 29 Jan 2013. Complete Nov 16.
Disabled Facilities Grant	0	4,985	4,985	Grant Determination April 2017
PEOPLE: ADULTS TOTAL IN-YEAR VARIATION			**5,101**	
Communities: Highways & Transport Capital Programme				
Kennington & Hinksey Roundabouts	0	118	118	Final account pending.
Hinksey Hill Northbound Slip Road	1,831	357	-1,474	Capital project development to be put on hold whilst further revenue options appraisal work completed.
Harwell Link Rd Section 2 Hagbourne Hill	348	661	313	Scheme complete, awaiting final accounts.
Featherbed Lane and Steventon Lights	1,000	200	-800	Programme slipped to show likely impact in early years.
Harwell, Oxford Entrance	700	500	-200	On hold - A decision has been taken to delay work on this scheme until after the Vale Local Plan examination has concluded.
Milton Interchange	0	578	578	Completed May 2016. Increasing construction costs - budget increase approved Cabinet 23 February 2016. Further increase agreed Feb 17
Eastern Arc Phase 1 Access to Headington	4,760	5,760	1,000	Total cost est £12.5m. LGF funding confirmed. Stage 1 approved Cabinet 23 Feb 16 . Stage 2 approved July 16.
Science Vale Cycle Network Improvements	1,600	1,300	-300	Construction now not expected to commence until Spring 2017. Stage 1 BC due Cabinet December 2016
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	79	2,300	2,221	Stage 0b approved Cabinet July 15. Additional development budget February 2017. Total cost £36.2m - £35m provisional LGF funding, £1.2m s106. Prelim design for Park & Ride now brought into scope.

Project / Programme Name	Previous 2017/18 Forecast* £'000s	Revised 2017/18 Forecast £'000s	Variation £'000s	Comments
Didcot Northern Perimeter Road 3 (project development)	0	265	265	Construction start due July 17 however funding not yet secured. Extension of project development budget approved CAPB August 16. Funding for delivery via LGF and s106 not yet secured. Stage 1 BC Dec Cabinet tbc - dependent on confirmation of LGF/s106 funding
A34 Lodge Hill Slips (project development)	0	143	143	Funding for delivery via LGF and s106 not yet secured.
Oxford Queen's Street Pedestrianisation (project development)	500	806	306	Full funding now agreed by LEP.
Milton Park Employment Access Link: Backhill Tunnel	178	527	349	Pipeline removal to commence end of March - complete July. Main works September 16. £140k scope reduction.
Woodstock Rd, ROQ	400	432	32	Works now postponed until 2017/18 to coordinate with City maintenance.
Riverside routes to Oxford city centre	205	446	241	Bank repairs to take place Summer 16. Main bridge construction may slip to 18/19 due to requirement for statutory instrument approval.
Small schemes (developer and other funded)	173	753	580	
Carriageways	965	1,286	321	Jubilee Way Didcot added to programme
Bridges	1,821	2,081	260	Project development budget for Kennington now shown under major scheme, Capital Budget Setting Process.
Street Lighting	1,684	2,929	1,245	
Kennington Railway Bridge	1,580	300	-1,280	£220k project development budget transferred from bridges programme. £760k additional funding for construction of urgent works approved by Leader of Council. £2m Capital Budget Setting Process.
NPIF programme 2017-18	0	3,215	3,215	New grant to deliver road improvements
Other small adjustments			-319	
COMMUNITIES: TRANSPORT TOTAL IN-YEAR VARIATION			**6,814**	
Communities: Other Property Developments Capital Programme (excluding Transport)				
Broadband (OxOnline) Project	3,055	3,170	115	Revised split of invoicing between BT and OCC reduces OCC share in 16/17. Overall budget reduction from reduced cost of coverage for Phase 1 of programme.
Spendlove Centre, Charlbury (R11)	61	246	185	Funding agreement to contribute to project led by the Gifford Trust. On-site, forecast completion Aug 17.
Rooftop Solar PV Programme	0	48	48	
COMMUNITIES: OTHER PROPERTY DEVELOPMENTS TOTAL IN-YEAR VARIATION			**348**	
Resources Capital Programme				
Didcot Station Car Park Expansion (contribution)	0	8,300	8,300	Re-profiled expenditure inline with revised delivery timetable - Delivered by third party.
Centre for Applied Superconductivity	880	375	-505	
Advanced Engineering & Technical Skills Centre	2,000	3,324	1,324	
Northway and Marston Flood Alleviation	0	279	279	
Other small adjustments			77	
RESOURCES TOTAL IN-YEAR VARIATION			**9,475**	
CAPITAL PROGRAMME TOTAL IN-YEAR VARIATION			**19,538**	

*As approved by Council 14 February 2017

Financial Monitoring report: Cabinet 18 July 2017
CAPITAL PROGRAMME: 2017/18 TO 2020/21

New Schemes & Budget Changes

Project / Programme Name	Previous Total Budget* £'000s	Revised Total Budget £'000s	Variation £'000s	Comments
People: Children Capital Programme				
Existing Demographic Pupil Provision (Basic Needs Programme)	71,677	68,146	-3,531	Projects being developed. Draw down of budget provision for the projects below. C
SS Phillip & James School – land for additional Playing Field (ED851)	0	360	360	Complete March 2017.
Drayton - Expansion to 1FE (ED886)	6	548	542	Stage 2 approved. Forecast completion Sept 2017.
Sutton Courtenay - Expansion to 1FE (ED883)	32	1,257	1,225	Stage 2 approved. Forecast completion Dec 2017.
Chilton - Expansion to 1.5FE (ED893)	0	1,744	1,744	Stage 2 approved. Forecast completion Dec 2017.
Willowcroft - SEN Resource Base (ED905)	0	288	288	Stage 2 approved. Forecast completion July 2017.
Basic Need - Sub-Total			**628**	
The Swan Free School	0	2,100	2,100	Cabinet Feb 17 - Stage 0 approved.
Schools Access Initiative	1,800	1,639	-161	Capital Programme contingency returned.
School Structural Maintenance (inc Health & Safety)	10,375	9,704	-671	Future years are subject to confirmation of the level of capital maintenance grant and priority approval.
Capacity Building - Early Yrs Entitlement	3,615	3,986	371	2 successful grant bids
Other small adjustments			-151	
PEOPLE: CHILDREN TOTAL PROGRAMME SIZE VARIATION			**2,116**	
People: Adults Capital Programme				
Disabled Facilities Grant 17/18	0	4,985	4,985	Grant Determination April 2017
Retentions & Minor Works	109	32	-77	Settlement of Final Accounts.
PEOPLE: ADULTS TOTAL PROGRAMME SIZE VARIATION			**4,908**	
Communities - Highways & Transport Capital Programme				
Milton Interchange	11,560	12,544	984	Completed May 2016. Increasing construction costs - budget increase approved Cabinet 23 February 2016. Further increase agreed Feb 17
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	500	3,500	3,000	Stage 0b approved Cabinet July 15. Additional development budget February 2017. Total cost £36.2m - £35m provisional LGF funding, £1.2m s106. Prelim design for Park & Ride now brought into scope.
Oxford Queen's Street Pedestrianisation (project development)	1,970	1,470	-500	Full funding now agreed by LEP. Stage 1 BC due to December 16 Cabinet.
Small schemes (developer and other funded)	1,719	2,014	295	
Carriageways	8,718	9,286	568	Jubilee Way Didcot added to programme
NPIF programme 2017-18	0	3,215	3,215	New grant to deliver road improvements
Edge Strengthening	5,530	5,010	-520	
Other small adjustments			-252	
COMMUNITIES: TRANSPORT TOTAL PROGRAMME SIZE VARIATION			**6,790**	

CAPITAL PROGRAMME: 2017/18 TO 2020/21

New Schemes & Budget Changes

Project / Programme Name	Previous Total Budget* £'000s	Revised Total Budget £'000s	Variation £'000s	Comments
Communities: Other Property Developments Capital Programme (excluding Transport)				
Broadband (OxOnline) Project	22,752	19,752	-3,000	Revised split of invoicing between BT and OCC reduces OCC share in 16/17. Overall budget reduction from reduced cost of coverage for Phase 1 of programme.
COMMUNITIES: OTHER PROPERTY DEVELOPMENTS TOTAL PROGRAMME SIZE VARIATION			**-3,000**	
Resources Capital Programme				
Culham Advanced Manufacturing Hub & other GPF projects	3,851	4,029	178	A grant to Harwell/UKAEA to part fund the Advanced Manufacturing Hub in Culham. Grant made on behalf of the LEP and will be repaid through retained business rates.
Northway and Marston Flood Alleviation	0	600	600	Grant made on behalf of OxLEP
Cowley Library (Development budget)	0	80	80	
RESOURCES TOTAL PROGRAMME SIZE VARIATION			**858**	
CAPITAL PROGRAMME TOTAL PROGRAMME SIZE VARIATION			**11,672**	

*As approved by Council 14 February 2017

Financial Monitoring report: Cabinet 18 July 2017

CAPITAL PROGRAMME: 2017/18 TO 2020/21

Programme		Capital Investment Programme (latest forecast)						CAPITAL INVESTMENT TOTAL
		Current Year	Firm Programme	Provisional Programme				
		2017 / 18 £'000s	2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	£'000s
People: Children		35,375	45,628	34,727	13,783	2,804	0	132,317
People: Schools Local Capital		1,400	850	800	732	0	0	3,782
People: Adults		7,426	13,810	2,925	1,993	0	0	26,154
Communities: Transport		60,901	29,090	24,737	20,708	737	708	136,881
Communities: Other Property Development Programmes		7,863	14,063	7,778	966	0	0	30,670
Resources		15,355	1,080	190	0	0	0	16,625
TOTAL ESTIMATED CAPITAL PROGRAMME EXPENDITURE		128,320	104,521	71,157	38,182	3,541	708	346,429
Earmarked Reserves		2,986	30,408	30,164	18,525	455	0	82,538
TOTAL ESTIMATED CAPITAL PROGRAMME		131,306	134,929	101,321	56,707	3,996	708	428,967
TOTAL ESTIMATED PROGRAMME IN-YEAR RESOURCES		137,949	97,962	85,020	51,739	1,023	0	373,693
In-Year Shortfall (-) /Surplus (+)		6,643	-36,967	-16,301	-4,968	-2,973	-708	-55,274
Cumulative Shortfall (-) / Surplus (+)	55,361	62,004	25,037	8,736	3,768	795	87	87

Financial Monitoring report: Cabinet 18 July 2017

CAPITAL PROGRAMME: 2017/18 TO 2020/21

SOURCES OF FUNDING		2017 / 18 £'000s	2018 / 19 £'000s	2019 / 20 £'000s	2020 / 21 £'000s	2021 / 22 £'000s	2022 / 23 £'000s	CAPITAL RESOURCES TOTAL £'000s
SCE(C) Formulaic Capital Allocations - Un-ringfenced Grant		43,295	48,680	42,743	26,924	0	0	161,642
Devolved Formula Capital- Grant		1,400	850	800	732	0	0	3,782
Prudential Borrowing		30,969	28,261	14,018	12,950	0	0	86,198
Grants		18,846	1,557	855	0	0	0	21,258
Developer Contributions		34,977	33,864	24,207	10,207	1,023	0	104,278
District Council Contributions		659	542	0	0	0	0	1,201
Other External Funding Contributions		760	0	0	0	0	0	760
Revenue Contributions		400	150	102	0	0	0	652
Schools Contributions		0	28	0	0	0	0	28
Use of Capital Receipts		0	20,997	3,644	926	0	0	25,567
Use of Capital Reserves		0	0	14,952	4,968	2,973	708	23,601
TOTAL ESTIMATED PROGRAMME RESOURCES UTILISED		131,306	134,929	101,321	56,707	3,996	708	428,967
TOTAL ESTIMATED IN YEAR RESOURCES AVAILABLE		137,949	97,962	85,020	51,739	1,023	0	373,693
Capital Grants Reserve C/Fwd	11,774	16,596	0	0	0	0	0	0
Usable Capital Receipts C/Fwd	19,899	21,720	1,349	0	0	0	0	0
Capital Reserve C/Fwd	23,688	23,688	23,688	8,736	3,768	795	87	87

PEOPLE: CHILDREN CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast: Firm Programme		Latest Forecast: Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Provision of School Places (Basic Need)										
Existing Demographic Pupil Provision (Basic Needs Programme)	2,347	14,225	18,767	20,544	8,700	2,754	0	67,337	64,990	50,765
11/12 - 16/17 Basic Need Programme Completions	4,532	350	1,201	0	0	0	0	6,083	1,551	1,201
Adderbury, Christopher Rawlins - Expansion to 1.5FE (ED875)	515	1,750	177	0	0	0	0	2,442	1,927	177
Drayton - Expansion to 1FE (ED886)	56	450	42	0	0	0	0	548	492	42
Sutton Courtenay - Expansion to 1FE (ED883)	71	1,050	100	36	0	0	0	1,257	1,186	136
Chilton - Expansion to 1.5FE (ED893)	124	1,400	200	20	0	0	0	1,744	1,620	220
Willowcroft - SEN Resource Base (ED905)	0	275	13	0	0	0	0	288	288	13
Provision of School Places Total	**7,645**	**19,500**	**20,500**	**20,600**	**8,700**	**2,754**	**0**	**79,699**	**72,054**	**52,554**

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Growth Portfolio - New Schools										
Note: This section of the programme shows available funding and not the full scheme cost, unless specified Project Approval number displayed.										
Didcot, Great Western Park - Secondary (Phase 1) (ED836)	18,561	2,250	860	0	0	0	0	21,671	3,110	860
Didcot, Great Western Park - Primary 2 (14 classroom) (ED835)	648	4,500	1,750	252	0	0	0	7,150	6,502	2,002
Bicester, South West - Secondary	71	1,750	8,500	5,000	679	0	0	16,000	15,929	14,179
Oxford - Barton (West)	256	750	3,700	2,250	244	0	0	7,200	6,944	6,194
Banbury, Southam Road	17	200	3,500	2,250	183	0	0	6,150	6,133	5,933
The Swan Free School	0	50	700	800	500	50	0	2,100	2,100	2,050
Project Development Budget · North East Wantage (Crab Hill) · Bicester, Graven Hill	0	100	100	100	100	0	0	400	400	300
New School Programme Completions	0	950	936	0	0	0	0	1,886	1,886	936
Growth Portfolio Total	19,553	10,550	20,046	10,652	1,706	50	0	62,557	43,004	32,454
Children's Home										
New Children's Home Programme Completions	0	150	1,012	0	0	0	0	1,162	1,162	1,012
Children's Home Total	0	150	1,012	0	0	0	0	1,162	1,162	1,012

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Annual Programmes										
Schools Access Initiative	0	400	400	400	300	0	0	1,500	1,500	1,100
Temporary Classrooms - Replacement & Removal	0	325	350	350	350	0	0	1,375	1,375	1,050
Schools Accommodation Intervention & Support Programme	0	100	100	100	100	0	0	400	400	300
School Structural Maintenance (inc Health & Safety)	0	2,350	2,050	2,050	1,700	0	0	8,150	8,150	5,800
Annual Programme Total	0	3,175	2,900	2,900	2,450	0	0	11,425	11,425	8,250
Other Schemes & Programmes										
CEF Transformation Programme - Children & Family Centres	917	350	233	0	0	0	0	1,500	583	233
Capacity Building - Early Yrs Entitlement	1,187	1,300	500	500	499	0	0	3,986	2,799	1,499
Free School Meals (ED862)	0	100	10	0	0	0	0	110	110	10
Loans to Foster/Adoptive Parents (Prudentially Funded)	247	75	75	75	428	0	0	900	653	578
Small Projects	114	0	40	0	0	0	0	154	40	40
Other Schemes & Programmes Total	2,465	1,825	858	575	927	0	0	6,650	4,185	2,360

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Retentions & Oxford City Schools Reorganisation										
Retentions & OSCR Total	18	175	312	0	0	0	0	505	487	312
Schools Capital										
Devolved Formula Capital	0	1,400	850	800	732	0	0	3,782	3,782	2,382
School Local Capital Programme Total	0	1,400	850	800	732	0	0	3,782	3,782	2,382
PEOPLE: CHILDREN CAPITAL PROGRAMME EXPENDITURE TOTAL	29,681	36,775	46,478	35,527	14,515	2,804	0	165,780	136,099	99,324
PEOPLE: CHILDREN ADJUSTED CAPITAL PROGRAMME EXPENDITURE TOTAL	29,681	35,375	45,628	34,727	13,783	2,804	0	161,998	132,317	96,942

PEOPLE: ADULTS AND PUBLIC HEALTH CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
PUBLIC HEALTH										
PUBLIC HEALTH PROGRAMME TOTAL	0	0	0	0	0	0	0	0	0	0
ADULT SERVICES PROGRAMME										
Adult Social Care										
Adult Social Care Programme	355	845	1,750	1,300	0	0	0	4,250	3,895	3,050
Residential										
HOPs Phase 1- New Builds	0	0	10,503	0	0	0	0	10,503	10,503	10,503
Oxfordshire Care Partnership	8,729	271	0	0	0	0	0	9,000	271	0
Specialist Housing Programme (inc ECH - New Schemes & Adaptations to Existing Properties)										
ECH - New Schemes & Adaptations to Existing Properties	1,111	1,200	1,400	1,500	1,922	0	0	7,133	6,022	4,822
Deferred Interest Loans (CSDP)	432	125	125	125	71	0	0	878	446	321
ADULT SERVICES PROGRAMME TOTAL	10,627	2,441	13,778	2,925	1,993	0	0	31,764	21,137	18,696
Disabled Facilities Grant										
Disabled Facilities Grant	0	4,985	0	0	0	0	0	4,985	4,985	0
DISABLED FACILITIES GRANT PROGRAMME TOTAL	0	4,985	0	0	0	0	0	4,985	4,985	0

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Autism Capital Grant										
Autism Capital Grant	18	0	0	0	0	0	0	18	0	0
AUTISM CAPITAL GRANT PROGRAMME TOTAL	18	0	0	0	0	0	0	18	0	0
STRATEGY AND TRANSFORMATION PROGRAMME										
STRATEGY& TRANSFORMATION PROGRAMME TOTAL	0	0	0	0	0	0	0	0	0	0
Retentions & Minor Works	0	0	32	0	0	0	0	32	32	32
PEOPLE: ADULTS & PH CAPITAL PROGRAMME EXPENDITURE TOTAL	10,645	7,426	13,810	2,925	1,993	0	0	36,799	26,154	18,728

COMMUNITIES: HIGHWAYS & TRANSPORT CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast						Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		Firm Programme		Provisional Programme						
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
CITY DEAL PROGRAMME										
Science Transit										
Kennington & Hinksey Roundabouts	7,355	118	0	0	0	0	0	7,473	118	0
Hinksey Hill Northbound Slip Road	373	357	1,380	5,000	1,590	0	0	8,700	8,327	7,970
Access to Enterprise Zone										
Harwell Link Rd Section 1 B4493 to A417	3,822	6,661	59	1,107	0	0	0	11,649	7,827	1,166
Harwell Link Rd Section 2 Hagbourne Hill	5,354	661	0	0	0	0	0	6,015	661	0
Featherbed Lane and Steventon Lights	2,307	200	1,000	1,769	2,448	0	0	7,724	5,417	5,217
Harwell, Oxford Entrance	257	500	900	343	0	0	0	2,000	1,743	1,243
Northern Gateway										
Cutteslowe Roundabout	4,903	88	0	186	0	0	0	5,177	274	186
Wolvercote Roundabout	5,257	38	0	67	0	0	0	5,362	105	67
Loop Farm Link Road	264	4,235	2,801	0	0	0	0	7,300	7,036	2,801
Other City Deal Programme spend	182	-88	0	0	0	0	0	94	-88	0
CITY DEAL PROGRAMME TOTAL	30,074	12,770	6,140	8,472	4,038	0	0	61,494	31,420	18,650

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
LOCAL PINCH POINT PROGRAMME										
Milton Interchange	11,966	578	0	0	0	0	0	12,544	578	0
A34 Chilton Junction Improvements	9,693	507	683	0	0	0	0	10,883	1,190	683
LOCAL PINCH POINT PROGRAMME TOTAL	21,659	1,085	683	0	0	0	0	23,427	1,768	683
LOCAL GROWTH DEAL PROGRAMME										
Eastern Arc Phase 1 Access to Headington	2,167	5,760	1,024	82	2,132	0	0	11,165	8,998	3,238
Science Vale Cycle Network Improvements	88	1,300	1,400	1,000	712	0	0	4,500	4,412	3,112
Oxford Science Transit Phase 2 - A40 Public Transport improvements (project development)	388	2,300	812	0	0	0	0	3,500	3,112	812
Didcot Northern Perimeter Road 3 (project development)	485	265	0	0	0	0	0	750	265	0
A34 Lodge Hill Slips (project development)	7	143	0	0	0	0	0	150	143	0
Oxford Queen's Street Pedestrianisation (project development)	104	806	560	0	0	0	0	1,470	1,366	560
Bicester London Road - Cycle/Pedestrian Bridge	0	0	0	0	0	0	0	0	0	0
LOCAL GROWTH DEAL PROGRAMME TOTAL	3,239	10,574	3,796	1,082	2,844	0	0	21,535	18,296	7,722

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
SCIENCE VALE UK										
Milton Park Employment Access Link: Backhill Tunnel	280	527	0	0	0	0	0	807	527	0
Wantage, Crab Hill (contribution)	0	2,450	0	0	0	0	0	2,450	2,450	0
SCIENCE VALE UK LOCALITY PROGRAMME TOTAL	280	2,977	0	0	0	0	0	3,257	2,977	0
OXFORD										
Iffley Fields Controlled Parking Zone	0	225	25	0	0	0	0	250	250	25
Woodstock Rd, ROQ	98	432	50	0	0	0	0	580	482	50
Riverside routes to Oxford city centre	566	446	1,800	855	0	0	0	3,667	3,101	2,655
OXFORD LOCALITY PROGRAMME TOTAL	664	1,103	1,875	855	0	0	0	4,497	3,833	2,730
BICESTER										
Bicester Perimeter Road (Project Development)	0	700	300	0	0	0	0	1,000	1,000	300
BICESTER LOCALITY PROGRAMME TOTAL	0	700	300	0	0	0	0	1,000	1,000	300

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
BANBURY										
BANBURY LOCALITY PROGRAMME TOTAL	0	0	0	0	0	0	0	0	0	0
WITNEY AND CARTERTON										
Witney, A40 Downs Road junction (contribution)	0	1,250	0	0	0	0	0	1,250	1,250	0
WITNEY AND CARTERTON LOCALITY PROGRAMME TOTAL	0	1,250	0	0	0	0	0	1,250	1,250	0
COUNTYWIDE AND OTHER										
East-West Rail (contribution)	29	737	737	737	737	737	708	4,422	4,393	3,656
Small schemes (developer and other funded)	36	753	0	0	0	0	0	789	753	0
Completed schemes	0	228	0	0	0	0	0	228	228	0
COUNTYWIDE AND OTHER INTEGRATED TRANSPORT TOTAL	65	1,718	737	737	737	737	708	5,439	5,374	3,656
INTEGRATED TRANSPORT STRATEGY TOTAL	55,981	32,177	13,531	11,146	7,619	737	708	121,899	65,918	33,741

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
STRUCTURAL MAINTENANCE PROGRAMME										
Carriageways	0	1,286	1,854	1,880	1,880	0	0	6,900	6,900	5,614
Surface Treatments	0	7,822	6,075	6,110	5,983	0	0	25,990	25,990	18,168
Footways	0	1,075	752	752	750	0	0	3,329	3,329	2,254
Drainage	0	871	900	900	900	0	0	3,571	3,571	2,700
Bridges	0	2,081	2,005	2,000	1,893	0	0	7,979	7,979	5,898
Public Rights of Way Foot Bridges	0	107	100	100	100	0	0	407	407	300
Street Lighting	0	1,617	890	775	775	0	0	4,057	4,057	2,440
Traffic Signals	0	172	250	250	247	0	0	919	919	747
Section 42 contributions	0	604	555	558	561	0	0	2,278	2,278	1,674
STRUCTURAL MAINTENANCE ANNUAL PROGRAMMES TOTAL	0	15,635	13,381	13,325	13,089	0	0	55,430	55,430	39,795
CHALLENGE FUND PROGRAMME										
Street Lighting	1,161	2,929	0	0	0	0	0	4,090	2,929	0
Drainage	2,251	1,499	0	0	0	0	0	3,750	1,499	0
Edge Strengthening	3,057	1,953	0	0	0	0	0	5,010	1,953	0
Resurfacing	476	694	0	0	0	0	0	1,170	694	0
CHALLENGE FUND PROGRAMME TOTAL	6,945	7,075	0	0	0	0	0	14,020	7,075	0

Project/ Programme Name	Previous Years Actual Expenditure	Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Major schemes and other programme										
Embankment Stabilisation Programme	800	133	0	0	0	0	0	933	133	0
A420/A34 Botley Junction & Cumnor Bypass	480	11	0	0	0	0	0	491	11	0
Kennington Railway Bridge	818	300	1,700	266	0	0	0	3,084	2,266	1,966
Oxford, Cowley Road	0	790	0	0	0	0	0	790	790	0
A478 Playhatch Road (project development)	116	5	0	0	0	0	0	121	5	0
Network Rail Electrification Bridge Betterment Programme	228	1,560	478	0	0	0	0	2,266	2,038	478
NPIF programme 2017-18	0	3,215	0	0	0	0	0	3,215	3,215	0
STRUCTURAL MAINTENANCE MAJOR SCHEMES TOTAL	2,442	6,014	2,178	266	0	0	0	10,900	8,458	2,444
STRUCTURAL MAINTENANCE PROGRAMME TOTAL	9,387	28,724	15,559	13,591	13,089	0	0	80,350	70,963	42,239
COMMUNITIES: HIGHWAYS & TRANSPORT CAPITAL PROGRAMME EXPENDITURE TOTAL	65,368	60,901	29,090	24,737	20,708	737	708	202,249	136,881	75,980

COMMUNITIES: OTHER PROPERTY DEVELOPMENTS CAPITAL PROGRAMME (EXCLUDING TRANSPORT)

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
Fire & Rescue Service										
Fire Equipment (SC112)	547	0	103	0	0	0	0	650	103	103
Relocation of Rewley Training Facility	0	25	500	75	0	0	0	600	600	575
Carterton Fire Station	34	0	0	0	0	0	0	34	0	0
Fire Review Development Budget	0	200	1,500	1,450	275	0	0	3,425	3,425	3,225
COMMUNITY SAFETY PROGRAMME TOTAL	581	225	2,103	1,525	275	0	0	4,709	4,128	3,903
ASSET UTILISATION PROGRAMMES										
Asset Utilisation Programme	0	1,400	1,400	1,266	0	0	0	4,066	4,066	2,666
Asset Utilisation Completions	0	0	416	0	0	0	0	416	416	416
ASSET UTILISATION PROGRAMME TOTAL	0	1,400	1,816	1,266	0	0	0	4,482	4,482	3,082
ENERGY EFFICIENCY IMPROVEMENT PROGRAMME										
Rooftop Solar PV Programme	2	48	0	0	0	0	0	50	48	0
SALIX Energy Programme	198	150	150	102	0	0	0	600	402	252
ENERGY EFFICIENCY IMPROVEMENT PROGRAMME TOTAL	200	198	150	102	0	0	0	650	450	252

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
ANNUAL PROPERTY PROGRAMMES										
Minor Works Programme	99	500	200	200	278	0	0	1,277	1,178	678
Health & Safety (Non-Schools)	0	24	50	74	74	0	0	222	222	198
ANNUAL PROPERY PROGRAMMES TOTAL	99	524	250	274	352	0	0	1,499	1,400	876
WASTE MANAGEMENT PROGRAMME										
Waste Recycling Centre Infrastructure Development	0	150	1,100	1,250	289	0	0	2,789	2,789	2,639
Alkerton WRC	0	150	750	800	50	0	0	1,750	1,750	1,600
Oxford Waste Partnership PRG Allocation	580	0	0	0	0	0	0	580	0	0
WASTE MANAGEMENT PROGRAMME TOTAL	580	300	1,850	2,050	339	0	0	5,119	4,539	4,239

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast								
		Firm Programme		Provisional Programme				Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
		2017 / 18	2018 / 19	2019 / 20	2020 / 21	2021 / 22	2022 / 23			
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
CORPORATE PROPERTY & PARTNERSHIP PROGRAMMES										
Broadband (OxOnline) Project	12,648	3,170	1,769	2,165	0	0	0	19,752	7,104	3,934
Spendlove Centre, Charlbury (R11)	156	246	0	0	0	0	0	402	246	0
Oxford Flood Relief Scheme	0	0	5,000	0	0	0	0	5,000	5,000	5,000
Cogges Manor Farm	0	300	75	0	0	0	0	375	375	75
New Salt Stores & Accommodation	154	1,500	1,050	396	0	0	0	3,100	2,946	1,446
CORPORATE PROPERTY & PARTNERSHIP PROGRAMMES TOTAL	12,958	5,216	7,894	2,561	0	0	0	28,629	15,671	10,455
Retentions (completed schemes)	0	0	0	0	0	0	0	0	0	0
COMMUNITIES: OTHER PROPERTY DEVELOPMENTS (EXCLUDING TRANSPORT) CAPITAL PROGRAMME EXPENDITURE TOTAL	14,418	7,863	14,063	7,778	966	0	0	45,088	30,670	22,807

RESOURCES CAPITAL PROGRAMME

Project/ Programme Name	Previous Years Actual Expenditure	Latest Forecast: Firm Programme 2017 / 18	Firm Programme 2018 / 19	Provisional Programme 2019 / 20	Provisional Programme 2020 / 21	Provisional Programme 2021 / 22	Provisional Programme 2022 / 23	Total Scheme Cost	Capital Investment Total (excluding previous years)	Future Capital Investment Total (excluding previous and current years)
	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s	£'000s
COMMUNITY SERVICES PROGRAMME										
Bicester Library (CS13)	710	300	300	190	0	0	0	1,500	790	490
Westgate Library - Redevelopment	199	2,700	701	0	0	0	0	3,600	3,401	701
Cowley Library (Development budget)	0	70	10	0	0	0	0	80	80	10
COMMUNITY SERVICES PROGRAMME TOTAL	909	3,070	1,011	190	0	0	0	5,180	4,271	1,201
OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP										
Local Growth Fund										
Didcot Station Car Park Expansion (contribution)	1,131	8,300	69	0	0	0	0	9,500	8,369	69
Centre for Applied Superconductivity	4,115	375	0	0	0	0	0	4,490	375	0
Advanced Engineering & Technical Skills Centre	676	3,324	0	0	0	0	0	4,000	3,324	0
Northway and Marston Flood Alleviation	321	279	0	0	0	0	0	600	279	0
OXFORDSHIRE LOCAL ENTERPRISE PARTNERSHIP TOTAL	6,243	12,278	69	0	0	0	0	18,590	12,347	69
Completed Projects	10	7	0	0	0	0	0	17	7	0
RESOURCES CAPITAL PROGRAMME EXPENDITURE TOTAL	7,162	15,355	1,080	190	0	0	0	23,787	16,625	1,270

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Division(s): N/A

ITEM

Cabinet – 18 JULY2017

TREASURY MANAGEMENT OUTTURN 2016/17

Report by Chief Finance Officer

Introduction

1. The Chartered Institute of Public Finance and Accountancy's (CIPFA's) 'Code of Practice on Treasury Management (Revised) 2009' requires that the Council (via Cabinet) and Audit & Governance Committee receives an updated report on Treasury Management activities at least twice per year. This report is the second report for the financial year 2016/17 and sets out the position as at 31 March 2017.

2. Treasury management is defined as: "The management of the local authority's investments and cash flows, its banking, money market and capital market transactions; the effective control of the risks associated with those activities; and the pursuit of optimum performance consistent with those risks."

3. The following annexes are attached

Annex 1	Debt Financing 2016/17
Annex 2	Public Works Loan Board (PWLB) Maturing Debt
Annex 3	Lending List Changes
Annex 4	Investment portfolio 31/03/2017
Annex 5	Prudential Indicators Outturn
Annex 6	Benchmarking

Strategy 2016/17

4. The Treasury Management Strategy for 2016/17 was based on an average base rate forecast of 0.55%. The budget for interest receivable assumed that an average interest rate of 0.85% would be achieved, 0.30% above base rate.

5. The Strategy for Long Term Borrowing included the option to fund new or replacement borrowing up to the value of 15% of the portfolio through internal borrowing to reduce the Council's exposure to credit risk and reduce the cost of carry (difference between borrowing costs and investment returns) whilst debt rates remained higher than investment interest rates. The 15% limit was reduced from 25% in 2015/16 due to estimated reductions in cash balances over the medium term.

6. The Strategy requires that the Treasury Management Strategy Team (TMST) continue to keep external fund investments under review, with decisions to advance or withdraw funds to external fund managers delegated to the TMST.

External Context – Provided by Arlingclose

7. **Economic background:** Politically, 2016/17 was an extraordinary twelve month period which defied expectations when the UK voted to leave the European Union and Donald Trump was elected the 45th President of the USA. Uncertainty over the outcome of the US presidential election, the UK's future relationship with the EU and the slowdown witnessed in the Chinese economy in early 2016 all resulted in significant market volatility during the year. Article 50 of the Lisbon Treaty, which sets in motion the 2-year exit period from the EU, was triggered on 29th March 2017.

8. UK inflation had been subdued in the first half of 2016 as a consequence of weak global price pressures, past movements in sterling and restrained domestic price growth. However the sharp fall in the Sterling exchange rate following the referendum had an impact on import prices which, together with rising energy prices, resulted in CPI rising from 0.3% year/year in April 2016 to 2.3% year/year in March 2017.

9. In addition to the political fallout, the referendum's outcome also prompted a decline in household, business and investor sentiment. The repercussions on economic growth were judged by the Bank of England to be sufficiently severe to prompt its Monetary Policy Committee (MPC) to cut the Bank Rate to 0.25% in August and embark on further gilt and corporate bond purchases as well as provide cheap funding for banks via the Term Funding Scheme to maintain the supply of credit to the economy.

10. Despite growth forecasts being downgraded, economic activity was fairly buoyant and GDP grew 0.6%, 0.5% and 0.7% in the second, third and fourth calendar quarters of 2016. The labour market also proved resilient, with the International Labour Organization (ILO) unemployment rate dropping to 4.7% in February, its lowest level in 11 years.

11. Following a strengthening labour market, in moves that were largely anticipated, the US Federal Reserve increased rates at its meetings in December 2016 and March 2017, taking the target range for official interest rates to between 0.75% and 1.00%.

12. **Financial markets:** Following the referendum result, gilt yields fell sharply across the maturity spectrum on the view that Bank Rate would remain extremely low for the foreseeable future. After September there was a reversal in longer-dated gilt yields which moved higher, largely due to the MPC revising its earlier forecast that Bank Rate would be dropping to near 0% by the end of 2016. The yield on the 10-year gilt rose from 0.75% at the end of September to 1.24% at the end of December, almost back at pre-referendum levels of 1.37% on 23rd June. 20- and 50-year gilt yields also rose in Q3 2017 to 1.76% and 1.70% respectively, however in Q4 yields remained flat at around 1.62% and 1.58% respectively.

13. After recovering from an initial sharp drop in Q2, equity markets rallied, although displaying some volatility at the beginning of November following the US presidential election result. The FTSE-100 and FTSE All Share indices closed at 7342 and 3996 respectively on 31st March, both up 18% over the year. Commercial property values fell around 5% after the referendum, but had mostly recovered by the end of March.

14. Money market rates for overnight and one week periods remained low since Bank Rate was cut in August. 1- and 3-month LIBID rates averaged 0.36% and 0.47% respectively during 2016-17. Rates for 6- and 12-months increased between August and November, only to

gradually fall back to August levels in March, they averaged 0.6% and 0.79% respectively during 2016-17.

15. **Credit background:** Various indicators of credit risk reacted negatively to the result of the referendum on the UK's membership of the European Union. UK bank credit default swaps saw a modest rise but bank share prices fell sharply, on average by 20%, with UK-focused banks experiencing the largest falls. Non-UK bank share prices were not immune, although the fall in their share prices was less pronounced.

16. Fitch and Standard & Poor's downgraded the UK's sovereign rating to AA. Fitch, S&P and Moody's have a negative outlook on the UK. Moody's has a negative outlook on those banks and building societies that it perceives to be exposed to a more challenging operating environment arising from the 'leave' outcome.

17. None of the banks on the Authority's lending list failed the stress tests conducted by the European Banking Authority in July and by the Bank of England in November, the latter being designed with more challenging stress scenarios, although Royal Bank of Scotland was one of the weaker banks in both tests. The tests were based on banks' financials as at 31st December 2015, 11 months out of date for most. As part of its creditworthiness research and advice, the Authority's treasury advisor Arlingclose regularly undertakes analysis of relevant ratios - "total loss absorbing capacity" (TLAC) or "minimum requirement for eligible liabilities" (MREL) - to determine whether there would be a bail-in of senior investors, such as local authority unsecured investments, in a stressed scenario.

Treasury Management Activity

Debt Financing

18. The Council's debt financing position for 2016/17 is shown in Annex 1.

19. The option to fund new or replacement borrowing requirements from internal balances, up to the value of 15% of the investment portfolio was included in the 2016/17 annual treasury management strategy. This was intended to reduce the cost of carry of borrowing which is the difference between borrowing rates and investment returns. The 15% limit was reduced from 25% in 2015/16 due to the estimated reduction in cash balances over the medium term.

20. No new borrowing was arranged during 2016/17 with either the Public Works Loan Board (PWLB) or through the money markets.

21. At 31 March 2017, the authority had 63 PWLB loans totalling £335.383m, 9 LOBO[1] loans totalling £45m and one money market loan totalling £5m. The average rate of interest paid on PWLB debt was 4.53% and the average cost of LOBO debt in 2016/17 was 3.94%. The cost of debt on the one money market loan was 3.95%. The combined weighted average for interest paid on long-term debt was 4.54%.

22. The Council continues to qualify for the Certainty Rate on PWLB loans, offering a 0.20% discount on the Standard Rate (currently gilts plus 1.00%). Qualification is based on

[1] LOBO (Lender's Option/Borrower's Option) Loans are long-term loans which include a re-pricing option for the bank at predetermined intervals.

provision of additional information on long-term borrowing and associated capital spending plans.

Maturing Debt

23. The Council repaid £8m of maturing PWLB loans during the year. The weighted average interest rate payable on the matured loans was 5.025%. The details are set out in Annex 2.

Debt Restructuring

24. In June 2016, the Councils LOBO with Barclays PLC was converted to a fixed rate loan at its current interest rate of 3.95% to mature on the 29th May 2065 with Barclays waiving their right to change the interest rate on the loan in the future.

Investment Strategy

25. Security and liquidity of cash was prioritised above the requirement to maximise returns. The Council adopted a cautious approach to lending to financial institutions, and continuously monitored credit quality information regarding the institutions on the Council's approved Lending List.

26. During 2016/17 the Council limited the exposure to banks by lending to local authorities. At 31 March 2017 the Council had £75m of long term fixed deposits (deposits over 364 days), all of which were placed with local authorities. The aim was to maintain a high level of security and manage exposure to interest rate and counterparty risk.

27. The weighted average maturity of all deposits at 31 March 2017, including money deposited in short-term notice accounts, was 266 days (compared with 315 days during 2015/16). This comprised £240m fixed deposits with a weighted average maturity of 346 days, £29.8m in notice accounts with a weighted average maturity of 97.5 days and £53.622m invested in money market funds and call accounts with same day liquidity. The decrease in weighted average maturity was due to a combination of a reduction in the maximum limit for fixed deposits from £150m in 2015/16 to £100m in 2016/17 and continuing uncertainty throughout the year over the timing of a potential rise in the base rate.

28. The Council used fixed deposits, call accounts, notice accounts, money market funds and pooled funds to deposit its in-house cash surpluses during 2016/17.

The Council's Lending List

29. The Council's in-house cash balances are deposited with institutions that meet the Council's approved credit rating criteria. The approved Lending List is regularly updated during the year to reflect changes in bank and building society credit ratings. Changes are reported to the Cabinet on a regular basis as part of the Financial Monitoring & Business Strategy Delivery reports. The approved lending list may also be further restricted by officers, in response to changing conditions and perceived risk. Annex 3 shows the amendments incorporated into the Lending List during 2016/17, in accordance with the approved credit rating criteria and additional temporary restrictions.

Investment Outturn

30. The average daily balance of temporary surplus cash invested in-house was £323m in 2016/17. The Council achieved an average in-house return for the year of 0.77%, producing gross interest receivable of £2.505m. Temporary surplus cash balances include: developer contributions; council reserves and balances; trust fund balances; and various other funds to which the Council pays interest at each financial year end, based on the average three month London Interbank Bid (LIBID) rate.

31. The sale of the Council's £17m investment in the Aberdeen Sterling Investment Cash Fund resulted in a realisable gain of £0.452m in 2016/17. Gross distributions from pooled funds totalling £1.062m were also realised in year, bringing total investment income to £4.019m. This compares to budgeted investment income of £3.160m, giving a net overachievement of £0.859m. The overachievement in income received was due to a combination of higher than forecast average cash balances and large distributions and realised gains from pooled funds. The 2016/17 accounts also recognise an increase in the value of available for sale assets of £0.805m.

32. As at 31 March 2017 the total value of pooled fund investments was £56.328m. This included an overall gain of £2.262m on the purchase value of the assets. Gains are held at the available for sale reserve and cannot be realised as investment income until the point at which fund units are sold.

33. During 2016/17 the average three month LIBID rate was 0.32%. The Council's average in-house return of 0.77% exceeded this benchmark by 0.45%. The average in-house return was 0.08% lower than the rate of interest of 0.85% assumed in the budget. The budget forecast was calculated prior to the EU referendum at which time Arlingclose were forecasting that a 0.25% increase in the UK Bank Rate would occur in the third quarter of 2016. However, due to ongoing economic uncertainty the Monetary Policy Committee instead chose to reduce the bank rate to 0.25% in August 2016.

34. The Council operates a number of instant access call accounts and money market funds to deposit short-term cash surpluses. During 2016/17 the average balance held on instant access was £64.38m.

35. At 31 March 2017, the Council's investment portfolio of £377.056m comprised £240m of fixed term deposits, £29.80m in notice accounts, £53.634m at short term notice in money market funds and call accounts and £56.622m in pooled funds with a variable net asset value (VNAV). Annex 4 provides an analysis of the investment portfolio at 31 March 2017.

36. The council's Treasury Management Strategy Team regularly monitors the risk profile of the Council's investment portfolio. An analysis of the credit and maturity position of the portfolio at 31 March 2017 is shown in Annex 4.

External Fund Managers

37. In April 2016 the Treasury Management Strategy Team approved the decision to sell the Council's entire £17m investment in the Aberdeen Sterling Cash Fund. The sale resulted in a realisable gain of £0.452m.

38. During 2016/17, £0.041m of annual management charge rebate relating to the Threadneedle Strategic Bond Fund was automatically re-invested in the fund.

Prudential Indicators for Treasury Management

39. During the financial year the Council operated within the treasury limits and Prudential Indicators set out in the Council's Treasury Management Strategy Report. The outturn for the Prudential Indicators is shown in Annex 5.

External Performance Indicators and Statistics

40. The County Council is a member of the CIPFA Treasury and Debt Management Benchmarking Club and completed returns for the financial year 2016/17. The results of this exercise are not yet available.

41. The Council's treasury management advisors Arlingclose also benchmark the Council's investment performance against its other clients on a quarterly basis. The results of the quarter 4 benchmarking to 31 March 2017 are included in Annex 6.

42. The benchmarking results show that the Council was achieving higher than average interest on deposits at 31 March 2017, when compared with a group of 136 other local authorities. This has been achieved by placing deposits over a longer than average duration with institutions that are of higher than average credit quality.

43. Oxfordshire had a higher than average allocation to external funds, fixed and local authority deposits when compared with other local authorities in the benchmarking exercise. Oxfordshire also had a notably lower than average exposure to money market funds, call accounts and certificates of deposit.

Financial and Legal Implications

44. This report is mostly concerned with finance and the implications are set out in the main body of the report.

45. The combined activities of debt and investment management contribute to the strategic measures element of the Council's budget. The outturn for Interest Payable in 2016/17 was £17.5m which is in line with the budget in the Medium Term Financial Plan.

RECOMMENDATION

46. **The Cabinet is RECOMMENDED to note the report, and to RECOMMEND Council to note the Council's Treasury Management Activity in 2016/17.**

LORNA BAXTER
Director of Finance

Contact officer: Joseph Turner
Telephone Number: 07392 318984
July 2017

Annex 1

OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2016/17

Debt Profile		£m
1. PWLB	87%	343.38
2. Money Market LOBO loans	12%	45.00
3. Money Market Fixed Rate loans	1%	5.00
4. Sub-total External Debt		393.38
5. Internal Balances	0 %	-36.86
6. Actual Debt at 31 March 2016	**100%**	**356.52**
7. Government Supported Borrowing		0.00
8. Unsupported Borrowing		8.73
9. Borrowing in Advance		0.00
10. Minimum Revenue Provision		-15.00
11. Actual Debt at 31 March 2017		**350.25**
Maturing Debt		
12. PWLB loans maturing during the year		8.00
13. PWLB loans repaid prematurely in the course of debt restructuring		0.00
14. Total Maturing Debt		**8.00**
New External Borrowing		
15. PWLB Normal		0.00
16. PWLB loans raised in the course of debt restructuring		0.00
17. Money Market LOBO loans		0.00
18. Money Market Fixed Rate loans		0.00
19. Total New External Borrowing		**0.00**
Debt Profile Year End		
20. PWLB	87%	335.38
21. Money Market LOBO loans	12%	45.00
22. Money Market Fixed Rate loans	1%	5.00
23. Sub-total External Debt		385.38
24. Internal Balances	0 %	-35.13
25. Actual Debt at 31 March 2017	**100%**	**350.25**

Line

1-6. This is a breakdown of the Council's debt at the beginning of the financial year (1 April 2016). The PWLB is a government agency operating within the Debt Management Office. LOBO (Lender's Option/ Borrower's Option) loans are long-term loans, with a maturity of up to 60 years, which includes a re-pricing option for the bank at predetermined time intervals. Internal balances include provisions, reserves, revenue balances, capital receipts unapplied and excess of creditors over debtors.

7. 'Government Supported Borrowing' is the amount that the Council can borrow in any one year to finance the capital programme. This is determined by Central Government, and in theory supported through the Revenue Support Grant (RSG) system.

8. 'Unsupported Borrowing' reflects Prudential Borrowing taken by the authority whereby the associated borrowing costs are met by savings in the revenue budget.

9. 'Borrowing in Advance' is the amount the Council borrowed in advance during 2016/17 to fund future capital finance costs.

10. The amount of debt to be repaid from revenue. The sum to be repaid annually is laid down in the Local Government and Housing Act 1989, which stipulates that the repayments must equate to at least 4% of the debt outstanding at 1 April each year.

11. The Council's total debt by the end of the financial year at 31 March 2017, after taking into account new borrowing, debt repayment and movement in funding by internal balances.

12. The Council's normal maturing PWLB debt.

13. PWLB debt repaid early during the year.

14. Total debt repaid during the year.

15. The normal PWLB borrowing undertaken by the Council during 2016/17.

16. New PWLB loans to replace debt repaid early.

17. The Money Market LOBO borrowing undertaken by the Council during 2016/17.

18. The Money Market Fixed Rate borrowing undertaken by the Council during 2016/17.

19. The total external borrowing undertaken.

20-25. The Council's debt profile at the end of the year.

Annex 2

Long-term debt Maturing 2016/17

Public Works Loan Board: Loans Maturing in 2016/17

Date	Amount £m	Rate %	Repayment Type
22/11/2016	2.000	7.750	Maturity
31/08/2016	4.000	5.000	Maturity
13/07/2016	0.500	2.350	EIP
13/01/2017	0.500	2.350	EIP
31/07/2016	0.500	2.350	EIP
31/01/2017	0.500	2.350	EIP
Total	**8.000**		

Repayment Types

Maturity – Full amount of principal is repaid at the final maturity date
EIP – Equal Instalments of Principal are repaid every 6 months until the final maturity date

Annex 3

Lending List Changes during 2016/17

Lending limits & maturity limits changed from 1 April 2016

	01/04/2016		31/03/2017	
	Lending Limit	**Maximum Maturity**	**Lending Limit**	**Maximum Maturity**
Santander UK plc – PF A/c	50% Pension Fund Portfolio	6 months	**£15,000,000**	6 months
Lloyds Bank plcs – Callable Deposit A/c (OXFORDCCPEN)	50% Pension Fund Portfolio	9 months	**£25,000,000**	**6 months**
Standard Life Sterling Liquidity Fund – (Pension Fund)	50% Pension Fund Portfolio	6 months	**£25,000,000**	6 months
Svenska Handelsbanken – Call Account (Pension Fund)	50% Pension Fund Portfolio	6 months	**£25,000,000**	6 months
Royal Bank of Canada	£25,000,000	364 days	**£15,000,000**	364 days

Counterparties suspended from 1 April 2016

National Bank of Canada

Annex 4

OXFORDSHIRE COUNTY COUNCIL INVESTMENT PORTFOLIO 31/03/2017

Fixed term deposits held at 31/03/2017

Counterparty	Principal Deposited (£)	Maturity Date
City & County of Swansea	£3,000,000.00	24-Apr-17
Stirling Council	£3,000,000.00	23-May-17
United Overseas Bank	£5,000,000.00	26-May-17
West Dunbartonshire Council	£2,000,000.00	07-Jun-17
Police & Crime Commissioner for Northumbria	£5,000,000.00	30-Jun-17
Toronto-Dominion Bank	£5,000,000.00	14-Jul-17
Warrington Borough Council	£5,000,000.00	21-Jul-17
The Highland Council	£5,000,000.00	25-Jul-17
Lloyds Bank plc	£5,000,000.00	31-Jul-17
South Ayrshire Council	£5,000,000.00	04-Aug-17
DBS Bank (Development Bank of Singapore)	£5,000,000.00	04-Aug-17
Rabobank Group	£5,000,000.00	24-Aug-17
Surrey Heath Borough Council	£5,000,000.00	25-Aug-17
West Dunbartonshire Council	£5,000,000.00	25-Aug-17
Lloyds Bank plc	£5,000,000.00	08-Sep-17
Toronto-Dominion Bank	£5,000,000.00	11-Sep-17
Salford City Council	£2,000,000.00	13-Sep-17
Close Brothers Ltd	£5,000,000.00	15-Sep-17
Salford City Council	£2,000,000.00	20-Sep-17
Thurrock Council	£2,000,000.00	20-Sep-17
Salford City Council	£1,000,000.00	21-Sep-17
Salford City Council	£2,000,000.00	22-Sep-17
Toronto-Dominion Bank	£5,000,000.00	12-Oct-17
Canadian Imperial Bank of Commerce	£5,000,000.00	12-Oct-17
Fife Council	£5,000,000.00	24-Nov-17
Dundee City Council	£5,000,000.00	27-Nov-17
Rabobank Group	£5,000,000.00	29-Nov-17
North Tyneside Council	£5,000,000.00	18-Dec-17
Bank of Montreal	£5,000,000.00	04-Jan-18
Dorset County Council	£5,000,000.00	09-Jan-18
Lancashire County Council	£5,000,000.00	18-Jan-18
Exeter City Council	£10,000,000.00	01-Feb-18
Runnymede Borough Council	£5,000,000.00	09-Feb-18
Fife Council	£5,000,000.00	20-Feb-18
Stockport Metropolitan Borough Council	£5,000,000.00	09-Mar-18
Birmingham City Council	£5,000,000.00	19-Mar-18
Fife Council	£3,000,000.00	29-Mar-18
Lancashire County Council	£5,000,000.00	04-May-18
Fife Council	£10,000,000.00	26-Jun-18
Warrington Borough Council	£5,000,000.00	20-Jul-18
Glasgow City Council	£5,000,000.00	24-Jul-18
Glasgow City Council	£5,000,000.00	30-Jul-18
Fife Council	£2,000,000.00	07-Sep-18

Lancashire County Council	£5,000,000.00	15-Oct-18
Lancashire County Council	£5,000,000.00	15-Oct-18
The Highland Council	£10,000,000.00	01-Feb-19
Walsall Council	£5,000,000.00	13-Dec-19
Northumberland County Council	£8,000,000.00	20-Dec-19
Liverpool City Council	£5,000,000.00	10-Jan-20
Liverpool City Council	£5,000,000.00	20-Jan-20
Total	**£240,000,000.00**	

Money Market Funds

Counterparty	Balance at 31/03/17 (£)	Notice period
Standard Life Sterling Liquidity Fund	25,000,000.00	Same day
Federated Sterling Liquidity Funds	12,000,000.00	Same day
LGIM Sterling Liquidity Fund – Class 4	16,622,000.00	Same day
Total	**53,622,000.00**	

Notice / Call Accounts

Counterparty	Balance at 31/03/17 (£)	Notice period
Barclays 100 Day Notice	14,800,000.00	100 days
Barclays Current	92,211.15	Same day
Santander 95 Day Notice	15,000,000.00	95 days
Total	**29,892,211.15**	

Short Dated Bond Funds

Counterparty	Balance at 31/03/17 (£)	Notice period
Federated Cash Plus Fund	2,057,478.72	2 days
Payden & Rygel Sterling Reserve Fund	12,424,349.55	2 days
Royal London Asset Mgmt Cash Plus Fund	5,000,204.53	2 days
Total	**19,482,032.80**	

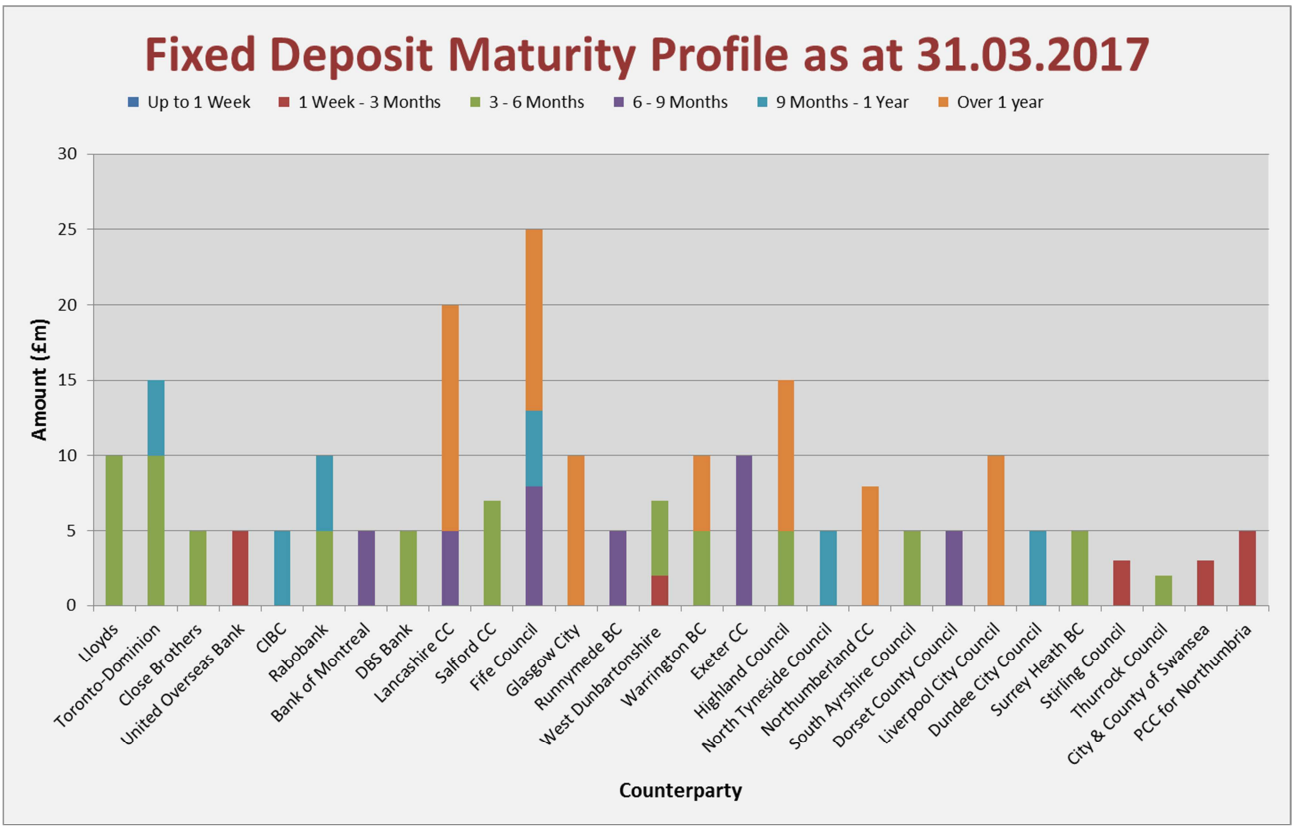
Strategic Bond Funds

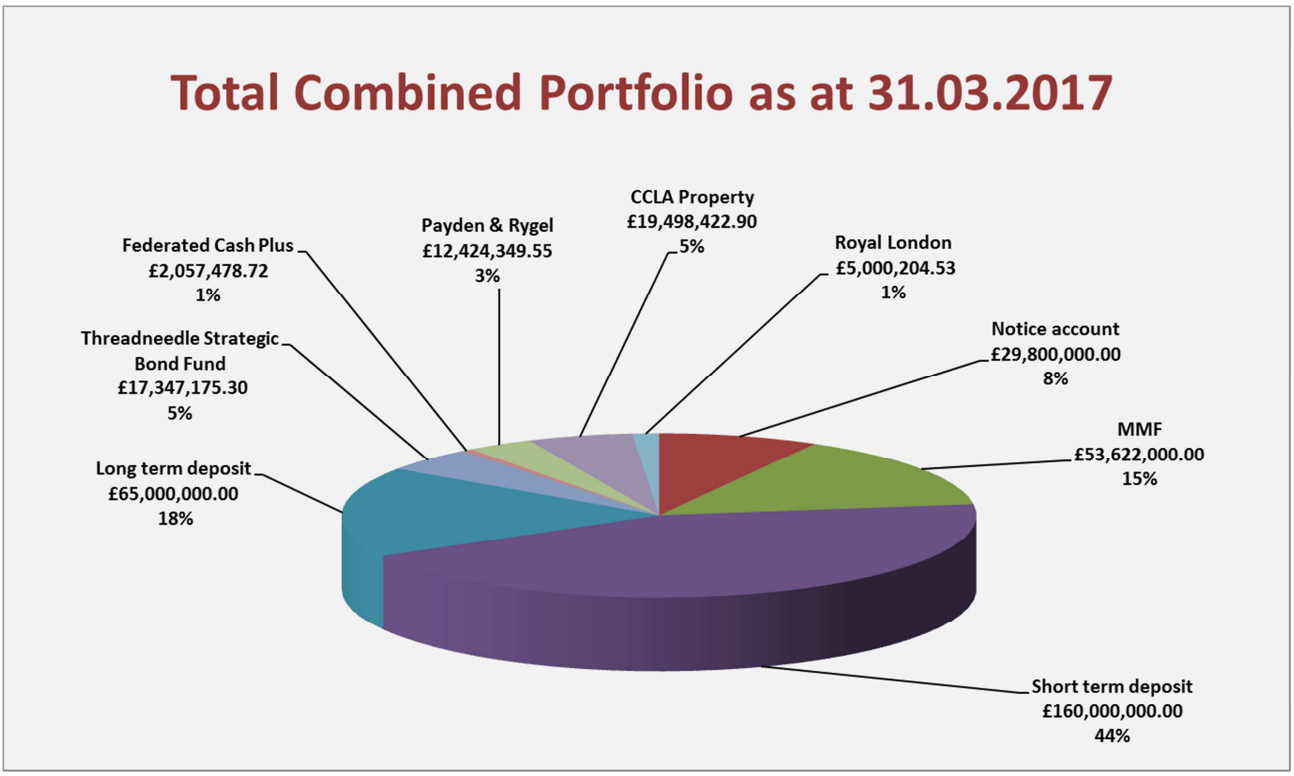
Counterparty	Balance at 31/03/17 (£)	Notice period
Threadneedle Strategic Bond Fund	17,347,175.30	4 days
Total	**17,347,175.30**	

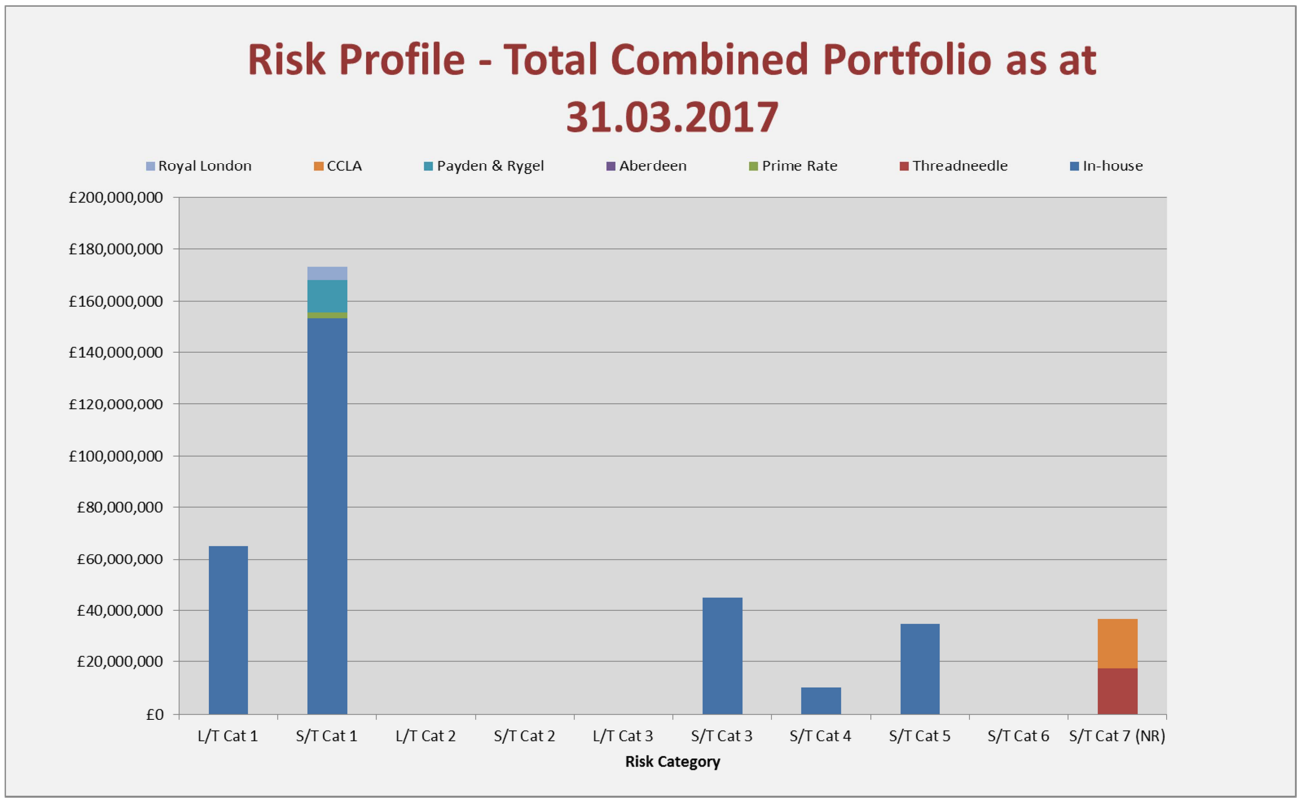
Property Funds

Counterparty	Balance at 31/03/17 (£)	Notice period
CCLA Local Authorities Property Fund	19,498,422.90	Monthly
Total	**19,498,422.90**	

Risk profile of investment portfolio at 31/03/17







Risk Category	L/T rating	S/T rating
1 (Including Local Authorities)	AA+, AA	F1+
2	AA-	F1+
3	AA-	F1+
4	AA-	F1+
5	A+, A	F1
6	A	F1

Based on Fitch Ratings

Annex 5

Prudential Indicators Outturn 31 March 2017

Authorised and Operational Limit for External Debt	
Authorised Limit for External Debt	£455,000,000
Operational Limit for External Debt	£450,000,000
Actual External Debt at 31 March 2017	£426,132,618
Fixed Interest Rate Exposure	
Fixed Interest Net Borrowing limit	£350,000,000
Actual at 31 March 2017	£100,382,618
Variable Interest Rate Exposure	
Variable Interest Net Borrowing limit	0.00
Actual at 31 March 2017	- £39,091,842.15
Sums Invested over 364 days	
Total sums invested for more than 364 days maximum limit	£100,000,000
Actual sums invested for more than 364 days at 31 March 2017	£75,000,000

Maturity Structure of Borrowing at 31/03/17

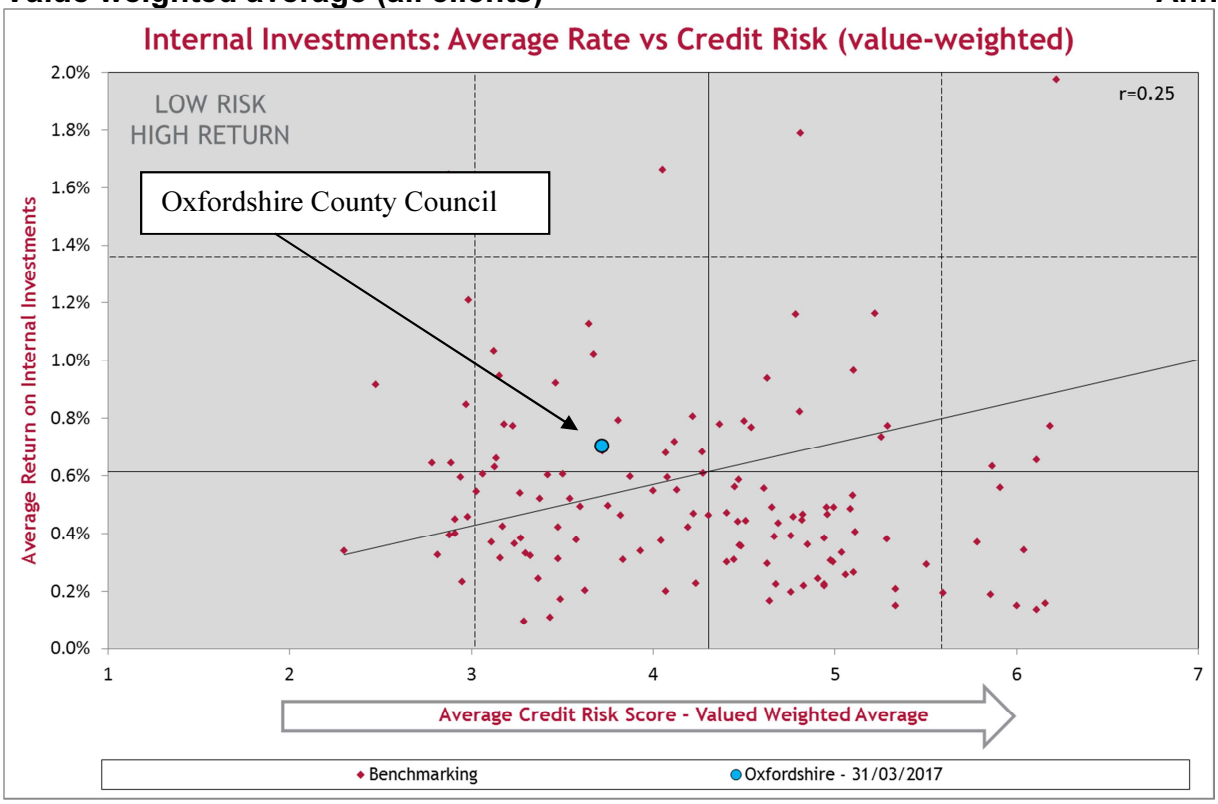
	Limit %	**Actual %**
From 01/04/17		
Under 12 months	0 - 20	0.00
12 – 24 months	0 - 25	11.16
24 months – 5 years	0 - 35	11.21
5 years – 10 years	5 - 40	11.69
10 years +	50 - 95	65.95

The Prudential Indictors for maturity structure are set with reference to the start of the financial year. The actual % shown above relates to the maturity period remaining at 01/04/16 on loans still outstanding at 31/03/17.

Actual Maturity Structure of Borrowing at 01/04/17
(LOBO's included at next option date)

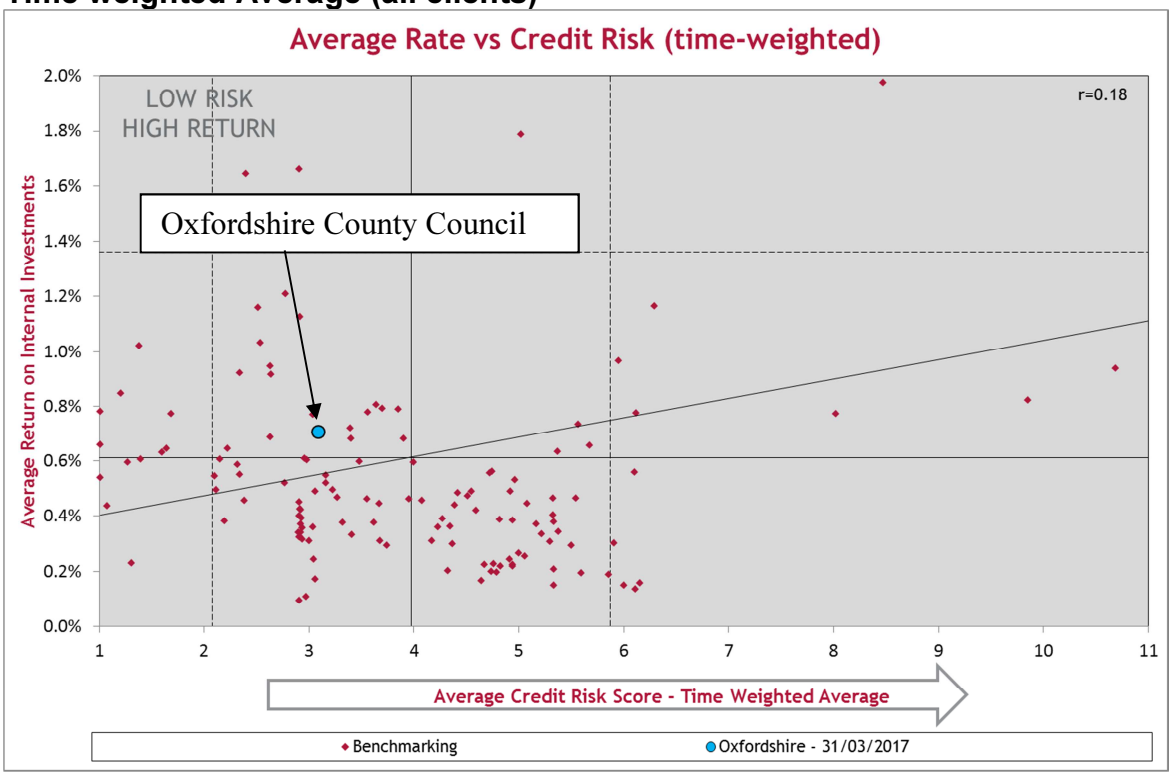
	Limit %	**Actual %**
From 01/04/17		
Under 12 months	0 - 20	11.16
12 – 24 months	0 - 25	7.52
24 months – 5 years	0 - 35	9.08
5 years to 10 years	5 – 40	15.57
10 years +	50 – 95	56.67

Value weighted average (all clients) **Annex 6**



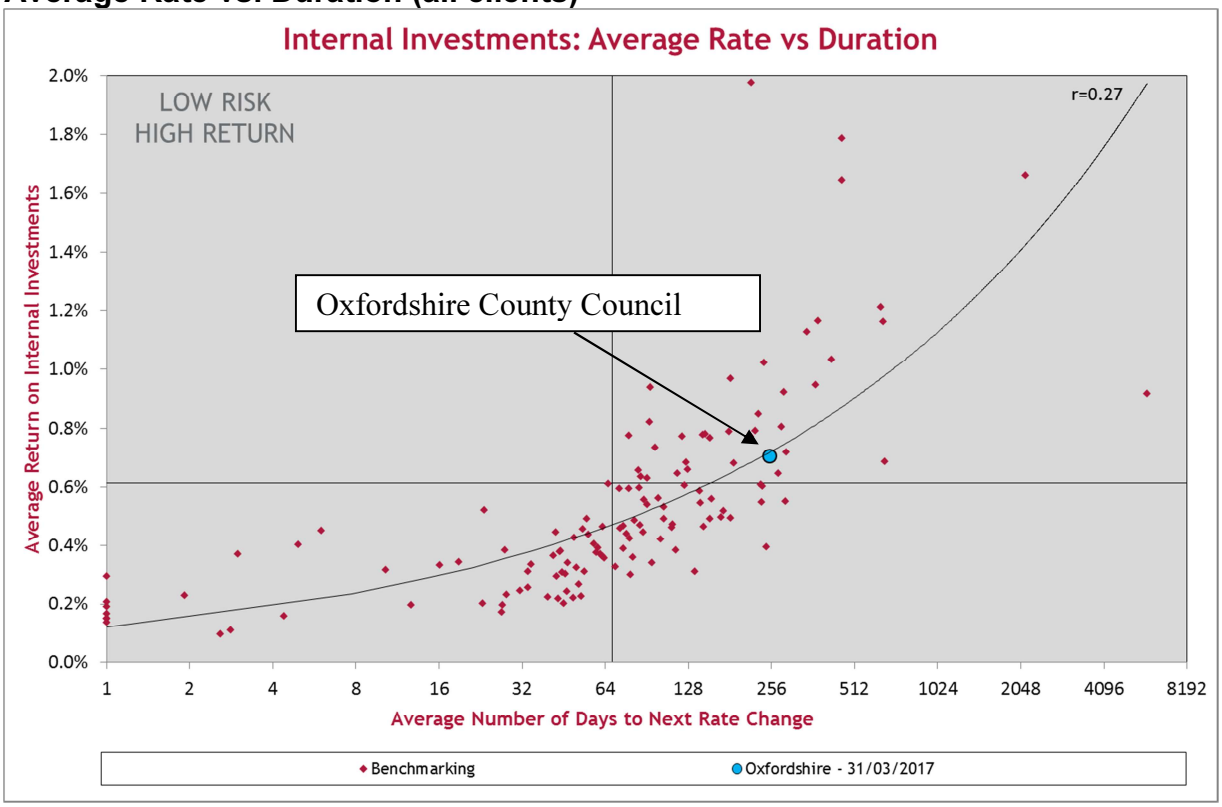
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average value weighted credit risk as at 31/03/2017.

Time weighted Average (all clients)



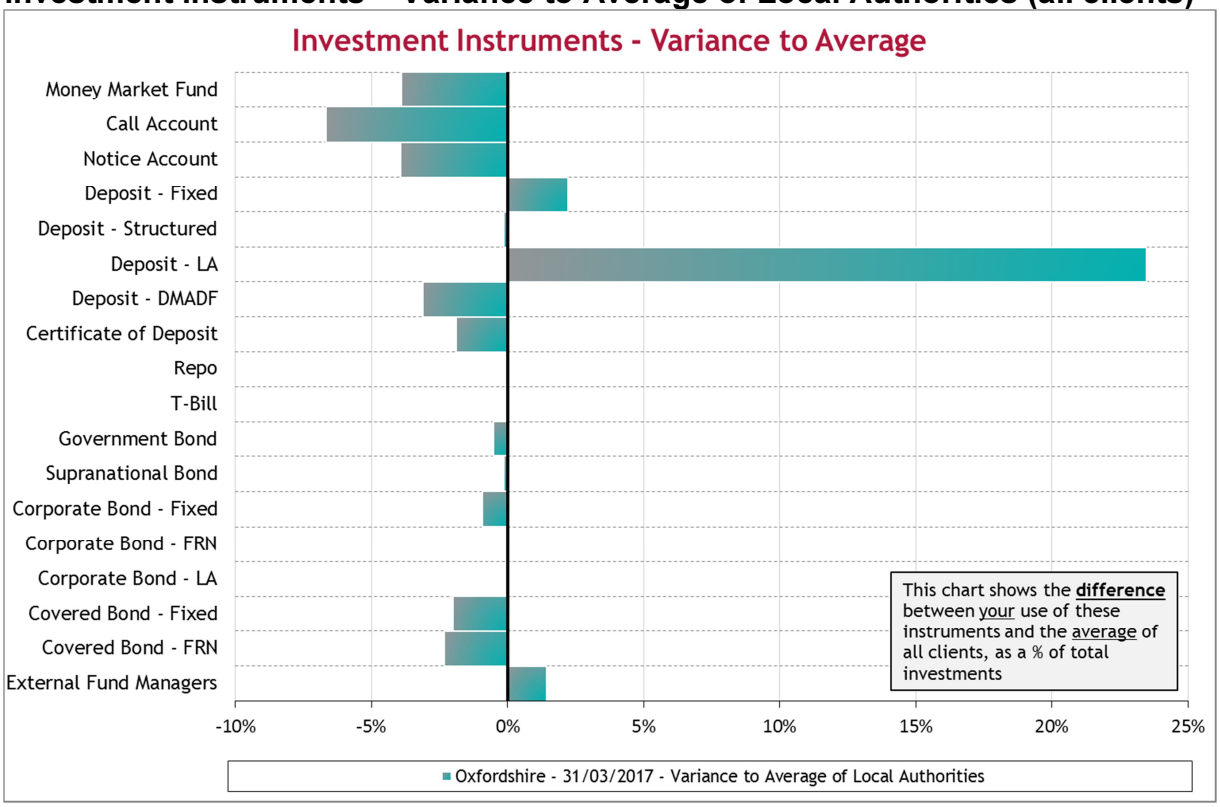
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average time weighted credit risk as at 31/03/2017.

Average Rate vs. Duration (all clients)



This graph shows that at 31/03/2017 Oxfordshire County Council achieved a higher than average return by placing deposits for longer than average duration.

Investment Instruments – Variance to Average of Local Authorities (all clients)



This graph shows that, at 31/3/2017, Oxfordshire County Council had notably higher than average allocations to external funds, fixed and local authority deposits when compared with other local authorities. Oxfordshire County Council also had notably lower exposure to money market funds, call accounts and certificates of deposit.

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Division: Oxford

CABINET - 18 JULY 2017

City Centre Transport Improvements and Experimental Queen Street Closure

Report by Director for Planning and Place

Introduction

1. This report summarises the formal consultation undertaken on the proposed city centre transport improvements and experimental closure of Queen Street, including amendments to traffic regulation orders, bus stop clearways and provision of new zebra crossings between 25th May and 23rd June 2017.

2. **Cabinet is asked to note the consultation responses received and is recommended to approve the proposals as advertised. If it is agreed by Cabinet, the experimental closure of Queen Street will need to be referred to the Secretary of State for Transport for approval, because Oxford Bus Company and Stagecoach have formally objected to the proposal.**

Background

3. During 2016, the county council consulted on proposals to close Queen Street to buses, taxis and private hire vehicles.

4. Officers reported to the Cabinet Member for Environment in November 2016 and Cabinet in December 2016 recommending that Queen Street be closed to buses on an experimental basis.

5. At the December meeting Cabinet resolved to "instruct officers to report to a future Cabinet meeting a proposal for an experimental closure of Queen Street to buses and taxis which addresses the concerns about conditions in St Aldate's and High Street raised during the recent consultation and which does not rely on the bus turning facility at Worcester Street". Cabinet also asked officers to consider prohibiting cycle access in Queen Street at all times.

6. Officers have since developed and consulted on a proposal for an experimental closure of Queen Street, as well as permanent city centre transport improvements including:

    - Measures to reduce congestion on the road and footways in St Aldate's and the western end of High Street, primarily through more loading restrictions

    - Measures to improve various city centre streets and junctions and provide additional capacity for buses and bus passengers.

7. Having considered Cabinet's request for cycling to be prohibited at all times, officers recommend that the existing cycle access arrangements (cycling permitted between 18:00 and 10:00 only) are retained for now, and reviewed

again as part of the monitoring of the proposed experimental closure to buses, taxis and private hire vehicles (if approved). The main reasons for this are that:

- Pedestrian flows in Queen Street are substantially higher between 10:00 and 18:00 and officers consider that the current restriction strikes an appropriate balance between accessibility for cyclists and pedestrian safety and comfort, by requiring cyclists to dismount at the busiest times of day;

- The current arrangements are in line with Cornmarket, which helps ensure compliance in both streets.

Formal consultation on updated proposals – May/June 2017

8. Consultation on permanent city centre transport improvements, including permanent Traffic Regulation Order (TRO) proposals, and the experimental closure of Queen Street took place between 25th May and 23rd June 2017.

9. The consultation materials are at Annex 1. These consist of junction layout changes, TRO amendments, additional bus stops and layover spaces, relocation of the taxi rank on Queen Street, and some pavement widening. Additionally, bus operators produced a draft "bus stop allocations" document, which was also published for information.

Overview of responses

10. In total, 143 responses (81 e-consultation questionnaire, 62 written) were received. A summary of the responses including officers' comments is included at Annex 2. A file containing copies of the original responses is available in the Members' Resource Centre.

11. In summary, the responses against the specific questions of the e-consultation were:

Proposal	Support		Object		Neither	
	No.	%	No.	%	No.	%
Experimental TRO prohibiting buses and taxis from Queen Street	**27**	**33%**	**39**	**48%**	**15**	**19%**
Changes to loading bay provisions on High Street	24	29%	15	18%	43	52%
Proposed clearway provision on High Street and St Aldates	39	48%	8	10%	35	43%
Changes to Worcester Street / George Street junction	28	35%	24	30%	29	36%
Changes to taxi provision on Cornmarket	11	14%	32	40%	38	47%
Changes to Worcester Street / New Road / Park End Street junction (incl. zebra crossings)	42	47%	8	9%	39	44%

Changes to Worcester Street / George Street / Hythe Bridge Street junction	24	30%	19	23%	38	47%
Changes to St Aldates / Speedwell Street junction (incl. zebra crossings)	28	35%	25	31%	28	35%
Provision of additional bus stops and layovers on various streets	22	27%	25	31%	34	42%

12. The main themes raised during the consultation (both e-consultation and written) were associated with:

    - Potential long walking distances between bus stops within the city centre following introduction of the experimental TRO;
    - Impacts on bus journeys due to extra bus distance travelled leading to increased congestion and air pollution, particularly on High Street and St Aldate's;
    - The general safety of pedestrians and cycling particularly at the proposed revised junction arrangements, including zebra crossings;
    - The lack of, and need for, a safe and direct cross-city (east to west and vice versa) link for cyclists
    - Use of Cornmarket by taxis for turning and an evening rank.

Responses from main partners and stakeholders

13. Oxford City Council fully support the experimental closure of Queen Street as it is an identified aim within the Oxford Core Strategy 2026. However, they have concerns over the proposed amendments to loading arrangements, particularly the impact on traders at the Covered Market and the need for additional enforcement for the proposed 'clearway' measure to be effective. The consider that care is required in relocating the taxi facility to Cornmarket, and in particular that the Turl Street / Market Street loop is not used for access. They also requested that a further assessment of the proposals impact on air quality is undertaken with suitable mitigation measures adopted.

14. Oxford Bus Company and Stagecoach formally objected to the experimental TRO prohibiting buses on Queen Street, citing concerns about the impact on operating costs, reliability, journey times, walking distances to bus stops, pollution, and capacity for future growth. They feel the proposal is premature, inadequately justified and inconsistent with the council's policies.

15. No objections to the Queen Street experimental TRO were received from Thames Valley Police however they emphasised the need for it to be self-enforcing. Concerns were raised however with respect to the safety of pedestrians if taxis are permitted to enter, turn and wait on Cornmarket.

16. Councillor Susanna Pressel was pleased that ongoing safety concerns at the George Street/Worcester Street/Hythe Bridge Street junction were being addressed however could not support the proposal to move the taxi rank to Cornmarket and suggested an alternative on High Street near Carfax be considered. Clear demarcation of cycle lanes and more efficient enforcement of loading and waiting restrictions were also suggested.

17. The Westgate Oxford Alliance supports the proposals, including the experimental closure of Queen Street. They are keen to ensure the expanded Westgate centre benefits and integrates well with the rest of the city centre and consider that making Queen Street an inviting street, free from motor traffic, is important to this. They are also concerned about pedestrian safety in Queen Street should buses continue to use it once Westgate opens.

18. Oxford Pedestrians' Association supports fewer buses on Queen Street but not at the expense of St Aldate's. They also welcomed the proposals for zebra crossings on St Aldate's, Speedwell Street and Park End Street. They do not support the proposal for taxis to be moved to Cornmarket. They consider that the introduction of an additional bus stop on Hythe Bridge Street would add to congestion and air pollution so object to that particular proposal.

19. Oxford Civic Society supported elements of the proposals but raised a number of questions, concerns and suggestions, mostly relating to accessibility, safety and congestion.

20. Oxford Preservation Trust remain concerned about the negative impacts on the historic streets such as St Aldate's and High Street. In particular they are concerned that bus stops should not impact on the frontage of the Covered Market or Christ Church. OPT are pleased to see that the turning facility at New Road/Park End Street/Worcester Street does not form part of these proposals.

21. Cyclox made a number of requests for consideration, including raising concerns about lack of consistency with the council's longer term aspirations for cycling. They welcomed some of the proposals but made suggestions for design improvements. They also requested a trial of 24 hour cycling in Queen Street at some point during the 18 month experimental closure, and highlighted the importance of east-west cycling routes through the city centre.

22. Oxford High Street Association and ROX both object to the proposals, citing concerns about the impact on historic streets and buildings due to increased numbers of buses and stops on the High Street in particular, as well as concerns about safety, congestion and air quality in the city centre more widely. They feel that the proposals ignore the needs of businesses outside of the Westgate Shopping Centre.

23. City of Oxford Licensed Taxi Association (COLTA) offered numerous suggestions for taxi routes and ranks in and around the city centre for further consideration including a request for an additional rank on High Street nearer to Carfax.

Officer response to consultation feedback

24. Officer responses to individual comments received on the proposals are at Annex 2. Overall responses are below.

Response to comments on the experimental TRO for the closure of Queen Street

25. The purpose of experimental TROs is to test a proposal for a permanent TRO, and gather evidence on its effects before deciding on a permanent arrangement. Many comments were received on the experimental TRO (all at Annex 2), which Cabinet is asked to consider.

26. The objections from Oxford Bus Company and Stagecoach to the proposed experimental closure of Queen Street are summarised in Annex 2, along with officer responses. These objections mean that the experimental TRO cannot be implemented without the approval of the Secretary of State for Transport. If Cabinet approves the experimental TRO, the matter will therefore be referred to the Department for Transport, who have indicated that it will take six to eight weeks for the Secretary of State to reach a decision.

27. Cabinet is also asked to note that approval of the experimental TRO does not in any way represent approval of a permanent change. An experimental TRO can run for up to 18 months, and comments on the experiment can be submitted to the council at any time during the first six months of the experimental period. The council must consider all those comments before the proposal can be made permanent. If bus operators object during the six month period, a public inquiry would have to be held before the proposal could be made permanent.

28. Having considered the comments received, and with reference to the statutory regime as set out in Annex 5, officers consider that the experimental TRO should proceed as advertised, subject to a review by the Secretary of State for Transport. In summary, the key reasons for this conclusion are:

- It is clearly important for the Westgate centre and the West End more broadly to integrate well with the rest of the 'traditional' city centre, and Queen Street is the principal pedestrian link between these areas;

- Officers remain concerned about the implications of continued bus access for pedestrian safety and amenity in Queen Street following a substantial increase in pedestrian numbers resulting from Westgate and other city centre developments;

- The experimental approach put forward recognises that there is a legitimate and important debate about Queen Street's future, with reasonable arguments on all sides. If the experimental closure does not proceed, the debate will not be resolved. The experiment affords the opportunity to learn a great deal about the likely positive and negative effects of a permanent closure, whilst also allowing the effects of the Westgate centre to be observed. This evidence will inform a final decision on Queen Street's future.

Proposed permanent changes

29. Apart from the Queen Street element, all the other proposals consulted on are considered to be permanent changes. These works are not conditional on the approval of the experimental TRO for Queen Street and will commence as soon as possible should the recommendations of this report be accepted. Some of these changes involve traffic regulations of one kind or another (e.g. changes to parking, or new crossings) which were formally advertised for consultation. Others are road layout proposals which do not require formal consultation.

30. Many comments were made on the formally advertised proposals; individual responses to these are in Annex 2. Having considered the comments received, and with reference to the statutory regime as set out in Annex 5, officers consider that the proposals as advertised are still the most appropriate solution, for the reasons set out in the annexes. In summary:

    - The proposals will address the points Cabinet instructed officers to consider in December 2016;

    - Concerns have been raised in the consultation, but none are considered to alter the fundamental rationale for the changes and there is a good level of support for many of the changes;

    - Design changes can be made to respond to some of the main concerns, without changing the proposed regulations themselves.

31. On the third point, officers will be investigating design changes (including further consultation as required) to address the concerns raised about some of the proposals. The safety audit process is also underway and may lead to design changes.

Financial and staff implications

32. The approved capital programme includes for these proposals as part of the Connections to Oxford Station project. The total budget for the scheme (including costs to date) is £1.470m and it is funded using the following sources:

    - County council capital £0.170m
    - LEP £1.300m

33. The timetable remains challenging and will require considerable staff resources up to end October 2017. The delivery of some measures of a less priority may remain after this date and where appropriate these will be delivered from January 2018 after the extended works embargo related to the opening of the Westgate centre. Officers are able to draw in additional resources through its contract with Skanska, and this is expected to be sufficient to deliver the required work.

Equality implications

34. An impact assessment of the experimental closure of Queen Street, including analysis into walking distances between bus stops, has been undertaken and is included at Annex 3 to this report. Compared to the situation before the Westgate works started, there will be net gain of 15 new bus stops in the city centre, and many routes will serve a greater number of stops. Average walking distances between key city centre destinations and bus stops will therefore **reduce** by a very small amount compared to the previous situation.

35. Equality implications of the proposed permanent changes are discussed in Annex 4.

RECOMMENDATIONS

36. The Cabinet is RECOMMENDED to:

(a) consider the contents of this report, including the consultation responses received, in the context of the statutory framework as set out in Annex 5;

(b) approve the proposal for an experimental TRO restricting bus, taxi and private hire access to Queen Street as advertised, subject to approval by the Secretary of State for Transport;

(c) instruct officers to develop a monitoring framework for the experimental closure of Queen Street, in consultation with (amongst others) the bus operators, city council, and Cabinet Member for Environment;

(d) instruct officers to continue to develop options for city centre bus routeing – including options for Queen Street – in partnership with Oxford City Council and bus operators and drawing on monitoring of the experimental closure when available;

(e) approve the retention of the existing cycle access arrangements in Queen Street (cycling permitted 18:00 – 10:00);

(f) approve the proposal for zebra crossings in St Aldate's, Speedwell Street, New Road, Park End Street and Worcester Street as advertised;

(g) approve the proposal for changes to loading, waiting and stopping in High Street and St Aldate's as advertised;

(h) approve the changes to bus stop clearways as advertised;

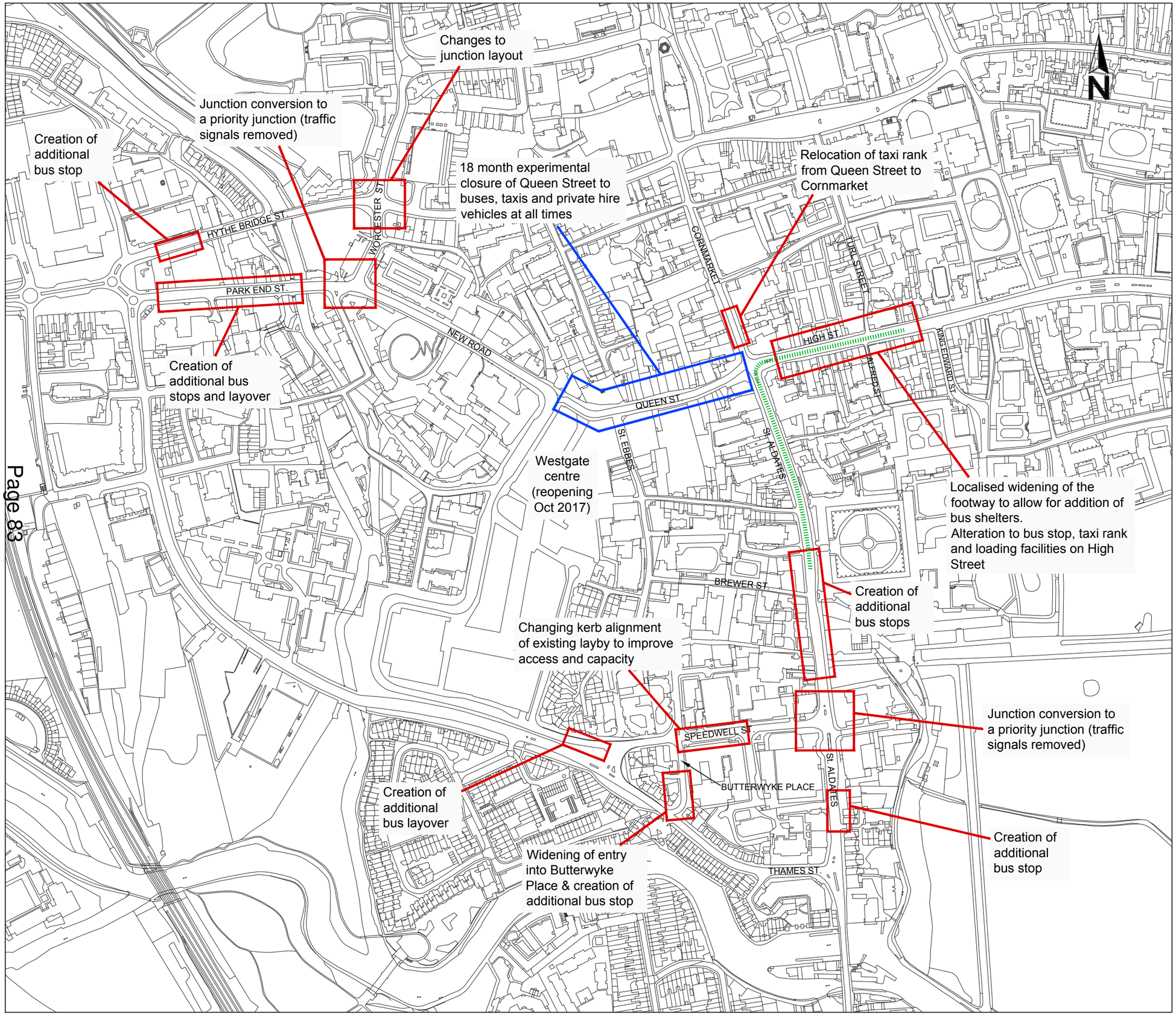
(i) note that design changes may be made to the published proposals to deal with concerns raised in the consultation and as part of the safety audit process. Certain changes may require further consultation.

SUSAN HALLIWELL
Director of Planning & Place

Background papers: Document A – Draft Traffic Regulation Order(s)
Document B – Copies of all consultation responses

Contact Officer: Martin Kraftl, 07920 084336

July 2017



Drawing No. 201820-CON-000-010 | Revision 0

KEY:

- Permanent changes
- Experimental changes
- No loading, waiting or stopping (12:00 - 20:00)

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

IN ADDITION TO THE HAZARDS/RISKS NORMALLY ASSOCIATED WITH THE TYPES OF WORK DETAILED ON THIS DRAWING, NOTE THE FOLLOWING SIGNIFICANT RESIDUAL RISKS

CONSTRUCTION
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OXFORDSHIRE COUNTY COUNCIL

Owen Jenkins
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Project title

Connections To Oxford Station

Drawing title

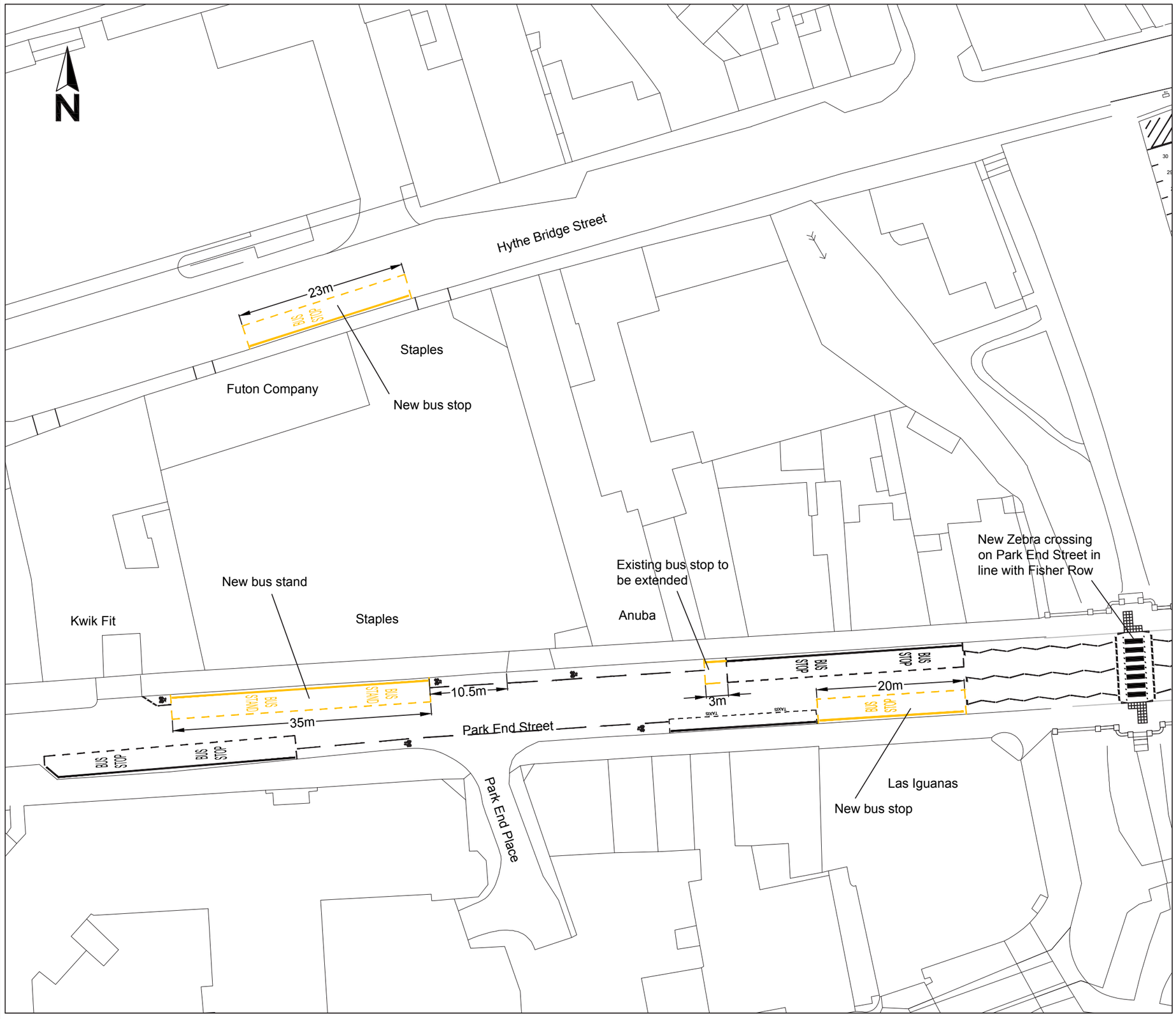
Location Plan For
Works Covered By This Scheme

Drawing Status			
Consultation			
Scale @ A3	Drawn by	Checked by	Approved by
NTS	SAC		
	Date drawn	Date checked	Date approved
	11.05.17		

Oxfordshire Project No. & File Ref

Drawing No. 201820-CON-000-010 | Revision 0

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Drawing No.	201820/CON/000/001	Revision	0

KEY:

Existing roadmarkings

Proposed roadmarkings

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Drawing title

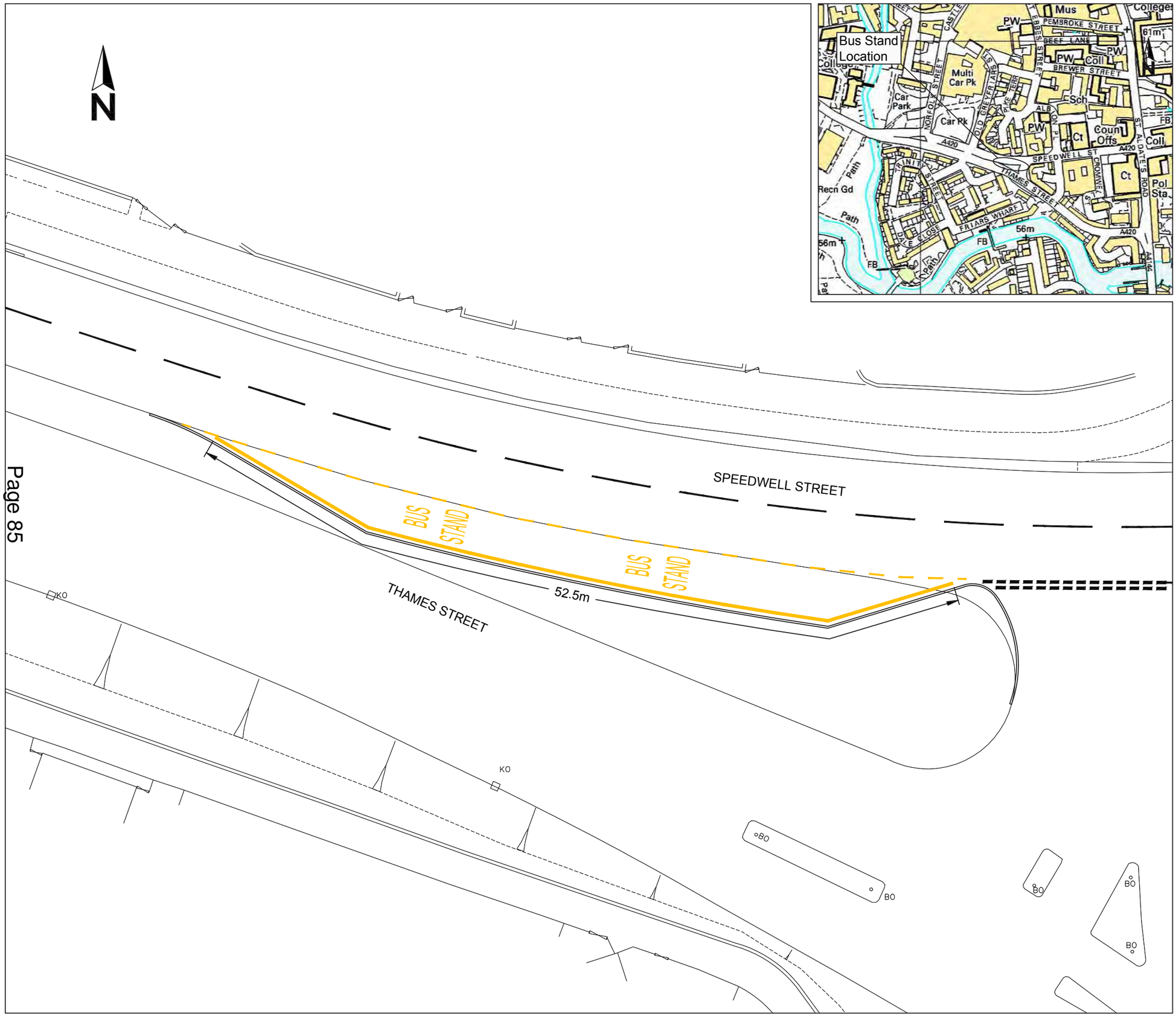
Park End St / Hythe Bridge St
Additional Bus Facilities

Drawing Status	Consultation		
Scale @ A3 1:500	Drawn by SAC	Checked by EA	Approved by EA
	Date drawn 27.04.17	Date checked 05.05.2017	Date approved 05.05.2017

Oxfordshire Project No. & File Ref

Drawing No.	201820/CON/000/001	Revision	0

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P:\4. Improvement Schemes\Schemes\201320 Connections to Oxford Station\201320 Part 2 Feb 2017\07 Drawings\05 Working Drgs\201820-CON-000-002 (Grey Friars).dwg

Drawing No.	201820/CON/000/002	Revision	0

KEY:

- Existing roadmarkings
- Proposed roadmarkings

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Project title

Connections to Oxford Station

Drawing title

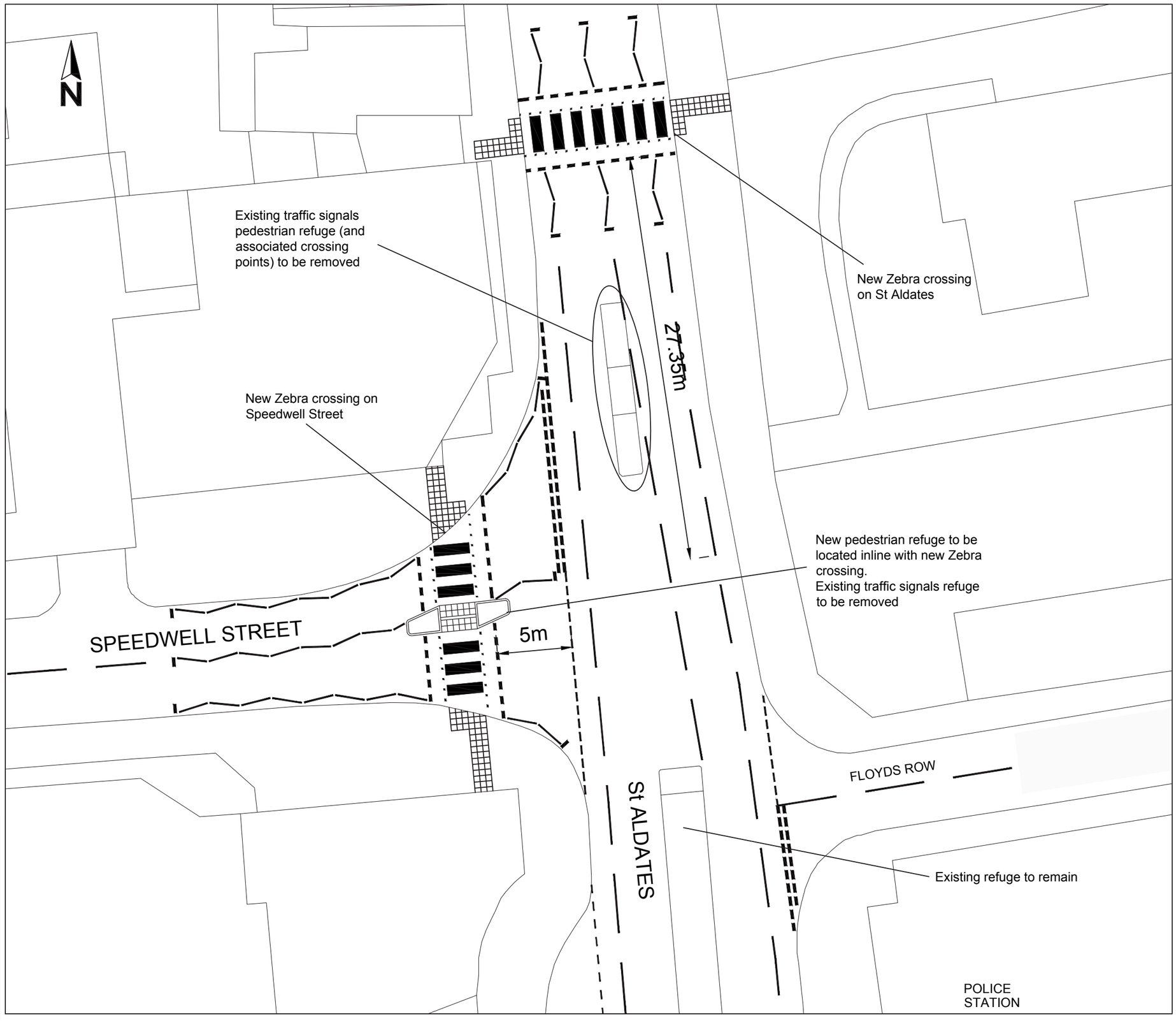
Bus Lay-Over Bay (2 bus length)
Speedwell Street
(Nr Old Grey Friars Street)

Drawing Status: Consultation

Scale @ A3	Drawn by	Checked by	Approved by
1:250	SAC	EA	EA
	Date drawn 4.5.17	Date checked 5.5.17	Date approved 5.5.17

Oxfordshire Project No. & File Ref

Drawing No.	201820/CON/000/002	Revision	0



NOTES

1. Existing traffic signal control to be removed as part of the permanent changes to the junction layout..

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

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Project title

Connections to Oxford Station

Drawing title

Speedwell Street / St. Aldates
Proposed Zebra Crossings

Drawing Status: Consultation

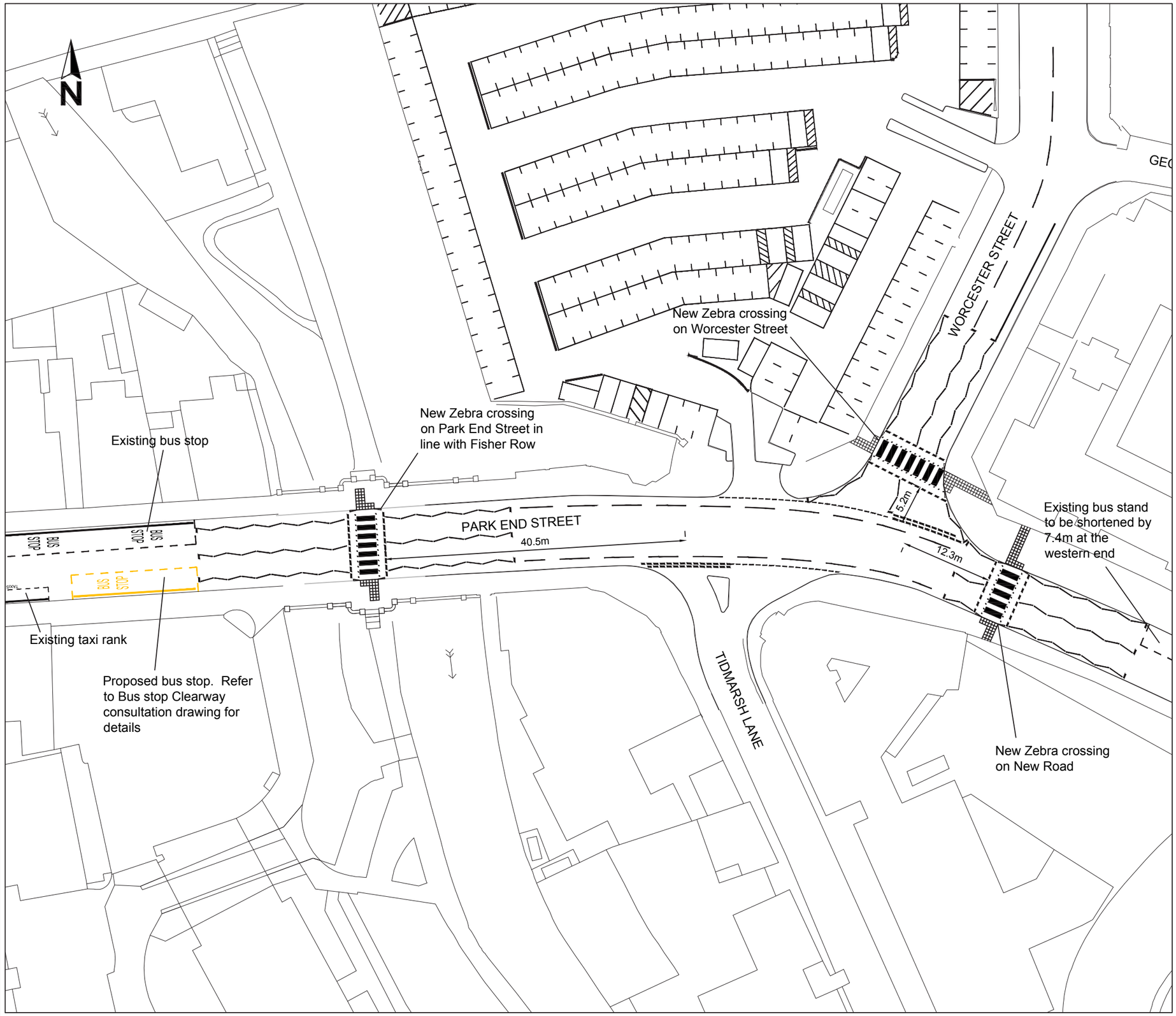
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1:250	SAC	EA	EA
	Date drawn 04.05.2017	Date checked 05.05.2017	Date approved 05.05.2017

Oxfordshire Project No. & File Ref

Drawing No. 201320/CON/000/003 | Revision 0

Drawing No. 201320/CON/000/003 | Revision 0

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Drawing No. 201320/CON/000/004 | Revision 0

NOTES

1. Existing traffic signal control to be removed as part of the permanent changes to the junction layout..

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MAINTENANCE/CLEANING
None - feasibility review stage only

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Project title
Connections to Oxford Station

Drawing title
Park End St / New Rd / Worcester St
Proposed Zebra Crossings

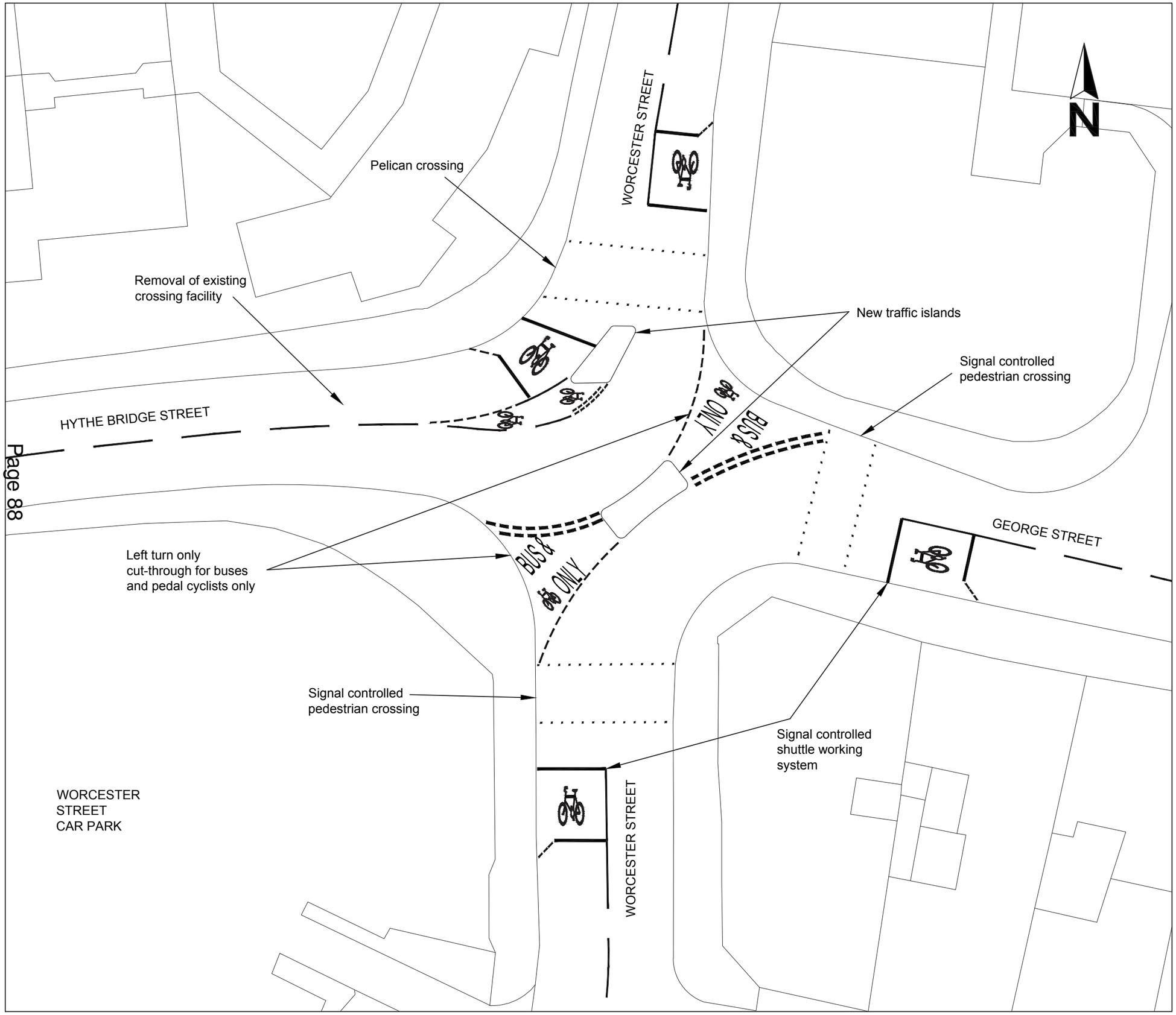
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	Date drawn 04.05.2017	Date checked 05.05.2017	Date approved 05.05.2017

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Drawing No. 201320/CON/000/004 | Revision 0

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Drawing No.	201820-CON-000-005	Revision	0

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Project title

Connections To Oxford Station

Drawing title

George Street / Worcester Street
Proposed Junction Layout Amendments

Drawing Status	Consultation		
Scale @ A3	Drawn by	Checked by	Approved by
1:250	SAC		
	Date drawn	Date checked	Date approved
	11.05.17		

Oxfordshire Project No, & File Ref

Drawing No.	201820-CON-000-005	Revision	0



Page 89

P:\4. Improvement Schemes\Schemes\201320 Connections to Oxford Station\201320 Part 2 Feb 2017\07 Drawings\05 Working Drgs\201820-CON-000-006 (Cornmarket).dwg

Drawing No. 201320-CON-000-006 | Revision 0

NOTES

1. Layout based on Ordnance Survey base mapping data and will be subject to further site verification should the project proceed.

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

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DECOMMISSIONING/DEMOLITION
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Drawing title

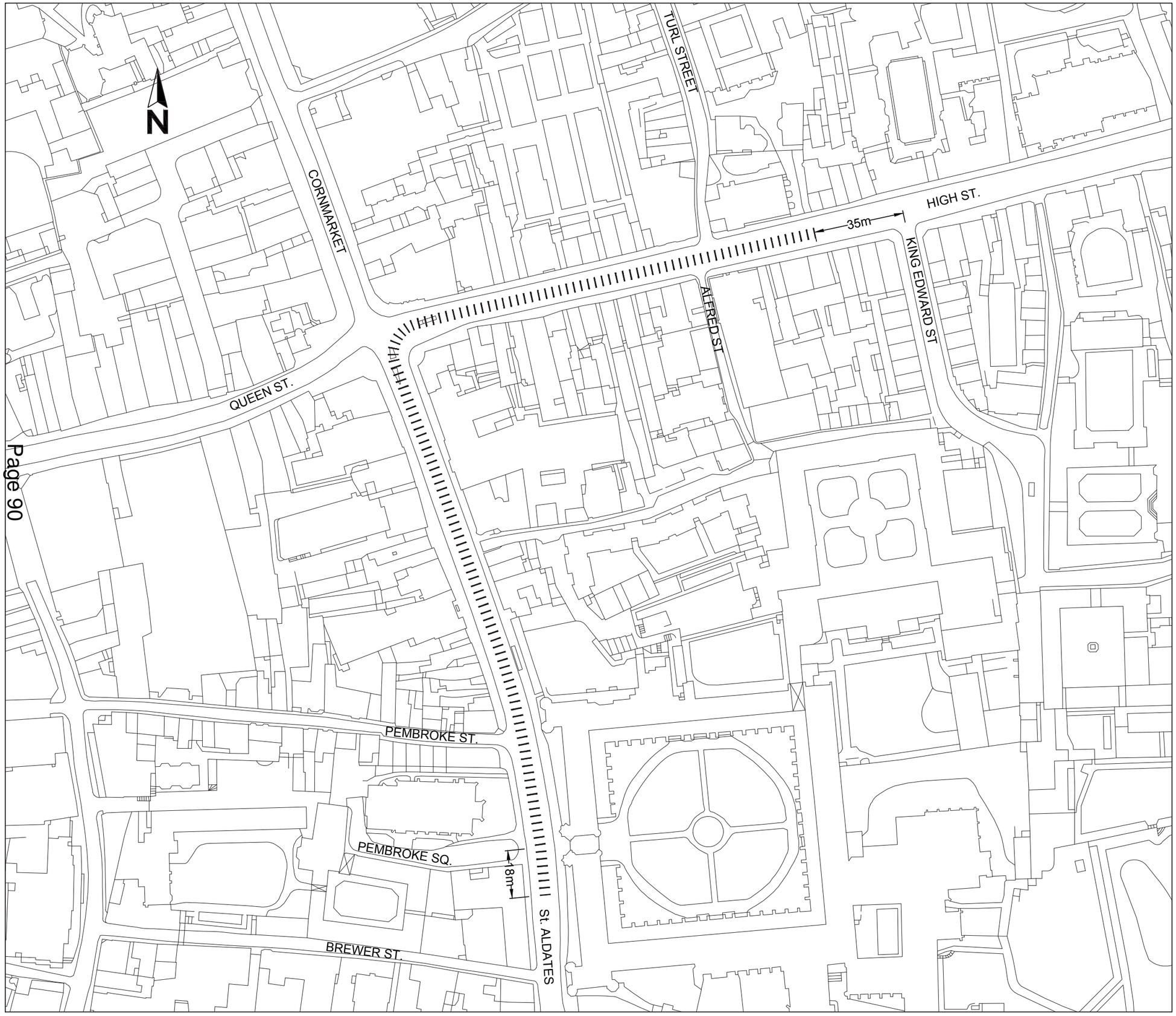
Proposed Taxi Turning Area
Cornmarket Street

Drawing Status: Consultation

Scale @ A3	Drawn by	Checked by	Approved by
1:500	SAC		
	Date drawn: 11.05.2017	Date checked	Date approved

Oxfordshire Project No. & File Ref

Drawing No. 201320-CON-000-006 | Revision 0



P:\4. Improvement Schemes\Schemes\201320 Connections to Oxford Station\201320 Part 2 Feb 2017\07 Drawings\05 Working Drgs\201820-CON-000-007 (High St).dwg

Drawing No.	201820-CON-000-007	Revision	0

KEY:

No waiting, loading or stopping at any time 12:00 - 20:00 hours, except at marked bus stops or loading bays

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

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CONSTRUCTION
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MAINTENANCE/CLEANING
(ENTER 'NONE' IF APPLICABLE)
USE
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Project title

Connections To Oxford Station

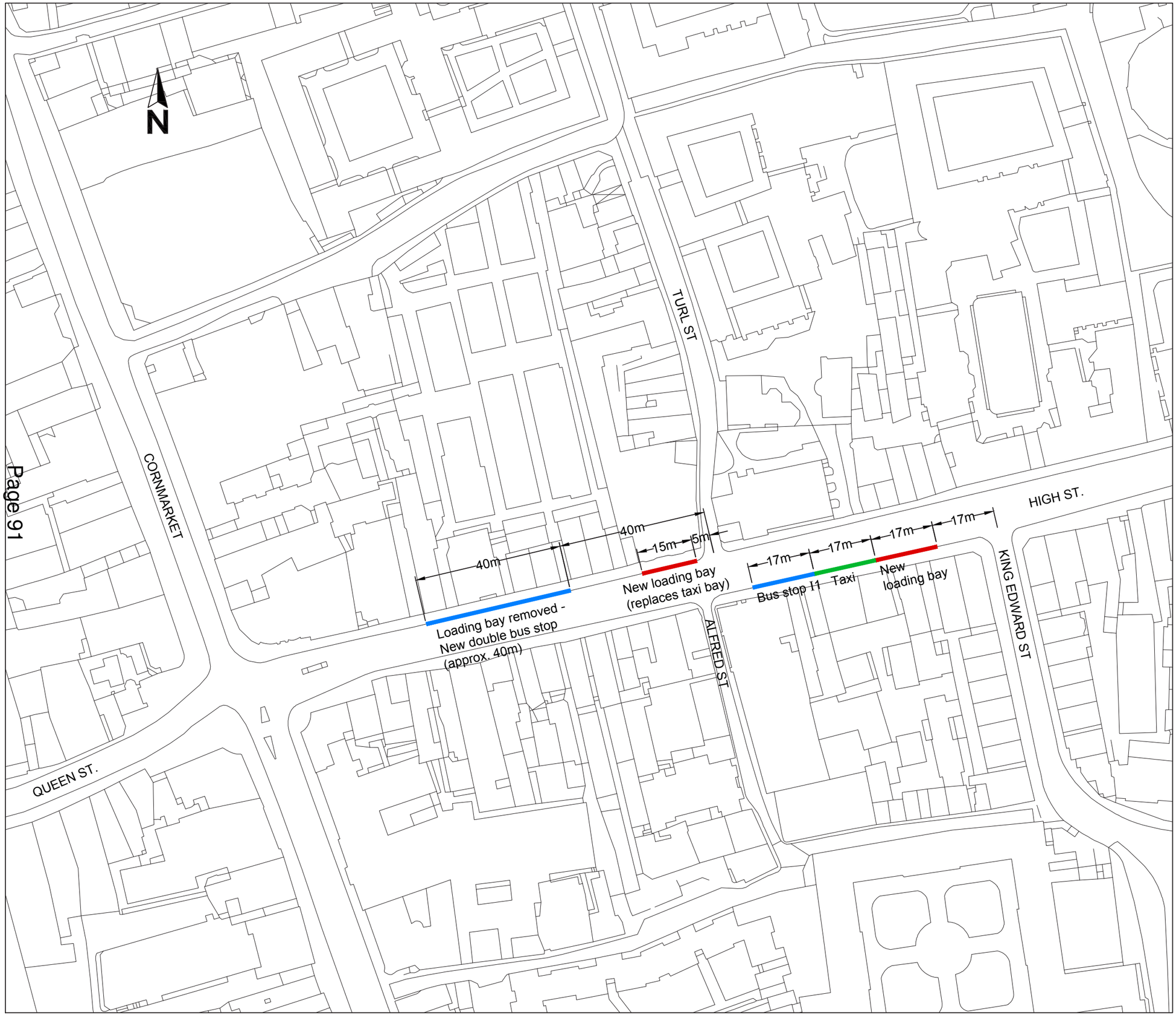
Drawing title

St. Aldates / High Street
Changes to Waiting Restrictions

Drawing Status	Consultation		
Scale @ A3	Drawn by	Checked by	Approved by
NTS	SAC		
	Date drawn	Date checked	Date approved
	16.05.17		

Oxfordshire Project No, & File Ref

Drawing No.	201820-CON-000-007	Revision	0



P:\4. Improvement Schemes\Schemes\201320 Connections to Oxford Station\201320 Part 2 Feb 2017\07 Drawings\05 Working Drgs\201820-CON-000-008 (High St - Bays).dwg

Drawing No.	201820-CON-000-008	Revision	0

KEY:

- New bus stop
- New Loading bay
- New Taxi rank

SAFETY, HEALTH AND ENVIRONMENTAL INFORMATION

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MAINTENANCE/CLEANING
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USE
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Project title

Connections To Oxford Station

Drawing title

High Street
Bus, Taxi & Loading Bays

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Consultation submissions and officer responses

Oxford Bus Company submissions and officer responses (in italics)

"Oxford Bus Company (OBC) formally object to the proposal for an experimental traffic regulation order to prohibit buses from Queen Street. The summary of grounds for objection is as follows;

OBC are supportive of the intention of the aims of improvements to bus stop layout and provision in the city so long as:

- Bus journey times to complete the 'turnaround' from the Castle Street / Queen Street junction and back again via New Road, Worcester Street, Hythe Bridge Street, Park End Street and New Road does not exceed 5 minutes at any time due to measures to be implemented by the County Council";

This will be monitored during the experimental period and adjustments to signal timings made as necessary to minimise bus journey times on this circuit. The proposals at Worcester St/Park End St and Worcester St/George St are also expected to reduce journey times on this loop compared to the current arrangements, as well as providing better provision for pedestrians and cyclists.

- "There is adequate capacity for layover of buses introduced across the City Centre. As a minimum this should include:
  - 1 additional space at Butterwyke Place;
  - 2 spaces on Park End Street;
  - 1 space on Hythe Bridge Street;
  - 3 spaces opposite St Aldate's Police Station;
  - 2 spaces on a 'teardrop' opposite Old Greyfriars Street;
  - 2 spaces on High Street near to Queens Lane;
  - 1 space on New Road outside Nuffield College";

These requests are noted and the current proposals already meet these requirements, with the exception of the request for an additional bay on New Road. This will be explored and discussed with operators as part of the detailed design and final bus stop allocations. If an additional bus stop clearway is required this will be subject to consultation.

- "Cycles are NOT permitted to use the bus link between Castle Street and Speedwell Street via Norfolk Street and Abbey Place in both directions on safety grounds. They should instead use Old Greyfriars Street and St Ebbes Street as had previously been agreed with Westgate Oxford";

This link is reserved for buses, cyclists and very limited delivery traffic. The link has been designed with bus stop laybys on both sides of the road, so all stopping buses will be able to pull off the main carriageway.

The area has been subject to a safety audit, including an audit which gave specific consideration to cyclist safety. Neither audit recommended any measures to restrict access for cyclists.

Cycle permeability and accessibility is an important part of the transport strategy for the city, and there would need to be a very strong justification – with all design options exhausted – before the county council would consider restricting access for cyclists here.

The county council, bus operators and Westgate Oxford Alliance have been discussing the design and operation of this area and those discussions are ongoing. Officers do not believe that the outcomes of these discussions have any bearing on decisions about the closure of Queen Street to buses.

- "Queen Street would remain accessible to buses in an 'emergency' or when the Castle Street / Norfolk Street bus link is not available with no physical or political barriers preventing this";

Noted – Queen Street will still need to be accessible for large delivery vehicles so there is no reason why buses should be physically unable to use it.

- "The bus stop infrastructure is introduced as agreed with Oxfordshire County Council and that the stop allocation shown in Appendix A is implemented. It should be noted that buses laying over on the High Street would now be an accepted practice;"

Noted

- "Oxfordshire County Council provides a commitment to the bus operators to introduce a turning circle in the vicinity of the New Road / Worcester Street junction and will commence a consultation on this within 12 months of the Westgate opening on 24 October 2017;"

- "Oxfordshire County Council will work with Oxford City Council to secure land through the Oxford Local Plan for above turning circle using Compulsory Purchase powers as permitted in law";

- "Oxfordshire County Council will work with Oxford City Council to secure land through the Oxford Local Plan for an improved bus turning facility and layover area in the Butterwyke Place / Speedwell Street area."

The county council will continue to develop options for city centre bus routeing – including options for Queen Street – in partnership with Oxford City Council and bus operators and drawing on monitoring of the experimental closure when available.

"OBC are supportive of the need for a balanced approach to buses to layover however the proposals as laid out will be a challenge if buses cannot turn efficiently and speedily without undue delay to journey times and any proposals will need to be closely monitored. With so little data from Oxfordshire County Council informing decisions it is essential that changes remain under review within the six month trial
period from 24 October 2017."

The purpose of the experimental TRO is to provide data and real-world experience, so the intention is to monitor closely and gather data to support decisions about the permanent future arrangements

"Overall the proposals to eliminate buses from Queen Street and associated changes to bus movement and stopping arrangements cannot demonstrate that they effectively provide for efficient, effective, reliable or convenient bus services. This applies to existing journey needs or those forecast to arise from committed development."

Compared to the situation before the Westgate works started, there will be a net gain of 15 new bus stops in the city centre. The proposals also create new layover spaces and will reduce bus journey times through key city centre junctions. Blockage in St Aldate's will be reduced through extended restrictions on loading, stopping and parking. All of these improvements – but particularly the very large increase in the number of bus stops – will provide capacity for future growth

"OBC has clear evidence that the proposals will increase journey times for passengers, increase mileage, compromise reliable operation of services through inadequate lay-over provision, negatively affect air quality and create additional at stop congestion".

All of these factors will be monitored during the experimental period. The proposals provide for future growth – whether Queen Street is open or closed to buses – through the provision of 15 additional bus stops, new layover bays and measures to reduce bus journey times, congestion and pollution.

"In addition OBC are concerned at the increased walking time for people accessing the city centre from the proposed bus stop locations will make the city centre and its offer actually less attractive to visitors in terms of overall journey time. We have further concerns that people may as a result be more tempted to use cars to reach the city centre, contrary to the Oxford Transport Strategy or other regional centres (including Reading and Milton Keynes). The new proposals exacerbate this by further increasing the walking distance and time for bus passengers from Carfax to beyond 350m which is unacceptable for many bus users, most importantly the elderly and disabled who rely on our services as a major means of travel."

A detailed assessment of the impacts on walking distances between bus stop locations and key city centre destinations has been carried out which concluded that average walking distances are actually very slightly lower when comparing the proposed "Queen Street closed" situation with the pre-Westgate "Queen Street open" situation. This is because the proposals include 15 additional bus stops within the city centre, and the extension of some bus routes allows passengers to reach a greater number of destinations.

"We consider the proposals are premature in that the reasoning for the proposals seem to be of an unproven concern of conflict between buses and pedestrians who, until now have co-existed in this shared space scheme very well."

"OBC consider the proposals for the scheme are absurd, as surely the sensible and rational approach would be to allow the Westgate Centre to open and assess how the "as is" situation develops in terms of bus and pedestrian conflict. We contend that the sensible approach were Queen Street to be closed to buses that the compulsory purchase of the land required for the bus turning circle be done so a sensible highway arrangement can come forward."

Queen Street has historically worked well in safety terms, although the presence of motor traffic during the day clearly has an impact on air quality and the pedestrian environment.

However, the key point is that future pedestrian flows are hard to predict, but are expected to be significantly higher than now. Shared use by buses of such a busy street is an unknown – we have been unable to find an example anywhere in the world which is directly comparable. The county council's approach acknowledges the need for further evidence before a decision is made on Queen Street's future arrangements, and officers consider that there is far more to be learned by testing an arrangement with Queen Street closed, as this will provide valuable data and operating experience of a closure, as well as allowing the effects of Westgate on Queen Street and the city centre more broadly to be monitored before final decisions are made.

"The adopted transport policy and the proposals appear to be in conflict. There are clear areas of work which still need to be undertaken more fully which would inform satisfactory measures to prohibit buses from Queen Street as set out in the proposals referenced above";

The adopted transport policy includes proposals to close Queen Street to buses. It is accepted that further measures may be required as part of a permanent solution; the purpose of the experimental proposal put forward is to provide the opportunity to gather data and real-world experience which can inform future decisions about Queen Street, including whether a closure is required or not.

"We object to any scheme which does not include a suitable bus turning facility at Worcester Street/New Road – this is essential and the scheme cannot be implemented piecemeal"

The proposed scheme is experimental and although it does not include the Worcester Street turning facility, this has not been ruled out. Decisions about the next steps for turning buses will depend on whether a closure is progressed at all, and the outcomes of the experimental closure.

"The proposals lead to buses using roads they do not need to, in a way that is operationally inefficient and reducing frequencies and service levels to accommodate these proposals";

It is acknowledged that the proposals are not as efficient operationally as the Worcester Street turning facility, or indeed running buses through Queen Street. However, even the Worcester Street solution results in some additional mileage for buses, so this cannot be avoided altogether if Queen Street is closed.

We appreciate the proposals lead to additional operating costs, but these have to be offset against the benefits of removing buses from Queen Street and the additional passenger growth that will arise from the redevelopment of the Westgate centre and other city centre developments. New bus routes resulting from the Queen Street closure will be serving city centre streets, creating new options for passengers to board and alight and new interchange possibilities.

"The proposals subject to this consultation illustrate how current demand could be met, but fail to demonstrate the evidence behind how the proposals can accommodate future growth needs which clearly it needs to do. To reconfigure the city centre layout without taking account of the need to accommodate future growth requirements would seem short-sighted".

Compared to the situation before the Westgate works started, there will be a net gain of 15 new bus stops in the city centre. The proposals also create new layover spaces and will reduce bus journey times through key city centre junctions. Blockage in St Aldate's will be reduced through extended restrictions on loading, stopping and parking. All of these improvements – but particularly the very large increase in the number of bus stops – will provide capacity for future growth.

"The proposals will lead to increased walking time for people accessing the city centre from the proposed bus stop locations will make the city centre less attractive. The new proposals exacerbate this by further increasing the walking distance and time for bus passengers from Carfax to beyond 350m which is unacceptable for many bus users, most importantly the elderly and disabled who rely on our services as a major means of travel";

A detailed assessment of the impacts on walking distances between bus stop locations and key city centre destinations has been carried out which concluded that average walking distances are actually very slightly lower when comparing the proposed "Queen Street closed" situation with the pre-Westgate "Queen Street open" situation. This is because the proposals include 15 additional bus stops within the city centre, and the extension of some bus routes allows passengers to reach a greater number of destinations.

"The proposals are premature in that the reasoning seem to be of an unproven concern of conflict between buses and pedestrians who, until now have co-existed in this shared space scheme very well. Figures recently presented by Oxford City Council demonstrate that the expected number of additional people using Queen Street will merely return to 1990s levels when buses and pedestrians were able to more than adequately co-exist";

The expanded Westgate represents an increase of 50% in the total retail area of the city centre. Over the next decade, developments across the West End will deliver new homes and jobs, and Oxford station will be expanded significantly. Queen Street is the major pedestrian link between the traditional city centre and the West End – including the Westgate centre. It is impossible to accurately predict the impact of growth on pedestrian flows in Queen Street, but Westgate alone is likely to increase pedestrian flows there substantially. The current proposal is experimental, and pedestrian flows in Queen Street will clearly be a factor in deciding whether or not to make the closure permanent.

"The turning circle at Worcester Street has not been included within this proposal as the landowner is unwilling to allow it to be used as part of this scheme. No attempt has been made to bring the parties together who could deliver a solution at this location has been made by the highway authority".

As stated above, the Worcester Street turning facility has not been ruled out. Decisions about the next steps for turning buses will depend on whether a closure is progressed at all, and the outcomes of the experimental closure.

Stagecoach submissions and officer responses (in italics)

"Stagecoach formally object to the proposal for an experimental traffic regulation order to prohibit buses from Queen Street.

Whilst supportive of measures to improve bus stop arrangements and passenger facilities Stagecoach have concerns about the proposed closure of Queen Street to buses. For that to happen, they consider there is a number of pre-requisites as set out below;

- The proposed turning arrangements are not acceptable. It is essential that any measures implemented enable the journey time for terminal loop to be completed in no more than 5 minutes including at peak times,

This will be monitored during the experimental period and adjustments to signal timings made as necessary to minimise bus journey times on this circuit. The proposals at Worcester St/Park End St and Worcester St/George St are also expected to reduce journey times on this loop compared to the current arrangements, as well as providing better provision for pedestrians and cyclists.

- There must be an adequate number of layover spaces for buses in the city centre. The number proposed represent the absolute minimum required,

Noted – Oxford Bus Company has suggested an additional layover space which will also be explored (see comments above).

- Cycles should not be permitted to use the bus link between Castle Street and Speedwell Street via Norfolk Street and Abbey Place on grounds of safety,

This link is reserved for buses, cyclists and very limited delivery traffic. The link has been designed with bus stop laybys on both sides of the road, so all stopping buses will be able to pull off the main carriageway.

The area has been subject to a safety audit, including an audit which gave specific consideration to cyclist safety. Neither audit recommended any measures to restrict access for cyclists.

Cycle permeability and accessibility is an important part of the transport strategy for the city, and there would need to be a very strong justification – with all design options exhausted – before the county council would consider restricting access for cyclists here.

The county council, bus operators and Westgate Oxford Alliance have been discussing the design and operation of this area and those discussions are ongoing. Officers do not believe that the outcomes of these discussions have any bearing on decisions about the closure of Queen Street to buses.

- Queen Street should be available for use by buses in emergency. There should be no physical obstacles in Queen Street to prevent this,

Noted – Queen Street will still need to be accessible for large delivery vehicles so there is no reason why buses should be physically unable to use it.

- OCC should commit to bus operators that a turning facility in the vicinity of the Worcester Street/Park End Street/New Road junction will be provided within 12 months of the opening of the Westgate Centre, using powers of compulsory purchase if necessary,

- OCC should work with the city council to secure land to improve bus turning and layover facilities in the Speedwell Street/Butterwyke Place area,

The county council will continue to develop options for city centre bus routeing – including options for Queen Street – in partnership with Oxford City Council and bus operators and drawing on monitoring of the experimental closure when available.

- Bus stop infrastructure should be introduced in time for the opening of the Westgate Centre in accordance with the arrangements agreed,

The proposed new bus stops are planned to be in place by October, although bus shelters may need to follow due to manufacture and installation timescales and the need to prioritise elements of the work which disrupt traffic flow

- All the above should remain under close review during the 6 months trial period."

Agreed – a monitoring plan will be produced.

"Stagecoach are also concerned that there will be an increase in journey times for passengers, increased bus mileage, reduced reliability and punctuality and congestion at bus stops as a result. There will also be a negative impact on air quality.

Stagecoach feel that walking distances for many passengers to and from bus stops will be increased presenting problems for the elderly and those with impaired mobility."

Compared to the situation before the Westgate works started, there will be a net gain of 15 new bus stops in the city centre. The proposals also create new layover spaces and will reduce bus journey times through key city centre junctions. Blockage in St Aldate's will be reduced through extended restrictions on loading, stopping and parking. All of these improvements – but particularly the very large increase in the number of bus stops – will provide capacity for future growth

A detailed assessment of the impacts on walking distances between bus stop locations and key city centre destinations has been carried out which concluded that average walking distances are actually very slightly lower when comparing the proposed "Queen Street closed" situation with the pre-Westgate "Queen Street open" situation. This is because the proposals include 15 additional bus stops within the city centre, and the extension of some bus routes allows passengers to reach a greater number of destinations.

ANNEX 2

Comments from all other respondents

Reference	RESPONDENT	SUMMARISED COMMENTS	OCC RESPONSE
1	Cllr Dick Wolff	Objects to the following elements: ▪ Not allowing cyclists to travel through Queen Street as part of the proposed trial	Cyclists will be permitted 1800 – 1000, as now. Changes to cycle access not ruled out, but experimental closure needs to be monitored first.
		▪ Proposed loading bay on High Street at its junction with Turl Street is dangerous for cyclists when entering and exiting Turl Street due to vehicles loading	Mitigation will be considered as part of detailed design
		▪ Cycle lanes on Park End Street and Hythe Bridge Street are being regularly broken by the introduction of more bus stops. Cycle lanes should be shown as continuous around the bus stop cage	Will consider as part of detailed design
		▪ Proposed taxi turning arrangements on Cornmarket due to it being busy with pedestrians at all times.	Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week
		Supports the proposals at George St/Worcester St junction in particular the introduction of traffic islands which will help protect cyclists. However, would like to see a large waiting area provided for cyclists particularly for peak periods.	Noted, will consider as part of detailed design

		Concerned re. the proposed revisions to loading etc on St Aldates particularly regarding events at the Town Hall. Recommended discussions be held with the Town Hall Events Manager.	Meeting held, on site, with Events manager on 12 June 2017. Alternatives considered. City council has not objected.
2	Written Response, (Unknown)	Supports the proposed changes to the George St/Worcester Street junction. Although it may not solve all the current issues it could make a significant improvement. Objection – due to the following reasons: ▪ Strongly objects to the proposal for taxis on Cornmarket Suggested alternative; • Consider provision of a taxi rank to the eastern end of New Road.	Noted Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week Taxi rank needed in close proximity to Carfax.
3	Written Response, (Christchurch resident)	Neither objected or supported but offered the following comment; • Would like to see the bus gate at Thames Street/St Aldates open to all traffic so that St Aldates residents and businesses do not get delayed and add to pollution levels etc.	Noted; not part of this consultation.
4	Written Response, (Unknown)	Objection – due to the following reasons:	

		▪ Queen Street should remain open to buses due to the potential knock on effect on services, delays and pollution to other streets.	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.
5	Written Response, (Unknown)	Supports the proposal for additional pedestrian crossings but strongly objects to all the road markings etc that come with them thus spoiling the Oxford historic street scene.	Seek to minimise additional markings as part of detailed design
6	Written Response, (Oxford)	Supports the following; ▪ Pedestrianisation of Queen Street however the 'no cycling' must be rigorously enforced ▪ Changes to the George St/Worcester St junction which will help with current congestion issues ▪ Additional bus stop on Park End Street o/s Las Iguanas What traffic modelling has been undertaken and does it take into account the future increases in traffic following the Westgate opening. Recommends some proposals are trialled beforehand to avoid potential unnecessary expenditure.	Response noted Noted Noted Noted Area wide traffic modelling was undertaken for Frideswide Square scheme and the data used includes predicted increase in flows due to the Westgate re-development. New changes are relatively minor in traffic modelling terms and some have been trialled A trial of the proposed junction arrangement at New Road/Worcester

			Street etc was undertaken over 2 days (June 27th/28th) and video monitored. Speedwell Street junction signal removal was trialled in 2009. Worcester St/Hythe Bridge St junction changes will be made with bolt-down kerbs
7	Thames Valley Police	▪ No objection to the proposed permanent TRO amendments. Commented on the experimental TRO as follows; • What measures are proposed to be employed to prevent vehicular access on Queen Street and TVP should not be burdened with enforcement • Taxis turning and waiting on Cornmarket could compromise pedestrian safety.	Noted Noted – to be considered as part of detailed design Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week
8	Written Response, (St John St residents assoc)	Supports the proposed changes to the George Street / Worcester Street junction but has the following comments; • Potential for more congestion on Hythe Bridge	

		Street due to all traffic having to go in that direction and the new bus stop. In addition there is no mention of adjustments to the signal timings to assist with minimising congestion.	Noted; signal timings will be reviewed as part of detailed design
9	Written Response, (Patient Voice)	Supports the removal of buses from Queen Street. If cyclists are to remain in Queen Street they must be made to dismount as they are a danger to pedestrians with walking difficulties etc. Queried the bus stops on New Road as none are shown on the consultation documents.	Noted. The existing number of bus stops on New Road will remain. Allocation of services to stops is yet to be confirmed.
10	Written Response, (Oxfordshire Cycling Network)	Support several aspects of the proposal but overall it does not achieve the gains that should be possible, or at least tested. Oxford desperately needs a coherent and safe cycling route from East to West, and this does not help towards that. The following comments were made; • It is not clear how the proposals contribute to the overall vision of the Oxford Transport Strategy of Super and Premium Cycle routes along Queen Street and George Street. • There is little that supports a modal shift to cycling in the proposals	Noted. These proposals make some significant improvements but it is recognised that further improvements are needed to achieve OTS aims for this area. Further funding will be needed for this and major changes will need to be planned and delivered in conjunction with development of the Hythe Bridge Street/Park End Street area – in particular the “Island Site” and Worcester Street car park.

		• We wish to see an experiment of 24 hour cycling along Queen Street at some stage in the experimental 18 month closure to buses • If people cannot cycle along Queen Street then an alternative, safe and coherent east-west route for cycling must be planned • The proposal for restriction on traffic flow at Hythe Bridge Street - George Street junction is an improvement on the current dangerous tear drop, and Cyclox suggests some ways to make it better for cyclists crossing from east to west • We welcome the removal of traffic lights at the St Aldates/ Speedwell St and at Park End Street/ Worcester Street/ New Road. These will improve continuity and safety. • We suggest some improvements at the Butterwyke Place turning into Thames Street	Changes to cycle access not ruled out, but experimental closure needs to be monitored first. See above Noted, design suggestions will be considered as part of detailed design Noted Noted – will consider as part of detailed design. Changes to cycle access through Butterwyke Place will be considered once additional pressures on Butterwyke Place have been monitored
11	Written Response, (Sunningwell)	Objects to the pedestrianisation of Queen Street – due to the following reasons; • A comprehensive and efficient network for Oxford's bus services involving alternative routes needs to be retained Therefore urges the Council to continue to allow some bus movements through Queen Street until suitable	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.

		alternative routes are available	
12	Written Response, (Oxford Pedestrian Assoc)	Would like to be able to welcome the pedestrianisation of Queen St but cannot do so when the knock-on effects on St Aldates (itself a potentially beautiful historic street but blighted by traffic congestion and air pollution) are so detrimental. They will further comment on Queen St pedestrianisation and the knock-on effects of this during the 6-month experimental closure. Do not support the proposed use of so much of Cornmarket as a long turning place for taxis, even limited to outside the hours of 10am-6pm, on the grounds that this is not a suitable use of a pedestrian-friendly street and also raise air pollution in this area. Welcome the proposals to install zebra crossings at the bottom of St Aldates, across Speedwell St, and on Park End St. Object to the proposals for George St/Worcester St	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Taxi rank needed close to Carfax. Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week Noted Proposals will significantly reduce

		junction as this will delay the passage of pedestrians and cyclists. Would like to see zebra crossings employed here. Placing a bus stop on Hythe Bridge St going west will increase congestion and pollution on this already very highly congested and polluted route so this is not supported.	pedestrian waiting times compared to current arrangement There is sufficient space for traffic to pass a bus here so no impact on congestion is expected
13	Written Response, (City Sightseeing)	Neither objected or supported however offered comments on the allocation of services to stops. • Retain D4 on New Road, new stop at S3 (Westgate access) but objected to being moved further down St Aldates. They would be happy to retain G3 but strongly requested an additional stop at the top of St Aldates in the vicinity of Carfax as well as continuing to use T4 on High Street.	Noted – will be considered as part of final bus stop allocations
14	Written Response, (University of Oxford)	Objection – due to the following reasons; • Several periods when Queen Street has been closed which would seem enough time to have realised that it is not a sensible idea. These proposals would make little practical difference to that. • The changes proposed include many quite major ones that would be unnecessary if it were	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. This is not the case. All of the permanent changes proposed have

		accepted that it would be easier, safer and of better value to the people of Oxfordshire if Queen Street remained open for buses only in an Easterly direction.	significant benefits for pedestrians, cyclists and bus movements whether Queen Street is closed or open to buses.
15	Written Response, (Cllr Sajjad Malik)	Neither supported or objected but offered the following comment; • Additional taxi rank outside the Covered Market nearer to Carfax is required.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
16	Written Response (Unknown)	Objects to the removal of signal controlled crossings at the Speedwell Street / St Aldates junction and replacement with zebra crossings. This change will endanger school children who need to cross the roads in that area to catch buses etc.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
17	Written Response, (Oxford Civic Society)	Raised the following concerns; • The proposed changes to bus, loading and taxi bays on High Street do not afford any consideration to cyclists and pedestrians. • The 'clearway' on St Aldates will impact on events, including weddings at the town hall plus lead to difficulties for VRU's getting to Christ Church and other key areas. • Cyclists encounter problems negotiating all the bus stops and there is also a problem with air pollution.	Noted. Banning of loading, stopping and waiting in High Street between 1200 and 2000 will benefit cyclists. Discussions have been held with the Town Hall and alternatives discussed. City council has not objected. Noted

		• George St/Worcester St etc junction requires a lot more thought. How will drivers enter/exit the Worcester Street car park? What are the implications on safety of cyclists? • Additional bus stops on Park End Street and Hythe Bridge Street will add more congestion on those roads.	Worcester St car park access via Park End Street. Safety audits will be completed. Design improves matters for cyclists but we are happy to discuss changes as part of detailed design. There is sufficient space for traffic to pass buses here so no impact on congestion is expected
18	Written Response, (University of Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
19	Written Response, (Oxford)	Objected to the proposed new taxi rank position on High Street. Considers moving the taxi rank down High Street as suggested is too far for customers to walk, needs to be maintained closer to Lloyds Bank.	Noted The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
20	Written Response, (Abingdon)	Neither supported or objected but offered the following comment; Expressed concerns that the X3 bus service may no	Bus routes and allocations are a

		longer serve Oxford Station as it previously did. This would encourage more car journeys to the station.	matter for bus operators. Closure proposed is experimental and final bus routes are likely to change following monitoring and bus operators' experience.
21	Written Response, (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
22	Written Response, (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
23	Written Response, (Oxford)	Objects to the following; • Proposals for Hythe Bridge Street will increase congestion in that area. • The experimental prohibition of buses from Queen Street. Buses should continue to use Queen Street with the number of buses on St Aldates reduced as a result. • Taxi rank on Cornmarket. No justification is	There is sufficient space for traffic to pass buses here so no impact on congestion is expected Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Taxi rank needed close to Carfax.

		provided to this proposal and there could be safety implications if implemented.	Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week
		Supports the proposal to prohibit loading, stopping, waiting on St Aldates and High Street for extended hours however further consideration is needed into the location of bus stops where the roads are not wide enough to accommodate two way traffic thus relieving congestion.	Noted, will consider as part of detailed design and monitor during experimental period
24	Written Response, (OXTRAG)	Neither supported or objected but offered the following comments; Consider that Queen St should be kept open to buses, resulting in most of the proposals being unnecessary, most people would not have to walk excessive distances when changing buses in the centre of Oxford, and St Aldates would not be overloaded with bus stops.	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Walking distances have been assessed and will on average reduce slightly due to introduction of 15 additional bus stops in the city centre.
		Various comments were offered to the individual proposals for further consideration during the next phase of design.	Noted, will consider as part of detailed design and monitor during experimental period

25	Written Response, (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
26	Written Response, (Oxford City Council)	Fully support the experimental closure of Queen Street as it is an identified aim within the Oxford Core Strategy 2026. However, they have concerns over; • Proposed amendments to loading arrangements, particularly the impact on traders at the Covered Market and the need for additional enforcement for the proposed 'clearway' measure to be effective. • Care is required in relocating the taxi facility to Cornmarket in particular that the Turl Street / Market Street loop is not used for access. • Further assessment of the proposals impact on air quality is undertaken with suitable mitigation measures adopted.	Noted – space is very limited here and the proposals provide as much loading as possible given the constraints and other demands on the space Noted – measures to prevent use of this loop to be considered. Permanent measures should reduce congestion and queuing so impact on air quality is expected to be positive. Desktop assessment of final bus stop allocation could be undertaken when known, but given that the proposed closure of Queen Street is experimental, monitoring of real-world effects will be possible and this is likely to be more useful.
27	Written Response,	Objects to the proposal for Speedwell Street/St Aldates	Noted – no evidence that zebra

	(Oxford)	junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
28	Written Response, (Grove)	Objects to the experimental order prohibiting buses and taxis from Queen Street; • It would make the street less safe for pedestrians due to the potential increased speeds of cyclists passing through. • It would increase congestion, bus journey times and air pollution on St Aldates and High Street, • Taxis and private hire vehicles should however be prohibited.	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.
29	Written Response, (Cllr Ed Turner)	Would strongly support any modification to the plans that could be achieved to bring back the direct service between Rose Hill, Iffley Road, and the railway station, as soon as possible.	Bus routes and allocations are a matter for bus operators. Closure proposed is experimental and final bus routes are likely to change following monitoring and bus operators' experience.
30	Written Response, (Hackney Carriage driver)	Objected to the proposed new taxi rank position on High Street. Would like to see the taxi rank remain as currently on Queen Street or the proposed arrangement for Cornmarket. The proposed rank on High Street is too far away for passengers to walk to/use.	Taxi rank needed close to Carfax. Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week
31	Written Response,	Offered the following comments;	Noted. These proposals make some

	(Cycling UK)	• The proposal for Hythe Bridge Street - Worcester Street junction is an improvement on the current junction, but in no way, helps towards a strategic east - west route across the city centre that fulfils LTP4 ambition. The County Council needs to address how it is to provide a safe and direct east - west route across the city centre to meet its LTP4 obligations. • To meet LTP4 ambition, cycling must be allowed through Queen Street, 24/7. • With more bus stops in St Aldate's, St Aldate's will become a more threatening cycling environment. Detailed suggestions were made with respect to the various proposals and how they could be improved during the next phase of design.	significant improvements but it is recognised that further improvements are needed to achieve OTS aims for this area. Further funding will be needed for this and major changes will need to be planned and delivered in conjunction with development of the Hythe Bridge Street/Park End Street area – in particular the "Island Site" and Worcester Street car park. Changes to cycle access in Queen Street are not ruled out, but experimental closure needs to be monitored first. Pressure on southbound side of St Aldate's will reduce, northbound side will increase. Increased restrictions on loading will help reduce overall traffic levels and blockages/obstacles for cyclists Design suggestions will be considered as part of detailed design
32	Written Response, (Alices Shop)	Neither supported or objected but offered the following comments; Agrees that a pedestrian crossing on St Aldates is a good	Noted

		facility but consideration must be given to loading facilities for the numerous businesses in that area. The closing of Queen Street means many more buses will use that area of lower St Aldates at the Speedwell Street Junction. This will increase traffic, congestion, noise and pollution in that area.	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.
33	Written Response, (Oxford)	Objected to the proposed new taxi rank position on High Street. Would like to see a taxi rank at Carfax / Lloyds Bank during the day as well as the proposed evening hours.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
34	Written Response, (Street Trader)	Objects to the proposed additional bus stops on St Aldates for the following reasons; • The pending loss of an established pitch will bring an end to this singularly alternative food outlet that's become a much loved feature to students and Oxford residents alike. Have requested a recommendation that an alternative central Oxford pitch be granted to them.	Noted – this will be discussed with the city council's licensing team
35	Written Response, (Cyclox)	Neither supported or objected but offered the following comments; • How do these proposals contribute to the overall vision of the Oxford Transport Strategy of Super and Premium cycle routes along Queen Street and	Noted. These proposals make some significant improvements but it is recognised that further improvements

		George Street, • There is little to support a modal shift to the use of cycles,	are needed to achieve OTS aims for this area. Further funding will be needed for this and major changes will need to be planned and delivered in conjunction with development of the Hythe Bridge Street/Park End Street area – in particular the "Island Site" and Worcester Street car park.
		• Wish to see an experiment of 24 hour cycling along Queen Street at some stage during the 18 month experimental order,	Changes to cycle access not ruled out, but experimental closure needs to be monitored first.
		• If cycles cannot use Queen Street then an alternative, safe and coherent east – west route for cycling must be planned,	See above
		• Proposal at Hythe Bridge Street/Worcester Street/George Street junction is an improvement but further suggestions are made,	Noted, design suggestions will be considered as part of detailed design
		• Welcome the removal of the signal junction at St Aldates/Speedwell Street and Park End Street/New Road/Worcester Street junctions.	Noted
		• Suggest some improvements at the Butterwyke Place turn into Thames Street.	Noted – will consider as part of detailed design. Changes to cycle access through Butterwyke Place will

			be considered once additional pressures on Butterwyke Place have been monitored
36	Written Response, (Witney)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
37	Written Response, (Oxford)	Neither supported or objected but requested the introduction of a 24 hour taxi rank at Carfax.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
38	Written Response, (Oxford Preservation Trust)	Neither supported or objected but offered the following comments; • Remain concerned about the negative impacts on the historic streets such as St Aldates and High Street. • In particular bus stops should not impact on the frontage of the Covered Market or Christ Church. • Pleased to see that the turning facility at New Road/Park End Street/Worcester Street does not form part of these proposals.	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.
39	Written Response, (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education and disabled users.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design

40	Written Response, (COLTA)	Neither supported or objected but offered the following comments; • Would at this stage only fully support the closure of Queen Street if they can get some assurances in particular on the provision of a rank on High Street opposite Lloyds Bank and the proposal of a new rank on New Road. • Concerned regarding the restriction proposed to not be able to turn right and head north from George Street onto Worcester Street and coming back down Worcester street and not able to turn left into George street.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours. These movements were not possible for taxis before 2014, when the junction was changed as part of the Frideswide Square scheme. The objective of the new changes is to improve cycle and pedestrian safety and amenity, and to reduce delays overall where possible. To achieve this certain traffic movements have to restricted.
41	Written Response, (Oxford)	Neither supported or objected but commented on the service allocations in particular the reinstatement of the No.3 bus route to serve Oxford station.	Bus routes and allocations are a matter for bus operators. Closure proposed is experimental and final bus routes are likely to change following monitoring and bus operators' experience.
42	Written Response, (Oxford)	Neither supported or objected but offered the following comments; • Without a suitable alternative route in place, the	Noted. Current proposal is for an

		closure will have a detrimental effect on the provision of bus routes in Oxford City Centre resulting in more people having to change buses. Those that already change buses will have further to walk in order to do so. • Concerned that, with Queen Street closed, buses will be displaced to the surrounding streets. This will increase congestion and pollution, and have a negative impact on the ambience of those streets.	experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Walking distances have been assessed and will on average reduce slightly due to introduction of 15 additional bus stops in the city centre. Congestion and pollution will be monitored during the experimental period.
43	Written Response, (Oxford)	Neither supported or objected but commented on the service allocations in particular the reinstatement of the No.3 bus route to serve Oxford station.	Bus routes and allocations are a matter for bus operators. Closure proposed is experimental and final bus routes are likely to change following monitoring and bus operators' experience.
44	Written Response, (Cllr Susanna Pressel)	Objected to the proposal to move the taxi rank from Queen Street to Cornmarket. Offered the following comments; • Pleased that some of the problems at the dangerous junction of Worcester St and George St	Taxi rank needed close to Carfax. Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week

		are being addressed and it will hopefully also reduce the delays that the current layout is causing. • Would like to ensure that the road markings are designed to demarcate clear lanes for cyclists, where possible, and requested better enforcement of loading and waiting restrictions on St Aldates and High Street.	Noted Will review as part of detail design
45	Written Response, (Oxford)	Objected to the proposed new taxi rank position on High Street. Would like to see a taxi rank at Carfax / Lloyds Bank during the day as well as the proposed evening hours.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
46	Written Response, (Hackney Carriage driver)	Objected to the proposed new taxi rank position on High Street. Would like to see a taxi rank at Carfax / Lloyds Bank during the day as well as the proposed evening hours.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
47	Written Response, (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education and disabled users.	Noted – no evidence that zebra crossings are less safe than signal controlled crossings. We will consider changes to address this concern as part of detailed design
48	Written Response, (Hackney Carriage driver)	Objected to the proposed new taxi rank position on High Street.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area.

		Would like to see a taxi rank at Carfax / Lloyds Bank during the day as well as the proposed evening hours.	Space is not available for additional rank space or extended operating hours.
49	Written Response, (Oxford)	Supported the proposal for George Street/Worcester Street/Hythe Bridge Street changes which resemble something like the previous layout as it may lead to improved traffic movements through the area.	Noted
50	Written Response, (Oxford High Street Association)	Objects on the following grounds; • Impact on the historic streets and buildings due to increased numbers of buses and stops on the High Street in particular, • The loading bay at Turl Street will also have safety issues with respect to visibility for cyclists etc, • The proposals being put forward are going to be highly disruptive to the traffic flows in the city centre and could cause a higher level, not a lower level of pollution, with much traffic, including buses, being forced to take longer routes, • They do not take into account fully the damage that will be done to the safety of pedestrians in other streets, which are full of buses, commercial and other vehicles, • They ignore the needs of businesses outside of the Westgate Shopping Centre for decent access to their premises for deliveries and services,	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Mitigation to be considered as part of detailed design Congestion and pollution will be monitored during experimental period The permanent improvements will reduce congestion and pollution. This will be monitored during the experimental period. The permanent improvements will reduce congestion and pollution. One reason for closing Queen Street to buses is to encourage Westgate visitors to explore the rest of the city,

		• They ignore the heritage of this city.	providing benefits to the whole city centre. The proposals seek to establish a better balance between access and servicing requirements and the need to tackle pollution and congestion in St Aldate's and High Street in particular.
51	Written Response, (Hackney Carriage Driver)	Objected to the proposed new taxi rank position on High Street. Would like to see a taxi rank at Carfax / Lloyds Bank.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
52	Written Response, (ROX)	Objects on the following grounds; • Impact on the historic streets and buildings due to increased numbers of buses and stops on the High Street in particular, • The loading bay at Turl Street will also have safety issues with respect to visibility for cyclists etc, • The proposals being put forward are going to be highly disruptive to the traffic flows in the city centre and could cause a higher level, not a lower level of pollution, with much traffic, including buses,	Noted. Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Mitigation to be considered as part of detailed design Congestion and pollution will be monitored during experimental period The permanent improvements will reduce congestion and pollution.

		being forced to take longer routes, • They do not take into account fully the damage that will be done to the safety of pedestrians in other streets, which are full of buses, commercial and other vehicles, • They ignore the needs of businesses outside of the Westgate Shopping Centre for decent access to their premises for deliveries and services, • They ignore the heritage of this city.	This will be monitored during the experimental period. The permanent improvements will reduce congestion and pollution. One reason for closing Queen Street to buses is to encourage Westgate visitors to explore the rest of the city, providing benefits to the whole city centre. The proposals seek to establish a better balance between access and servicing requirements and the need to tackle pollution and congestion in St Aldate's and High Street in particular.
53	Written Response, (Hackney carriage Driver)	Objected to the proposed new taxi rank position on High Street and would like to retain the existing one by Turl Street. Supported the proposal for tai rank on Cornmarket however would like to see hours extended to include for Sundays, minimum 4pm to 10am.	The proposals seek to maintain provision broadly similar to existing taxi facilities in the Carfax area. Space is not available for additional rank space or extended operating hours.
54	Written Response, (Oxford)	Neither supported or objected but commented on the service allocations in particular the reinstatement of the No.3 bus route to serve Oxford station.	Bus routes and allocations are a matter for bus operators. Closure proposed is experimental and final

			bus routes are likely to change following monitoring and bus operators' experience.
55	Written Response, (Oxford)	Neither objected or supported but would like more information into the service allocations with particular reference to stops on New Road for bus users who live in West Oxford.	Draft bus stop allocations are published on our website and will be updated if they change.
56	Written Response, (Oxford Pensioners)	Objects to the experimental TRO and call for at least a single bus stop on Queen Street to remain and maintain east to west bus links. Would also like to see improved north to south bus links in order to minimise walking distances between stops for the elderly.	Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. Walking distances have been assessed and will on average reduce slightly due to introduction of 15 additional bus stops in the city centre. Bus routes and allocations are a matter for bus operators. Closure proposed is experimental and final bus routes are likely to change following monitoring and bus operators' experience.
57	Written Response, (Oxford)	Neither objected or supported the proposals but offered detailed comments on service allocations.	Draft bus stop allocations are published on our website and will be updated if they change.

58	Written Response, (Oxford)	Objected to the proposed experimental TRO stating that Queen Street is not ideal for the circulation of traffic in the city but it currently is the only option and ensures a throughway for public services to all parts of Oxford.	Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period.
59	Written Response, (Liberal Democrats)	Object to the permanent pedestrianisation of Queen Street which has less culturally significant architecture and heritage than St Aldates and The High Street. Object to the following; • High Street bus stops, loading bays impede on. visibility and access to the Covered market, • Taxi rank on Cornmarket on safety grounds and consider that the existing taxi rank at the eastern end of Queen Street should be retained and/or that the new Westgate Centre should provide a taxi rank, • Some of the proposals for change at the George Street/Worcester Street/Hythe Bridge Street	Current proposal is for an experimental closure only. No decision will be made on permanent closure until after 6 month monitoring and consultation period. The new bus stop proposed is in the location of the previous loading bay; it is unlikely to be occupied more than the loading bay was, so the impact on visibility should not be significant. Additional footfall to/from High Street bus stops should help Covered Market trade. Taxi rank needed close to Carfax. Only space for taxi rank is Queen Street (as now) or Cornmarket. Cornmarket slightly wider and expected to be less busy than Queen Street and will only be in operation between 1800 and 1000, 7 days a week Proposals will significantly reduce pedestrian waiting times compared to

		junction as they do not sufficiently address the flow of pedestrians, • Removal of signalised junction at Speedwell Street/St Aldates as believe the retention of lights would provide additional safety measures for cyclists. • Additional bus stops on Park End Street and Hythe Bridge Street as they are not justified and will cause congestion. Offered detailed comments on parts of the proposals for consideration during next phase of design.	current arrangement Proposals will reduce bunching of buses and cyclists at the junction, helping to reduce dangers to cyclists There is sufficient space for traffic to pass buses here so no impact on congestion is expected. Noted, these will be considered.
60	Online Consultation (Abingdon)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis. Supports the following; ▪ Proposed changes to loading bay provisions on High Street, ▪ Proposed clearway provision on High Street and St Aldates, ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), ▪ Proposed changes at the St Aldates/Speedwell	Response noted and covered by other comments above.

		Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets.	
61	Online Consultation (Headington)	Objects to the following; ▪ Proposed changes to taxi provision on Cornmarket. Supports the following; ▪ Proposed changes to loading bay provisions on High Street, ▪ Proposed clearway provision on High Street and St Aldates, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis, ▪ Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
62	Online Consultation (Oxford)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as the impact of the new Westgate should be monitored first before considering such a measure. • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as they won't improve conditions for pedestrians and cyclists.	Response noted and covered by other comments above.

		Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings),	
63	Online Consultation (Littlemore)	Objects to the following; • Proposed changes to loading bay provisions on High Street as the one adjacent to Turl Street will impede on visibility and safety of cyclists, Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction but would like to see a larger refuge due to no.s at peak times, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the New Road/Worcester	Response noted and covered by other comments above.

		Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
64	Online Consultation (Oxford)	Supports the following; ▪ Proposed changes to loading bay provisions on High Street, ▪ Proposed clearway provision on High Street and St Aldates, ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis, ▪ Proposed changes to taxi provision on Cornmarket, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), ▪ Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
65	Online Consultation (Unknown)	Supports the following; ▪ Proposed changes to loading bay provisions on High Street, ▪ Proposed clearway provision on High Street and St	Response noted and covered by other comments above.

		Aldates, ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis, ▪ Proposed changes to taxi provision on Cornmarket, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), ▪ Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets. Although no mention is made to improvements for cyclists	
66	Online Consultation (Charlbury)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as no provision is made for cyclists. Extra bus traffic on St Aldates will lead to worse conditions for cyclists and Queen Street should be made more widely available to cyclists as an east to west link.	Response noted and covered by other comments above.
67	Online Consultation (Abingdon)	Objects to the following; • Proposed changes to loading bay provisions on High Street, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to	Response noted and covered by other comments above.

		prohibit Buses and taxis as walking distances between bus stops etc will be excessive particularly for pedestrians with mobility problems, • Proposed changes to taxi provision on Cornmarket, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed clearway provision on High Street and St Aldates.	
68	Online Consultation (Unknown)	Objects to the following; Proposed experimental order for Queen Street to prohibit Buses and taxis as it is likely to increase traffic congestion on the surrounding streets. Would like to see further restrictions on cycling down Queen Street however.	Response noted and covered by other comments above.
69	Online Consultation (Bus Users Oxford member)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as Queen St is vital in accommodating turning movements for buses from the east, and even more so from the South. Does not believe measures outlined elsewhere in the proposals go far enough in providing satisfactory turning facilities, • Proposed provision of additional bus stops and layover on various streets as Hythe Bridge Street is severely congested most times of the day.	Response noted and covered by other comments above.

		Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates. • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	
70	Online Consultation (Oxford)	Supports the following; • Proposed clearway provision on High Street and St Aldates. • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings),	Response noted and covered by other comments above.

		• Proposed provision of additional bus stops and layover on various streets.	
71	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis as walking distances between bus stops etc will be excessive particularly for pedestrians with mobility problems, Supports the following; • Proposed changes to taxi provision on Cornmarket, • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
72	Online Consultation (Unknown)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates,	Response noted and covered by other comments above.

		• Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
73	Online Consultation (Headington)	Objects to the following; ▪ Proposed changes to loading bay provisions on High Street, ▪ Proposed clearway provision on High Street and St Aldates, ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis, ▪ Proposed changes to taxi provision on Cornmarket, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), ▪ Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). Opposed to any further restriction to traffic in the city centre and should be restoring bus and taxi routes to	Response noted and covered by other comments above.

		improve access to Cornmarket and St Giles. Bus stops are needed as close to Carfax as possible.	
74	Online Consultation (Oxford)	Supports the following; ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings),	Response noted and covered by other comments above.
75	Online Consultation (Oxford)	Objects to the following; • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction.	Response noted and covered by other comments above.
76	Online Consultation (Banbury)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket.	Response noted and covered by other comments above.

		Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates although better enforcement is required, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
77	Online Consultation (Stonesfield)	Objects to the following; • Proposed changes to taxi provision on Cornmarket. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings),	Response noted and covered by other comments above.

		• Proposed provision of additional bus stops and layover on various streets.	
78	Online Consultation (Oxford)	Objects to the following; ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis and elderly and disabled bus users will be forced to walk further to stops, ▪ Proposed changes to taxi provision on Cornmarket as this goes against the principles of pedestrianised streets, ▪ Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
79	Online Consultation (Oxford)	Objects to the following; • Proposed clearway provision on High Street and St Aldates as this needs to include buses as well as they cause unsafe conditions for cyclists, • Proposed experimental order for Queen Street to prohibit Buses and taxis as this add more congestion to the already congested St Aldates, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	It is not considered feasible to remove all bus stops from this area, given lack of suitable alternatives Response noted and covered by other comments above.

80	Online Consultation (Abingdon)	Supports the following; Proposed experimental order for Queen Street to prohibit Buses and taxis. Expressed concerns that the X3 bus service no longer serves Oxford Station as it previously did.	Response noted and covered by other comments above.
81	Online Consultation (Abingdon)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). Supports the following; • Proposed clearway provision on High Street and St Aldates.	Response noted and covered by other comments above.
82	Online Consultation (Garsington)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.

83	Online Consultation (Headington)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). Suggests a right turn for buses should be considered plus is concerned that the Speedwell Street crossing is too close to the junction and may be a danger to the many school children who cross the road at this point, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed clearway provision on High Street and St Aldates although better enforcement is required, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings). Also raised general concerns re. bus routeing and bus stop allocations.	Response noted and covered by other comments above.
84	Online Consultation (Oxford)	Objects to the following; • Proposed changes to taxi provision on Cornmarket. Supports the following;	Response noted and covered by other comments above.

		• Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis as believes that no vehicle access whatsoever should be allowed in this area during the times that shops are open for business in the Queens Street and Westgate, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
85	Online Consultation (Oxford)	Objects to the following; ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed experimental order for Queen Street to prohibit Buses and taxis and elderly and disabled bus users will be forced to walk further to stops, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), ▪ Proposed provision of additional bus stops and layover on various streets as would make those	Response noted and covered by other comments above.

		streets too crowded and too polluted.	
86	Online Consultation (Westgate Alliance)	Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis as believes that no vehicle access whatsoever should be allowed in this area during the times that shops are open for business in the Queens Street and Westgate, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket. • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets. Westgate Alliance has worked with City, County Councils since early 2010 in order to ensure the new Westgate fully integrates with the rest of Oxford. The design of the centre has been deliberately developed so that the new centre is fully permeable to and from surrounding streets, with 24 hour linkages that restore the historic east west routes around the site.	Response noted and covered by other comments above.

		New visitors will not be familiar with the bus route through Queen Street where expectations will be for a pedestrianised street. We could also see a change in demographics with more families with children visiting and Queen Street needs to adapt to these changes.	
87	Online Consultation (Unknown)	Objects to the following; ▪ Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, ▪ Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), These proposals would reduce the rights of private cars, and the respondent needs a car for work (work car park is on New Road) and to get through this area at the start and end of the day - in various directions - to get the kids to/from school.	Response noted and covered by other comments above.
88	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street as it will add to an already heavily and congested and polluted street, • Proposed experimental order for Queen Street to prohibit Buses and taxis on the grounds of pollution, congestion and convenience, • Proposed changes to taxi provision on Cornmarket as this will re-introduce traffic onto a pedestrianised street, • Proposed provision of additional bus stops and	Response noted and covered by other comments above.

		layover on various streets. Supports the following; • Proposed clearway provision on High Street and St Aldates although better enforcement is required, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as additional, safe facilities for cyclists are needed, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	
89	Online Consultation (Oxford)	Objects to the following; • Proposed changes to taxi provision on Cornmarket, • Proposed experimental order for Queen Street to prohibit Buses and taxis on the grounds of pollution, congestion and convenience. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
90	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester	

		Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). • Proposed provision of additional bus stops and layover on various streets.	
91	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis. Considers it would be best to have a review after 6 months of shared use post Westgate opening, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets. Supports the following;	Keeping Queen Street open to buses on an experimental basis was considered but considered to be a less appropriate option due to concerns about pedestrian volumes and safety in Queen Street Other points noted and covered by other comments above.

		• Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	
92	Online Consultation (Savills on Behalf of Christchurch College)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis. However, the proposal would be supported if traffic flow is reduced or improved north and south bound on St Aldates, • Proposed changes to taxi provision on Cornmarket due to safety concerns. Supports the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above. Proposed clearway restrictions should improve flow in St Aldate's but we will monitor this
93	Online Consultation (Eynsham)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis. Considers it would be best to have a review after 6 months of shared use post Westgate opening, • Proposed changes to taxi provision on Cornmarket due to safety concerns. Supports the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as something is needed to help with congestion, • Proposed changes at the New Road/Worcester	Response noted and covered by other comments above.

		Street/Park End Street junction (incl. zebra crossings).	
94	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as something is needed to help with congestion, • Proposed changes to taxi provision on Cornmarket due to safety concerns. • Proposed provision of additional bus stops and layover on various streets. Hythe Bridge Street and Park End Street should be a one way system. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis,	Response noted and covered by other comments above. One-way system has been considered in the past but ruled out for various reasons.
95	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as something is needed to help with congestion at an existing bottleneck.	Response noted and covered by other comments above.
96	Online Consultation (Oxford)	Objects to the following; • Proposed changes to taxi provision on Cornmarket on pedestrian safety grounds, • Proposed changes at the St Aldates/Speedwell	Response noted and covered by other comments above.

		Street junction (incl. zebra crossings). Supports the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings).	
97	Online Consultation (Hinksey Hill)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis. Abingdon buses will no longer serve the station, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets as thinks the city needs fewer bus stops not more. Supports the following; • Proposed changes to taxi provision on Cornmarket.	Response noted and covered by other comments above.
98	Online Consultation	Objects to the following;	Response noted and covered by other comments above.

	(Unknown)	• Proposed experimental order for Queen Street to prohibit Buses and taxis. Abingdon buses will no longer serve the station, • Proposed changes to taxi provision on Cornmarket. • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as pedestrians prefer signal crossings over zebras. Supports the following; • Proposed changes to loading bay provisions on High Street • Proposed clearway provision on High Street and St Aldates but suggests longer hours, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction but suggests the Hythe Bridge Street crossing should be retained, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
99	Online Consultation (Cutteslowe)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as would like to see it remain in the current layout. Works better now for buses and pedestrians, • Proposed experimental order for Queen Street to	Response noted and covered by other comments above.

		prohibit Buses and taxis. As a disabled user distances between stops would make visits to the city centre difficult, • Proposed changes to taxi provision on Cornmarket on safety grounds, • Proposed provision of additional bus stops and layover on various streets as thinks the city needs fewer bus stops not more.	
100	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street as the proposal by Turl Street will be dangerous for cyclists, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as it is very dangerous for cyclists, • Proposed experimental order for Queen Street to prohibit Buses and taxis as bus buses need the east to west link, • Proposed changes to taxi provision on Cornmarket as will be unsafe for pedestrians and cyclists. Supports the following; • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings),	Response noted and covered by other comments above.
101	Online Consultation (Long Hanborough)	Objects to the following; • Proposed changes at the George Street/Worcester	

		Street/Hythe Bridge Street junction as the latest layout has improved traffic movements, • Proposed changes to taxi provision on Cornmarket. • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). Supports the following; • Proposed changes to loading bay provisions on High Street but needs better enforcement, • Proposed clearway provision on High Street and St Aldates but needs better enforcement, • Proposed experimental order for Queen Street to prohibit Buses and taxis as it seems to have been working during the construction of the Westgate, • Proposed provision of additional bus stops and layover on various streets.	
102	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket, • Proposed provision of additional bus stops and layover on various streets. Supports the following;	Response noted and covered by other comments above.

		• Proposed experimental order for Queen Street to prohibit Buses and taxis.	
103	Online Consultation (Grove)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction in particular the removal of the crossing for Hythe Bridge Street, • Proposed changes to taxi provision on Cornmarket. This should be on High Street or George Street. Supports the following; • Proposed clearway provision on High Street and St Aldates as may help improve air quality, • Proposed experimental order for Queen Street to prohibit Buses and taxis as will contribute to improved air quality in the area, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above. Removal of crossing of Hythe Bridge Street is necessary to facilitate new junction arrangements; there is a crossing slightly further west, close to Fisher Row.
104	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street as bus stop outside Covered Market is	Response noted and covered by other comments above. Proximity of High St bus stop to

		too close to junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis as would cause congestion and pollution elsewhere, • Proposed changes to taxi provision on Cornmarket. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings),	junction will be considered in detailed design and safety audit
105	Online Consultation (Headington (Cyclox))	Objects to the proposals as it is not clear how they contribute to the Oxford Transport Strategy or the Super and Premium Cycle Routes for Queen Street and George Street. There is little to support a modal shift to cycling and would like to see an experiment of 24 hour cycling along Queen Street. If not, a suitable alternative must be planned. Offered detailed comments on individual elements of the proposals and other areas.	Response noted and covered by other comments above.

106	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as looks to be unsafe for cyclists, • Proposed experimental order for Queen Street to prohibit Buses and taxis as there is a need for an east to west link. This will result in more congestion on other streets and unsafe conditions for cyclists, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes to taxi provision on Cornmarket. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
107	Online Consultation (Oxford City Council Licensing Officer)	Objects to the following; • Proposed clearway provision on High Street and St Aldates due to its impact on an established street trader. Suggested various options for consideration, • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.

108	Online Consultation (Oxford)	Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis. Abingdon buses will no longer serve the station, • Proposed changes to taxi provision on Cornmarket. • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as pedestrians prefer signal crossings over zebras. • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
109	Online Consultation (Abingdon)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as it would increase congestion on adjacent streets and increase walking distances between stops. No direct route from Abingdon to rail station. Supports the following;	Response noted and covered by other comments above.

		• Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction if it results in less congestion, • Proposed changes to taxi provision on Cornmarket, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	
110	Online Consultation (Headington)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction if it results in less congestion, Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis as considers that there are too many buses in the city centre during off peak times, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and	Response noted and covered by other comments above.

		layover on various streets.	
111	Online Consultation (Abingdon)	Objects to the following; • Proposed changes to loading bay provisions on High Street, • Proposed experimental order for Queen Street to prohibit Buses and taxis as there will no longer be a direct route from Abingdon to the rail station, • Proposed changes to taxi provision on Cornmarket, • Proposed changes to taxi provision on Cornmarket. Supports the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
112	Online Consultation (Headington)	Objects to the following; • Proposed clearway provision on High Street and St Aldates, • Proposed provision of additional bus stops and layover on various streets. Supports the following;	Response noted and covered by other comments above.

		• Proposed changes to loading bay provisions on High Street.	
113	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings). This junction should also be used as the turning place for buses, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings), • Proposed provision of additional bus stops and layover on various streets.	Response noted and covered by other comments above.
114	Online Consultation (Oxford)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as it will add to congestion on St Aldates, • Proposed changes to taxi provision on	Response noted and covered by other comments above.

		Cornmarket, • Proposed provision of additional bus stops and layover on various streets as those streets are already overcrowded and are unlikely to cope with increased numbers of buses and pedestrians. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings).	
115	Online Consultation (Unknown)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as it will add to congestion on other streets worsening conditions for pedestrians and cyclists, • Proposed changes to taxi provision on Cornmarket as will be unsafe for cyclists, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) with respect to cyclists safety, • Proposed provision of additional bus stops and	Response noted and covered by other comments above.

		layover on various streets.	
116	Online Consultation (Summertown)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as concerned about the knock on effect on St Aldates particularly on safety of pedestrians. Supports the following; • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
117	Online Consultation (Marston)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis due to impact on bus services from Marston area, • Proposed changes to taxi provision on Cornmarket as will be unsafe for cyclists as impacts on safety of pedestrians, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings) as considers these roads are too busy for zebra crossings and will be a danger to pedestrians, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as these	Response noted and covered by other comments above.

		roads are too busy for zebra crossings and will be a danger to pedestrians.	
118	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction particularly the removal of the crossing on Hythe Bridge Street, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) particularly the removal of signalised crossings. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates,	Response noted and covered by other comments above.
119	Online Consultation (Pembroke College Home Bursar)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as concerned re. increased congestion and safety of cyclists and pedestrians, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St	Response noted and covered by other comments above.

		Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	
120	Online Consultation (Headington)	Objects to the following; • Proposed changes to loading bay provisions on High Street particularly the bay adjacent to Turl Street which will impede on visibility and safety of cyclists, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis.	Response noted and covered by other comments above.
121	Online Consultation (Oxford)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Response noted and covered by other comments above.
122	Online Consultation (Unknown)	Objects to the proposal for Speedwell Street/St Aldates junction on safety grounds as it is a route for pedestrians considers that signal controlled crossings are safer than zebra crossings.	Response noted and covered by other comments above.

123	Online Consultation (Oxford)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as will increase congestion and pollution on surrounding streets, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as it will impact on the safety of pedestrians and cyclists. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction.	Response noted and covered by other comments above.
124	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as it will impact on the safety of cyclists due to increased potential conflicts with buses. Supports the following; • Proposed clearway provision on High Street and St Aldates.	Response noted and covered by other comments above.
125	Online Consultation	Objects to the following;	Response noted and covered by other comments above.

	(Unknown)	• Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as it will impact on the safety of pedestrians. Supports the following; • Proposed provision of additional bus stops and layover on various streets.	
126	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) on safety grounds as it is a route for pedestrians of primary school age to their place of education..	Response noted and covered by other comments above.
127	Online Consultation (Unknown)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) on safety grounds as it is a route for pedestrians of primary school age to their place of education. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed changes at the George Street/Worcester	Response noted and covered by other comments above.

		Street/Hythe Bridge Street junction. • Proposed experimental order for Queen Street to prohibit Buses and taxis.	
128	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) on safety grounds as it is a route for pedestrians of primary school age to their place of education.	Response noted and covered by other comments above.
129	Online Consultation (Benson)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis as will increase congestion and pollution on surrounding streets. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction. • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
130	Online Consultation (Unknown)	Objects to the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes to taxi provision on Cornmarket.	Response noted and covered by other comments above.

		Supports the following; • Proposed clearway provision on High Street and St Aldates.	
131	Online Consultation (Botley)	Objects to the following; • Proposed changes to taxi provision on Cornmarket as will be unsafe for pedestrians, Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction as will improve safety for cyclists, • Proposed experimental order for Queen Street to prohibit Buses and taxis as long as east to west cycling is permitted, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
132	Online Consultation (Unknown)	Objects to the following; • Proposed changes to loading bay provisions on High Street due to the increased congestion and pollution that will result,	Response noted and covered by other comments above.

		• Proposed clearway provision on High Street and St Aldates due to the increase congestion and pollution that will result, • Proposed changes to taxi provision on Cornmarket as this should remain closed to traffic, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings) as considers zebra crossings as more dangerous than signals, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). • Proposed provision of additional bus stops and layover on various streets as this will increase air pollution. Supports the following; • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed experimental order for Queen Street to prohibit Buses and taxis.	
133	Online Consultation (Oxford)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as it will impact on the safety of pedestrians particularly those of school age. Supports the following; • Proposed experimental order for Queen Street to	Response noted and covered by other comments above.

		prohibit Buses and taxis.	
134	Online Consultation (Abingdon)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed changes to taxi provision on Cornmarket, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above.
135	Online Consultation (Witney)	Objects to the following; • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings) as it will impact on the safety of pedestrians particularly those of school age.	Response noted and covered by other comments above.

136	Online Consultation (Oxford)	Objects to the following; • Proposed changes to loading bay provisions on High Street as will add to pollution and spoil a beautiful street, • Proposed experimental order for Queen Street to prohibit Buses and taxis, • Proposed provision of additional bus stops and layover on various streets as will increase congestion and pollution.	Response noted and covered by other comments above. Loading overall will be reduced
137	Online Consultation (Littlemore)	Objects to the following; • Proposed changes to taxi provision on Cornmarket, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings). It is an improvement on the current arrangement. Suggested further improvements to assist cyclists, • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings). 24 hour cycling through Queen Street should also be trialled at some point during the 18 month experimental	Response noted and covered by other comments above.

		period.	
138	Online Consultation (Headington)	Objects to the following; • Proposed experimental order for Queen Street to prohibit Buses and taxis due to increased walking distances for passengers between stops, • Proposed provision of additional bus stops and layover on various streets. Supports the following; • Proposed changes to loading bay provisions on High Street, • Proposed clearway provision on High Street and St Aldates, • Proposed changes at the George Street/Worcester Street/Hythe Bridge Street junction, • Proposed changes at the New Road/Worcester Street/Park End Street junction (incl. zebra crossings), • Proposed changes at the St Aldates/Speedwell Street junction (incl. zebra crossings).	Response noted and covered by other comments above.

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TECHNICAL NOTE

Job Name: Queen Street, Oxford

Job No: 40496

Note No: 5501/TN01

Date: 7 July 2017

Prepared By: Gabriel Fong / David Harrison

Subject: **IMPACT ASSESSMENT**

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TECHNICAL NOTE

1. Introduction

1.1. This Technical Note sets out the impact of proposed changes to bus movements in Oxford city centre.

1.2. The report is structured as follows:

- Section 2 relates to changes in hourly bus flows along the main streets in Oxford city centre;
- Section 3 outlines the changes in locations and use of city centre bus stops which will result;
- Section 4 considers the potential changes to walking distances between key city centre destinations and amended bus stops; and
- Section 5 contains an Equality Impact Assessment (EQIA) demonstrating the impact of the proposals on protected groups, and suggested mitigation where negative impacts occur.

TECHNICAL NOTE

2. Hourly Bus Flows

2.1. Table 1 below shows the alterations to hourly bus flows that would result from the closure of Queen Street to buses. A typical weekday off-peak hour has been selected.

Table 1: Changes to hourly bus flows

Street	Direction	Current hourly flow	New hourly flow	Change
Hythe Bridge Street	Eastbound	0	0	0
	Westbound	0	15	+15
Park End Street	Eastbound	53	73	+20
	Westbound	53	58	+5
New Road	Eastbound	52	84	+32
	Westbound	49	84	+35
Queen Street	Eastbound	46	0	-46
Castle Street & Norfolk Street	Northbound	80	84	+4
	Southbound	34	84	+50
Speedwell Street	Eastbound	56	88	+32
	Westbound	102	108	+6
Butterwyke Place	Northbound	22	16	-6
Thames Street (East)	Eastbound	0	20	+20
	Westbound	0	0	0
St Aldate's	Northbound	66	97	+31
	Southbound	107	95	-12
High Street	Eastbound	92	97	+5
	Westbound	87	95	+8

2.2. Summary of the table above are as follows:

- The greatest increases are seen the routes to be taken by eastbound buses which are diverted away from Queen Street i.e. Castle Street, Norfolk Street, Abbey Place, Speedwell Street and St Aldate's;
- Bus movements on St Aldate's northbound will increase by a third, but there will be a slight reduction in southbound services as a result of changes brought about by the closure of Queen Street;
- New Road sees a significant increase in both directions, primarily as a result of services turning in the station area;
- There is a small increase in use of Speedwell Street (westbound), because they would now additionally be used by terminating buses from the west;
- The changes have the effect of equalising bus movements on city centre routes where there is currently an imbalance between westbound and eastbound movements; and

- Hythe Bridge Street and Thames Street east of Butterwyke Place will now be utilised by buses where they currently are not, generally to facilitate turning movements.

2.3. In calculating the hourly bus flows, the bus stop allocation plan received from Oxfordshire County Council on 16 June 2017 has been used to identify the routes to be taken. As the bus routeing situation in Oxford city centre has been in a constant state of flux in the last two years, it has been assumed that services 3/3A, 8/9, 13, 31/34, 35, 280/X8, 300, U1, X2, X3, X30 and X32/X34 'currently' utilise Queen Street, with service 3/3A utilising stops there.

TECHNICAL NOTE

3. Bus Stop Locations & Use

3.1. Table 2 below outlines the changes to the number of bus stops and the intensity of their use in Oxford city centre following the closure of Queen Street to buses and completion of the Westgate centre, compared to the situation before the Westgate works started.

Table 2: Changes to bus stop locations and use

Street	Direction	Current No. of bus stops	New No. of bus stops	Change	Current No. of buses stopping per hour	New No. of buses stopping per hour	Change
Hythe Bridge Street	West	0	1	+1	0	15	+15
Park End Street	East	1	1	0	18	54	+36
	West	1	2	+1	27	55	+28
New Road	East	3	3	0	42	23	-19
	West	3	3	0	33	19	-14
Queen Street/Bonn Square	East	1	0	-1	10	0	-10
Castle Street & Norfolk Street	South	2	6	+4	17	57	+40
	North	3	5	+2	45	52	+7
Speedwell Street	East	1	3	+2	54	72	+18
	West	1	1	0	70	70	0
Oxpens Road	East	0	1	+1	0	0	0
	West	0	1	+1	0	0	0
St Aldate's (north of Speedwell Street)	North	5	7	+2	51	68	+17
	South	5	5	0	38	58	+20
High Street	East	2	4	+2	9	43	+34
	West	3	3	0	77	71	-6

3.2. A summary of the table above is as follows:

- There is a net increase of 15 on number of bus stops across the area concerned;
- As a result, stopping patterns are more evenly distributed over the city centre. This leads to increases in key streets such as Park End Street, Castle Street, Norfolk Street and St Aldate's, but a significant reduction in New Road;
- Utilisation of the southbound stops in St Aldate's will increase as a result of fewer physical stops but an increase in the number of buses using them;

- The largest increase in buses stopping per hour is in Castle Street and Norfolk Street (south), commensurate with the largest increase in bus stops. Bus services on the north side of these streets will be better distributed across a higher number of stops; and

- Oxpens Road and Hythe Bridge Street have new bus stops installed where they previously had none. In Oxpens Road, these are reserved for future expansion and no current bus services are identified to stop at this location.

TECHNICAL NOTE

4. Bus Passenger Walking Distances

4.1. The reconfiguration of bus routes in Oxford city centre results in changes to the physical location of bus stops as well as the routes that serve them. Consequently, the walk distances incurred by passengers intending to travel on these routes may also change.

4.2. This section of the note assesses the changes to the length of bus stop walking routes using a matrix of bus services and selected destinations around the city centre. This assessment shows the walking distances to the selected destinations from both inbound and outbound stops before the Westgate works started, and this is compared to the future arrangements following on from the proposed closure of Queen Street to buses and the completion of the Westgate development.

4.3. All bus services operating in the affected streets are included in the assessment, however it is recognised that some bus services are more popular than others. These services have been prioritised as part of the allocation of bus stops around the city centre in order to minimise walking distances for the most popular routes.

4.4. Nine selected destinations have been chosen to represent popular locations in the city centre. These are as follows:

- Magdalen Street bus stops;
- Cornmarket Street (centre);
- Bonn Square;
- Gloucester Green bus/coach station;
- Broad Street (centre);
- New Road, near Nuffield College;
- High Street, by Covered Market entrance;
- St Aldates, by Christ Church Cathedral; and
- Old Greyfriars Street, south of Norfolk Street.

4.5. Some of the above destinations also serve as locations for clusters of bus stops, for example Magdalen Street from where services to north Oxford depart. This allows an assessment of the impact on cross-city journeys which require interchange in the central area.

4.6. The focus on selecting destinations has been to include those to the centre and north of the affected routes. This is because the general shift in bus service provision will be to the south, and therefore destinations such as the ice rink, police station, City of Oxford College and the courts are likely to be better served than with the current arrangement.

4.7. Walking distances were measured in a Geographic Information Systems (GIS) program based on electronic mapping. Whilst it is accepted that in reality the routes taken by pedestrians will vary on each occasion, depending on the availability of selected routes, the location of obstacles or the speed of pedestrian flow, the GIS program plots a route based on a theoretical possibility and it is acknowledged that some pedestrian journeys may be shorter or longer than the distance stated.

4.8. Nonetheless, it is considered that utilisation of a GIS program to plot the available routes offers a robust basis for assessing the impacts of the scheme on walking distances to bus stops, because both the current and future scenarios are assessed using the same methodology.

4.9. The distances have been calculated based on the nearest bus stops to the nine identified destinations for each bus route. This may alter based on the new routes to be taken and stops to be served under the new arrangements. In cases where buses are extended from Magdalen Street/George Street to the Westgate area, significant improvement in walk distances are seen.

4.10. Clusters of bus stops have been used as the nodes for bus access, rather than individual stops. These clusters are as follows:

- Park End Street, by Worcester Street;
- New Road;
- Castle Street;
- Norfolk Street;
- Speedwell Street;
- St Aldate's (south, by Christ Church Cathedral);
- St Aldate's (north, by the Town Hall); and
- High Street (by Turl Street).

4.11. In addition, existing bus distances were calculated from stops at Gloucester Green, George Street, Magdalen Street and Queen Street to provide comparisons for services currently serving these areas.

4.12. As stated above, both inbound and outbound bus stops have been included in the analysis – ''inbound' bus stops refer to stops where passengers would alight from the bus, and 'outbound' refers to boarding points. Where a bus route crosses the city centre, some stops may perform both functions.

4.13. Table 3 overleaf indicates the results of this assessment.

TECHNICAL NOTE

Table 3: Average walking distances to/from city centre destinations

Service	Inbound			Outbound		
	Before	After	Change	Before	After	Change
1	320	185	-135	320	220	-100
3/3A	245	320	+75	305	320	+15
Eastbound 4	270	215	-55	270	215	-55
Westbound 4	245	215	-30	245	215	-30
5	240	185	-55	220	220	0
8/9	245	225	-20	305	350	+45
10	320	320	0	320	320	0
11	275	340	+65	275	365	+90
12	320	320	0	320	320	0
Northbound X3/X13	320	300	-20	320	300	-20
Southbound X3/X13	320	320	0	320	320	0
16	320	320	0	320	320	0
31	350	410	+60	410	320	-90
35	350	340	-10	410	345	-65
66	410	340	-70	410	345	-65
275	320	320	0	410	410	0
280/X8	240	210	-30	255	255	0
Northbound 300	185	215	+30	185	215	+30
Southbound 300	150	190	+40	150	190	+40
Eastbound 400	240	205	-35	240	205	-35
Westbound 400	240	185	-55	240	185	-55
S1	275	370	+95	340	370	+30
S5	370	215	-155	370	235	-135
T1	320	320	0	320	320	0
Eastbound U1	260	225	-35	260	225	-35
Westbound U1	240	185	-55	240	190	-50
U5/U5X	320	320	0	320	320	0
X2	350	410	+60	410	320	-90
X30	275	290	+15	270	205	-65
X32/X39/X40	350	370	+20	410	345	-65
Coaches	260	260	0	345	345	0
Sightseeing	255	290	+35	255	290	+35

4.14. The distances are rounded off to the nearest 5 metres.

4.15. The main findings of this assessment are as follows:

- 55% of bus services in this area of the city centre will experience a small change (±50 metres) in walking distances from **inbound** stops to key destinations;
- 59% of bus services in this area of the city centre will experience a small change (±50 metres) in walking distances between key destinations and **outbound** stops;
- There is an **improvement** in walking distance for 41% of inbound bus services and 44% of outbound bus services;
- There is a **detriment** to walking distance for 33% of inbound bus services and 22% of outbound bus services;
- Walking distances range from 185 metres to 410 metres, with the largest increase being 95m for services S1 and X30 (inbound) and 90 metres for service 11 (outbound), and the greatest reductions being 155 metres for service S5 (inbound) and 135 metres for the same service (outbound);
- The overall impact on bus walking distances is negligible; and
- The overall mean average walking distance from inbound bus stops will **decrease** from 290 to 280 metres, and for outbound bus stops will **decrease** from 305 metres to 285 metres.

4.16. It is considered that this is due to many services now making a greater number of stops in the city centre than at present, including some routes which are diverted to serve more of the city centre.

TECHNICAL NOTE

5. Equality Impact Assessment (EQIA)

5.1. This section of the note contains an Equality Impact Assessment (EQIA) which identifies the potential effects of the closure of Queen Street to buses on certain groups of people.

5.2. The Equality Act 2010 brings together, harmonises and extends current equality law. It replaces the existing antidiscrimination laws with a single Act. It simplifies the law, removing inconsistencies and making it easier for people to understand and comply with it. The Act makes it unlawful to discriminate (treat less favourably) either directly or indirectly because of a protected characteristic in relation to employment; supply of goods and services including education etc.

5.3. Public Authorities have a legal responsibility to assess their activities, and to set out how they will protect people from discrimination on the basis of the following 'protected characteristics':

- Age;
- Disability;
- Gender reassignment;
- Marriage and civil partnership;
- Pregnancy and maternity;
- Race;
- Religion or belief;
- Sex; and
- Sexual orientation.

5.4. The tables overleaf satisfy this legal requirement in terms of the proposed scheme.

Age

Many conditions relating to older age, such as disabilities and health problems, are dealt with under the 'Disability' section below.

Table 6.1: Impact on persons below driving age

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Improved public realm in Queen Street Reduction in walk distance for some passengers Improved passenger infrastructure at the majority of bus stops Perception of increased security by higher footfall in vicinity of Westgate Centre		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Extra public seating provided as part of Westgate development will help mitigate additional walking distances Improvement to public realm reduces perception of greater distance
	Reduction in environment quality in streets experiencing higher bus frequency and stopping	Additional pedestrian facilities provided, with alterations made to bus stops on St Aldates to reduce pavement congestion

Disability

Table 6.2: Impact on persons with mobility impairments

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Improved public realm in Queen Street Reduction in walk distance for some passengers Improved passenger infrastructure at the majority of bus stops, including perch seating and level entry boarding Perception of increased security by higher footfall in vicinity of Westgate Centre		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Extra public seating provided as part of Westgate development will help mitigate additional walking distances Improvement to public realm reduces perception of greater distance
	Reduction in environment quality in streets experiencing higher bus frequency and stopping Difficulties for wheelchair users passing areas of higher footfall and bus shelters	Additional pedestrian facilities provided, with alterations made to bus stops on St Aldates to reduce pavement congestion Bus stops have been located in areas of maximum pavement space to reduce issues

		Bus services at Castle Street/Norfolk Street also serve stops in Speedwell Street and/or St Aldates, for alternative access
	Proposed bus stops in some locations (Castle Street, Norfolk Street, rear of Westgate Centre) suffer from lack of visibility, increasing fear of crime	Higher pedestrian and bus flows at most times of day due to greater attractiveness of city centre. High levels of lighting at bus stops

Table 6.3: Impact on persons with sensory impairments

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Improved public realm in Queen Street Reduction in walk distance for some passengers		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Extra public seating as part of Westgate centre will help to mitigate additional walking distances Improvement to public realm reduces perception of greater distance
	Difficulties for sight impaired persons passing areas of higher footfall and bus shelters, particularly in St Aldates and Castle Street/Norfolk Street	Additional pedestrian facilities provided, with alterations made to bus stops on St Aldates to reduce pavement congestion Bus stops have been located in areas of maximum pavement space to reduce issues

	Information about relocation of bus stops may be difficult to access or interpret	Information provided by a variety of media and well in advance so that passengers are informed prior to journey Bus drivers informed of changes so can advise passengers of new stop arrangements

Table 6.4: Impact on persons with respiratory health impairments

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Levels of exposure to nitrogen dioxide and particulates will decrease in Queen Street and immediate surrounding areas		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Extra public seating as part of Westgate centre will help to mitigate additional walking distances Improvement to public realm reduces perception of greater distance
	Air quality is expected to worsen in streets with higher bus flow and greater levels of stopping buses	Increased use of low emission buses, such as hybrid/stop-start technology Low Emission Zone has been in force since 2014 Studies are being commissioned to explore development of Zero Emission Zone

TECHNICAL NOTE

Table 6.5: Impact on persons with learning difficulties

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Improved public realm in Queen Street, including reduction in street furniture Reduction in walk distance for some passengers		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Information provided by a variety of media and well in advance so that passengers are informed prior to journey Improvement to public realm reduces perception of greater distance
	Information about relocation of bus stops may be difficult to access or interpret	Information provided by a variety of media and well in advance so that passengers are informed prior to journey Bus drivers informed of changes so can advise passengers of new stop arrangements

TECHNICAL NOTE

Pregnancy and maternity

Table 6.6: Impact on pregnant women and those with infant children

Positive aspects of scheme	Negative impacts of scheme	Proposed mitigation for negative impacts
Improved public realm in Queen Street, including reduction in street furniture Reduction in walk distance for some passengers Levels of exposure to nitrogen dioxide and particulates will decrease in Queen Street and immediate surrounding areas Perception of increased security by higher footfall in vicinity of Westgate Centre Increase in public seating Improvement in street surfacing		
	Walking distances between some key destinations and bus stops may increase	Busiest services allocated to stops closest to existing arrangements Improvement to public realm reduces perception of greater distance
	Difficulties for pregnant women or buggy users passing areas of higher footfall and bus shelters, particularly in St Aldates and Castle Street/Norfolk Street	Additional pedestrian facilities provided, with alterations made to bus stops on St Aldates to reduce pavement congestion Bus stops have been located in areas of maximum pavement space to reduce issues
	Air quality is expected to worsen in streets with higher bus flow and greater levels of	Increased use of low emission buses, such

	stopping buses	as hybrid/stop-start technology Low Emission Zone has been in force since 2014 Studies are being commissioned to explore development of Zero Emission Zone

Gender reassignment

It is not considered that there are any impacts relating to this protected characteristic.

Marriage and civil partnership

It is not considered that there are any impacts relating to this protected characteristic.

Race

It is not considered that there are any impacts relating to this protected characteristic.

Religion or belief

It is not considered that there are any impacts relating to this protected characteristic.

Sex

It is not considered that there are any impacts relating to this protected characteristic.

Sexual orientation

It is not considered that there are any impacts relating to this protected characteristic.

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Service and Community Impact Assessment (SCIA)

Front Sheet:

Directorate and Service Area:

Communities

What is being assessed (e.g. name of policy, procedure, project, service or proposed service change):

City centre transport improvements (exc. experimental closure of Queen Street – assessed separately)

Responsible owner / senior officer:

Martin Kraftl

Date of assessment:

June 2017

Summary of judgement:

The scheme needs to consider through its detailed design and construction stages the potential for adverse impacts with regard to people with visual impairments or others who feel vulnerable using zebra crossings, and ensure that these are mitigated against in the final scheme.

Detail of Assessment:

Purpose of assessment:

To inform Cabinet decision on proposed city centre transport improvements

You should also include the following statement to clearly set out the reasons and context for undertaking the assessment:

Section 149 of the Equalities Act 2010 ("the 2010 Act") imposes a duty on the Council to give due regard to three needs in exercising its functions. This proposal is such a function. The three needs are:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Equality Act.
- Advance equality of opportunity between people who share a protected characteristic and those who do not.
- Foster good relations between people who share a protected characteristic, and those who do not.

Complying with section 149 may involve treating some people more favourably than others, but only to the extent that that does not amount to conduct which is otherwise unlawful under the new Act.

The need to advance equality of opportunity involves having due regard to the need to:

- remove or minimise disadvantages which are connected to a relevant protected characteristic and which are suffered by persons who share that characteristic,
- take steps to meet the needs of persons who share a relevant protected characteristic and which are different from the needs other people, and
- encourage those who share a relevant characteristic to take part in public life or in any other activity in which participation by such people is disproportionately low.
- take steps to meet the needs of disabled people which are different from the needs of people who are not disabled and include steps to take account of a person's disabilities.

The need to foster good relations between different groups involves having due regard to the need to tackle prejudice and promote understanding.

These protected characteristics are:

- age
- disability
- gender reassignment
- pregnancy and maternity
- race – this includes ethnic or national origins, colour or nationality
- religion or belief – this includes lack of belief

- sex
- sexual orientation
- marriage and civil partnership

Social Value

Under the Public Services (Social Value Act) 2012 the Council also has an obligation to consider how the procurement of services contracts with a life value of more than £173,934[1] might improve the economic, social, and environmental well-being of the area affected by the proposed contract, and how it might act to secure this improvement. However, it is best practice to consider social value for all types of contracts, service delivery decisions and new/updated policies. In this context, 'policy' is a general term that could include a strategy, project or contract.

Context / Background:

In the light of the proposals in the Local Transport Plan and Oxford Transport Strategy, transport improvements are proposed in Oxford city centre, as part of a package which also includes an experimental closure of Queen Street to buses, taxis and private hire vehicles (**covered by a separate impact assessment**).

Proposals:

The improvements are intended to contribute towards the delivery of the Oxford Transport Strategy. The overall objectives of the proposals are to:

Provide additional capacity for future growth in city centre bus, cycle and walking trips (including those arising from the new Westgate centre)

Improve bus journey times, safety and air quality by reducing bus queuing at junctions

Improve safety, comfort and convenience for pedestrians and cyclists, particularly at junctions

The proposals include amendments to traffic regulation orders, bus stop clearways and provision of new zebra crossings in a number of city centre streets.

Evidence / Intelligence:

The proposals have been developed in response to previous consultations on city centre changes, coupled with analysis of data on loading activity, journey times,

[11] EC Procurement Threshold for Services

traffic flows (inc pedestrians and cyclists). Some elements of the proposals have been trialled in situ.

Alternatives considered / rejected:

Various options were considered through the design process, including alternative junction and crossing arrangements and various options for restricting loading.

Impact Assessment:

Identify any potential impacts of the policy or proposed service change on the population as a whole, or on particular groups. It might be helpful to think about the largest impacts or the key parts of the policy or proposed service change first, identifying any risks and actions, before thinking in more detail about particular groups, staff, other Council services, providers etc.

It is worth remembering that 'impact' can mean many things, and can be positive as well as negative. It could for example relate to access to services, the health and wellbeing of individuals or communities, the sustainability of supplier business models, or the training needs of staff.

We assess the impact of decisions on any relevant community, but with particular emphasis on:

- Groups that share the nine protected characteristics
  - age
  - disability
  - gender reassignment
  - pregnancy and maternity
  - race – this includes ethnic or national origins, colour or nationality
  - religion or belief – this includes lack of belief
  - sex
  - sexual orientation
  - marriage and civil partnership
- Rural communities
- Areas of deprivation

We also assess the impact on:

- Staff
- Other council services
- Other providers of council services
- Any other element which is relevant to the policy or proposed service change
- How it might improve the economic, social, and environmental of the area affected by the contract **if** the Public Services (Social Value) Act 2012 applies

For every community or group that you identify a potential impact you should discuss this in detail, using evidence (from data, consultation etc.) where possible to support your judgements. You should then highlight specific risks and any mitigating actions you will take to either lessen the impact, or to address any gaps in understanding you have identified.

If you have not identified an impact on particular groups, staff, other Council services, providers etc. you should indicate this to demonstrate you have considered it.

Impact on Individuals and Communities:

Community / Group being assessed (as per list above – e.g. age, rural communities – do an assessment for each one on the list)
Summarise the specific requirements and/or potential impact on this community / group, and then highlight the most significant risks and mitigating action that has been or will be taken.

Risks	Mitigations
Age The proposals will remove a number of signal controlled pedestrian crossings and replace them with zebra crossings. Older people may feel more vulnerable using zebra crossings Unaccompanied children may also feel less safe using zebra crossings	There is no evidence to suggest zebra crossings are less safe than signal controlled crossings. The proposed crossings are within 20 mph speed limits, and have been designed to ensure good visibility. Consideration should be given at the detailed design stage to "splitting" crossings with a central refuge wherever possible, so that pedestrians need only deal with a single lane and direction of traffic at a time.
Disabilities The proposals will remove a number of signal controlled pedestrian crossings and replace them with zebra crossings People with mobility or visual impairments may also feel less safe using zebra crossings	
Other protected characteristics No effects identified.	

Impact on Staff:

Summarise the specific requirements and/or potential impact on staff, and then highlight the most significant risks and mitigating action that has been or will be taken.

Risks	Mitigations
None identified	

Impact on other Council services:

Summarise the specific requirements and/or potential impact on other council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

Risks	Mitigations
None identified	

Impact on providers:

Summarise the specific requirements and/or potential impact on providers of council services, and then highlight the most significant risks and mitigating action that has been or will be taken.

Risks	Mitigations
None identified	

Social Value

If the Public Services (Social Value) Act 2012 applies to this proposal, please summarise here how you have considered how the contract might improve the economic, social, and environmental well-being of the relevant area.

How might the proposal improve the economic well-being of the relevant area?

The scheme will provide improved access to and within Oxford city centre for more people and therefore help to ensure the continued economic prosperity of the city.

How might the proposal improve the environmental well-being of the relevant area?

The scheme will encourage more trips to be made by bus, cycle or on foot and will reduce congestion, which will lead to reduced air emissions with the Oxford AQMA.

Action plan:

Summarise the actions that will be taken as a result of the assessment, including when they will be completed and who will be responsible. It is important that the officer leading on the assessment follows up to make sure the actions are completed, and updates the assessment as appropriate. Any significant risks identified should also be added to the appropriate service or directorate risk register, to ensure they are appropriately managed and reviewed.

Action	By When	Person responsible
Review design to ensure it meets the needs of people with visual or mobility impairments, older people, and unaccompanied children – including	Prior to start of construction	Project Sponsor

specific consideration of splitter islands at zebra crossings.		

Monitoring and review:

Try to be as specific as possible about when the assessment will be reviewed and updated, linking to key dates (for example when consultation outcomes will be available, before a Cabinet decision, at a key milestone in implementation)

Person responsible for assessment:

Version	Date	Notes (e.g. Initial draft, amended following consultation)
1	June 2017	Prior to Cabinet decision
2	Prior to start of construction	Review of detailed design
3	Following completion	Review of outcomes

Compliance with S122 Road Traffic Regulation Act 1984

This annex sets out how the county council has complied with the requirements of the Road Traffic Regulation Act 1984 in giving consideration to proposed experimental and permanent transport changes in Oxford city centre. Note that for proposed orders the statements of reasons identify relevant grounds under Section 1 of the Act.

A. Experimental closure of Queen Street

The proposal for an experimental closure of Queen Street to buses, taxis and private hire vehicles is being promoted primarily to secure safe and convenient pedestrian use of Queen Street.

Officers have had regard to the following so far as practicable in making recommendations to Cabinet:

The desirability of securing and maintaining reasonable access to premises

- Access to Queen Street will remain unchanged for deliveries; only buses taxis and private hire vehicles are to be prohibited
- New bus stops are being created to allow access for bus passengers to this part of the city to be maintained. A detailed assessment of the effects on accessibility for bus passengers is at Annex 3.
- A new taxi rank is being created in Cornmarket, very close to the current Queen Street rank, to maintain access for taxi passengers
- Private hire services will continue to have access to nearby streets, including New Road.
- The proposal is experimental and the effects on access will be considered during the experimental period

The effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run

- The amenity of Queen Street and the streets affected by its closure have been considered and are discussed in the main report and in the annexes.
- The environment in Queen Street will be improved by the removal of motor traffic for the busiest hours of the day
- The permanent improvements will help prevent any negative impacts in surrounding streets and in many cases will deliver improvements over the existing situation
- The proposal is experimental and the effects on amenity will be considered during the experimental period

The strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)

- Air quality in Queen Street will be improved through the removal of motor traffic
- Air quality in surrounding streets may be negatively affected by increased bus flows and stops, but may also be positively affected by some of the other permanent changes proposed
- The proposal is experimental and the effects on air quality will be monitored during the experimental period

The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles

- New bus stops are being created to allow access for bus passengers to this part of the city to be maintained and to reduce pressure on existing bus stops. A detailed assessment of the effects on accessibility for bus passengers is at Annex 3.
- It is acknowledged that bus mileage, and the risk of delays to buses, is increased by prohibiting buses from Queen Street. However the permanent improvements will help prevent negative impacts and in some cases will deliver improvements over the existing situation.
- The proposal is experimental and the effects on public service vehicles and their passengers will be considered during the experimental period

Any other matters appearing to the local authority to be relevant

- Officers consider that the ability to advance the long-running debate about the future of Queen Street is a relevant matter, and consider that the experimental order will provide valuable data and experience to inform this debate
- The economic success of Oxford city centre as a whole will be supported by connecting the Westgate Centre well with the rest of the city. Queen Street clearly has a vital role to play in this and the amenity of Queen Street will be enhanced through the removal of motor traffic during the busiest times of day.

The proposed experimental order was subject to public and stakeholder consultation, and responses to individual consultation comments, in many cases relevant to the various matters above, are in Annex 2.

B. Permanent changes

The proposals for amendments to traffic regulation orders, bus stop clearways and provision of new zebra crossings are being promoted to secure expeditious, safe and convenient vehicular, cycle and pedestrian movement, whilst providing suitable facilities for loading and waiting.

Officers have had regard to the following so far as practicable in making recommendations to Cabinet:

The desirability of securing and maintaining reasonable access to premises

- The proposals for changes to loading arrangements in St Aldate's and High Street were developed using evidence from a survey of frontagers' requirements, as well as video surveys of loading activity.
- The proposals allow additional time for loading in the morning peak (07:30 to 09:30) when bus dwell times are lower, and when delivery and servicing requirements at their peak. The new loading restriction (12:00 to 20:00) is designed to prevent blockages when pressure on bus stops and footways is greatest, and when loading requirements are reduced.
- The proposals for bus stop clearways and pedestrian crossings will reduce the ability to load in some areas but the remaining kerb space is considered to be sufficient given the patterns of loading activity observed in the video surveys

The effect on the amenities of any locality affected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the roads run;

- The improvements help reduce queuing and congestion in the areas affected, which will improve the general environmental amenity of the streets affected

The strategy prepared under section 80 of the Environment Act 1995 (national air quality strategy)

- The improvements help reduce queuing and congestion in the areas affected, which will help to improve the air quality of the streets affected

The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicle

- The improvements will reduce bus journey times and provide for future growth in bus patronage through the improvements to junctions, improved loading restrictions, additional bus stops, additional bus layover points, and improved pedestrian crossings which will benefit passengers.

Any other matters appearing to the local authority to be relevant

- The improvements will help to integrate the expanding "West End" area of the city centre (including the new Westgate Centre) with the rest of the city, helping to maximise the economic benefits.

The proposed experimental order was subject to public and stakeholder consultation, and responses to individual consultation comments, in many cases relevant to the various matters above, are in Annex 2.

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Division(s): Sonning Common, Henley, Woodcote

CABINET– 18 JULY 2017

REPORT ON A CONSULTATION INTO THE FUTURE OF CHILTERN EDGE SCHOOL

Report by Director of Children's Services

Introduction

1. Chiltern Edge School is an 11 -16 school located in the village of Sonning Common in close proximity to the Caversham area of Reading. It has capacity for around 1,000 pupils but currently has only c.500 on roll. Of these, around 150 live in Oxfordshire with nearly all the rest coming from Caversham. The school has been operating with in-year deficit budgets for a number of years and has accumulated a debt of in excess of £$^{1}/_{2}$ million. A consultant head teacher was employed by the County Council to work with the school's leadership to produce an in-year balanced budget and a plan to repay the debt.

2. When the school was inspected by Ofsted in September 2012 it was judged to be good overall. As a good school the amount of support provided by the County Council would be expected to be very limited with the national presumption being that it would assume responsibility for its own continuous improvement. The Council provided annual 'position statements' setting out how the school was performing in comparison with other schools, both locally and nationally. The position statements for the 2014-15 and 2015-16 academic years highlighted declining performance against a range of measures but the school's leadership appears not to have taken remedial action in response to this. In early 2017 the Council deployed an experienced National Leader of Education to work with the school. This coincided with the Ofsted inspection in March 2017.

3. The report of the March 2017 inspection was published in April with the key findings being that the school was inadequate overall and inadequate in terms of the effectiveness of leadership and management, the quality of teaching, learning and assessment, and in terms of outcomes for pupils. The only judgement which was not of inadequacy was in respect of the personal development, behaviour and welfare of pupils which were requiring improvement. Consequently Chiltern Edge School has been placed in Special Measures. The full report can be found on the Ofsted web site: https://reports.ofsted.gov.uk/inspection-reports/find-inspection-report/provider/ELS/123245

4. The Education and Adoption Act 2016 places a duty on the Secretary of State for Education to make an academy order and convert a maintained school to sponsored academy status. To this end, an Academy Order was published on 3 May 2017. The Regional Schools Commissioner is responsible for finding a suitable academy sponsor. The Council is working with the Regional Schools Commissioner regarding this.

5. Both nationally and locally the process of finding a suitable academy sponsor in circumstances where a school appears to be financially unviable and has a large number of significant underperformance issues to address has proven very difficult. In consequence of this there was considered to be a significant risk that a strong sponsor might not be identified in a timely manner to begin the process of rapidly addressing the school's weaknesses. The Department for Education also requires local authorities to consider the option of closure in circumstances where schools are failing (see Annex 1).

The purpose of the consultation

6. Given both the severity of concerns raised by Ofsted, and those set out in paragraph 5, the council decided to open an informal consultation on the school's future. Views were sought on the potential impact of a decision to close the school and whether other solutions could be found to ensure good quality education in this part of Oxfordshire. Throughout this process, the council's number one priority has remained to ensure good educational opportunities are available to local families. Cabinet members have also publicly stated their desire to find a solution that would both enable the school to stay open and deliver the improvements demanded by Ofsted.

7. The Chiltern Edge consultation was initially set to run from the 27th April to the 16th June with the responses to be reported to the June Cabinet meeting. However, in order to ensure that all contributions to the consultation would be reflected in the written report, the consultation period was extended to the 30th June (9 weeks including the half-term holiday) and consideration by Cabinet deferred until its July meeting.

8. A decision is now sought whether to proceed with publishing a statutory notice and proposal to close Chiltern Edge School. If such a decision is made, in order to avoid the school holidays the soonest a notice would be published would be 5 September, with representations then running until 3 October. This would allow a final decision whether to close the school to be taken by Cabinet on 17 October, so that parents applying for places for 2018 would know the decision before the applications deadline of 30 October 2017.

Developments since the launch of the consultation

9. The County Council's application to the Regional School Commissioner for the governing body of Chiltern Edge School to be replaced by an Interim Executive Board (IEB) was approved and the IEB is now providing the school with strategic direction. It is chaired by an experienced former head teacher and has Finance and Human Resources expertise.

10. An interim head teacher with a proven track record of school improvement was appointed and she took up post on the 5th June. She has begun to implement a range of actions and strategies aimed at addressing the numerous weaknesses identified by Ofsted and to deliver an in-year balanced budget.

11. Following the County Council elections on 4th May a new Cabinet member for Education was appointed. She has met with the interim head teacher, the chair of the IEB, representatives of the 'Save Our Edge' campaign, the Sonning Common Parish Council and members and officers from Reading Borough Council.

12. She has also attended a public meeting where she was able to provide an update on developments since the start of the consultation. Of particular significance was that she was able to report that a potential sponsor had been identified and that initial discussions had been held with the Maiden Erlegh Trust, a Multi-Academy Trust based in Wokingham.

Results of the Stage 1 Consultation

13. The Stage 1 consultation included an online survey; three meetings for parents with children either at the school or due to start at the school in September 2017; and other meetings with interested parties, including other nearby schools and Reading Borough Council. Information was also collated from a number of data sources.

14. The online consultation received 1118 responses. 19% of these respondents identified themselves as parents of children at Chiltern Edge School; 6% as parents of children allocated places at Chiltern Edge School for September 2017; 24% as parents of children at primary school, two thirds of whom identified themselves as living in the designated area for Chiltern Edge School (some of these categories will overlap). There were 60 respondents identifying themselves as pupils at Chiltern Edge School, although from their detailed responses, it was apparent that some of these were actually past pupils, and it is not clear how many current pupils responded.

15. In addition, 92 responses were received by post and/or email – some of these responses were duplicates of those received online.

16. The information gathered through the consultation is detailed in Annex 3. In summary, the very large majority of responses opposed the closure of Chiltern Edge School. The affection and pride felt by those associated with the school was apparent from the detailed responses, as was local anger and concern that the school might be closed. A large number of responses disagreed with the Ofsted judgement, and said that it did not reflect their experience of the school.

17. Many respondents argued that there are not sufficient school places in the area already, and that this situation would worsen given that pupil numbers have grown in local primary schools, and there is housing planned in the local area. Data collated during the consultation identified that sufficient additional

school places could be created, through some capital investment, to accommodate Oxfordshire children who would be displaced by any closure, including allowing for housing growth in Oxfordshire, but the majority of children at Chiltern Edge School live in Reading. On the final day of the consultation (30 June) Reading Borough Council submitted their consultation response (attached as Annex 7), which stated that closure would cause "insurmountable problems with placing children in other schools in Reading".

18. Most responses said that the school should be given more time and support to improve and stay open. Several respondents commented on the positive impact the new interim headteacher and Interim Executive Board were already having, and thought that with strong leadership, the school could quickly improve. Many responses said the school needed more funding, and suggestions were made as to how the school could improve.

19. There was a strong view that the closure of Chiltern Edge School would have a negative impact on the local community, including a large number of community users of the school's accommodation.

20. If Chiltern Edge School were closed, the consultation identified that the schools which would be mostly affected by the consequent displacement would be Highdown, Gillotts and Langtree, with the choice between these schools largely determined by proximity and ease of travel. Parents considered it important that pupils would be only transferred to a good or better school.

21. As the site accommodates Bishopswood Special School, particular attention would need to be given to the future of this provision, as well as to pupils with Special Educational Needs currently taught a Chiltern Edge School.

22. While the large majority of responses opposed closure of Chiltern Edge, concerns were also raised about whether it is viable to continue to maintain the number of small secondary schools currently in southern Oxfordshire. Gillotts School and Langtree School both urged that the county council work with the other interested parties to address how best the quality of education in south-east Oxfordshire can be secured, in terms of number of places and their location, so as to ensure the future viability of schools.

Financial and Staff Implications

23. At this stage, a decision is sought as to whether to publish a statutory notice. The financial and staffing implications are therefore related to the work which would be necessary to develop the detailed proposal and the costs and time required to conduct the representation period. The costs of the statutory process which would be undertaken are planned for and met within the normal CYP&F budget provision. There are no significant financial implications at this stage.

Equalities Implications

24. If a statutory notice to close Chiltern Edge School is published, it would be accompanied by a Service and Community Impact Assessment, which would assess the impact of the proposal on any relevant community, but with particular emphasis on groups that share the protected characteristics in the Equality Act 2010 (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex and sexual orientation, marriage and civil partnership). The assessment would also consider potential impact on individuals and communities (such as carers, rural communities and areas of deprivation), staff, other council services, other providers of services and other /partner organisations.

RECOMMENDATIONS

25. **The Cabinet is RECOMMENDED to:**

(a) not proceed at this time with the publication of a statutory notice proposing the closure of Chiltern Edge School;

(b) commission, ideally from Ofsted, an external review of the progress made by October 2017 towards addressing the weaknesses identified by Ofsted and the construction of an in-year balanced budget;

(c) consider a further report on the progress identified by the external review at its November meeting.

LUCY BUTLER
Director of Children's Services

Background papers:

Annex 1:	The decision-making process for closing a maintained school
Annex 2:	Factors for consideration when deciding to close a maintained school
Annex 3:	Information collected through the Stage 1 Consultation
Annex 4:	Gillotts School Response to Chiltern Edge Closure Consultation (received 6 June 2017)
Annex 5:	Langtree School Governors' response to the consultation on the future of Chiltern Edge School (received 21 June 2017)
Annex 6:	Consultation submission from Matt Rodda MP (Reading East) (received 29 June)
Annex 7:	Reading Borough Council's response to the consultation (received 30 June 2017)

Contact Officer: Roy Leach, Strategic Lead, Education Sufficiency & Access

July 2017

Annex 1: The decision-making process for closing a maintained school

The DfE's statutory guidance on "Opening and closing local-authority-maintained schools closing maintained schools" (April 2016) specifies that where a maintained school is failing and there is no viable sponsored academy solution, the local authority can consider closure.

All decisions related to school closures are taken locally following a statutory process to allow those directly affected by the proposals to feed in their comments. All decisions on proposals to close a school must be made in accordance with the factors outlined in the guidance for decision-makers.

The DfE's statutory guidance on "Opening and closing local authority maintained schools" (April 2016) sets out the required process, and is supported by the associated "Statutory guidance for decision-makers deciding prescribed alteration and establishment and discontinuance proposals" (April 2016). The relevant legislative basis for this guidance is Part 2 and Schedule 2 of the *Education and Inspections Act (EIA) 2006* as amended by the *Education Act (EA) 2011* and *The School Organisation (Establishment and Discontinuance of Schools) Regulations 2013*.

The statutory process for closing a maintained school has five stages:

Stage 1	Consultation	No prescribed timescale.	Informal / pre consultation. Recommended to last a minimum of 6 weeks. School holidays should be taken into consideration and avoided where possible. Likely to be no longer than 12 months.
Stage 2	Publication		Publication of the statutory notice and proposal. The information which would need to be provided in such a proposal is shown in Annex 2.
Stage 3	Representation	4 weeks from date of publication.	Formal consultation. As prescribed in the Establishment and Discontinuance of Schools Regulations and cannot be shortened or lengthened.
Stage 4	Decision	LA should decide a proposal within 2 months of the end of the representation period, otherwise it will fall to the Schools Adjudicator.	Where permitted, appeals must be made within 4 weeks of notification of the decision.

Stage 5	Implementation	No prescribed timescale.	However the date must be as specified in the published notice, subject to any modifications agreed by the decision-maker.

The consultation covered by this report is the Stage 1 consultation. If Cabinet were to decide to proceed to Stage 2, a statutory closure proposal would be written for publication and statutory representations. As set out in Schedule 2 to the Establishment and Discontinuance Regulations the information below **must** be included in a proposal to close a school:

Contact details
The name and contact address of the local authority or governing body publishing the proposals and the name, address and category of the school it is proposed that should be discontinued.

Implementation
The date on which it is proposed to close the school or, where it is proposed that the closure be implemented in stages, the dates of and information about each stage.

Reason for closure
A statement explaining the reason why closure of the school is considered necessary.

Pupil numbers and admissions
The numbers (distinguishing between compulsory and non-compulsory school age pupils), age range, sex, and special educational needs of pupils (distinguishing between boarding and day pupils) for whom provision is currently made at the school.

Displaced pupils
A statement and supporting evidence about the need for school places in the area including whether there is sufficient capacity to accommodate displaced pupils.

Details of the schools or further education colleges at which pupils at the school to be discontinued will be offered places, including—
a) any interim arrangements;
b) the provision that is to be made for those pupils who receive educational provision recognised by the local authority as reserved for children with special educational needs; and
c) in the case of special schools, the alternative provision made by local authorities other than the local authority which maintain the school.

Details of any other measures proposed to be taken to increase the number of school or further education college places available in consequence of the proposed discontinuance.

Impact on the community
A statement and supporting evidence about the impact on the community of the closure of the school and any measures proposed to mitigate any adverse impact.

Rural schools
Where proposals relate to a rural school designated as such by an order made for the purposes of section 15, a statement that the local authority or the governing body (as the case may be) considered section 15(4).

Special educational needs provision
Where existing provision that is recognised by the local authority as reserved for pupils with special educational needs is being discontinued, a statement as to how the local authority or the governing body (as the case may be) believe the proposals are likely to lead to improvements in the standard, quality and/or range of the educational provision for these children.

Travel
Details of length and journeys to alternative provision.
The proposed arrangements for travel of displaced pupils to other schools including how the proposed arrangements will mitigate against increased car use

Annex 2: Factors for consideration when deciding to close a maintained school

There are no prescribed factors for consideration in making the decision whether to publish a statutory notice. However, should such a notice be published, then the subsequent decision whether to close would need to be informed by a number of factors which are set out in Annex 2. The consultation aimed to gather information relevant to these factors, and the key messages resulting from the consultation are detailed in Annex 3.

Closure proposals & sufficiency of school capacity

The decision-maker should be satisfied that there is sufficient capacity to accommodate displaced pupils in the area, taking into account the overall quality of provision, the likely supply and future demand for places. The decision-maker should consider the popularity with parents of the schools in which spare capacity exists and evidence of parents' aspirations for those schools.

Consideration of consultation and representation period

The decision-maker will need to be satisfied that the appropriate fair and open local consultation and/or representation period has been carried out and that the proposer has given full consideration to all the responses received.

Education standards and diversity of provision

Decision-makers should consider the quality and diversity of schools in the relevant area and whether the proposal will meet or affect the needs of parents; raise local standards and narrow attainment gaps.

A school-led system with every school an academy

The 2016 White Paper *Education Excellence Everywhere,* sets out the department's aim that by the end of 2020, all schools will be academies or in the process of becoming academies. The decision-maker should, therefore, take into account the extent to which the proposal is consistent with this policy. (N.B. The White Paper has not been translated into the primary legislation required to give effect to this aim.)

School size

Decision-makers should not make blanket assumptions that schools should be of a certain size to be good schools, although the viability and cost-effectiveness of a proposal is an important factor for consideration. The decision-maker should also consider the impact on the LA's budget of the need to provide additional funding to a small school to compensate for its size.

Equal opportunity issues

The decision-maker must have regard to the Public Sector Equality Duty (PSED) of LAs/governing bodies, which requires them to have 'due regard' to the need to:

- eliminate discrimination;
- advance equality of opportunity; and
- foster good relations.

The decision-maker should consider whether there are any sex, race or disability discrimination issues that arise from the changes being proposed.

Community cohesion

Schools have a key part to play in providing opportunities for young people from different backgrounds to learn with, from and about each other; by encouraging, through their teaching, an understanding of, and respect for, other cultures, faiths and communities. When considering a proposal, the decision-maker must consider its impact on community cohesion.

Travel and accessibility

Decision-makers should satisfy themselves that accessibility planning has been properly taken into account and the proposed changes should not adversely impact on disadvantaged groups. The decision-maker should bear in mind that a proposal should not unreasonably extend journey times or increase transport costs, or result in too many children being prevented from travelling sustainably due to unsuitable walking or cycling routes. A proposal should also be considered on the basis of how it will support and contribute to the LA's duty to promote the use of sustainable travel and transport to school.

Funding

The decision-maker should be satisfied that any land, premises or necessary funding required to implement the proposal will be available and that all relevant local parties (e.g. trustees or religious authority) have given their agreement. A proposal **cannot** be approved conditionally upon funding being made available.

Schools causing concern

In determining proposals decision-makers must ensure that the guidance on schools causing concern (Intervening in falling, underperforming and coasting schools) has been followed where necessary.

Community Services

Some schools may be a focal point for family and community activity, providing extended services for a range of users, and its closure may have wider social consequences. The effect on families and the community should be considered when considering proposals about the closure of such schools. Where the school is providing access to extended services, provision should be made for the pupils and their families to access similar services through their new schools or other means.

Presumption against closing rural schools

There is a presumption against the closure of rural schools. This does not mean that a rural school will never close, but the case for closure should be strong and a proposal must be clearly in the best interests of educational provision in the area.

As there is a presumption against closing rural schools, as Chiltern Edge is classified, any eventual decision to close would need to particularly consider:

- the likely effect of the closure of the school on the local community;
- educational standards at the school and the likely effect on standards at neighbouring schools;
- the availability, and likely cost to the LA, of transport to other schools;
- any increase in the use of motor vehicles which is likely to result from the closure of the school, and the likely effects of any such increase; and
- any alternatives to the closure of the school.

Any proposal to close a rural school should provide evidence to show that the following have been carefully considered:

- alternatives to closure including the potential for federation with another local school or conversion to academy status and joining a multi-academy trust or umbrella trust to increase the school's viability;
- the scope for an extended school to provide local community services; and facilities e.g. child care facilities, family and adult learning, healthcare, community internet access etc.;
- the transport implications; and
- the overall and long term impact on local people and the community of closure of the village school and of the loss of the building as a community facility.

Other factors for consideration: Related proposals

Any proposal that is 'related' to another proposal must be considered together. A proposal should be regarded as 'related' if its implementation (or non-implementation) would prevent or undermine the effective implementation of another proposal. Decisions for 'related' proposals should be compatible.

Where a proposal is 'related' to another proposal to be decided by the Regional Schools Commissioner (RSC) the decision-maker should defer taking a decision until the RSC has taken a decision on the proposal, or where appropriate, grant a conditional approval for the proposal.

If Chiltern Edge School were to close, there would need to be expansion of one or more other local schools. As the neighbouring schools are academies, such expansion would need to be approved by the Regional Schools Commissioner.

According to DfE Departmental Advice issued March 2016, “Making significant changes to an open academy”, academies rated ‘good’ or ‘outstanding’ at their last inspection, proposing to physically expand their school premises, may follow the fast track approval process, unless the proposal results in an increase of over: 50% in the school’s capacity; and/or increases pupil numbers to 2,000 pupils or more. The schools likely to be affected would all qualify for fast track approval to expand under current circumstances.

If a proposal to close Chiltern Edge School is published, the decision on that proposal should not be made until RSC approval has been granted for any resulting expansion of another school, or should be made conditional upon such approval.

Annex 3: Information collected through the Stage 1 Consultation

1. The online consultation received 1118 responses. 19% of these respondents identified themselves as parents of children at Chiltern Edge School; 6% as parents of children allocated places at Chiltern Edge School for September 2017; 24% as parents of children at primary school, two thirds of whom identified themselves as living in the designated area for Chiltern Edge School (some of these categories will overlap). There were 60 respondents identifying themselves as pupils at Chiltern Edge Primary School, although from their detailed responses, it was apparent that some of these were actually past pupils, and it is not clear how many current pupils responded.

2. In addition, 92 responses were received by post and/or email – some of these responses were duplicates of those received online.

3. The consultation period also included three meetings conducted by Oxfordshire County Council and Reading Borough Council officers for parents with children either at the school or due to start at the school in September 2017, and other meetings with interested parties, including other nearby schools and Reading Borough Council.

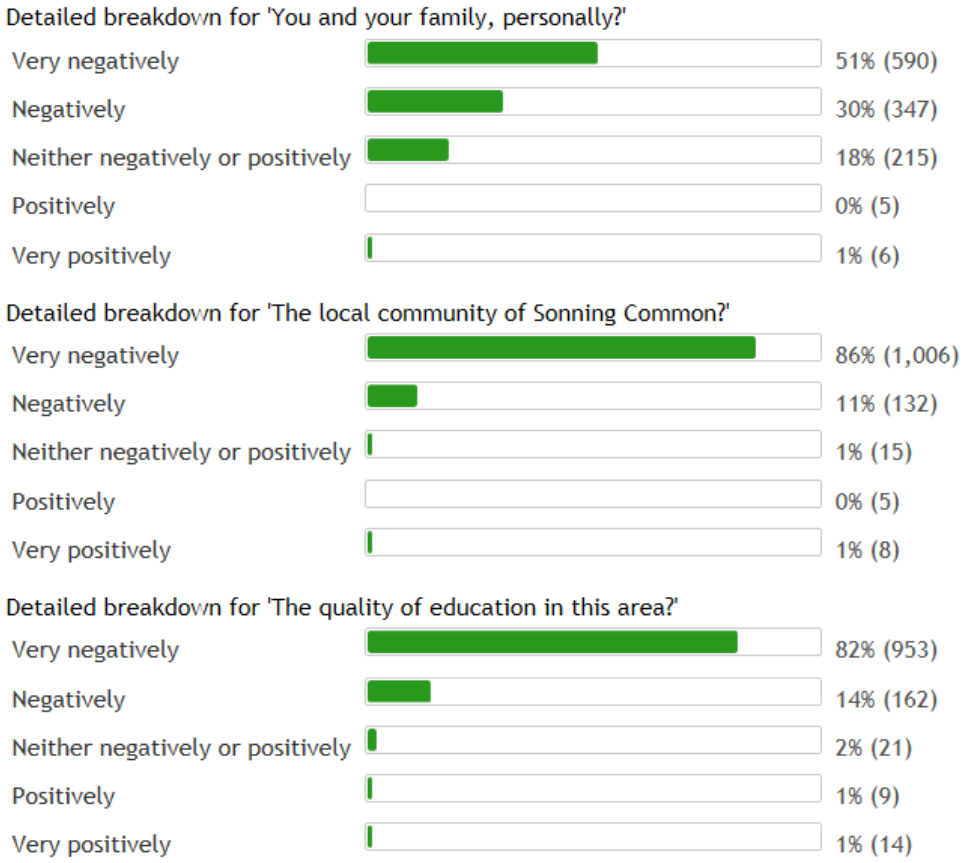
4. The responses to the consultation are summarised under the following headings. (Where statistics/graphs are provided, these refer to the online responses only.)

Should the county council propose closure of Chiltern Edge School?

5. Nearly all responses to the consultation opposed closure, including those from Reading Borough Council, Highdown School and Sixth Form Centre, The Henley College, the Campaign to Protect Rural England, and Matt Rodda MP (Reading East) wrote to oppose closure. Sonning Common Parish Council, at its meeting of 15 May 2017, approved the motion "The Parish Council wishes to see Chiltern Edge School successfully brought out of special measures and retained in situ to continue with its important educational and community role in the village. To this end the Parish Council will work with elected representatives, officers, appropriate bodies and school supporters to do everything possible to keep the school in being."

6. The very large majority of responses identified that the closure of Chiltern Edge School would affect their family, the community, and the quality of local education in the area, negatively or very negatively, and thought that closure should not be considered.

Table 1: What impact would closure of Chiltern Edge School have?



7. The affection and pride felt by those associated with the school was apparent from the detailed responses, as was local anger and concern that the school might be closed.

8. A large number of responses disagreed with the Ofsted judgement, and said that it did not reflect their experience of the school. Many respondents praised the school's staff, and argued that many subjects are already achieving good results, although there was some criticism for core subjects. Closure was considered an extreme over-reaction.

9. Some commented that Oxfordshire County Council had not previously given the school sufficient support, and that lessons should be learned about intervening in schools more quickly, and more closely monitoring school performance. Several responses queried the motivation behind closing the school, and in particular whether closure was proposed in order to sell off the site for a capital receipt, and to build more houses.

10. Many respondents argued that there are not sufficient school places in the area already, and that this situation would worsen given that pupil numbers have grown in local primary schools, and there is housing planned in the local area. The need for school places in the area is considered in more detail below.

11. The negative impact on the local community of closing the school was described by several respondents, including the number of community users of the school site and buildings, and how closing the school would reduce the attractiveness of Sonning Common as a place for families to live, and affect local businesses. Being able to walk to school is good for developing pupils' confidence and independence, and their interaction with the local community.

12. Only a few respondents agreed with proposing closure of the school. Some reported negative experiences, including poor behaviour, and thought the school would take too long to turn round.

13. Parents of primary children were asked whether they would choose Chiltern Edge as a preferred school.

Preference for CES	**Designated area**	**All respondents**
First	91 [53%]	108 [45%]
Second	49 [28%]	80 [33%]
Third	22 [13%]	34 [14%]
Not a preference	11 [6%]	18 [8%]

The parents who said Chiltern Edge would not be a preference did so mostly due to concerns over standards at the school or distance from home; there were also concerns about the condition of the buildings; lack of support from the council; and the lack of a sixth form.

Alternatives to closure

14. As a rural school, particular attention needs to be given to alternatives to closure, including the potential for federation with another local school or conversion to academy status and joining a multi-academy trust or umbrella trust to increase the school's viability.

15. Most responses said that the school should be given more time and support to improve and stay open. Highdown School was quoted as an example of a school which turned itself around after a poor Ofsted report. Several respondents commented on the positive impact the new interim headteacher and Interim Executive Board were already having, and thought that with strong leadership, the school could quickly improve.

16. Many responses said the school needed more funding, including the funding that would be needed to expand other schools and pay for transport if Chiltern Edge closed, which could instead be spent on improving Chiltern Edge. A few respondents suggested that parents could be asked for donations, but far more thought that there should be more government (local or national) funding for the school.

17. While some respondents rejected the academy option, more accepted that if the school were to stay open, it would need to become a sponsored academy.

It was suggested that the county council should write off the school's budget deficit to encourage a sponsor to take on the school. A few respondents said that the school should become a grammar school, but others said it should not be a grammar school, with no clear balance of views.

18. Suggestions for how the school needs to improve include:

- Improving recruitment and retention of high quality staff at all levels, and ending the dependence on supply staff.
- Considering the nature of education it provides, for example specialising, or providing alternatives to GCSEs to include all range of needs.
- Improving the behaviour of pupils, through stricter discipline.
- Reconsidering the length of the school day to ensure supported homework facilities.
- Closer supervision of the school's performance.
- Better communication with parents.
- Increasing specialist support for SEN/EBD children.
- Focusing on core subjects (English, Maths and Science).
- Changing the classroom set up and looking at how pupils migrate through the school.
- Develop management skills at all levels.
- More professional development for staff.

19. It was suggested that the school could get more support from other local schools and The Henley College, which could be through a school-to-school support network, or through formally federating or joining a multi-academy trust, or even merging.

20. There was support for the existing plan of the school to develop a small portion of its site to generate capital funding to invest in the school, including in providing community facilities which could bring in revenue income. It was thought that building subsidised housing for teachers on some of this land could improve recruitment and retention of staff. Another suggestion was that revenue could be raised through having an on-site shop where pupils could get work experience.

21. Some respondents wanted new accommodation to be built for Chiltern Edge School, or for a new school to be built on the site to replace Chiltern Edge School. Reading families in particular commented that the area needed another secondary school due to a shortage of places north of the river. Other suggestions included relocating Sonning Common Primary School into the Chiltern Edge School to create an all-through school; creating a sixth form – perhaps shared with other schools; restoring adult education to create a lifelong learning centre; increasing the use of the site at weekends and school holidays; making Chiltern Edge an annex of another school; relocating Gillotts

School to the Chiltern Edge site, as Gillotts' accommodation is in poorer condition.

If closure is proposed, what should be taken into account in planning the school's closure?

22. Those factors marked * require particular attention for a rural school.

a. Sufficiency of school capacity

Many consultation responses questioned how Chiltern Edge School could be closed when there are insufficient places at other secondary schools in the area to take the displaced pupils.

Chiltern Edge School currently has a capacity of 934 places, admitting up to 180 pupils per year. As of March 2017 it had 507 pupils on roll, so was just over half-full. Of the pupils on roll at Chiltern Edge School in March 2017, only 159 live in Oxfordshire, with most of the rest living in the Caversham area of Reading.

Data collated during the consultation confirmed that there are currently insufficient places at other secondary schools in the area to take the displaced pupils. Langtree School and Gillotts School identified potential to create "bulge" classes to take additional pupils, but did not consider they could accommodate all the pupils currently at Chiltern Edge School. It would be necessary for Reading Schools to accommodate most or all of the Reading pupils.

On 30 June 2017 the county council received Reading Borough Council's consultation response, Annex 7, which stated that closure of Chiltern Edge School would result in Reading pupils having to travel to schools more than three miles distant from where current Reading-resident Chiltern Edge pupils live, and that over 70 per cent of the places currently available are in schools requiring special measures, with 85 per cent in schools that are either requiring improvement or special measures.

In the longer term, pupil planning data indicates that expansion of other schools would be needed to replace the capacity lost at Chiltern Edge School.

Many consultation responses, including that from The Heights Primary School in Caversham, commented that existing bulge classes in local primary schools and planned local housing growth require more, not fewer, secondary school places in this area.

Pupil numbers in the Sonning Common partnership primary schools do not indicate likely growth in demand for places at Chiltern Edge School, and demonstrate how the school is dependent on pupils from outside its immediate area, i.e. Reading, to sustain its numbers:

Current year group	R	1	2	3	4	5	6
Year of secondary transfer	2023	2022	2021	2020	2019	2018	2017
Numbers currently on roll in partnership primary schools	93	103	106	90	106	100	100

Data from the last five years' admissions rounds shows that, on average, 65% of pupils at Chiltern Edge's three partner primary schools (Sonning Common Primary School, Kidmore End Primary School and Peppard Primary School) transfer to Chiltern Edge School. Based on this level of transfer, the partnership schools would be expected to contribute around 60-70 pupils per year to Chiltern Edge's intakes, with the balance being drawn from Reading schools.

In the Woodcote (Langtree) partnership primary schools there is some evidence of growth in demand for places, and in particular a bulge in the cohort due to transfer on 2019, but it is not clear that there will be sustained growth. There is no sustained pattern of growth in the Henley primary schools.

Current Local Plan indications are that housing growth in the Sonning Common area could potentially generate pupils equivalent to around half a form of entry; in the Langtree area there is a similar scale of planned housing growth; in Henley planned housing growth might eventually generate approximately one additional form of entry's equivalent of pupils. Reading Borough Council is consulting on its draft Local Plan, which includes 700 homes in north Reading, broadly equivalent to somewhat less than one form of entry in pupil generation. In each case, much of the impact of housing growth will not affect secondary school numbers for several years.

b. Displaced pupils

Any closure notice would need to specify where pupils displaced by the closure would be offered places, and measures proposed to increase the number of school places in consequence of the proposed closure.

Two other schools are within 3 miles of Sonning Common as the crow flies, although they are more than three miles by transport routes:

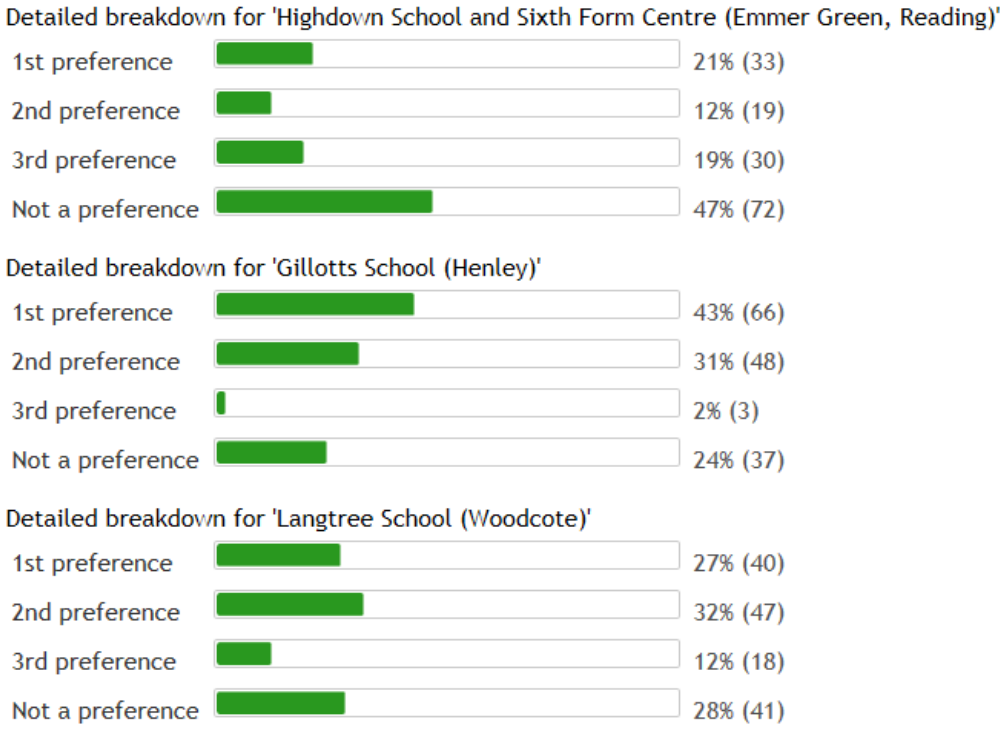
Secondary Schools within 3 miles	Distance in miles from Sonning Common	Ofsted rating
Highdown School and Sixth Form Centre (Emmer Green, Reading)	3.5	**Good** (May 2015)
Gillotts School (Henley)	4.6	**Good** (April 2016)

There are a further five secondary schools within 5-8 miles (by travel routes) of Sonning Common:

Other Secondary Schools within 5 miles	Distance in miles from Sonning Common	Ofsted rating
Langtree School (Woodcote, Oxon)	5.0	**Good** (June 2013)
Kendrick (Girls Grammar) School (Tilehurst, Reading)	5.7	Predecessor (non-academy) school: **Outstanding** (October 2008) Not inspected since converting to an academy
Reading (Boys Grammar) School	6.3	**Outstanding** (May 2010)
The WREN School (Reading) Free School, opened Sept 2015	6.4	Not yet inspected
Prospect School (Reading)	7.4	**Requires Improvement** with "Good" features (Sept 2016)

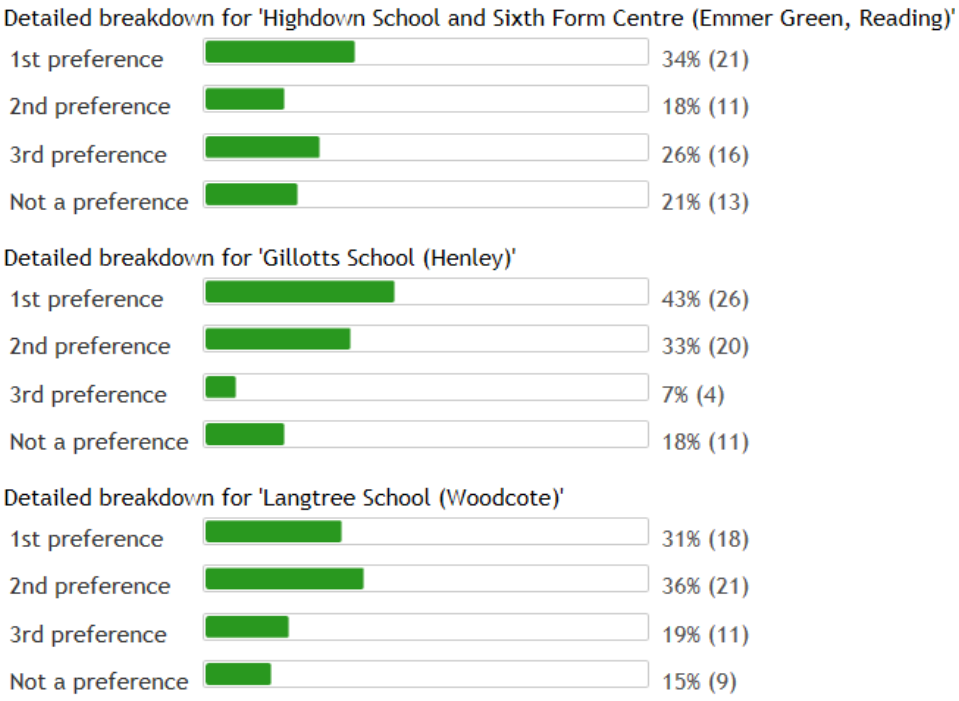
Other than Highdown, the Reading schools are south of the river, which has significant implications for travel times.

Respondents identifying themselves as parents of **Chiltern Edge Year 7-9 pupils** (children in Years 10 and 11 will have left the school before any potential closure) were asked what their preferred schools would be should Chiltern Edge School close:

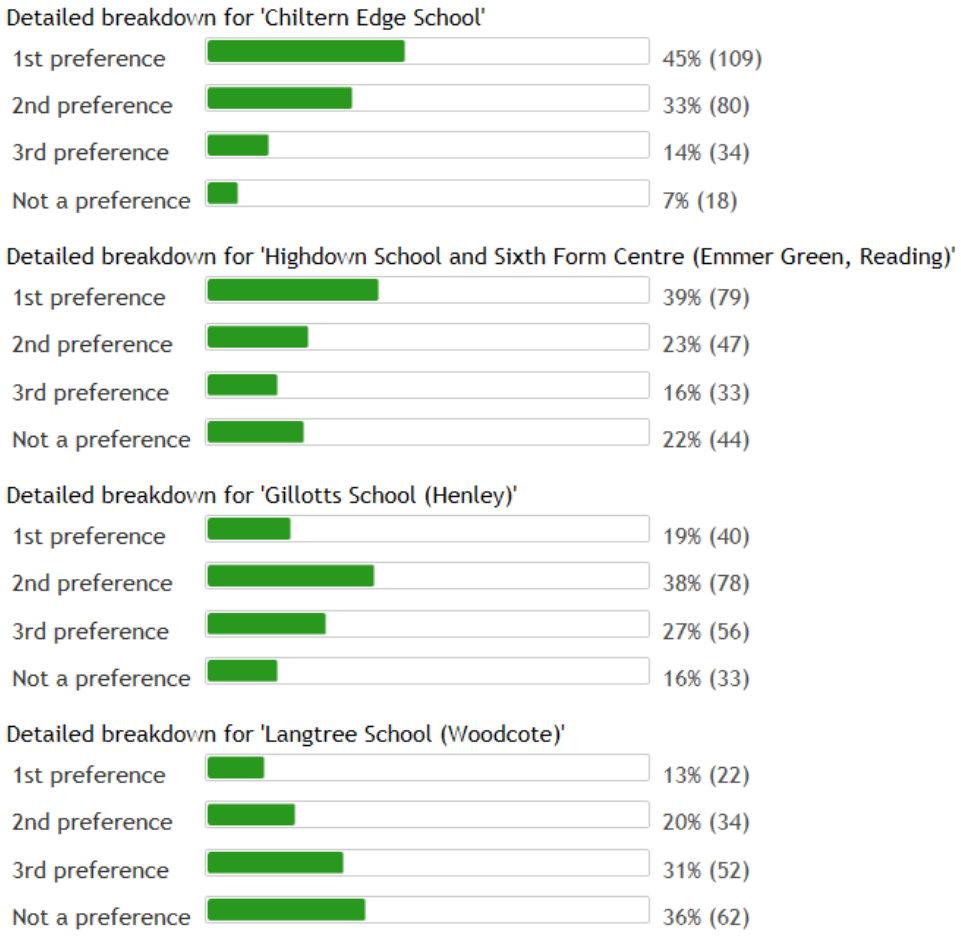


The UTC Reading was also identified as a preferred school by some parents.

Respondents identifying themselves as parents of **Year 6 pupils** allocated places for September 2017 were asked what their preferred schools would be should Chiltern Edge School close:



The 287 respondents identifying themselves as parents of **primary school Reception – Year 5 pupils** were asked what their preferred schools would be for secondary transfer:



Kendrick School, Reading School and Wallingford School were also identified as preferences by a few parents, as were independent schools.

Should Chiltern Edge School close, the schools which would be mostly affected by the consequent displacement would clearly be Highdown, Gillotts and Langtree, with the choice between these schools largely determined by proximity and ease of travel.

Respondents considered it important that pupils are given a place at a nearby good school of their choice; that siblings were not separated; that friendship groups should be maintained. There was concern that the allocation of places to other schools should be fair, and not on a “first come” basis.

Catchment areas of surrounding schools would need to be adjusted, but there was a concern that Sonning Common could end up on the edge of other schools’ catchments, and always at a disadvantage in the admission process.

The governors of Gillotts School responded that Gillotts School had some vacancies to take transferring pupils, and could create “bulge” classes if

immediate financial support is provided to increase staffing. In the longer term, their site offers potential to expand the school with appropriate capital investment. They raised concerns that despite the school's high standards, Gillotts is not full and has experienced five successive intakes below the school's admission number. The school's partner primary schools are also not full. It is their view that there is an oversupply of school places in south-east which should be addressed by considering how best the quality of education in south-east Oxfordshire can be secured, in terms of number of places and their location. Their full response is shown in Annex 4.

The governors of Langtree School raised particular concerns about pupils at Chiltern Edge about to embark on their GCSE courses at KS4. Consequently, the Headteacher at Langtree School will continue to work in partnership with the interim Headteacher at Chiltern Edge, the Local Authority, the strategic school improvement lead and the Head of the IEB in order to provide whatever help and support it is possible for Langtree to offer during this period of uncertainty. At the time of writing their response to the consultation, Langtree School had only two available places in Year 9. Once these places are taken, the school will be full given its current accommodation and organisation. Like Gillotts, Langtree also raised concerns about the long-standing issue of oversupply of school places in south east Oxfordshire. Their full response is shown in Annex 5.

Highdown School and Sixth Form Centre responded that they are "aware that there are many Reading families who have children at Chiltern Edge School. There is not capacity in Highdown for all of these children. Transport time to other Reading schools would be prohibitive. Therefore Highdown believes that Chiltern Edge should be supported to improve and remain open to provide education for children of Reading and South Oxfordshire."

Consultation responses emphasised the importance of additional places being available in Reading for Reading pupils. It was argued that, if Reading pupils could not be accommodated at Highdown, they would be the worst affected by any closure of Chiltern Edge due to the travel difficulties of reaching other schools from the Caversham area.

The consultation responses emphasised the negative impact that having to transfer midway through secondary education would have on children. There was particular concern about children already studying for their GCSE courses (Chiltern Edge starts teaching some GCSE subjects in Year 9).

There was also broader concern that children starting a new school may be vulnerable to isolation, and would need mentoring and other support to support their emotional and mental well-being, as well as their academic progress. Practical issues were raised, including the need for free transport; financial support where families needed to buy new uniforms; and transition days for transferring pupils.

There were mixed views on the speed of closure, with some respondents thinking that a gradual closure would reduce the difficulties of school transfer, and others thinking that it should be as quick and smooth as possible.

As well as displaced pupils, concerns were also raised about staff at Chiltern Edge School, with requests that they would be supported through redeployment, retraining and mentoring.

c. Special educational needs provision

The closure of Chiltern Edge School would not classify as closure of provision for pupils with special educational needs, but as the site accommodated Bishopswood Special School, particular attention would need to be given to the future of this provision, as well as to pupils with SEND currently taught a Chiltern Edge School

Parents of children at Bishopswood School were asked where they would like to see Bishopswood's secondary provision delivered if Chiltern Edge School were to close. Respondents explained that proximity to the primary provision is important, as children are transferred between the two sites. Co-location with a mainstream school is preferred. and Gillott's and Langtree were suggested as alternatives.

Many parents commented on the benefits of a small school for children at Chiltern Edge School with special educational needs, and also raised concerns about children with SEND needing to travel further to other schools if Chiltern Edge School closed.

d. Education standards and diversity of provision*

The schools which would be expected to accommodate displaced pupils should Chiltern Edge School are all rated "Good" by Ofsted.

e. School size

Many respondents made the case that Chiltern Edge School is particularly valued because of its small size, which provides diversity and choice for families who do not want large schools. However, it was also noted that Chiltern Edge School is only currently small because it is not attracting sufficient applicants; its accommodation would enable it to be as big, or bigger than, other local schools which are considered "large".

As school budgets are closely linked to pupil numbers, the school's low numbers have resulted in a long-standing budget deficit which would indicate that it has not been able to maintain the quality of education within its budget. A minority view from the consultation was that, rather than have three schools so close together all struggling for money, it would be better to have two better funded schools.

Some parents of children attending other schools expressed concern that, if Chiltern Edge were to close, their children's schools would become overcrowded or too large, and that standards would suffer at those schools.

f. Equal opportunity issues

Many parents of children with special educational needs responded very positively about the care and attention their children received at Chiltern Edge School, often commenting that this was, at least in part, due to its small size. Parents of children with SEND were also particularly concerned about how their children would be affected if they had to change school, as they would find it difficult to settle into a new, probably larger, school, and may struggle with transport to a more distant school.

*g. Community cohesion, community services and impact on rural communities**

Many respondents made the case that the school is a vital part of the local community. Having a secondary school makes the village more attractive to families moving in, and generates local employment.

The school's accommodation hosts a large number of community users, including:

Hirer including number of members	**Use**	**Nights per week**
CE Horticultural Society x100	Horticultural shows	Main show in September
CE Orchestra x34	Orchestra	Weekly booking (Tues)
Chiltern Badminton Club x15		Weekly booking (Thurs)
JG Dance x150		Whole site every Saturday Dance studio every Monday
Men's football x12	Local 5 – a – side club	Weekly booking (Thurs)
Ox Adult Learning x12	Upholstery Classes	Weekly booking (Tues)
Reading Ultimate x20	Frisbee	Has been weekly, on hold
Rock Choir x50		Occasional concerts
Rotherfield Football Club x50	Various age groups of youth football	Bookings on Wed and Thurs evenings
Primary school cross country x271	5 meets a year	Monthly October to March.
Scottish Dancing x100		Occasional large group dances
SC Youth Club x70 on roll	Open to young people aged 10 – 16	Twice a week
South Chiltern Choral Society x102 on roll	Choral singing	Weekly rehearsals on Monday, with staged concerts during the year

Women's Frisbee x15	Frisbee	Weekly booking (Wed)

Some of these users come from a wider area, including Caversham, but respondents to the consultation considered it would be difficult to find alternative venues, and that the county council should take responsibility for doing so.

Loss or displacement of these activities would have a negative impact on the local community. One respondent described the crucial role of the Youth Club in an area subject to rural isolation, explaining that the police recognise that the facility reduces anti-social behaviour in the village, and that the Youth Club is particularly valuable to looked-after children placed at the Children's Home & foster carers in the village.

The school is also used by local primary schools for events including music and sports. The secondary school's pupils also take the role of "water helpers" for after-school swimming school at Sonning Common Primary School, which they would not be able to do if they had to travel further to school.

Any proposal to close the school would need to give careful attention to mitigating the potential impact on the community, and in particular whether community facilities could be retained/enhanced.

*h. Travel and accessibility**

If Chiltern Edge School were to close, displaced pupils would need to travel to other schools in Oxfordshire or Reading. Statutory guidance requires that a proposal should not unreasonably extend journey times or increase transport costs, or result in too many children being prevented from travelling sustainably due to unsuitable walking or cycling routes, and that changes should not adversely impact on disadvantaged groups. Respondents, including Reading Borough Council, raised concerns over the amount of travel time pupils would require, particularly if having to travel into Reading, and on how this would increase traffic in the area. It was considered that free direct bus transport should be provided for all affected pupils. Any transport arrangements put in place would need to support pupils' attendance at before/after school clubs. The specific travel needs of children with special educational needs would need particular attention.

i. Funding

Any decision to close a school would require certainty that the necessary funding required to implement the proposal will be available and that all relevant local parties (e.g. trustees or religious authority) have given their agreement. A proposal cannot be approved conditionally upon funding being made available. The consultation identified three strands of funding concerns:

- Schools receiving displaced schools would require additional accommodation, so significant capital investment would be necessary. If part of the current Chiltern Edge School site were to be sold for

redevelopment, the disposal receipt could be reinvested in other schools' accommodation, but this would be subject to the necessary approvals for disposal of schools sites and planning permission. Some consultation responses opposed the building of houses on the Chiltern Edge School site.

- Additional staffing would also be required at receiving schools: although in the longer term this would be funded from increased revenue as a result of higher pupil numbers, schools raised concerns about the time lag between receiving additional pupils and benefitting from higher budgets.
- Oxfordshire County Council and Reading Borough Council would incur additional school travel costs. For Oxfordshire, these have been estimated at £100,000 per year.

Annex 4: Gillotts School Response to Chiltern Edge Closure Consultation

Capacity - as Gillotts is not full, we will clearly be able to take some Chiltern Edge students either through parental choice or when the school closes.

Published Admissions Number - we are working with OCC's Pupil Place Planning team to establish if, in the longer term, Gillotts' PAN may need to be increased, should Chiltern Edge close. We currently have 76 Reading pupils in the school. Were Reading to educate all its students going forward, it would appear likely that the current PAN, or a small increase, would be adequate, especially as some Chiltern Edge students live closer to Langtree than Gillotts. The size of our site means we could accommodate increased pupil numbers, though we may need some capital investment to support.

Managing bulges as Chiltern Edge closes - we anticipate we would need to breach our PAN in some year groups to manage the closure process. This will put pressure on the school as the curriculum and staffing would have to be restructured. However with notice and working in partnership with OCC, we would expect to be able to support.

Funding - a major challenge in managing the closure is the fact that funding is on lagged pupil numbers. Given the current very difficult financial situation for schools, we will be seeking OCC's support to ensure that any pupils who are admitted over the school's published admissions number will be funded immediately.

Appeals - we will be seeking OCC's support in funding exceptional numbers of appeals, should these come to pass.

Long term security of the quality of education at Gillotts - despite the School's high standards, we are not full and have experienced five successive intakes of fewer than our PAN. Our partner primary schools are also not full. The oversupply of school places in south-east Oxfordshire has been an issue for many years and was last formally considered in 2006, though it was not tackled at that time. We welcome this consultation as an opportunity to consider how best the quality of education in south-east Oxfordshire can be secured, in terms of number of places and their location.

Annex 5: Langtree School Governors' response to the consultation on the future of Chiltern Edge School

Governors at Langtree School recognise the close partnership between Langtree and Chiltern Edge which has been a strong feature of our learning community in south east Oxfordshire for many years. In this regard, the governors at Langtree School are very aware of the level of concern which will be felt by all those connected with Chiltern Edge at such an uncertain time.

In particular, governors at Langtree School would like to express their concern for the immediate future of the pupils at Chiltern Edge, especially those who are about to embark on their GCSE courses at KS4. Consequently, the Headteacher at Langtree School will continue to work in partnership with the interim Headteacher at Chiltern Edge, the Local Authority, the strategic school improvement lead and the Head of the IEB in order to provide whatever help and support it is possible for Langtree to offer during this period of uncertainty. Governors at Langtree are fully supportive of this strategy and it is our hope that our close partnership links continue throughout this difficult period.

At the time of writing this response to the consultation, Langtree School has only two available places in Year 9. Once these places are taken, our school will be full. In order to protect the educational provision for students currently studying at Langtree, governors are clear that there will be no increase to this admission number during the period of the consultation.

Clearly, a proposal to close any school in the heart of any community will always be a serious and contentious one. The governors at Langtree school, along with the Headteacher, urge all stakeholders in the local community to submit a response to the current consultation, in order to ensure that the decision makers are fully aware of the views and feelings of all those who could be affected by potential closure.

If the outcome of the consultation is for Chiltern Edge to remain open, governors at Langtree will continue to work with elected representatives and officers at Oxfordshire County Council to address the long-standing issue of oversupply of school places in south east Oxfordshire, in order to ensure that Langtree is a viable school for its local community well into the future.

Annex 6: Consultation submission from Matt Rodda MP (Reading East)

I would like to raise the following points, after considering the future of Chiltern Edge and speaking to local parents, teachers and colleagues from Oxfordshire County Council and Reading Borough Council.

Basic Need

There is clear evidence of growing basic need in the north Reading area, which has been demonstrated by the lack of school places at local primaries. Given this context I am concerned that a valuable local school could be lost if Oxfordshire proceeded with a formal consultation which led to closure of Chiltern Edge.

As a result, I believe it is important to keep the school open. In addition the need for school places in the area is linked to a series of other points.

Parental choice

Parents in the north Reading area currently have a choice of two schools offering different and complementary provision. I believe it is important to maintain this element of choice, in particular with regard to areas where Chiltern Edge has a particularly high reputation, such as special needs provision.

Benefits of maintaining a local Community School

Chiltern Edge plays a valuable role as a community school, both for north Reading and the community in south Oxfordshire.

Raising standards

Chiltern Edge recently received a critical Ofsted report, however, the school has also been given much higher gradings in previous Ofsted reports. It currently has a new head who has turned round another school and is showing strong leadership and is supported by an IEB. I believe this process of school improvement should be supported by giving the school time to improve.

Value for Money

If Chiltern Edge was closed at a time of rising basic need Oxfordshire and Reading might have to build other schools or expand existing schools to provide suitable places. They would have to do so at a time when building costs and land values have risen. Maintaining an existing school would appear to offer far better value for money as a result.

Matt Rodda, MP for Reading East, 29th June, 2017

Annex 6: Consultation submission from Reading Borough Council

Reading BC response to the consultation on the closure of Chiltern Edge school

1 General

1.1 Reading borough council (RBC) is strongly opposed to the closure of Chiltern Edge school by Oxfordshire county council (OCC). It is RBC's view that the:

- school, which has over 500 pupils on roll, is viable;
- closure of a rural school will have significant negative implications for Reading-resident pupils at the school: current year 6 pupils whose parents have expressed a preference for Chiltern Edge school; and pupils with special educational needs;
- closure will cause insurmountable problems with placing children in other schools in Reading, will increase transportation costs and cause environmental damage as additional travel will be required.

1.2 This report will go through the above points in detail. We hope it will cause OCC officers and lead members to change their view and determine, following the consultation, to keep Chiltern Edge school open.

2 The school's viability

2.1 In the consultation document, OCC questions the viability on three key grounds. The first is the concern about the quality of education at the school following the regulator's judgement that the school has serious weaknesses; the second is that council 'must consider closure' in these circumstances'; and the third is the size of the school. In the following paragraphs we respond to these points in turn.

2.2 The judgement of the inspectors (see here) was that the school is inadequate. However, the report made seven clear, concise recommendations setting out what actions were needed to improve the effectiveness of leadership and management, and a further five to improve the quality of teaching and learning and raise achievement, particularly in English, mathematics and science. With appropriate support and challenge, brokered by the local authority, there is no reason why rapid improvements cannot be made. We know, through our population estimates (a rising year 6 population), siblings and the continuing popularity with Reading parents that year 7 numbers at Chiltern Edge are unlikely to be below four forms, and could be higher than this.

2.3 Following an inadequate judgement, the secretary of state for education may make an Academy Order in respect of a maintained school in England if the school is 'eligible for intervention' within the meaning of Part 4 of the Education and Inspections Act, 2006. A judgement of serious weaknesses is one of the criteria for intervention. The consultation document states:

> At the same time (as closure is being considered), the Department for Education will be trying to identify an academy sponsor to run the school, to enable it to stay open.

The consultation document implies that the school can only stay open if a sponsoring academy trust is found. However, there is no deadline for a sponsoring school taking on a 'failing' school in this situation. It is possible under existing legislation for a school judged to have serious weaknesses to be supported to improve, and progress to a judgement of good or better as a maintained school. Given the school's continuing popularity, we believe the school should be supported by its maintaining authority, OCC, to improve and become at least good as judged by the regulator if a sponsor is not forthcoming..

2.4 The consultation document puts forward the school's 'small size' as a challenge. However, in 2012, of the 3,268 state-funded secondary schools, 317 (almost 10 per cent of the total) had fewer pupils than Chiltern Edge, and a further 1,405 were in the same DfE pupil bracket (43 per cent) – see here.

2.5 The schools adjudicator has, in the past, made judgements on schools that authorities have proposed to close on the basis of their small size. In an adjudication about The Deanes school (see here), Essex county council proposed to close the school as its projected role was as low as 448 pupils, the adjudicator noting that:

> 'the council has stated that this decision for closure is not about finance but about its fear that a school of the size projected will be financially unsustainable and unable to deliver the curriculum effectively'.

The adjudicator's view was that the issue is whether or not a school of this size is sustainable. He noted:

> The council has agreed that it has schools of this size or smaller in the county and has no plans to close these schools. In saying this it answers the question.

2.6 The situation is no different in Oxfordshire, in our view. While it might be the smallest school in the county, this is not relevant to its viability. There are many smaller schools in England, and there has been a specific judgement by the schools adjudicator rejecting a proposal to close a school based on its unsustainability due to lower pupil numbers than at Chiltern Edge school.

2.7 In summary, our view is that Chiltern edge school is not only viable. It has the possibility to thrive, growing its pupil numbers and improving the progress and attainment of its pupils well into the future.

3 The school's 'rural' status

3.1 There is no mention in the consultation document of Chiltern edge being a rural school. However the schools in the 'list of designated rural primary schools, 2016' published on the gov.uk website (see here) website are statutorily rural primary schools in England. This includes Sonning Common primary school, which is in the same village as Chiltern Edge and is classified as D1 (Rural town and fringe). Therefore, it is clear that Chiltern Edge is a secondary school in a rural area.

3.2 The government's statutory guidance for proposers and decision-makers (here) states: there is a presumption against the closure of rural schools. This does not mean that a rural school will never close, but the case for closure should be strong and a proposal must be clearly in the best interests of educational provision in the area. Therefore, when producing a proposal, the proposer must carefully consider:

- the likely effect of the closure of the school on the local community;
- educational standards at the school and the likely effect on standards at neighbouring schools;
- the availability, and likely cost to the LA, of transport to other schools;
- any increase in the use of motor vehicles which is likely to result from the closure of the school, and the likely effects of any such increase; and
- any alternatives to the closure of the school.

3.3 There is no evidence in the consultation document that anything approaching a 'careful consideration' of these factors has been attempted. It is clear that there is a straightforward alternative to closing the school. It is a) to support and challenge the school in its response to the regulator's recommendations (see the link in paragraph 2.2 above); b) to continue to seek to attract strong trusts to become the school's sponsor; and c) of no sponsor can be identified, support the school over the Ofsted monitoring process for schools with serious weaknesses (see here).

3 The difficulties closure will cause to parents and current / future pupils of the school

3.1 The closure of Chiltern Edge school will cause major and potentially life-changing difficulties for pupils currently on roll and pupils currently in primary education for whom Chiltern Edge is the first preference for secondary education. The specific challenges are set out in the paragraphs below.

3.2 The map (attachment 1) shows where the parents of pupils currently attending the school (years 7-10) live, by year group. It is self-explanatory – but in summary there are 261 Reading-resident pupils currently in years 7 to 10 at Chiltern Edge who would expect to be attending the school in the school year 2018/19. Moreover, there are 109 children allocated to year 7 places in the 2017/18 school year who should also expect to be at the school in 2018/19 – thus a total of 370 pupils who are potentially affected.

3.3 The table in attachment 2 shows the Reading secondary schools with places, projected to the 2018/19 school year. While there are places available, these are, for the most part, in schools more than three miles distant from where current Reading-resident Chiltern Edge pupils live. The numbers of pupils who would require financial assistance for travel and would also have journeys involving two busses each way daily.

3.4 Moreover, over 70 per cent of the places available are in schools requiring special measures, and 85 per cent are in schools that are either requiring improvement or special measures. The table below shows the breakdown of places available by Reading secondary schools' most recent regulator judgement.

	PAN	Year 7	Year 8	Year 9	Year 10	Year 11
Places at schools rated as SM	350	180	188	117	123	150
Places at schools rated as RI	240	66	46	26	0	11
Places at schools rated SM or RI	590	246	234	143	123	161
Total PAN / available places	1384	244	289	245	119	169
Percentage of total places in SM schools	25%	74%	65%	48%	100%	89%
Percentage of total places in SM or RI schools	43%	100%	81%	58%	100%	95%

4 Concluding comments

4.1 The closure of Chiltern Edge school – and in particular the proposed closure at the end of the 2017/18 school year – would have a serious effect of pupils in years 7, 8, 9 and 10. The disruption of moving mid key stage is particularly damaging. In most closure proposals, there is a phased approach to closure that protects the interests of 'mid key stage' pupils, but not in this proposal.

4.2 It must be emphasised that Reading BC is absolutely opposed to the proposal to close the school – but it is worse still for the failure to consider the educational needs of pupils currently attending the school, and whose parents wish them to continue to do so.

4.3 To summarise the reasons Reading BC regards the consultation as flawed:

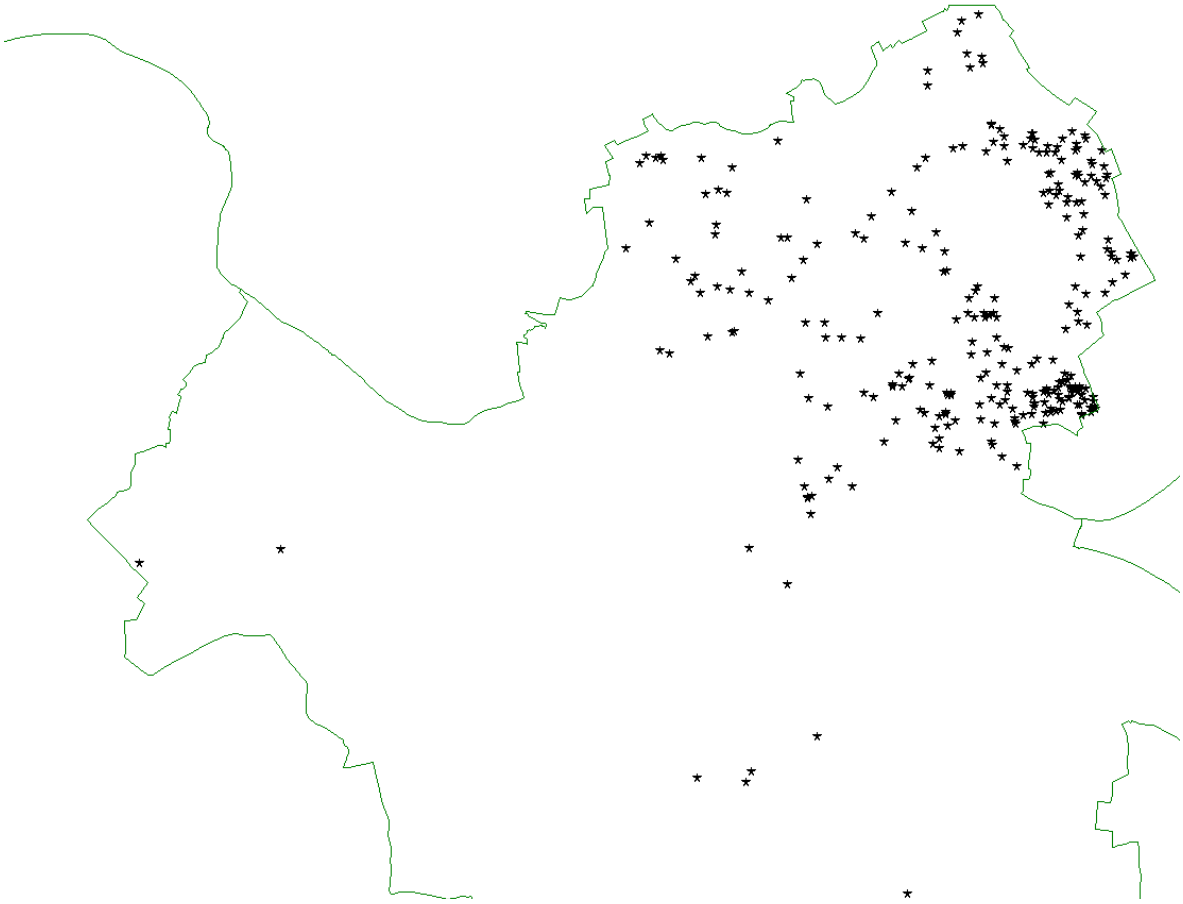
- the school is viable in terms of its current size, and is capable, as are hundreds of schools the same size, of offering a broad curriculum offer;
- there appears to have been no proper consideration of the presumption against closure of what is clearly a school in a rural area;
- the school's closure will deleteriously affect hundreds of Reading-resident pupils, who will experience considerable disruption, including many having to move schools within key stage 3 or even key stage 4 – where there will be huge problems arising from different syllabuses and option choices;
- the closure will mean an overwhelming majority of Reading resident pupils are forced to transfer to schools that are in special measures, or that require improvement
- the closure will cause significant extra journey time, with adverse effects for pupils – many of whom face four separate bus journeys a day – and the environment; and
- the closure will cost Reading BC significant extra costs, in travel, pupil placement, funding extra in-year pupils and engaging a large number of distressed parents.

4.4 The proposal is weak and the proposed closure option should be discounted following the consultation. We formally request that OCC set aside the threat of closure at their Cabinet meeting in July. Any prolonged period of uncertainty in the minds of parents or potential parents will only serve to undermine the future better options for the future of the school.

Attachment 1: Reading BC Chiltern Edge school response

1 Where the parents of pupils currently attending the school (years 7-10) live

The map shows the addresses of all current Reading-resident pupils, most of which reside in Caversham. Chiltern Edge school is under three miles from north end of Caversham



2 The numbers of students currently allocated live in RG4 (Caversham).

Year 7	Year 8	Year 9	Year 10	total
87	56	69	49	261

3 Reading-resident parents of pupils currently allocated a year 7 place at Chiltern Edge

There are currently 109 pupils allocated live in RG4 (Caversham)..

Attachment 2: Reading BC Chiltern Edge school response

1 Secondary schools with (current Ofsted gradings) and places in Reading

	PAN	Year 7	Year 8	Year 9	Year 10	Year 11
Blessed Hugh Faringdon (2)	150	-4	-4	-1	-3	-1
Highdown School (2)	220	2	24	9	-1	9
John Madejski Academy (4)	180	97	93	39	53	64
Kendrick School (1)	96	0	0	0	0	0
Maiden Erlegh Reading (no grade)	180	0	0	0		
Prospect School (3)	240	66	46	26	0	11
Reading School (1)	150	0	0	0	0	0
Reading Girls School (4)	170	83	95	78	70	86
WREN (no grade)	168	0	35	94		
Totals	1384	244	289	245	119	169

2 Likely placements, distances to travel, and where bus passes might be needed;

2.1 Assuming that parents fill up the places at Highdown, Wren, Prospect and then Reading Girls (based on the current popularity of the schools), we would most likely place children as follows:

- year 7: 65 at schools likely to be over distance and who will be eligible for a bus pass;
- year 8: 45 likely to be eligible for assistance with a bus pass;
- Year 9s, we believe there will be no spaces at any schools closer than Reading Girls and JMA, and therefore most or all pupils would be eligible for transport support;
- Year 10: at present, there are no places within 'reasonable' travelling distance, so all of the 49 pupils would be entitled to bus passes or assisted travel.

2.2 All Schools other than Highdown would require pupils (from addresses at which they are currently resident) to take a bus into Reading and back out to the prospective schools. Therefore all pupils living in the RG4 postcode would almost certainly be eligible for free school transport unless allocated Highdown. The exception to this is a small number of pupils living in the south of Caversham if allocated places at Reading Girls or The Wren, as these may be under distance.

3 The likely deficit of places in 2018/19 should the closure go ahead.

3.1 Assuming that the same number of pupils allocated places at Chiltern Edge school is approximately 100 in 2018/19 (fewer than this year as Oxfordshire county council has consulted on a reduction of PAN 180 to 120) there is the capacity within Reading. Forecast year 6 next year is

east	south	central west	west	north	total
261	338	340	339	408	1,686

3.2 There are 1,384 places in Reading Schools: 675 went out of borough last year. In theory, there -mshould be over 350 year 7 places available. However, if Langtree, Gillotts and – possibly – Chiltern Edge are unavailable, there will be either no surplus places or a deficit of places. Moreover, places will not be available within a reasonable travelling distance for children whose parents currently want them to attend Chiltern Edge school.

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Division(s):

CABINET – 18 JULY 2017

Transition Fund for Community Initiatives for Open Access Children's Services

Report by the Assistant Chief Executive

Introduction

1. The council has developed a brand new service for 0-19 year olds combining children's social care and early intervention in one seamless service, removing the need for children and families to be referred between the two.

2. As part of the council's continuing investment in early intervention, new teams of 'locality workers' are advising and supporting staff who continue to provide universal services to children and families throughout Oxfordshire – such as teachers in schools, health workers and staff in early years settings. The approach will ensure that children at risk who require support are identified as early as possible and appropriate services are provided to them and their families.

3. Alongside these developments, the council has been holding positive discussions with local communities, town and parish councils and the voluntary sector to encourage community-led solutions for delivering open access services for children and families. The aim is for these local solutions to complement the funded service as part of a safe and effective system that ensures support for the most vulnerable families, while harnessing the work of schools, health services, voluntary and community groups as part of a wider early intervention approach.

4. The 2016/17 budget agreed by Council in February 2016 included the creation of a 'one off' £1m fund to provide pump priming to support community-led solutions for delivering open-access services for children and families.

5. A cross party group of county councillors was established to consider the maximum benefit of this fund. Councillors were nominated for this group by the party leaders. The group consisted of Cllrs Stratford, Mathew, Gray, Hards and Fawcett and met six times between May 2016 and April 2017.

Transition Fund Approach

6. The purpose of this £1m fund is to provide pump priming grants to communities to enable them to create sustainable solutions for open access children's services. The approach has been flexible recognising the different needs across the county. Through the current support provided to community

groups, individual solutions will be developed with differing funding requirements.

7. The working group were keen to ensure that the process is open and transparent allowing as many groups as possible to access the funding. It was felt that a grant scheme would be the most appropriate way to ensure this.

8. Any proposals for funding needed to be supported by a business plan that includes all of the relevant information requested in the guidance document.

Grant Criteria

9. The following were the key criteria used when assessing proposals:

- Sustainable solution for open access children's services in the local community
- Ability to self-fund in the long-term, as outlined in the business case
- Clearly defined costs and timescales for implementation
- Evidence of the need for the project
- Community buy-in
- Engagement, partnership working and collaboration
- Projects must benefit Oxfordshire communities, be inclusive and provide good value for money.
- To what extent we can have confidence that the project will have a lasting impact, beyond the funding period.

10. In addition to these criteria, the motion from the 12 July 2016 Council to only fund those centres at danger of closing resulting from the changes in Children, Education and Families transformation project was upheld.

Process

11. The first round of applications closed on the 21 October 2016. In this round 17 bids were submitted for consideration for decision by Cabinet on 22 November 2016.

12. The second round of applications closed on the 9 January 2017. In this round 20 bids were submitted for consideration by Cabinet on 221 February 2017.

13. A future round was agreed at 20 December Cabinet and this third and final round of applications closed on the 14 April 2017. In this round 14 bids were submitted for consideration by Cabinet on 20 June 2017.

14. The applications were assessed by the cross party working group against each of the criteria outlined in paragraph nine above.

15. Applicants, along with their local county councillor were notified by e-mail of the Cabinet decision.

16. Applicants will only have the first year of funding transferred initially with subsequent years funding subject to monitoring compliance.

17. Successful applicants will be expected to comply fully with the monitoring requests from the council and signing of the funding agreement will be viewed as acceptance of these requests.

18. Any unspent grant funding will be recovered by the county council.

Review of Chipping Norton Provision

19. At the third round the working group recommended Cabinet not to fund the St Mary's Chipping Norton grant application due to the proximity to the already funded Ace Centre.

20. During discussion Cabinet noted that the issue for the St Mary's bid was the level of duplication with the ACE Centre. A Cabinet Member questioned whether there was that much duplication feeling that the provision from St Mary's was different to that provided by ACE. Councillor Gray suggested that it would be sensible to defer a decision in order to undertake further investigation and review the services available and to be provided with an update at a future Cabinet.

21. Officers were asked to provide clarity on the two projects, specifically what is being delivered at the Ace Centre and whether the proposal from St Mary's Chipping Norton may be a duplication of provision.

22. As part of this work a visit to Ace Centre was carried out on 4th July 2017 by the community coordinator in Children's Services. The findings of this visit are reported below:

23. **Visit to Ace Centre carried out by Cheryl Huntbach, Community Co-ordinator in conjunction with Liz Hutchings of the Ace Centre.**

Overview: The Ace Centre has appointed a worker and are currently delivering the following:

- 'Five to Thrive'
- Health Visitor clinic with advice and support session following
- Support to Child Protection and Children in need families

24. The Ace Centre are not currently delivering the activities as set in their funding agreement, however they tell the community co-ordinator that they are working towards this.

25. It is proposed that further monitoring of the Ace provision takes place in line with the monitoring arrangements as per the signed funding agreement. This

will take the form of a formal monitoring visit by the community co-ordinator and an early completion of the annual return outlining funds spent to date. Appropriate action will be taken if required in line with the funding agreement.

26. Cabinet raised concerns about duplication of provision in such a close proximity to the already funded Ace Centre. For the avoidance of duplication the provision at Ace has been assessed by officers against the proposal from St Mary's Chipping Norton.

27. St Mary's Chipping Norton applied in the third round of transition funding with the following proposals:

28. **Applicant:** St Mary's Church, Chipping Norton
Amount: £10,000 over 3 years
Proportion of proposed budget: 36%

Overview: This proposal is to create an open access service for children under five and their families in partnership with St Mary's Primary School by providing a Family Stay & Soft Play Session & Breakfast and a One-to-One Parent Drop in Session. A sustainable future provision will be managed by St Mary's Church & School.

Delivery: OPEN ACCESS SOFT PLAY SESSION WITH BREAKFAST
On a Friday morning we will offer a Soft Play Session in St Mary's School Hall, starting with breakfast for parents/carers and children (aged 0-5).

ONE -TO ONE DROP IN SESSION FOR PARENTS who need someone to listen to their concerns. Running every Monday morning during term time (8.40-10am) at St Mary's School.

29. Given the outcome of the monitoring visit with the Ace Centre and the proposal from St Mary's Chipping Norton as outlined above, officers feel that there is minimal duplication of provision. This conclusion has been reached based on:

- The different age ranges being supported by the two groups with Ace concentrating on the 0-2 year olds and St Mary's looking at provision for the 0-5 year olds.
- The sessions themselves operate on different days of the week as these have been co-ordinated to avoid duplication.
- Ace Centre are working with the more vulnerable families with CP and CIN whereas St Mary's offers open access to the whole community.

Recommendation: The recommendation from officers is that Cabinet approves this bid for funding.

Update on the Florence Park Proposals

30. On 20th June Cabinet considered the proposals for Florence Park where the panel recommendation was to approve the asset transfer via a lease to Aflah

Nursery and to decline the application for funding from Aspire & The Nature Effect. Cabinet members commented that it seemed further work was needed with all parties to reach a solution, with a further report to be submitted to Cabinet as soon as practicable.

31. "Cabinet considered at length the bid in relation to Florence Park and the proposed asset transfer. Cabinet clarified that Aflah Nursery were not seeking funding under the Transition Fund and that the transfer was proposed under the Asset Transfer Policy which did not exclude organisations for profit. Lucy Butler, Director for Children's Services informed Cabinet of the County Council's statutory responsibility to ensure sufficient supply of nursery provision and that the proposals met a statutory need. Maggie Scott, Assistant Chief Executive explained the background to provision of nursery places during the children's centre process and the current proposal from Aflah Nursery. Cabinet members commented that it seemed further work was needed with all parties to reach a solution."

32. "Councillor Gray proposed that decisions be deferred in respect of Aflah Nursery and the Aspire & Nature Effect bid to enable work with both groups, local councillors and the City Council to see if a solution was possible. He noted that it was a large building and that Aflah Nursery were not seeking the whole of it."

33. Following the cabinet meeting on the 20 June a meeting has taken place (3rd July) with the applicants, Aflah Nursery and Aspire & The Nature Effect.

34. The meeting included local councillors and County Council officers as well as officers and councillors from Oxford City Council. Discussions are ongoing with all parties and it is expected that these will continue over the summer to determine whether a proposal can be achieved.

35. It is proposed that this item is deferred until the September Cabinet meeting taking place on the 19 September for cabinet to take a decision based on the outcome of further discussion.

Recommendation: The recommendation is that Cabinet defers this decision to the September Cabinet meeting.

Financial and Staff Implications

36. The financial implications are set out in the main body of the report.

Further information in relation to the bids recommended for funding is included below:

Centre	Organisation	Year 1	Year 2	Year 3	Funding requested	Funding Awarded
ACE Centre	Ace Centre	£10,841	£9,994	£9,148		£29,983

ACE Centre	St Mary's Chipping Norton	£5,500	£2,500	£2,000	£10,000	
TOTAL					**£10,000**	**£29,983**

37. As set out in the previous cabinet report on 20 June 2017 the funding awarded is below. This funding does not take into account any decision made about St Mary's Chipping Norton.

TOTAL FUNDING AVAILABLE	£1,000,000.00
FUNDING APPROVED IN 1ST ROUND OF APPLICATIONS	£162,984.52
FUNDING APPROVED IN 2ND ROUND OF APPLICATIONS	£305,883
FUNDING APPROVED IN 3rd ROUND OF APPLICATIONS	**£258,458****
REMAINING FUNDING	**£272,674**

** Includes conditional funding allocations

Equalities Implications

38. The Public Sector Equality Duty, under section 149 of the Equality Act 2010, places a responsibility on local authorities to exercise 'due regard to the need to eliminate unlawful discrimination advance equality of opportunity and foster good relations.'

39. There are no equality and inclusion implications arising directly from this report.

RECOMMENDATION

40. **The Cabinet is RECOMMENDED to**

(a) Approve for funding the following bids:

a. St Mary's Church, Chipping Norton

(b) Defer the decision until September Cabinet for the following bids:

a. Aspire & The Nature Effect (Florence Park Children's Centre)

(c) Defer the decision until September Cabinet for the asset transfer for the following proposal:

a. Aflah Nursery (Florence Park Children's Centre)

MAGGIE SCOTT
Assistant Chief Executive

Contact Officer: Sarah Jelley, sarah.jelley@oxfordshire.gov.uk, 07554 103437
July 2017

Division(s): All

CABINET – 18 JULY 2017

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: PART 1 – CORE STRATEGY – INSPECTOR'S REPORT AND ADOPTION

Report by Director for Planning & Place

Introduction

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Local Plan, to replace the existing Minerals and Waste Local Plan which was adopted in 1996. The new Plan will provide an effective and up to date planning strategy and policies for the supply of minerals and management of waste in the county, consistent with current national planning policy and environmental, social and economic needs. It is being prepared in two parts.

2. The Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy (the Plan) was approved by the County Council on 24 March 2015 for publication and submission to the Secretary of State for independent examination. Following publication in August 2015 for representations to be made, this Plan was submitted for examination in December 2015. The Secretary of State appointed Mr Brian Cook as the Inspector to carry out the examination of the Plan. He held a hearing between 20 and 30 September 2016.

3. The published and submitted Plan, the representations made on the Plan and all examination documents (including the Council's evidence base) are available on the Examination website at: http://www.hwa.uk.com/projects/oxfordshire-minerals-waste-core-strategy/

Inspector's Interim Report and Council's Proposed Modifications

4. During the hearing sessions, it became apparent and the Council agreed that modifications were needed to ensure the Plan was sound and that further Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) work was necessary to ensure it was legally compliant. To assist the Council in this, the Inspector undertook to produce an Interim Report, which was issued on 12 October 2016.

5. The main purpose of the Inspector's Interim Report was to provide his conclusions on the amounts of provision that need to be made for mineral working and waste management over the plan period to 2031. It also reported on certain legal and procedural matters, including the need for further SEA/SA work to be undertaken, setting out some guidelines on this for the Council. In addition, it stated that the Council needed to bring forward proposed

modifications to the Plan, to give effect to the conclusions the Inspector had reached.

6. The further SEA/SA work required was undertaken in the autumn of 2016 and, in the light of the conclusions of that work, discussion at the examination hearing and the Inspector's Interim Report, proposed modifications were drafted. The conclusions of the Inspector's Interim Report together with the further SEA/SA work carried out and the draft proposed modifications were reported to the Cabinet on 21 January 2017. The Cabinet agreed proposed modifications to the Plan and a comprehensive updated SEA/SA report, as recommended. The report to that meeting (without annexes) is attached at Annex 1.

7. The proposed modifications agreed by Cabinet were of two types: main modifications, being changes to the Plan that relate to issues of soundness and including all modifications to policies; and additional modifications, being more minor changes such as factual updates and corrections or textual changes for clarification. The Inspector is only concerned with main modifications. The Council is only required to consult on main modifications, but, as is common practice, it was agreed that the additional modifications should also be published for comment.

8. The proposed modifications to the Plan and the comprehensive updated SEA/SA report were published for consultation for a six week period from 3 February to 20 March 2017.

9. Responses to this consultation were received from 83 respondents. Of these, 29 responses supported proposed modifications, 19 made objections, 8 made both supporting comments and objections and 27 made other comments not directly related to the proposed modifications. The full consultation responses were passed to the Inspector on 23 March. A list of the respondents with summaries of their comments was also provided to him; this is attached at Annex 2.

10. Most of the responses related to proposed modifications to the minerals policies, in particular to the inclusion of the minerals provision figures from the Council's Local Aggregate Assessment 2014 in policy M2 and to the inclusion in policy M3 (locations for mineral working) of a 25%/75% split in the location of new sites between northern and southern Oxfordshire. There were fewer responses on the proposed modifications to the waste policies and the core (development management) policies, being mainly from the waste industry, but these included a number of detailed comments. Many of the responses repeated comments and information included in previous representations. A significant number of responses were about parts of the plan that were not changed by the proposed modifications, in particular that the Bampton / Clanfield area should not be included in policy M3.

11. The response from OXAGE, which was supported by other respondents, includes objection on the grounds that the Inspector's Interim Report is flawed in respect of his conclusions on provision for minerals. OXAGE say that the

Council must consider whether or not this is so and give reasons for its decision, as it is the Council's responsibility to put forward what it considers is a sound plan, and that it is not sufficient to merely rely on the recommendations of the Inspector. OXAGE also consider that the SEA/SA remains inadequate in terms of the minerals provision figures because it fails to assess alternative projections (i.e. the 10-year sales average).

12. The Inspector did not ask the Council to make any comments on or responses to the consultation responses, and therefore none were made.

13. The Inspector's Interim Report, together with the updated SEA/SA report, the proposed modifications and the full consultation responses received on them, are available on the County Council website at: https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy

Inspector's Final Report

14. The Inspector's Final Report was received on 15 June 2017 and published on the County Council website on 19 June. It is attached at Annexes 3, 3A and 3B. The Final Report includes the Inspector's Interim Report as Appendix A (Annex 3A) and recommended main modifications as Appendix B (Annex 3B). The Inspector's conclusion is that the Plan as submitted has a number of deficiencies in respect of soundness and legal compliance, which mean that he recommends non-adoption of it as submitted, but that with his recommended main modifications the Plan satisfies legal requirements and meets the criteria for soundness and is capable of adoption.

15. The Inspector has considered all the representations made on the Council's proposed main modifications and updated SEA/SA report. In his Final Report he addresses particular objections, comments and suggestions for rewording of modifications made in the representations. He also looks at the process the Council followed in the updated SEA/SA work, including the identification of reasonable alternatives for assessment and why the 10-year sales average was not included as a reasonable alternative to the level of provision being made through policy M2.

16. The Inspector confirms that the duty to co-operate has been met in the preparation of the core strategy; and he concludes that the plan now meets all legal requirements, including for sustainability appraisal.

17. The Inspector also confirms the findings of his Interim Report (October 2016) and this forms part of the Final Report (attached at Annex 3A). The Interim Report gave the Inspector's conclusions on the amounts of provision that need to be made for mineral working and waste management over the plan period to 2031. He largely supported the Council's proposals. In particular, he concluded that the Local Aggregate Assessment 2014 is soundly based on the best available evidence at the time and is therefore robust; and that the provision for mineral working over the plan period should be as proposed by the Council in the submitted Plan.

18. The Inspector has considered the views of OXAGE, supported by other representors, that his Interim Report is flawed and that the Council should not merely rely on his recommendations. He addresses this in his Final Report (paragraphs 11 – 15). He states that the criticism of the way the Council dealt with the Interim Report made by some representors is misconceived.

19. In the Final Report, the Inspector sets out his assessment of soundness of the Plan. This considers four main issues:

i. Provision for the supply of aggregates and for waste management capacity:
   - the Council's proposed modifications reflected the Inspector's findings in his Interim Report;
   - the Inspector now concludes that, subject to alterations to two of the modifications to ensure consistency with the NPPF, with these modifications the plan is sound in this respect.

ii. Spatial strategies for delivering the required provision for aggregates and waste management capacity:
   - this covers the key polices for the broad location and distribution of future mineral working and waste management sites;
   - the additional SA/SEA undertaken by the Council supported the spatial strategy for aggregates in the submitted plan and, with some small changes, also supported the spatial strategy for waste;
   - the Council's proposed modifications were drawn up in the light of the further SA/SEA, discussion at the examination hearing and the Inspector's Interim Report;
   - the Inspector now concludes that with these modifications the plan is sound in this respect.

iii. Development management policies:
   - this covers the policies setting criteria for the siting of new minerals and waste sites and the determination of applications, policies for specific types of facility and general development management policies;
   - the Council's proposed modifications were drawn up in the light of discussion at the examination hearing and the Inspector's Interim Report;
   - the Inspector now concludes that, subject to alterations to one of the modifications to ensure consistency with the NPPF, with these modifications the plan is sound in this respect.

iv. Monitoring framework:
   - the submitted plan did not include a monitoring framework but in the light of discussion at the examination hearing and the Inspector's Interim Report this was included as one of the Council's proposed modifications;
   - the Inspector concludes that with this modification the plan is sound in this respect.

Inspector's Recommended Modifications

20. The Inspector's recommended main modifications are very little altered from those agreed by Cabinet and published as the Council's proposed modifications for consultation earlier this year. He considers the following alterations to be necessary:

    a) MM8 (policy M1) – to bring the policy into line with national policy, the Inspector has inserted "significantly and" in the first sentence of the fifth sub-paragraph, to read: "…unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits"; this alteration is required for soundness.

    b) MM19 (paragraph 4.44) – the Inspector has deleted the final sentence, which read "Proposals for development other than mineral extraction in Green Belt will be considered against policy C12"; this deletion removes a possible inconsistency with policy M5.

    c) MM46 (policy W3) – to bring the policy into line with national policy, the Inspector has inserted "significantly and" in the first sentence of the fifth sub-paragraph, to read: "…unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits"; this alteration is required for soundness.

    d) MM63 (policy C6) – for consistency with national policy, the Inspector has inserted "Significant development leading to" and deleted "overriding" in the second sub-paragraph, to read: "Significant development leading to the permanent loss of best and most versatile agricultural land will only be permitted where it can be shown that there is a need for the development …"; these alterations are required for soundness.

    e) MM74 & MM75 (glossary) – the Inspector has deleted these as main modifications because they are not required for soundness; but the Council may include them as additional modifications.

21. The Inspector does not require any further consultation to be carried out on these alterations to the main modifications.

22. The plan as now recommended to be modified by the Inspector, includes:

    a) A more positive approach to provision of recycled and secondary aggregates facilities, with clarification that there will be no ceiling on capacity provided the development is otherwise acceptable (policy M1).

    b) Confirmation in policy of the amount of mineral provision required over the plan period, based on the figures in the Local Aggregate Assessment 2014 (policy M2).

    c) Clarification that there will be no ceiling on the amount of waste management capacity for recycling, composting and food waste

treatment, provided the development is otherwise acceptable (policies W1 – W3).

d) Confirmation of the general spatial strategies for where minerals and waste development can be located, including:
   - Minerals – the principal locations (strategic resource areas) for mineral working, with a 25%/75% split between northern and southern Oxfordshire in the location of new sites (policy M3); and
   - Waste – indication of areas around Oxford and larger towns where strategic and non-strategic waste management facilities should normally be located (policy W4).

e) Confirmation of policies for siting of mineral working and waste management facilities and consideration of planning applications, including to secure high quality restoration of sites, and for safeguarding of mineral resources and minerals and waste infrastructure (polices M4 – M10 and W5 – W11).

f) Confirmation of core development management policies, including for protection of the amenity of local communities and of the water environment, agricultural land and soils, biodiversity and geodiversity, the landscape, the historic environment and the Green Belt, consistent with national policy (policies C1 – C12).

23. In addition the Council produced a number of additional modifications to the Plan, as agreed by the Cabinet in January 2017, and published these for comment alongside the main modifications. These addressed minor matters of consistency and clarification, typographical and other minor errors and factual updates to supporting text. Only a few comments were received on the additional modifications, all of which were in support of particular modifications. Since January 2017, it has become apparent that some further additional modifications are required, in particular to update chapter 1 – Introduction to reflect the changed position in the plan-making process and to update the maps of current minerals and waste facilities in chapter 2 – Background.

24. The main modifications as recommended by the Inspector are set out in Appendix B to his Final Report (attached at Annex 3B). They are also incorporated into the updated, composite version of the Plan that is attached at Annex 4. This also includes the updated additional modifications, to provide a comprehensive document. The two types of modification are distinguished by the main modifications having a grey shaded background. The policies map, in two parts – north and south, is attached at Annexes 5A and 5B. This has been updated from the version published with the proposed modifications in February 2017 to show the mineral consultation areas in accordance with policy M8 (these were previously omitted) and make some corrections and clarifications to the key.

Consideration of the Inspector's Report and Recommendation

25. Having received the Inspector's Final Report, the Council may now adopt the Plan but it may only do so with the main modifications recommended by the Inspector (and any additional modifications that do not affect the policies). The only alternative would be for the Council to not adopt the Plan and either to start afresh on the preparation of a new plan or to not prepare a new plan and continue to rely on the 1996 Minerals and Waste Local Plan. The possible consequences not adopting the plan are addressed in the section on risk management below.

26. I consider the Inspector's report to be comprehensive and well-reasoned. He has considered all the relevant matters and issues and has taken into consideration all the representations made, both on the published Plan and the proposed modifications. I agree that the alterations he has made to the Council's proposed modifications are required for soundness; his recommended modifications to the Plan are otherwise as previously agreed by the Cabinet, in January 2017.

27. I have considered the views of OXAGE, supported by other representors, that the Inspector's Interim Report is flawed and that the Council should not merely rely on the recommendations of the Inspector. I agree with the Inspector (Final Report paragraph 14) that this criticism of the way the Council dealt with the Interim Report is misconceived. In my view, now that the Inspector has considered the representations on the proposed modifications and his Final Report has been received, confirming the conclusions of the Interim Report, it is not necessary for the Council to make any further response on this matter.

28. I consider that the Council should now adopt the Plan with the main modifications recommended by the Inspector and the additional modifications that are necessary. Adoption of the Plan requires a resolution of the Council.

Next steps

29. The Core Strategy is Part 1 of new Oxfordshire Minerals and Waste Local Plan. It sets out requirements and locational strategies for minerals and waste but does not include specific sites for mineral working or waste management facilities. Sites which are considered suitable in principle, subject to planning permission, for future minerals and waste development are to be identified in Part 2 of the Plan – Site Allocations. If the Core Strategy is adopted at the County Council meeting on 12 September, work will be able to start on the Site Allocations Plan in the autumn. An updated Minerals and Waste Development Scheme, setting out the timetable for preparation of the Site Allocations Plan, will need to be brought to Cabinet for approval.

Financial and Staff Implications

30. The new Minerals & Waste Local Plan is included within the work priorities of the Communities Directorate and is in part being progressed within the existing mainstream budget for the Council's minerals and waste policy

function. In addition, a special reserve was created to help fund the abnormal costs of plan preparation (including the commissioning of specialist background technical studies) and independent examination. The remaining costs of the plan examination and adoption processes, mainly the cost of the Inspector, can be met from what remains in the reserve. There are no additional staff implications.

Equalities Implications

31. None have been specifically identified.

Legal Implications

32. Under the Planning and Compulsory Purchase Act 2004 (as amended), the County Council is required to prepare a minerals and waste local plan. The European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, requires waste planning authorities to put in place waste local plans. There are legal requirements for local plans to be subject to Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) and Habitats Regulations Assessment (HRA) and for the way these assessments are carried out and reported. These requirements will be met in adopting the plan as now recommended by the Inspector.

Risk Management

33. If the new Minerals and Waste Local Plan is not adopted, the County Council will have no up to date and locally-determined land-use policy framework against which to regulate proposals for new mineral working and waste management development in Oxfordshire. Such a diminution of local control over these operations would leave the authority with much less influence over the location of future minerals and waste operations and make it heavily reliant on the National Planning Policy Framework and National Planning Policy for Waste, which are considerably less comprehensive and detailed in their coverage of these matters. It is important that the legal requirements for SEA/SA and HRA are correctly met in order to minimise the risk of legal challenge to the Plan. It is considered that the Council has taken all reasonable steps to ensure this and that the Inspector's conclusion that all legal requirements have been met is robust.

RECOMMENDATION

34. **The Cabinet is RECOMMENDED to**

(a) recommend to Council to:

i. adopt the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy with the main modifications recommended by the Inspector in his final report (Appendix B) at Annex 3B and such additional

modifications as are required, in accordance with the Planning and Compulsory Purchase Act 2004 section 23(3) (as amended);

ii. authorise the Director for Planning & Place to carry out the steps required by The Town and Country Planning (Local Planning) (England) Regulations 2012, Regulation 26 for making the plan and other documents and information publically available and notifying specified persons as soon as reasonably practicable after the plan is adopted;

(b) authorise the Director for Planning & Place to finalise the additional modifications that are required, for recommendation to Council, to include the additional modifications published by the Council for public comment on 3 February 2017 subject to any necessary amendments and any further additional modifications now required.

SUSAN HALLIWELL
Director for Planning & Place

Background papers:

Contact Officer: Peter Day, tel. 07392 318899
July 2017

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Division(s): All

CABINET – 24 JANUARY 2017

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: PART 1 – CORE STRATEGY – PROPOSED MODIFICATIONS

Report by Interim Strategic Director of Communities

Introduction

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Local Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs.

2. The Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy (the Plan) was approved by the County Council on 24 March 2015 for publication and submission to the Secretary of State for independent examination. Following publication in August 2015 for representations to be made, this Plan was submitted for examination in December 2015. The Secretary of State appointed Mr Brian Cook as the Inspector to carry out the examination of the Plan. He held a hearing between 20 and 30 September 2016 and issued an Interim Report on 12 October, which has been published on the Council's website.

3. The published and submitted Plan, the representations made on the Plan and all examination documents (including the Council's evidence base) are available on the Examination website at: http://www.hwa.uk.com/projects/oxfordshire-minerals-waste-core-strategy/

Inspector's Interim Report

4. The Inspector's Interim Report is attached at Annex 1. The main purpose of the Interim Report is to provide the Inspector's conclusions on the amounts of provision that need to be made for mineral working and waste management over the Plan period to 2031. It also reports on certain legal and procedural matters, including the need for further Strategic Environmental Assessment / Sustainability Appraisal work to be undertaken and states that modifications to the Plan will need to be proposed. The Inspector has provided a clear and thorough Interim Report which is most helpful to the Council in drawing up the modifications that now need to be made to the Plan and progressing it to adoption later in 2017.

Provision for Mineral Working

5. The Inspector has concluded that the Council's Local Aggregate Assessment 2014 is soundly based on the best available evidence at the time and is therefore robust. He has not agreed with the arguments of objectors to the

Plan that the provision figure for sharp sand and gravel should be lower, based solely on the 10 year sales average.

6. Accordingly he has concluded that the provision for mineral working over the plan period should be as the Council proposed in the submitted Plan, and this should be included in policy M2:
   - Sharp sand & gravel: 1.015 mtpa giving a total provision requirement of 18.27 million tonnes;
   - Soft sand: 0.189 mtpa giving a total provision requirement of 3.402 million tonnes; and
   - Crushed rock: 0.584 mtpa giving a total provision requirement of 10.512 million tonnes.

Provision for Recycled and Secondary Aggregates

7. The Inspector has concluded that a minimum provision figure for recycled and secondary aggregates of 926,000 tonnes per annum should be included in policy M1. This is as agreed between the Council and objectors in advance of the hearing.

Provision for Waste Management

8. The Inspector has concluded that the forecasts of waste management capacity requirements for municipal and commercial & industrial wastes as put forward by the Council during the examination should be included in policy W1. For municipal waste these are the figures in the submitted Plan. For commercial & industrial waste they are lower figures; the Inspector has not agreed with objectors' arguments for the higher figures in the submitted Plan to be retained.

9. The figures that should now be included in policy W1 are:
   - Municipal waste: increasing from 320,000 tonnes per annum in 2016 to 380,000 tonnes per annum in 2031; and
   - Commercial & industrial waste: increasing from 540,000 tonnes per annum in 2016 to 580,000 tonnes per annum in 2031.

10. For construction, demolition and excavation waste, the Inspector has concluded that there is a wide range of possible capacity requirement figures, due to uncertainties over data and therefore it would not be appropriate to include a figure for this waste stream in policy. Consequently, the Plan needs to provide for sites for the management of this waste stream to be brought forward in the absence of a set level of provision.

Duty to Co-operate and Legal Compliance

11. The Inspector has found that the Council has met the duty to co-operate in the preparation of the Plan. The Inspector has concluded that no legal compliance issues are raised by the Council's decision to prepare a two-part plan (Core

Strategy followed by Site Allocations Document) or by compliance with the Statement of Community Involvement.

Proposed Modifications

12. In accordance with the Interim Report, the Council must now bring forward suggested modifications to the Plan to give effect to the conclusions the Inspector has reached and respond to discussions at the hearing sessions and representations that were made on the Plan. The Inspector advises that this requires a review of the strategies for delivery of the minerals and waste visions and objectives and revised wording of key strategy policies.

Strategic Environmental Assessment / Sustainability Appraisal

13. The Inspector has agreed with the Council's position put forward at the examination hearing that further Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) needs to be carried out to ensure that the Plan is both legally compliant and sound. This further SEA/SA should inform the modifications to the Plan. In addition, the whole Plan incorporating the proposed modifications should be subject to SEA/SA.

Strategic Environmental Assessment / Sustainability Appraisal

14. The further SEA/SA work required is:
    - Consideration of all suggested alternatives for the minerals and waste strategies to establish the 'reasonable' alternatives that should be assessed;
    - SEA/SA of the 'reasonable' alternatives for the minerals and waste strategies;
    - SEA/SA of the proposed modifications; and
    - Preparation of a comprehensive updated SEA/SA report incorporating all relevant work.

Consideration of Alternatives

15. In preparing the Plan and carrying out SEA/SA, it is the responsibility of the Council to decide what the 'reasonable' alternatives are; only the 'reasonable' alternatives need to be assessed. Annexes 2a and 2b set out the consideration of alternatives for the minerals and waste strategies respectively. All alternative strategy approaches that have been put forward either in representations on the Plan or during the examination have been considered.

16. Annexes 2a and 2b both include a table of the alternatives, listed against the relevant minerals or waste policies in the submitted Plan. In each table, the middle column lists the options that are considered to be 'reasonable' alternatives; and the right hand column lists those that are not considered to be 'reasonable' alternatives and gives the reasons for this.

17. For policy M2 on provision for working aggregate minerals, the only option that is considered to be 'reasonable' is to include the figures from the Local Aggregate Assessment 2014 in this policy, as concluded by the Inspector in his Interim Report. An alternative of provision being based just on the 10 year sales average has been considered but, for the reasons given in Table 1 in Annex 2a, this is not considered to be a 'reasonable' alternative; and consequently this alternative should not be assessed.

18. For policy M3, there are considered to be four 'reasonable' alternatives for the distribution of provision for sharp sand and gravel working between different parts of the county. Evidence which has been used to derive these alternatives is presented in Annex 3.

SEA/SA of 'Reasonable' Alternatives

19. Annexes 4a and 4b contain the SEA/SA of the reasonable alternatives for the minerals and waste strategies respectively. To ensure independence from previous appraisal findings, this new appraisal work has been undertaken by a different firm of SEA/SA consultants (LUC) from that which carried out the previous SEA/SA of the Plan (TRL).

20. Annex 5 sets out information for the different sharp sand and gravel resource areas on the average area required to be worked per million tonnes and the average distance to main markets which has been used and is referred to in the minerals assessment. Annex 6 explains how the travel distances used in Annex 5 are derived.

21. The minerals assessment in Annex 4a is two parts. The first part assesses two alternatives for the locations for sharp sand and gravel mineral working identified in policy W3:
- Option 1 – the strategic resource areas as in the submitted Plan;
- Option 2 – addition of the Bampton/Clanfield area as a strategic resource area.

22. The assessment finds that Option 1 (the strategy in the submitted Plan) is the more sustainable option.

23. The second part of the minerals assessment assesses four alternatives for the distribution of additional provision for sharp sand and gravel working (in policy M4 in the submitted Plan but now proposed to be included in policy M3):
- Option 1 – 0% in southern Oxfordshire, 100% in northern Oxfordshire;
- Option 2 – 35% in southern Oxfordshire, 65% in northern Oxfordshire;
- Option 3 – 75% in southern Oxfordshire, 25% in northern Oxfordshire;
- Option 4 – 100% in southern Oxfordshire, 0% in northern Oxfordshire.

(Southern Oxfordshire = South Oxfordshire and Vale of White Horse Districts; northern Oxfordshire = Cherwell and West Oxfordshire Districts.)

24. The assessment finds that Option 3 is the most sustainable option. Allocating 75% of the additional requirement of sharp sand and gravel to southern Oxfordshire and the remaining 25% to northern Oxfordshire would result in an approximately equal split of overall sharp sand and gravel provision (in terms of production capacity) between northern and southern Oxfordshire, taking into account existing permitted reserves. This would reflect the approximately 50:50 split in future demand for aggregates between northern and southern Oxfordshire that is indicated by the demand factors considered in Annex 3. This is the strategy in the submitted Plan.

25. For waste, the assessment in Annex 4b is in five parts.
    i. Policy W2 – targets for commercial and industrial waste recycling.
    ii. Policy W2 – targets for construction, demolition and excavation waste recycling.
    iii. Policy W3 – whether or not additional capacity requirements should be considered to be a cap on provision made.
    iv. Policy W4 – five options for the strategy for locations of waste management facilities are assessed.
    v. Policy W11 – whether policy on safeguarding waste management sites should include or exclude temporary sites where planning permission expires before the end of the Plan period.

26. For policy W2, the assessment finds that the options that include higher recycling targets are the more sustainable. For commercial and industrial waste, this is as in the submitted Plan. For construction, demolition and excavation waste, this is as in the suggested modifications to the submitted Plan put forward by the Council during the Examination.

27. For policy W3, the assessment finds that option 2 is the more sustainable, i.e. that the additional capacity requirement is considered to be the minimum provision, which can be exceeded if appropriate. Policy W3 in the submitted Plan is seen as being in line with option 1 and therefore this assessment indicates a need for a proposed modification.

28. For policy W4, the assessment of the five options finds that options 3 and 4 are the most sustainable, with option 4 being the slightly more sustainable of the two. This option differs from the strategy in policy W4 in the submitted Plan, indicating a need for a proposed modification; in particular it:
    - includes wording taken from the supporting text of the Plan to clarify that locations beyond the zones identified for the named towns may be appropriate for waste facilities where there is access to the Oxfordshire lorry route network;
    - 'reclassifies' Banbury as a location suitable for strategic waste management facilities and expands the zone for such facilities around Oxford from 10km to 15km; and
    - adds smaller towns as possible locations for non-strategic waste management facilities.

29. For policy W11, the assessment finds that option 2 is the more sustainable, i.e. that the policy should safeguard all permitted waste sites. Policy W11 in the submitted Plan follows option 1 and therefore this assessment indicates a need for a proposed modification.

SEA/SA of Proposed Modifications

30. Screening of the draft proposed modifications (see paragraphs 32 – 34) for SEA/SA and Habitats Regulations Assessment (HRA) has been carried out by consultants TRL, who undertook the previous SA/SEA of the Plan. The findings from this screening process are that in terms of SA/SEA there is the potential for a new significant positive effect in relation to policy M10 (Restoration) against the SA/SEA objective for soils and in addition some other minor positive effects across the policies for other SA/SEA objectives. No significant adverse effects have been identified. The screening found no implications for the HRA. Screening and assessment of the proposed modifications is included in the comprehensive updated SEA/SA report (sections 6 and 7) which is at Annex 7.

Comprehensive SEA/SA report

31. The Inspector's Interim Report includes a requirement for a comprehensive updated SEA/SA of the modified Plan as a whole to be prepared, incorporating relevant previous SEA/SA and the new work that has now been carried out. A draft of this SEA/SA report is at Annex 7. (The SEA/SA report has a number of appendices but appendices D and G are not included here as they repeat Annexes 4a & 4b and Annexes 3, 5 & 6 to this report respectively.) The non-technical summary of the report is at Annex 7a. The updated SEA/SA supports the Plan as now proposed to be modified.

Proposed Modifications

32. Following consultation with the Cabinet Member for Environment, officers put forward a set of suggested proposed modifications to the submitted Plan for consideration at the examination hearing in September 2016. These modifications were in response to what were considered to be valid points raised in representations. They have now been reviewed in the light of the Inspector's Interim Report, discussion at the hearing and the further SA/SEA of reasonable alternatives that has been undertaken. A revised schedule of draft proposed modifications is at Annex 8.

33. There are two types of modification: main modifications are changes to the Plan that relate to issues of soundness; additional modifications are more minor changes such as factual updates and corrections or textual changes for clarification. All modifications to polices are classed as main. Annex 8 includes both 'main' modifications and 'additional' modifications and identifies in the right hand column which type of modification each one is, with the main modifications being shaded. This column also gives reasons for the modification. The Council is only required to consult on main modifications, but it is common practice to invite comments on additional modifications as

well. The Plan is being checked again for the need for further updates and corrections and any that are required will be added to the 'additional' modifications before they are published.

34. Annex 8 includes suggested main modifications to most of the policies in the Plan. Many of these are small changes to policy wording but they include the following more significant changes:

Policy M1: Recycled and secondary aggregate
A figure of 0.926 mtpa is included as the minimum level of provision to be made; and changes are made to express more clearly a positive policy approach to provision of these facilities.

Policy M2: Provision for working aggregate minerals
The specific provision levels derived from the LAA 2014, and resultant tonnage requirements over the Plan period, are included in this policy rather than just in the supporting text.

Policy M3: Principal locations for working aggregate minerals
The distribution of the additional sharp sand and gravel requirement between northern and southern Oxfordshire is moved from policy M4 to policy M3 and is made more specific; and provision for quarry extensions outside the strategic resource areas to be allocated as sites for working is added.

Policy M5: Working of aggregate minerals
Provision for borrow pits to be permitted as exceptions is included; and the policy is reordered to make it more effective.

Policies Map
A policies map has been prepared, to replace the minerals key diagram, showing the strategic resource areas (policy M3), mineral safeguarding areas (policy M8) and safeguarded aggregate rail depots (policy M9) on an OS base; the policies map is in two parts, north and south, at Annexes 8a and 8b.

Policy W1: Oxfordshire waste to be managed
Forecasts for municipal and commercial & industrial wastes are included in this policy, rather than just in the supporting text.

Policy W3: Provision for waste management capacity and facilities required
Specific figures for additional capacity requirements are included in this policy, rather than just in the supporting text; changes are made to express more clearly a positive policy approach to provision of facilities that move waste up the waste hierarchy, with requirement figures not being a ceiling on provision; and the policy is reordered to make it relate more clearly firstly to allocation of sites in the subsequent Site Allocations Document and secondly to proposals at other sites.

Policy W4: Locations for facilities to manage the principal waste streams
Wording from the supporting text is included in this policy to clarify that locations beyond identified zones may be appropriate where there is access to the Oxfordshire lorry route network; Banbury is reclassified as a location suitable for strategic waste management facilities and the zone for such facilities around Oxford is expanded from 10km to 15km; and smaller towns are added as possible locations for non-strategic waste management facilities.

Policy W5: Siting of waste management facilities
The section of this policy on Green Belt is moved to a new core policy C12 and overlaps with other policies are removed.

Waste Key Diagram
The waste key diagram is amended to reflect changes to policy W4.

Consideration by Minerals and Waste Cabinet Advisory Group

35. The Inspector's Interim Report was reported to and discussed by the Minerals and Waste Cabinet Advisory Group on 27 October 2016. A programme for the work required in response to the Inspector's conclusions in the Interim Report and timetable for the proposed modifications process were also discussed.

36. On 6 January 2017 the Cabinet Advisory Group considered the new SEA/SA work that has been carried out and a schedule of suggested proposed modifications to the Plan. The Group had a discussion on these documents, focussing particularly on the level and geographic distribution of provision for mineral working, and a range of views were expressed.

Consultation on Proposed Modifications and SA/SEA

37. In order that when the Inspector makes his final report he can recommend modifications to the Plan to make it sound, the Council must make a formal request to him under section 20(7C) of the Planning and Compulsory Purchase Act 2004 to recommend modifications.

38. In the Interim Report, the Inspector asked to see the Council's suggested main modifications and the SEA/SA before they are put to the Cabinet for approval. Drafts of these have been sent to the Inspector and he has indicated that they can now be published for consultation.

39. The Council's proposed modifications and the SEA/SA report must be published for a 6 week period of public consultation. It is intended that the consultation period will be from 3 February to 17 March 2017.

40. Any representations received will be considered by the Inspector before he produces his final report on the examination of the Plan. If those representations raise new issues that have not already been considered, the Inspector may decide it is necessary to reopen the hearing before he can finalise his report. Upon receipt of a final Inspector's report that finds the modified Plan both legally compliant and sound, the Council can adopt the

Plan. It is hoped that the Council will be in a position to adopt the Plan in summer 2017 but if reopening of the hearing is necessary this is likely to be put back until later in 2017.

Financial and Staff Implications

41. The new Minerals & Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and is in part being progressed within the existing mainstream budget for the Council's minerals and waste policy function. In addition, a special reserve was created to help fund the abnormal costs of plan preparation (including the commissioning of specialist background technical studies) and independent examination. £75,000 will be retained in that reserve at the end of this financial year for remaining costs of the plan examination and adoption processes that will fall in 2017/18. There are no additional staff implications.

Legal Implications

42. Under the Planning and Compulsory Purchase Act 2004 (as amended), the County Council is required to prepare a minerals and waste local plan. The European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, requires waste planning authorities to put in place waste local plans. There are legal requirements for local plans to be subject to Strategic Environmental Assessment / Sustainability Appraisal (SEA/SA) and Habitats Regulations Assessment (HRA) and for the way these assessments are carried out and reported.

Risk Management

43. If a new Minerals and Waste Local Plan is not adopted (for example, if it were abandoned, or found to be "unsound" following completion of the examination), the County Council would have no up to date and locally-determined land-use policy framework against which to regulate proposals for new mineral working and waste management development in Oxfordshire. Such a diminution of local control over these operations would leave the authority with much less influence over the location of future minerals and waste operations and make it heavily reliant on the NPPF and National Planning Policy for Waste, which are considerably less comprehensive and detailed in their coverage of these matters. It is important that the legal requirements for SEA/SA and HRA are correctly met in order to minimise the risk of legal challenge to the Plan.

RECOMMENDATIONS

44. **The Cabinet is RECOMMENDED to:**

(a) **agree the main modifications to the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy in Annexes 8, 8a and 8b for publication for public consultation; and**

(b) **authorise the Strategic Director Communities in consultation with the Cabinet Member for Environment to finalise the additional modifications to the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy in Annex 8 for publication for public comment; and**

(c) **authorise the Strategic Director Communities in consultation with the Cabinet Member for Environment to finalise the Strategic Environmental Assessment / Sustainability Appraisal report on the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy, to include the work contained in Annexes 2 – 7, for publication for public consultation; and**

(d) **authorise the Strategic Director Communities to make a request to the Inspector who is carrying out the examination of the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy to recommend modifications to the plan under section 20(7C) of the Planning and Compulsory Purchase Act 2004.**

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January 2016

Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy, 2015
List of Respondents and Summary of Responses to Consultation on Proposed Main Modifications and Sustainability Appraisal Update February 2017

Summary of Representations accepted by Oxfordshire County Council

	Support	Object	Support/ Object	Not Stated	Total
Local Resident	12	12	0	14	**38**
Society Group	1	3	0	2	**6**
Industry - Minerals	3	1	0	0	**4**
Industry – Waste	2	0	4	0	**6**
Business	2	0	0	1	**3**
Parish/Borough/Town	6	2	1	4	**13**
Local Government	0	1	2	2	**5**
Statutory/National Body	3	0	1	4	**8**
Grand Total	**29**	**19**	**8**	**27**	**83**

	Sound				Legal			
	Yes	No	Not Stated	Total	Yes	No	Not Stated	Total
Local Resident	0	3	35	**38**	0	2	36	**38**
Society Group	0	4	2	**6**	0	3	3	**6**
Industry - Minerals	0	3	1	**4**	2	0	2	**4**
Industry – Waste	1	4	1	**6**	1	4	1	**6**
Business	2	0	1	**3**	2	0	1	**3**
Parish/Borough/Town	0	3	10	**13**	0	1	12	**13**
Local Government	1	1	3	**5**	2	0	3	**5**
Statutory/National Body	3	1	4	**8**	3	0	5	**8**
Grand Total	**7**	**19**	**57**	**83**	**10**	**10**	**63**	**83**

No.	Name	Support/Object?	Sound/Legal?	Main Points of Support/Objection
001mm	Aylesbury Vale District Council	Not stated	Not stated	No comments
012mm	Earthline Ltd.	Support Broadly	Not stated	MM11: Limestone sales are likely to continue at higher rates, and so there is likely to be an additional requirement for limestone to meet minimum landbank reserves. MM14: 2015 Sales figures for crushed rock indicate significant increases, disappointed that LAA2014 crushed rock figure is still used as recent estimates are much higher. MM20: Support inclusion in Policy M3 that extensions to sites may be allocated outside of SRAs. MM21: Support priority for extension of sites in Policy M4. MM22: Support interim position for consideration of applications prior to adoption of Part 2 Plan in Policy M5.
014mm	Raymond Brown Minerals and Recycling Ltd.	Support broadly	Not stated	MM8: Support encouragement of recycled and secondary aggregate. MM40: Support no 'need' test and no ceiling on capacity. MM46: Support provision for retention of temporary facilities. MM47, MM48, MM51: Waste spatial strategy supported in so far that non-strategic facilities should be within 5km towns or with good access to lorry routes. But disappointed that 'tight' definition of small scale waste facilities has been retained (20,000tpa) it would have been helpful if this was increased. MM52: Support amendment to policy W5 regarding greenfield land. MM68: Support Policy C8 as it now refers to major developments test in NPPF.
015mm	Anglian Water	Not stated	Not stated	MM58: The modifications reflect the agreed statement of

	Services Ltd			common ground.
017mm	Oxfordshire Against Gravel Extraction (OXAGE)	Object	Sound – No Legal – No	The Inspector's report is flawed. The County Council is not obliged to follow the recommendations if they are not sound, and should justify why it has followed the recommendations based on the LAA 2014 in the interim report. OXAGE do not accept LAA 2014 figures for sharp sand and gravel for reasons already stated in previous reps and examination. MM9, MM10: Annual adjustment of requirement figures should be reinstated. MM11, MM14: Figures should use 10 year average for sharp sand and gravel instead of LAA 2014 requirement, therefore no additional tonnage requirement. In addition, the base year should be moved to 2017. *N.B. Some of the alternative wording suggested does include an additional tonnage requirement (calculated from a 2017 base year).* MM12, MM14, MM16, MM20: The introduction of productive capacity is unworkable. Provision should only relate to the maintenance of landbanks. MM15, MM16, MM17, MM20: There is no evidence or justification for the rebalancing strategy. The Bampton/Clanfield area should be included as a strategic resource area. MM22: Policy M5 should not provide for permission to be granted in advance of the Part 2 Plan as there are sufficient landbanks for long enough for Part 2 to be adopted. SEA/SA: This is flawed as it has failed to assess the 10 year past sales average for sharp sand and gravel as an alternative to the 2014 LAA figure.
021mm	Anti-Gravel Group of Residents in	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.

	Oxfordshire West (AGGROW)			
022mm	Clanfield Parish Council	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
023mm	Bampton Parish Council	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
025mm	Siemens Magnet Technology Ltd.	Support	Sound – yes Legal – yes	MM20: This business is a sensitive receptor located within SRA 6. Support M3, but reserves the right to respond to specific site allocations. MM21: From a specialist local business perspective, support mitigation provided in Policies M4, C3, C4 and C5 from potential adverse effects associated with quarrying.
035mm	Hanborough Borough Council	Support/Object	Sound – No Legal – Not stated	MM20: Object to location of SRA6 and specific (previous) nomination within this SRA. Request boundary and description of SRA 6 is changed.
051mm	Councillor Lynda Atkins	Object	Sound – No Legal – No	Fully endorse OXAGE representation. MM20: In addition, Policy M3 is not sound because underlying evidence base is flawed – Bampton/Clanfield should be included as an SRA and rebalancing element should be removed.
063mm	Eynsham Parish Council	Object	Sound – No Legal – Not stated	The 2014 LAA is flawed and the figure for sharp sand and gravel is too high. MM28: The theory of safeguarding is supported but Policy M9 is too restrictive. MM29: In general M10 is supported but there should also be a requirement for a remediation fund for restoration. Object to (previous) site nomination and request re-introduction of buffer zones.
070mm	Hills Quarry Products Ltd.	Object	Sound – No Legal – Not stated	MM21, MM22: The reference in Policy M4(l) and M5 to new Policy C12 (Green Belt) should be removed as minerals development is already appropriate development in the Green belt and so should not be subject to the Green Belt

				policy. To include this would be inconsistent with national policy (Case Law cited: *Europa Oil and gas Ltd. v Secretary of State for Communities and Local Government*) MM70: The second paragraph of Policy C12 should be removed as Mineral Planning authorities already have the authority to impose conditions where necessary to make the development acceptable.
077mm	CPRE (Campaign to Protect Rural England) Oxfordshire	Object	Sound – No Legal - No	Entirely support OXAGE Rep with regards to provision for sharp sand and gravel. MM20: Is neutral on rebalancing issue although previously discounted sites should not be reintroduced.
082mm	Grundon Waste Management Ltd.	Support broadly	Sound – Yes Legal – Yes	Support MM1, MM2, MM3, MM5, MM6, MM8, MM11, MM12, MM14, MM15, MM16, MM19, MM20, MM22, MM25 & MM27. Suggest further clarifications/changes for MM21, MM32, MM33, MM35, MM38, MM41, MM44, & MM46.
083mm	The Eynsham Society	Object	Sound – No Legal – No	A single plan should be produced and further consultation is necessary. MM14: 2014 LAA figures too high and not based on sound evidence. MM20: Stop extraction in the west pending a fair balance between the north/south of the Thames. MM21: Policy M4 and others are not effective to provide mitigation from dust etc. for other land uses – introduce buffer zones. MM29: No confidence that Policy M10 will be effective.
084mm	Clifton Hampden Parish Council	Object	Sound – No Legal – No	Fully support OXAGE Representation
091mm	Mayor of London	Not stated	Not stated	No comments
093mm	Mr P C Power	Object	Sound – No Legal – Not stated	MM20: SRAs (SRA6 in particular) are too general and should not include areas that are currently too constrained to support a site allocation. Two (previous) site nominations

				should be removed due to these constraints.
097mm	Highways England	Not stated	Not stated	No comments although previous comments still stand.
098mm	West Oxfordshire District Council	Support/object	Not stated	MM6, MM8: Welcome reintroduction of a specific target in Policy M1 However, it is not clear why the list of examples of material to be recycled has been taken out. MM12, MM13, MM14: Generally support the changes to Policy M2. Regard will still need to be had to the latest position when determining applications. MM16, MM17, MM20: Strongly supports more explicit emphasis in rebalancing. It is also essential that this is enacted in the interim before Part 2 is adopted. Support the exclusion of Bampton/Clanfield as SRA. Disappointed that buffer zones have not been included. MM21: Object to removal of rebalancing element in Policy M4. It should be reintroduced so that Policy M3 can be applied. Also have reservations about the change in words from 'in accordance with' to 'take into account'. MM22: Support proposed changes in principle although it is important that the locational strategy in Policy M3 is applied. MM29: Disappointing that the policy merely requires the factors to be taken into account, rather than ensuring that the restoration is appropriate and sympathetic. Also no notice has been taken of previous suggestions that transfer of land to community/wildlife trusts may work to secure long-term management. Support the inclusion of consultation with communities. MM51: Much of the Oxford area for strategic facilities that crosses the river Thames east of Stanton Harcourt lies in Flood Zone 2 and has poor access to Oxford. This area should be removed from the locational strategy. MM68: Concern that wording has been changed such that

				only significant adverse impacts will be offset through compensatory enhancements. Any adverse impacts should be compensated for if not avoided, or mitigated. C10: No changes are proposed to this policy, however WODC has continuing concerns over the Oxfordshire Lorry Route Map.
113mm	Sheehan Haulage and Plant Hire Ltd.	Support/Object	Sound – No Legal – No	MM5: It should be recognised that advances in technology has meant that secondary and recycled aggregate are increasingly able to provide a substitute for land won sand and gravel. MM8: The figure in policy M1 should be for supply only. The policy should be worded 'significantly and demonstrably outweigh the benefits'. The fourth waste principle agreed in H10 should be incorporated into the policy. MM31, MM32, MM33, MM37, MM40, MM41: It is not appropriate to include any reference to CDE figures as this was not discussed or tested at the examination hearings. MM38: Policy W1 should aim to deliver the waste management target levels, not provide theoretical capacity. MM40: Recycling levels do not equate to capacity required as facilities do not operate to full capacity. This was agreed as common ground. Therefore capacity needs to be greater than target levels. MM42, MM43, MM44: These are superfluous as they serve to set a specified capacity requirement when there is now no 'target' or ceiling. In addition, Tables 6 & 7 use figures that have not been subject to examination. MM46: As agreed at the examination, the waste figures were not discussed and so it is not appropriate to include any figure in Policy W3. As with M1 change wording to 'significantly and demonstrably outweigh the benefits' in

				line with waste principles. The fourth waste principle should be incorporated. MM47, MM48, MM51: Support waste spatial strategy. MM53: Use of waste as operational fill should be provided for and prioritised in addition to restoration of quarrying. Provision should also be made for on 'other sites' not only existing facilities and site allocations. MM59: Policy W11 remains complicated and does not provide the clarity/certainty required by NPPF. MM61, MM63, MM66: Policies C4, C6 and C7 should be amended to accord with the seventh waste principle.
114mm	M&M Skip Hire Ltd.	Support/Object	Sound – No Legal – No	As for 113mm
115mm	David Einig Contracting Ltd.	Support/Object	Sound – No Legal – No	As for 113mm
116mm	McKenna Environmental Ltd.	Support/Object	Sound – No Legal – No	As for 113mm
120mm	Historic England	Support	Sound – Yes Legal – Yes	MM18, MM21: Welcome modifications in line with the agreed Statement of Common Ground. Also support MM60 and MM61
125mm	Mineral Products Association (MPA)	Support broadly	Sound – No Legal – Yes	Support MM5, MM11, MM12, MM14, MM16, MM20, MM24, MM25, MM27. However regarding MM76 (Definition of SRAs) the MPA still consider these should be a nationally recognised term and in practise (particularly in the interim) SRAs will act as Areas of Search.
126mm	Natural England	Not stated	Sound – Yes Legal – Not stated	No concerns with the soundness of the Plan.
131mm	Oxfordshire Mineral Producers Group (OMPG)	Support broadly	Sound – No Legal – Yes	Support MM5, MM11, MM12, MM14, MM16, MM20, MM24, MM25, MM27. However regarding MM76 (Definition of SRAs) the MPA still consider these should be a nationally recognised term and in practise (particularly in the interim)

				SRAs will act as Areas of Search (as for 131mm).
133mm	Environment Agency	Support	Not stated	MM29 & MM61: Support amendments to Policy M10 and C4.
140mm	Magnox Ltd.	Support	Sound – Yes Legal – Yes	MM56: Support modifications to Policy W9 in line with the agreed Statement of Common Ground.
142mm	Surrey County Council	Not stated	Not stated	No comments
146mm	Chilterns Conservation Board	Support/Object	Sound – No Legal – Yes	Support MM68 in line with agreed Statement of Common Ground. MM67: Change wording of paragraph to reflect wider remit of AONBs than 'character'. Change footnote 105 to refer to purposes of AONB designation.
147mm	South Oxfordshire District Council	Object	Sound – No Legal – Yes	MM10, MM14: Concern over how 2014 LAA figures have been calculated. Increased demand has not been quantified or translated into the Plan. Also concerned that the mechanism for review in previous version of the policy has been removed. Previously used extraction sites have not all been depleted. These should be used first before opening up new extraction sites. MM15, MM20, MM22: Concerns over the north/south split and rebalancing. There is no justification for a north/south split, and a split could be done in any other number of ways (e.g. east/west). There is no clarity over how extraction would be divided between South Oxfordshire DC and VOWH DC. MM16: There is no evidence that provision for additional sharp sand and gravel should be in the first half of the Plan period. MM20: SRA5 covers large parts of South Oxfordshire and Vale of White Horse Districts, including housing allocations, a proposed bridge crossing over the Thames and 'Science Vale'. The Core Strategy should not prejudice any of this development.

				MM20, MM21, MM46: The Plan should include site allocations – without this it threatens the certainty of other development plans in the County.
152mm	Vale of White Horse District Council	Support/Object	Sound – Yes Legal – Yes	A new Thames river crossing is proposed in VOWH district Plan and South Oxfordshire District Plan, and a safeguarded water reservoir in VOWH. VOWH is also proposing to safeguard land for a South Marcham bypass road- this partly falls within SRA 7. Proposals in SRA5 and SRA7 should not prejudice these. MM20: Continuing concern over the 'north/south' split and evidence behind this. MM27: Support M8, in particular provision to take into account allocated sites in local development plans.
162mm	Prof Philip Hutchinson DL	Not stated	Not stated	The present waste disposal site at Stanford in the Vale should be maintained in operation for the disposal of household waste by the public.
163mm	Aston, Cote, Shifford & Chimney Parish Council	Support broadly	Not stated	MM30: Agree Bampton/Clanfield area should be included as a Mineral safeguarding Area only. MM14: Continue to question the high extraction volumes significantly above recent levels.
164mm	Northampton Borough Council	Not stated	Not stated	No comments
165mm	Broadwell Parish Meeting	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
166mm	Ms. M Smith	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
167mm	The Canal and River Trust	Not stated	Not stated	No comments
168mm	Glyn James	Support	Not stated	Support AGGROW Rep MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.

169mm	Dr. Stuart Evans	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
170mm	Richard Stallabras	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
171mm	The Society for the Protection of Bampton	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
172mm	Margaret Williams	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
173mm	Janet Rouse	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
174mm	The Hon Mrs Buchan	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
175mm	Mark Mostyn	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
176mm	Nicola Saward	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
177mm	Richard and Julie Smith	Support	Not stated	Support AGGROW Rep MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
178mm	Alec Jones	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
179mm	Martin Cobden	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
180mm	Robin Shuckburgh	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for

				sand and gravel extraction. *(* see note below)*
181mm	Peter House	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
182mm	Mark Booty	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
183mm	Mark McArthur Christie	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
184mm	Mrs Gaynor Cooper	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
185mm	Lord Donoughmore	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
186mm	Robin & Veronica Baker	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
187mm	Tim Gray	Support	Not stated	MM20: Support Broadwell Parish Meeting Representation.
188mm	JP Jackson	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
189mm	Bryn Torrington	Not stated	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
190mm	Dennis & Jane Walker	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
191mm	Grafton and Radcot Parish Meeting	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
192mm	Dr. Robert Landray	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
193mm	Countess of	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for

	Donoughmore			sand and gravel extraction. *(* see note below)*
194mm	Ian and Rosemary Smith	Support	Not stated	Support AGGROW Rep MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
195mm	Dr. Judith Hillier	Support	Not stated	Support AGGROW Rep MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
196mm	Dr RJ Preston	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
197mm	Carterton Town Council	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
198mm	Julian & Elizabeth Stevens	Support	Not stated	Support AGGROW Rep MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
199mm	Nigel Johnson	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
200mm	Keith A Glazier	Not stated	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)* MM27: Support safeguarding of SRA1 for crushed rock.
201mm	Woodstock Town Council	Not stated	Not stated	(a) Explore the possibility of the Cotswold Line being used for transportation of sand and gravel extraction. (b) Reduce the number of trips to Slape Hill waste transfer station. (c) Support keeping extraction sites away from Blenheim Park (d) Woodstock Town Council is against Fracking
202mm	Kencot Parish Meeting	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for

				sand and gravel extraction. *(* see note below)*
203mm	Tessa Milne-Day	Object	Not stated	MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. *(* see note below)*
204mm	Steve Dixon	Support	Not stated	MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3.
205mm	Dr Judith Webb	Not stated	Not stated	MM21: Safest not to allow any extraction from the catchment of Cothill Fen SAC. There should also be catchment protection for non-designated Fen habitat.
206mm	Black Bourton Parish Council	Support	Not stated	MM20: Support Council's original stance on the exclusion of the Bampton/Clanfield area from Policy M3. Do not feel that plans should be changed at this late stage. *(* see note below)*
207mm	Nuclear Decommissioning Authority	Support	Sound – Yes Legal – Yes	MM56: Support modifications to Policy W9 in line with the agreed Statement of Common Ground.
208mm	Oxford Preservation Trust	Object	Sound – No Legal – Not stated	MM47, MM48: The protection for the Green Belt has been removed from paras 5.33 and 5.34 and moved to Policy C12, which is not adequate. Specific protection for the Green Belt should be moved back to 5.33 and 5.34.
209mm	Rosemary and Stephen Parrinder	Object	Sound – No Legal – No	MM14: There is no evidence for the 1.015mtpa extraction rate for sharp sand and gravel. Recent evidence is that demand is declining. MM20: Stop extraction in the west pending a fair balance between the north/south of the Thames. MM21: The inclusion of SRA6 is in direct conflict with Policy M4 – the area surrounding Eynsham should be removed from this. MM29: No confidence that Policy M10 will be effective.

** Note: Some respondents appear to have misunderstood the proposed modifications in thinking that the Bampton/Clanfield area is*

being proposed to be included as a Strategic Resource Area in policy M3, or that there is a current proposal for mineral working in this area. The County Council has sought to correct this misunderstanding when acknowledging these representations.

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The Planning Inspectorate

Report to Oxfordshire County Council

by Brian Cook BA(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date 15 June 2017

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Report on the Examination of the Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy

The Plan was submitted for examination on 30 December 2015

The examination hearings were held between 20 and 30 September 2016

File Ref: PINS/U3100/429/7

Abbreviations used in this report

C+I	Commercial and industrial
CDE	Construction, demolition and excavation
DCLG	Department for Communities and Local Government
DtC	Duty to Co-operate
IR	Interim Report
LAA	Local Aggregate Assessment
mtpa	Million tonnes per annum
MWDS	Minerals and Waste Development Scheme
MSW	Municipal solid waste
NPPF	National Planning Policy Framework
NPPW	National Planning Policy for Waste
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SEEAWP	South East of England Aggregate Working Party
SEWPAG	South East Waste Planning Advisory Group
SEA	Strategic environmental assessment
SRA	Strategic Resource Area

Non-Technical Summary

This report concludes that the Oxfordshire Minerals and Waste Local Plan: Part 1 provides an appropriate basis for the planning of minerals and waste development in the County, provided that a number of main modifications [MMs] are made to it. Oxfordshire County Council (the Council) has specifically requested me to recommend any MMs necessary to enable the Plan to be adopted.

The MMs all concern matters that were discussed at the examination hearings. Following the hearings, the Council prepared schedules of the proposed modifications and carried out sustainability appraisal of them. The MMs were subject to public consultation over a six-week period. In some cases I have amended their detailed wording and/or added consequential modifications where necessary. I have recommended their inclusion in the Plan after considering all the representations made in response to consultation on them.

The Main Modifications can be summarised as follows:

- **MM1 to MM14** make alterations to polices M1 and M2 and their supporting text to quantify the provision of aggregates to be made over the Plan period from recycled and secondary and land-won sources respectively;
- **MM31 to MM46** similarly make alterations to policies W1, W2 and W3 and their supporting text and tables to quantify where proportionate and justified to do so the waste management capacity that needs to be planned for over the Plan period for the principal waste streams;
- **MM15 to MM22** alter policies M3, M4 and M5 and the supporting text to set out the spatial strategy for mineral working, provide specific guidance for the preparation of the Minerals and Waste Local Plan: Part 2 – Site Allocations Document (Plan 2) and the strategic development management approach for mineral working proposals and **MM47 to MM52** make alterations to the equivalent spatial strategy and Plan 2 guidance waste management policies W4 and W5 and their supporting text and table. **MM46** also adds a strategic development management component to policy W3;
- **MM25 to MM28 and MM30** alter policies M8 and M9 and the supporting text to ensure the way minerals resources and infrastructure is safeguarded is consistent with national planning policy. This includes defining Mineral Safeguarding Areas and Mineral Consultation Areas on the policies map which replaces Figure 9: Minerals Key Diagram;
- **MM60 to MM70** introduce alterations to the Core Policies for consistency with national planning policy. **MM70** introduces a new and separate Green Belt policy. There are therefore consequential changes to those other polices that require accordance with all the Core Policies; and
- **MM73** introduces a monitoring framework.

Introduction

1. This report contains my assessment of the Oxfordshire County Council Minerals and Waste Local Plan: Part 1 – Core Strategy in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to co-operate. It then considers whether the Plan is compliant with the legal requirements and whether it is sound. The National Planning Policy Framework (NPPF) (paragraph 182) makes it clear that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy.

2. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound plan. The Oxfordshire County Council Minerals and Waste Local Plan: Part 1 – Core Strategy, submitted on 30 December 2015 is the basis for my examination. It is the same document as was published for consultation in August 2015.

3. During the hearing sessions that began on 20 September 2016 it became clear that the Council would need to undertake a considerable amount of additional work in order for the Plan to be found sound and compliant with the legal requirements. In order to progress the examination in this way a number of matters needed to be resolved to assist the Council in the further work necessary. This was done through the preparation of an Interim Report (IR). This was sent to the Council and published on the examination web site on 12 October 2016. It is included at Appendix A to this report and will be referred to as necessary and appropriate.

4. Throughout this report examination documents are referred to by their number only in () with specific paragraph references as appropriate; paragraphs in the NPPF are shown as # followed by the paragraph number; numbers prefixed by IR are to passages in the Interim Report; and numbers in [] are references to other paragraphs in this report.

Main Modifications

5. In accordance with section 20(7C) of the 2004 Act the Council requested (EX20) that I should recommend any main modifications [MMs] necessary to rectify matters that make the Plan unsound and not legally compliant and thus incapable of being adopted. My report explains why the recommended MMs, all of which relate to matters that were discussed at the examination hearings, are necessary. The MMs are referenced in bold in the report in the form **MM1, MM2, MM3** etc, and are set out in full in Appendix B.

6. Following the examination hearings, the Council prepared a schedule of proposed MMs and carried out sustainability appraisal of them. The MM schedule and associated documents were subject to public consultation for six weeks. I have taken account of the consultation responses in coming to my conclusions in this report and in this light I have made some amendments to the detailed wording of the main modifications and added consequential modifications where these are necessary for consistency or clarity. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and

sustainability appraisal that has been undertaken. Where necessary I have highlighted these amendments in the report.

Policies Map

7. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprised Figure 9: Minerals Key Diagram and Figure 12: Waste Key Diagram.

8. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend main modifications to it. However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the Minerals Key Diagram component of the policies map.

9. These further changes to the policies map were published for consultation alongside the MMs as Policies Map – North Oxfordshire and Policies Map – South Oxfordshire.

10. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in Policies Map – North Oxfordshire and Policies Map – South Oxfordshire and the further changes published alongside the MMs.

Consultation

11. It is apparent from some of the representations that have been made on the proposed MMs that the purpose, status and conclusions of the IR have been misunderstood.

12. In total nine Matters were identified for discussion during the hearing sessions. Matters 4 and 6 respectively asked whether the minerals and waste strategies were the most appropriate of the alternatives considered. That is the subject of the second main issue below. Matter 7 considered whether the submitted policies would be effective in delivering those strategies; that is considered under the third main issue. Matter 8 dealt with a specific issue (the implementation and monitoring framework) while Matter 9 enabled a helpful discussion of the schedule of proposed modifications as it then stood.

13. The remaining four Matters were critical to the way the examination would proceed (IR2 and IR3). A finding of a failure to comply with the Duty to Co-operate (DtC) would, in effect, have brought the examination to an end. A finding of a legal flaw in the Strategic Environmental Assessment (SEA)/Sustainability Appraisal (SA) would have implications for Matters 4 and 6, as would the outcome of the consideration of Matters 3 and 5 (the provision for aggregates and waste management capacity respectively). All of these were therefore dealt with in the IR. Matters 1 (DtC and SEA/SA) and 2, which dealt with important legal and national policy compliance issues were, in the main, reported and concluded upon in IR5 to IR47. My assessment of and

conclusions on Matters 3 and 5 are set out in IR89 to IR133 and IR52 to IR88 respectively.

14. It is clear therefore that the IR is an integral part of the report on the examination of the Plan rather than being separate from it. Throughout the IR 'conclusions' are drawn rather than 'recommendations' being made. This is because of the particular usage and meaning given by section 20(7) of the 2004 Act to the word 'recommendation' in this context. It is nevertheless clear from IR134 that the Council was required to bring forward main modifications to give effect to those conclusions. Failure to do so would, subject to consideration of any representations made, therefore be likely to lead to their being made in any event once the section 20(7C) request was made. The criticisms of the way the Council dealt with the IR made by some representors is therefore misconceived.

15. IR132 also confirms that '…the finding of the LAA is soundly based on the best available evidence at the time and is therefore robust.' The assertion by one representor that the IR fails to make such a finding is therefore incorrect.

Assessment of Duty to Co-operate

16. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A in respect of the Plan's preparation.

17. The requirement to comply with the duty to co-operate in relation to this Plan ended in December 2015 upon formal submission for examination. None of the work done subsequent to the hearing sessions could therefore impact upon that compliance. Whether the Council had in fact complied with its obligations under the duty was in dispute. I therefore concluded on this matter in the IR since, had I found that the duty had not be complied with, that fault could not have been remedied and any further work would have been wasted.

18. IR5 to IR14 explain my conclusion on the evidence before me. No new matters or evidence have come to light since then to alter those conclusions. Overall I am therefore satisfied that where necessary the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and that the duty to co-operate has therefore been met.

Assessment of Legal Compliance

19. IR15 to IR47 address some fundamental concerns raised in respect of the Plan's compliance with the legal requirements. It concludes that the two plan approach being followed does not raise any legal compliance issue (IR19). Although this matter was pursued in the MM consultation responses, no new evidence was put forward which would require that conclusion to be reviewed.

20. The IR also concludes that the letter, if not the spirit, of the relevant Statement of Community Involvement (SCI) was adhered to (IR30).

21. However, with regard to SEA/SA the Council accepted that the process carried out was flawed (IR33). I agreed and set out what the flaws were and indicated how these may be addressed (IR34 to IR47). I turn now to consider the extent to which the further work undertaken by the Council did so. In

doing so I have taken into account all the further representations made during the MM consultation.

22. SEA/SA is an iterative process and it is for a local planning authority in the first instance to determine which reasonable alternative strategies should be considered. The Council consulted upon a SEA/SA report update[1] and associated appendices alongside the consultation on the MMs. It represents a comprehensive assessment and remedies the 'paper chase' concern previously recognised (IR35).

23. Following the publication of the IR there was an exchange with the Council on some aspects of it (EX18). An issue that arose was how reasonable alternatives for the minerals strategy should be developed with particular reference to one that reflected purely the rolling average of 10 years' sales data.

24. The SEA/SA report deals with this in summary form in Table 5.1. In short, it explains why, since the IR determines that the 2014 Local Aggregates Assessment (LAA) is soundly based and robust, there would be no reasonable alternative to the provision being made through policy M2.

25. The strategy policy (policy M3) is then examined with, first, two spatial alternatives considered and an explanation for the rejection of four others as unreasonable alternatives and, second, four options for achieving the rebalancing of sharp sand and gravel production capacity between western and southern Oxfordshire (as defined). This assessment has as a baseline the delivery of 18.27 million tonnes of sharp sand and gravel over the Plan period. It does not identify any sustainability issues arising from doing so. Having come to that conclusion, there is no need to return to look at what would be a lower figure derived from the rolling average of 10 years' sales data. Whether or not that conclusion is reasonable is a matter of soundness, not legal compliance and is addressed later [56 to 75].

26. With respect to waste strategy the SEA/SA report considers five options and a number of alternatives which are, for the reasons set out in Table 5.2 considered not to be reasonable alternatives.

27. I have had regard to the MM consultation representations made insofar as they relate to compliance with the legal requirements for SEA/SA. In my judgement, the SEA/SA report update of February 2017 adequately addresses the concerns and issues in this regard identified in the IR.

28. My examination of the compliance of the Plan with the legal requirements is summarised in the table below. I conclude that the Plan meets them all.

LEGAL REQUIREMENTS	
Minerals and Waste Development Scheme	The Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy has been prepared in accordance

[1] Client Project Report CPR2366 February 2017

(MWDS)	with the Council's MWDS [February 2016].
Statement of Community Involvement (SCI) and relevant regulations	The SCI was adopted in November 2006 and revised in March 2015. Consultation on the Local Plan and the MMs has complied with the requirements of the then current document.
Sustainability Appraisal (SA)	SA has been carried out and taking into account the February 2017 Update is adequate.
Habitats Regulations Assessment (HRA)	The Habitats Regulations AA Screening Report [August 2015] sets out why AA is not necessary at the strategic level. Natural England supports this.
National Policy	The Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy complies with national policy except where indicated and MMs are recommended.
2004 Act (as amended) and 2012 Regulations.	The Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy complies with the Act and the Regulations.

Assessment of Soundness

Background

29. Two fundamental issues of soundness were addressed in the IR. Both go to the 'positively prepared' test of soundness since both are concerned with what amounts to the objectively assessed need over the Plan period. An argument was made that, for minerals, the Plan should look to and make provision for a further seven years in respect of sand and gravel. No guidance to that effect was identified. It seems to me that this would be addressed through landbank assessments towards the end of the Plan period although, in reality, the Plan is likely to be reviewed well beforehand; the 'beyond the Plan period' years therefore never arrive in practice.

30. However, while the IR resolved the quantum that should be included in polices M1, M2 and W1, it remained for the Council to develop the MMs to deliver those changes in policy terms. A number of representations have been made on the approach taken.

Main Issues

31. The scope of the Plan is quite limited with the identification of specific sites for development deferred to Plan 2. The number of main issues is therefore similarly limited in number.

32. As submitted the Plan seeks to set out the spatial strategies to be followed to deliver the vision and objectives that the Council has developed to guide the required provision for minerals and for waste management capacity over the Plan period. What that provision should be is the first issue.

33. Whether the strategies developed to deliver the vision and the objectives are the most appropriate when considered against the reasonable alternatives and will meet the objectively assessed needs fall within the 'justified' and 'positively prepared' aspects of soundness respectively. This consideration

forms the second issue; it is distinguishable from considerations of legal compliance in the undertaking of SEA/SA.

34. The Plan then sets out the development management policies to be applied both generally and, in the case of minerals, specifically during the period until Plan 2 is adopted. The third issue is whether the development management policies will deliver the strategy (the 'effective' test) and are consistent with national policy (the fourth test in #182).

35. The fourth and final issue concerns the monitoring framework submitted.

36. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings these are the main issues upon which the soundness of the Plan depends. Under these headings my report deals with the main matters of soundness rather than responding to every point raised by representors at each stage of the Plan's progress.

Issue 1 – Is provision made for the steady and adequate supply of aggregates and for the waste to be managed over the Plan period?

Aggregates

37. As explained above [13] this matter was subject to extensive assessment in the IR. The failure to include the amount of aggregates for which the Plan sought to make provision over the Plan period was found not to be consistent with national policy (IR50). What that amount should be was the subject of IR89 to IR133. The conclusion as to the modification required for soundness (IR132) has been given effect by **MM14** which significantly amends submitted policy M2. **MM9 to MM13** inclusive make important changes to the text supporting policy M2 and are also required for soundness.

38. Although extensive representations have been made at MM consultation stage to the effect that the Plan should be based on the rolling average of 10 years' sales data and that the IR is flawed in coming to a different conclusion, no new evidence has been put forward at MM consultation stage to support that view. Rather, all the points made were made previously in the original representations and/or in oral evidence at the hearing sessions. They have therefore been considered through the IR.

39. A specific criticism concerns IR126. This was the subject of a post-examination hearings exchange with OXAGE (EX19). What is recorded in IR126 is the oral evidence from the representative of the Mineral Products Association who are members of the South East of England Aggregates Working Party (SEEAWP) and who attended the relevant meeting. The challenge to SEEAWP's consideration and conclusion is by an organisation that is not a member of SEEAWP and did not attend the meeting. Instead, reliance is placed on the minute of the meeting which I understand not to be a *verbatim* record. In the circumstances it was appropriate to give far greater weight to the oral evidence of the Mineral Products Association.

40. It has been argued that policy M2 should be based upon the latest information rather than the 2014 LAA. This is not correct since the policy sets out the provision required over the Plan period as a whole. The base date from which the provision should be calculated is therefore 2014. **MM12** alters Plan

paragraph 4.20 to explain how the latest LAA will be used to assess the landbank at any point in time and ensure that it is maintained for particular minerals in accordance with policy M2.

41. It has also been argued that it is wrong to take productive capacity into account. This is on the grounds that this can be manipulated by mineral operators to secure planning permissions for additional extraction capacity that is not actually required and that only reserves should be taken into account. This ignores the fact that the ability to deliver aggregate from permitted reserves may be constrained by, for example, conditions imposed on planning permissions for environmental or other planning reasons. To take it to the absurd, the entire requirement for the Plan period could be vested within a single planning permission (reserve) that is subject to an annual production limit of 100,000 tonnes for highway reasons. Not to take that constraint on productive capacity into account would undermine the ability of the Plan to deliver the required minerals. Having said that, the Council will wish to closely examine arguments that productive capacity is constrained by other commercial factors when applying policy.

Waste management

42. IR52 to IR87 concluded that without the amounts referred to in IR87, policies M1 and W1 in the submitted Plan would not be sound. IR88 noted that the Council would need to consider how policy W3 might be modified to accommodate the determined amounts.

43. Dealing first with the modifications proposed to policy M1 and the further alteration necessary [46 to 48], **MM8** makes the change required for soundness identified in IR87. **MM1 to MM7** set out important changes to the supporting text to the policy; they are also required for soundness. Together, these MMs reaffirm the Council's position that the supply from recycled and secondary aggregates is to be encouraged as an alternative to land-won minerals and make clear that, subject to normal planning criteria being met through compliance with the other policies in the Plan, the number of facilities that may come forward is not constrained by the 0.926 million tonnes figure (expressed as a minimum in any event) in policy M1.

44. Representations have been made that **MM5** (changes to Plan paragraph 4.8) does not meet the tests of soundness in that the general thrust of the message given is negative rather than encouraging and is not based on the evidence. Alternative wording is proposed. It may be the case that the proposed wording reflects the practice of those companies on behalf of whom the representation is made. However, evidence was given at the hearing sessions that the wash-plant technology referenced is not in wide use. The wording of **MM5** therefore reflects the generality of the circumstances that the Plan has to address.

45. Alternative wording is also proposed for **MM8** (policy M1). Some of the proposed wording would, in my view, give a competitive advantage to the represented companies. It is argued that the policy should be concerned only with supply to place it on the same footing as policy M2. While there is some merit in that, recycled aggregate tends to fall into a grey area between supply of minerals and management of waste. National policy for waste is concerned

with the provision of management capacity. On balance therefore I see no need for the suggested alterations to the MM for soundness. This is also addressed at IR84 and IR85.

46. I do however consider that some change to the policy wording proposed in **MM8** is required to better reflect the spirit of what I understood to be a Document (H10) setting out agreed principles. It is not necessary to repeat IR80 which sets out the context in which Document H10 was offered.

47. Policy M1 is meant to and does identify the provision of facilities for the production and/or supply of recycled and secondary aggregates as something which is beneficial as a matter of principle, subject of course to normal development management criteria. Where the application of those criteria identify adverse effects the absence of a 'need' figure to weigh as a material consideration in the s38(6) balance must be replaced by acknowledging the 'in principle' benefit. The matter in issue is whether 'demonstrably outweigh' reflects the 'great weight' in principle 4 of Document H10.

48. Ultimately the scale of any adverse effect or benefit is a matter of planning judgement, as is the balancing of one set against the other. However, adopting the wording used in #14 (significantly and demonstrably) as suggested in the MM consultation representation would more clearly express the agreed principle. This alteration to the Council's proposed **MM8** is required for the soundness of the Plan since it helps to establish the context for policy W3 in respect of the construction, demolition and excavation (CDE) waste stream. The further change would bring the policy into line with national policy and no further consultation is required.

49. Turning to policies W1 and W3, **MM38** gives effect to IR87 in respect of policy W1 and is required for soundness. Similarly, **MM31 to MM37** inclusive are also required for soundness since they amend the supporting text. Although I have some sympathy with representations that it is inappropriate to include in these MMs any reference to an actual CDE figure, it is absolutely plain from the text included in the MMs that the amount is a minimum figure. No CDE figure is included in policy W1.

50. In the same way, the estimate of the CDE waste that would require management as non-hazardous waste rather than inert waste only serves to inflate the minimum figure for which non-hazardous recycling capacity needs to be identified. I acknowledge that the percentage of the CDE waste stream comprising this element was not subject to examination for the reasons set out in IR68 to IR88. However, there is no practical quantitative implication for policy since modified policy W3 does not place a quantitative cap either on site allocations to be made or on planning permissions coming forward.

51. Policy W3 sets out the waste management capacity and facilities required over the Plan period. Where possible, the minimum requirements are identified which sets the context for Plan 2. The supporting text and tables are thus vital to understand firstly why specific provision is made only for non-hazardous waste recycling facilities and secondly why the capacity required is as set out. The policy as now drafted is therefore consistent with national waste planning policy and, insofar as it can (see IR67 to IR88), meets the other soundness tests.

52. Working through the policy it is clear that permission will be given at suitable sites for waste management proposals at appropriate levels of the waste hierarchy, other than landfill which is subject to a separate policy, subject only to meeting the development management elements of the policy itself and those of the Plan. Granting of planning permission would not be constrained by capacity already available. Concerns raised in this regard through the MM consultation are unfounded in my judgement.

53. Others have suggested that the policy could be more simply worded and I tend to agree. However, the wording in **MM46** is not, save for one matter, unsound and I leave it to the Council to consider the points raised and address them as appropriate by way of Additional Modifications.

54. The one matter is the inclusion of the words 'significantly and' before 'demonstrably'. The reason is that discussed above [46 to 48].

55. Subject to that change **MM46** is required for soundness, as are **MM39 to MM45** inclusive which alter the supporting text and tables.

Issue 2 – Are the spatial strategies the most appropriate of the reasonable alternatives considered?

Introduction

56. The Council has carried out SEA/SA on the Plan and it has asked me to recommend it be modified for soundness. I have concluded that the SEA/SA has met the legal requirements [28].

57. Under this issue the focus is therefore upon the spatial strategies that have been chosen and whether the evidence confirms that they are the most appropriate of the reasonable alternatives investigated by the Council. I shall then consider whether the wording of the policies intended to deliver the spatial strategies for minerals (M3) and waste management (W4) will do so and the likelihood of sites coming forward in accordance with those policies to deliver the required mineral provision and waste management capacity. Both are embraced by the 'effective' aspect of soundness. Given the iterative nature of strategy development, there is inevitably some overlap between these two considerations.

Minerals

58. Three elements are set out in the Plan's vision for minerals planning (1.1, paragraph 3.3). In summary, the first commits to making available sufficient aggregates to meet the development needs of the County and make a contribution to those of a wider area; the second seeks to minimise both what were termed during the examination hearing sessions 'gravel miles' and the harmful impacts of mineral extraction on communities and the environment; the third aims to enhance the quality of both the natural environment and the life of the County's residents when mineral workings are restored.

59. Only the first and second are likely to have a spatial element. These two are developed into a number of minerals planning objectives (1.1, paragraph 3.4). Objectives i to v inclusive relate to the first vision while objectives vii and viii are relevant to the second.

60. The SEA/SA report update concludes that, overall, the proposed vision and objectives were found to be compatible with all of the SA objectives. It does however note that the high level spatial nature of the Plan means that some of the relationships are uncertain since an understanding of the location of future workings and the nature of mitigation measures are required to be confident of the assessment.

61. Submitted Policy M3 sets out the principal locations for working aggregate minerals, identifying a number of what the Council terms strategic resource areas (SRA) within which specific sites will be identified in Plan 2. Submitted policy M4 includes as one of the criteria the rebalancing of sharp sand and gravel production capacity between SRAs in western and southern Oxfordshire. This is the policy response to objectives vii and viii.

62. SEA/SA report update Appendix D.1 gives full details of the assessment of the reasonable alternative options considered in the appraisal of the Plan as proposed to be modified. Section 3 and Table 3.2 sets out the detail with the summary being presented in Section 4. The outcomes are that the inclusion of the Bampton/Clanfield area as an SRA would not be the most sustainable of the two options considered and that the policy response of rebalancing would be best achieved in SEA/SA terms by a 75%:25% distribution of new sharp sand and gravel provision to southern:northern Oxfordshire.

63. However, the SEA/SA report update fairly acknowledges that there is a considerable degree of uncertainty associated with these conclusions. They are influenced by the number and exact locations of sites ultimately coming forward. The main differences between options also derive in the main from considerations of 'gravel miles' and the associated effect on air quality and greenhouse gas emission SA objectives.

64. In the representations at MM consultation stage local communities generally objected to the higher level of mineral provision introduced to the Plan through **MM14**. However, the response to **MM15 to MM20** which give policy effect to the SEA/SA report update findings is influenced primarily by where in the County the respondent body or individual is located.

65. The representation submitted on behalf of a number of parishes by OXAGE identifies several concerns with the SEA/SA report update. However, no alternative evidence is put forward; nor is there any objective assessment to show how the SEA/SA outcomes would be different even if those concerns were found to be justified.

66. Having regard to the limitations of the SEA/SA identified I see no reason not to conclude that the minerals strategy being pursued is the most appropriate of the reasonable alternatives considered. As a result of **MM20** policy M3 would give explicit policy expression to the rebalancing that was, in my judgement, missing from submitted policy M4. As a matter of locational strategy it should sit within policy M3 as now proposed rather than policy M4 as submitted. The modified policy wording also defines what is meant by 'northern' and 'southern' for the purposes of the policy. **MM20** and **MM15 to MM19** inclusive which alter the supporting text to policy M3 are therefore required for soundness.

67. Two other points need to be addressed briefly. First, several of those making representations at MM consultation stage (and previously) have argued that parts of a specific SRA should be excluded at this stage as being undeliverable. That may well prove to be the case on further detailed assessment. However, that is for the Part 2 Plan, not the Plan that I am concerned with.

68. Second, concern has been raised about the meaning of the term 'SRA'. This was subject of some discussion at the examination hearing session and, as a response, the Council has put forward **MM76**. This would add to the Glossary a definition of the term. The second part of the proposed wording explains how a SRA differs from an Area of Search which is a term defined in Planning Practice Guidance and has a specific meaning in minerals planning.

69. The distinction drawn is a fine one and is of most relevance to the application of policy M5. Nevertheless, **MM76** assists the effectiveness of the Plan and is therefore required for soundness.

Waste management

70. The vision for waste planning also has three elements within an overarching aim of seeing waste as a resource and maximising its reuse, recycling and composting while recovering value from the material left after those activities. The first vision seeks to transform the management of waste in accordance with the waste hierarchy. The second is for the County to be largely self-sufficient in dealing with the waste that it generates through the provision of a network of facilities. The third sets out the spatial principles that will guide how those facilities will be distributed across the County. In that sense there is a degree of pre-judgement of the spatial strategy to be followed.

71. Of the 10 waste planning objectives numbers iv, v, vi, viii and ix have a spatial element to them.

72. As modified for soundness, the Plan does not constrain the number of waste management facilities that may come forward by the application of any capacity cap [43 and 52]. Policy W4 therefore sets out guidance for the areas which should be looked to when identifying suitable sites in Plan 2 and determining applications for planning permission.

73. The SEA/SA report update considers the reasonable alternatives for the spatial strategy to underpin policy W4 in Appendix D.2. Five options were considered which were, in simple terms, reflective of an ever greater degree of dispersal of facilities. The detailed assessment is set out in Table 3.4 with the summary findings given in paragraphs 4.12 to 4.14.

74. Options 3 and 4 are found generally to perform the best in terms of sustainability because the inclusion of Banbury as a location for a strategic-scale facility and the smaller towns as potential areas for non-strategic-scale development has positive effects with regard to all transport related objectives. The proposed policy wording mitigates the concern identified in respect of both biodiversity and geodiversity and landscape objectives. As with minerals, uncertainty is inherent in the assessment against a number of objectives in the absence of precise locations being known. The possibility of opening up rural areas where there is access to the lorry route network to the development of strategic-scale facilities is also noted as having potential

negative impacts on biodiversity and landscape. It is noted that more dispersal could lead to facilities being located close to the County boundary. In turn, this could attract waste from outside the County thereby reducing self-sufficiency which is a SA objective. However, Plan waste objective i is to be net self-sufficient so this is not necessarily an issue of concern.

75. While it does not emerge strongly as the preferred option, there is no overriding SEA/SA finding to suggest that option 4 should not form the basis of the waste spatial strategy. **MM51** incorporates this into policy W4 and is required for soundness, as are **MM47 to MM50** inclusive which set out the supporting text to the policy.

Issue 3 – Are the development management policies effective and consistent with national policy?

Introduction

76. The development management policies of the Plan fall into three categories. The first serves the dual function of setting out specific siting guidance to be followed when allocating sites in Plan 2 and setting out the strategic development management approach to be followed pending the adoption of that Plan (submitted policies M1, M4, M5 and W5). The second is the general development management policies that all proposals must meet (submitted policies C1 to C11 inclusive). The third comprises a number of policies that safeguard specific types of facility (submitted policies M6, M8, M9 and W11) or deal with specific minerals and waste issues (submitted policies M7, M10, W6, W7, W8, W9 and W10).

77. I shall consider each category in turn to the extent that issues of soundness have been raised in respect of particular policies.

Siting guidance and strategic development management

78. The development management aspect of policy M1 has already been addressed above [45 to 48].

79. Policy M3 sets out where the locations for working aggregate minerals are (the SRAs) and that specific sites will be identified in Plan 2 either within the identified SRAs (new and/or extensions to existing quarries) or outside the SRAs (extensions to existing quarries only). In both cases, identified sites must be in accordance with policy M4.

80. Submitted policy M4 lists a number of factors, all of which must be taken into account when applying policy M3 in the preparation of Plan 2. There was a potential internal conflict within submitted policy M4. Criterion (b) required the rebalancing of sharp sand and gravel production capacity. This can only be achieved over time through the bringing on stream of new production capacity in the south of the County either by way of new quarry sites or extensions to existing quarries. However, criterion (c) gave priority to the extension of existing quarries (after consideration of criterion (b)) before working new sites. It was never satisfactorily explained how this would work in practice to deliver the rebalancing desired.

81. The rebalancing criterion has now been moved to policy M3. Together with the addition to the preamble of policy M4 that sites must be allocated in Plan 2 in accordance with policy M3 any ambiguity has been removed. As now worded in **MM21** it is clear that an extension to an existing quarry in the north (as defined) would not have priority over a new quarry in the south (as defined) because that would be contrary to policy M3. However, priority would be given to an extension to an existing quarry in the south over a new quarry in the south. A number of other minor alterations to the wording have been made to address concerns raised by representors, including Historic England. At MM consultation stage some of those have confirmed that **MM21** addresses the concern raised. **MM21** is therefore required for soundness.

82. Policy M5 sets out the sequential approach for the consideration of applications for mineral working typically found in development plans. As submitted the policy was silent on the approach that would be taken to applications for borrow pits; **MM22** remedies that omission.

83. The policy also sets out how planning applications for mineral working will be assessed pending the adoption of Plan 2. OXAGE and others have criticised this policy wording both during the hearing sessions and at MM consultation stage.

84. The argument now made is that this Plan and Plan 2 are somehow one plan comprising two documents. Permitting sites to be identified through the development control process, which pending adoption of Plan 2 policy M5 would do, is therefore at odds with government policy requiring a plan-led system. The underlying premise of this representation is untenable although the outcome suggested (the policies of this Plan providing new sites before adoption of Plan 2) could arise. However, this would be a consequence of the two-Plan approach taken. IR18 to IR20 concluded that there was no legal compliance issue with such an approach.

85. It has also been suggested that the first paragraph of policy M5 as proposed to be modified should be deleted. This would serve no purpose since in the absence of any clearly stated approach, any planning application would be considered against the policies of the development plan in any event. All the first paragraph does is identify which those will be.

86. Finally, it is suggested that 'the requirement to maintain a steady and adequate supply of aggregate' should be replaced by 'required to maintain the county landbank' in the third paragraph of the policy and that if the first paragraph is not deleted as suggested, the words 'to maintain landbanks' should be added. Neither suggested change is necessary. Throughout the policy, accordance with policy M2 is required to be shown; policy M2 sets out both the provision to be made and the individual landbanks to be maintained.

87. Consequently, **MM22** as put forward in the consultation document is required for soundness.

88. Submitted policy W5 is proposed to be simplified considerably. The strategic development management elements of it have been relocated to policy W3 which has been addressed above [51 to 55]. Green Belt matters are now addressed through policy C12. As now proposed to be modified it gives guidance on the siting of waste management facilities and clarifies the

Council's position with regard to development proposals coming forward on greenfield locations. It therefore gives appropriate guidance for the preparation of Plan 2 and assistance to strategic development management since policy W3 includes reference to it. It correctly reflects national waste planning policy and **MM52** is thus required for soundness.

General development management policies

89. The submitted Plan included 11 core policies which all development proposals would need to address and demonstrate compliance with. These were subject to representations at pre-submission stage and a separate examination hearing session. As a result, the Council proposed some changes to the policy wording and the supporting text. A new policy (C12) was also proposed to address development proposals coming forward in the Green Belt surrounding the City of Oxford. The MMs put forward are contained in **MM60 to MM70** inclusive. These are required for soundness subject to the following conclusion in respect of **MM63** arising from the MM consultation responses.

90. As a general point, there is a lack of consistency in the way that the policies assess the harm that may be caused or the impacts that may be experienced. In some the qualification is that the adverse effect must not be unacceptable, in others the harm must not be significant. Nevertheless, however phrased, the outcome is a matter of planning judgement. The alterations to be made to **MM8 and MM46** [46 to 55] ensure that the outcome of that planning judgement is properly weighed against the benefits of the proposal. No further alterations to the 'C' policy MMs are therefore required for that purpose.

91. As submitted it appears from the supporting text that policy C6 serves two purposes. The first is to give effect to the development management aspect of #112. Paragraph 6.28 deals with that. The second is to give effect to #143, bullet 8. In the context of planning for the sustainable use of minerals, this requires policies to be put in place to ensure (in summary) that where restoration of mineral working to agriculture is proposed the potential of best and most versatile agricultural land is safeguarded and soil resources are conserved. Paragraphs 6.29 and 6.30 address that and refer only to mineral development.

92. At all consultation stages Natural England commented only in respect of the consistency of this policy and the supporting text with national planning policy as set out in #143. A Statement of Common Ground (M7/8) between Natural England and the Council was prepared and the agreed wording for paragraph 6.30 and policy C6 was included as **MM62 and MM63** respectively. Changes to paragraphs 6.28 and 6.29 were included in the Additional Modifications also consulted upon by the Council.

93. Representations at MM consultation stage from the waste management industry argue, in effect, that the policy should not apply to waste development as the loss of agricultural land and therefore the impact on best and most versatile agricultural land would be small. While that may be true for most built development it would not necessarily be so for landfill proposals to which policy C6 would also apply by virtue of the wording of policy W6.

94. The first paragraph of the policy as proposed to be modified is therefore consistent with #112. The third paragraph is not inconsistent with #143 and must be read with policy M10 which deals with the restoration of mineral workings and, through policy W6, finished landfill sites. However, the second paragraph derives from #112 and is not consistent with it.

95. First, there is no requirement for an overriding need to be shown and no evidence has been put forward to explain why this is required by the particular circumstances in Oxfordshire. Indeed, paragraph 6.28 notes that the County has extensive areas of high quality agricultural land. Second, the requirement to seek to use areas of poorer quality agricultural land only comes into play when significant development of agricultural land is shown to be necessary. While the area to be taken by mineral working and landfill proposals may well be significant, the land-take from built waste development may not be.

96. Two alterations to the proposed modification are therefore necessary for consistency with national planning policy. Subject to these, **MM62 and MM63** as altered are required for soundness.

97. An objection has been raised to the wording of **MM67**. However, that wording was agreed previously with the body making the representation and is the subject of a Statement of Common Ground with the Council (M7/6). **MM67** brings the supporting text to policy C8 into compliance with national policy and is therefore required for soundness.

Other policies

98. **MM23 to MM30** inclusive make small but nevertheless important changes to submitted policies M6, M7 M8, M9 and M10. The changes address issues raised either through the pre-submission consultation representations or the discussion at the examination hearing sessions. None have proved to be controversial at MM consultation stage and all are required for soundness.

99. In particular **MM27** corrects an important failure to comply with national policy as set out in #143, bullet 3. Mineral Safeguarding Areas and Mineral Consultation Areas will now be shown on the policies map which replaces Figure 9: Minerals Key Diagram (**MM30**).

100. At MM consultation stage representations have been made that **MM53** does not alter submitted policy W6 in the way envisaged in the Statement of Common Ground (H2). However, the way the wording of the policy should be altered was not agreed. The alterations now requested seem to be intended to bring into the scope of the policy developments which are not county matters as defined in statute and therefore outside the remit of the Plan. The policy is confined to the provision of facilities for the permanent disposal of waste to land. The operational development that the representor seeks to bring into the policy would not amount to such a facility. **MM53** as proposed is required for soundness.

101. Suggested alterations to **MM59** (policy W11) are made in order to simplify the policy. However, the policy wording needs to explain both how waste management sites will be safeguarded through Plan 2 and, pending its adoption, how existing waste management sites to be safeguarded will be

identified and the list kept current. **MM59** does so and is required for soundness as is **MM58** which is to the supporting text.

102. **MM56** alters submitted policy W9 to correctly reflect the policy of the Nuclear Decommissioning Authority with regard to the management of radioactive waste across the nuclear estate. Both the relevant representors have indicated their agreement with the wording at MM consultation stage. **MM56** is required for soundness.

103. **MM54, MM55 and MM57** are alterations consequent upon the introduction of new policy C12. They are nevertheless required for effectiveness and thus soundness.

Issue 4 - The monitoring framework

104. While the submitted Plan section 7 addresses this topic, it does not include a monitoring framework; that is deferred for inclusion in the Minerals and Waste Monitoring Reports. **MM71, MM72 and MM73** introduce supporting text and a Framework into the Plan and are required for soundness.

Other Matters

105. As discussed with respect to **MM76** [69], **MM74 and MM75** make useful changes for clarity to the Glossary but neither are required for soundness. The Council may nevertheless wish to include the text by way of an Additional Modification.

Overall Conclusion and Recommendation

106. The Plan has a number of deficiencies in respect of soundness and legal compliance for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above with reference to the IR as appropriate.

107. The Council has requested that I recommend MMs to make the Plan sound and legally compliant and capable of adoption. I conclude that with the recommended main modifications set out in Appendix B the Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

Brian Cook

Inspector

This report is accompanied by Appendix A containing the Interim Report to the Council and Appendix B containing the Main Modifications.

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The Planning Inspectorate

Interim Report to Oxfordshire County Council

by Brian Cook BA(Hons) DipTP MRTPI

an Inspector appointed by the Secretary of State for Communities and Local Government

Date

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Interim Report on the Examination of the Oxfordshire Minerals and Waste Local Plan Part 1 – Core Strategy

The Plan was submitted for examination on 30 December 2015

The examination hearings were held between 20 and 30 September 2016

File Ref: PINS/U3100/429/7

Abbreviations used in this report

C+I	Commercial and industrial
CDE	Construction, demolition and excavation
DCLG	Department for Communities and Local Government
DtC	Duty to Co-operate
LAA	Local Aggregate Assessment
mtpa	Million tonnes per annum
MWDS	Minerals and Waste Development Scheme
MSW	Municipal solid waste
NPPF	National Planning Policy Framework
NPPW	National Planning Policy for Waste
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SEEAWP	South East of England Aggregate Working Party
SEWPAG	South East Waste Planning Advisory Group
SEA	Strategic environmental assessment
SCP	Suzi Coyne Planning

Introduction

1. For reasons that are explained in more detail below the Council agreed during the first hearing session that the strategic environmental assessment (SEA) and sustainability appraisal (SA) process carried out was not legally compliant. It undertook therefore to revisit this and correct the defects identified. This approach is consistent with the conclusions of a number of court judgements, most of which have been referred to in various of the examination documents.

2. It was further agreed that without knowing the provision for minerals and waste development that needed to be made, a proper consideration of reasonable alternatives and the selection of a strategy for the delivery of the vision and objectives of the Plan could not be carried out. As both provision figures were in contention I undertook to set out my conclusions on what each should be in an interim report so that progress can be made in the examination. However, these findings must be without prejudice to the conclusions of my final report which will be based on all the evidence including any further representations that may be made in response to the Council's consultation on the main modifications.

3. I also undertook to conclude on the matters raised in respect of the Duty to Co-operate (DtC) since any failure to comply with this requirement would be fatal to the Plan. In concluding on the SA (which incorporates the SEA) I have set out some guidelines for the further work that the Council needs to carry out.

4. For completeness, I have also concluded within this interim report on a number of other matters that fall within the scope of the assessment of legal compliance. In this interim report figures in [] are references to other paragraphs within it.

Assessment of Duty to Co-operate

5. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council complied with any duty imposed on it by section 33A in respect of the Plan's preparation. The DtC requires a local planning authority in maximising the effectiveness with which it undertakes its local planning function to engage constructively, actively and on an on-going basis in any process by which the local plan is prepared. The Planning Practice Guidance (PPG) is very clear that the DtC is not a duty to agree[1].

6. Mineral planning authorities are members of the appropriate Aggregate Working Party. These have a specific role in local plan preparation as set out in paragraph 145, bullets 2 and 3 of the National Planning Policy Framework (NPPF) with further detail being given in the PPG[2]. In particular, mineral planning authorities are required to participate in the operation of an Aggregate Working Party and take its advice into account when preparing a Local Aggregate Assessment (LAA) which is a vital component of the Plan.

[1] ID: 9-001-20140306
[2] ID: 27-071-201140306 to ID: 27-076-20140306

The Council is a member of the South East of England Aggregate Working Party (SEEAWP).

7. Similar formal arrangements used to be in place for waste planning with each region having a Technical Advisory Body. Following a change to national policy in this respect, that for the South East has now evolved into the South East Waste Planning Advisory Group (SEWPAG), the membership and role of which is set out by the Council (Document 3.2, paragraphs 5.1 and 5.2).

8. Mineral and waste planning authorities therefore have a long history of co-operation with others in their region and with other such regional groupings. SEEAWP and SEWPAG have traditionally been particularly active given the strong planning relationship with Greater London.

9. The requirement to comply with the DtC continues to the point at which the Plan is submitted for examination. Document 3.2 sets out how the Council considers it has done so and this is dated December 2015 and thus coincides with the submission of the Plan. It is significant that none of the bodies prescribed for the purposes of section 33A have argued that the Council has failed to comply with the DtC.

10. Two points have however been taken by those making representations on the pre-submission Plan. OXAGE very fairly now acknowledges that the material provided in Document 3.2 has resolved its concern in this respect (Document M1/2, paragraph 4.1). That raised on behalf of clients by Suzi Coyne Planning (SCP) is, in short, a concern that in developing the waste strategy, the unmet needs of the city of Oxford have not been considered at all by the Council or those authorities that adjoin the city and which will almost certainly need to provide the waste management facilities required to deal with the waste arising in what is a highly constrained area (Document M1/3, section 5).

11. During the hearing sessions the Council tabled two further documents in this regard (H1a and H1b). These comprise, in part, notes of officer and elected member meetings over a two year period from 2013 on a wide range of development plan and other matters relating to the planning landscape within Oxfordshire. It is clear from those notes that the evolving strategic housing market area assessment and its implications were a consistent agenda item. The Oxfordshire Growth Board, which includes members from all Oxfordshire authorities, also received reports on both the emerging Plan and others. The meeting in September 2014 specifically considered the issue of Green Belt and the implications for minerals and waste planning. This would also have been a live issue in the delivery of housing across the County, including any unmet need arising from the city.

12. It therefore seems to me very unlikely that the district councils surrounding the city of Oxford would not have appreciated the implications for them of the waste strategy that was emerging. It would therefore be incorrect in my judgement to read the Council's response that none of the district councils raised this as an issue (Document 11.2.13, page 36) as meaning that they had not turned their minds to it at all. Rather, I consider it to mean that having read the papers and heard the discussion they did not deem it necessary or appropriate to raise an objection on the grounds of the strategy implications. Whether or not they should have done is not a matter for this issue.

13. I therefore conclude that the implications of the waste strategy of the Plan would, at minimum, have been implicit in the papers before the meetings referred to and could have been discussed and challenged as necessary. That seems to me to be what is required for the Council to discharge its obligations under the DtC.

14. Overall I am therefore satisfied that where necessary the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and that the DtC has therefore been met.

Assessment of Legal Compliance

Background

15. In its opening statement (Document H4) the Council explained how work began on the Plan in 2006. Consultation on the minerals and waste strategies to be followed took place in 2011 but were developed before that. The Plan was approved for submission at almost the same time as the NPPF was published. For reasons set out in the opening statement and in more detail in the report to Council on 9 July 2013 (Document 3.1a, Appendix 2) that Plan was then withdrawn.

16. Consultation then took place in February 2014 on a further Plan (Document 9.16) which the Council says was an evolution of the withdrawn 2012 Plan (Document 9.15). It proposed a single plan approach in line with NPPF paragraph 153 but did not include site specific allocations. However, the submitted Plan (Document 1.1) reverted to a two-plan approach. This Plan, Plan 1, contains both strategic and development management policies while Plan 2 will identify specific sites for both minerals and waste development to meet the provision set out in the text of submitted Plan 1 but not in the policies. The latest Minerals and Waste Development Scheme (MWDS) adopted in January 2016 (Document EX1a, see paragraph 17 for the link) envisages this being adopted in April 2019.

17. Several issues of legal compliance have been raised through the representations as a consequence of this sequence of events.

The two Plan approach

18. NPPF paragraph 153 says that each local planning authority should produce a local plan for its area (emphasis added). However, it also says that any additional development plan documents should only be used where clearly justified. Section 37(3) of the 2004 Act as amended defines a development plan document as a local development document which is specified as a development plan document in the local development scheme. The MWDS referred to above does name both Plans 1 and 2 as local development documents.

19. The NPPF is a material consideration to which great weight should be attributed in planning decisions. It expresses a clear preference for the local planning authority, in this case the mineral and waste planning authority, to prepare a single plan for the area of jurisdiction which, in this case, is the County. However, that policy preference has not been given expression in

statute. There is therefore no legal compliance issue raised by the Council's decision to pursue a two Plan approach.

20. As a matter of policy compliance the Council is nevertheless required to give clear justification for the approach. This is set out in paragraphs 1.5 and 1.6 of the Plan and in more detail in Document M2/1. The implications of that are considered below where appropriate and will be in more detail in the report on the soundness of the Plan. They are not relevant however to legal compliance.

Compliance with the Statement of Community Involvement (SCI)

21. The SCI in place when all material work was being undertaken on the preparation of the Plan is that adopted in November 2006 (Document 8.3). In summary, its purpose is to set out the Council's policy and the standards it will seek to achieve to ensure that there is meaningful and effective consultation with and involvement of stakeholders and other members of the community in, among other things, the '…preparation, alteration and review of the minerals and waste (local) development documents…'.

22. The case made principally by OXAGE is that the Council has failed to adhere to the SCI in the preparation of the 2014 LAA (Document 6.1). Since this is the LAA that underpins the amount of minerals for which the Plan needs to make provision, this is a serious failing in the view of OXAGE.

23. The Council has set out its position in this regard (Document M2/1, section 2). An argument can be made that the Council has not breached the letter of the SCI. However, that argument relies to a considerable degree on the imprecision of the language used within it and specifically its failure to identify who 'key' stakeholders are or how that term is to be interpreted.

24. The overriding message conveyed by the language of the SCI is nevertheless that the Council will go beyond its statutory requirements (Document 8.3, paragraph 4.3 for example). The same paragraph states that '…we will seek to involve all individuals, groups, organisations and bodies <u>that we think</u> have an interest in the minerals and waste <u>development documents being prepared</u> or who have expressed an interest in being involved or consulted' (emphasis added).

25. First, there is no guidance within the SCI as to how the Council will determine which individuals, etc it thinks will have an interest. It is unclear therefore how the expectation raised will be delivered.

26. Second, OXAGE has expressed a clear interest and was involved in earlier LAAs.

27. Third, the LAA is a technical document the outcome of which is not influenced by policy options for the Plan it informs although it is influenced by national and other adopted and emerging local policy. Although not itself a local development document it is clearly critical to the preparation of one. There is no case to be made therefore that stakeholders and other members of the community should not be involved in its production under the terms of this SCI. In fairness, that is not the case made by the Council.

28. The question then becomes how wide should that involvement be? I can appreciate why the Council considers that involvement in its preparation should be restricted to those groups with particular information and expertise. However, OXAGE argues, in effect, that this skews the outcome and that the views of the local community could have been of assistance at that stage.

29. The effect, if any, on the LAA had OXAGE and others been involved in its preparation can be a matter of speculation only at this stage. However, the inconsistent application of the SCI in respect of successive LAAs has clearly caused frustration for some community groups such as OXAGE, if not a legitimate expectation that they would always be involved in the preparation of a LAA.

30. My conclusion therefore is that the spirit of the SCI, if not the letter as interpreted by the Council, has been broken with respect to the preparation of the 2014 LAA. Nevertheless, the outcome has been consulted upon at pre-submission stage and has been fully aired through written representation at that stage and at all subsequent stages of the examination. It was also the subject of a full day hearing session, the outcome of which is reported on in this document. I do not consider therefore that any material prejudice has been caused to any party or that any failure in this regard should be fatal to the Plan. Indeed, that conclusion was suggested to me by a number of participants including OXAGE.

SEA/SA

31. NPPF paragraph 182 sets out the tests of soundness to be applied when examining a local plan. The 'positively prepared' test says that the plan should be based on a strategy that seeks to meet the objectively assessed development and infrastructure requirements including those unmet requirements from neighbouring authorities where reasonable to do so and consistent with achieving sustainable development. There is nothing to suggest that this does not apply to minerals and waste local plans.

32. The sequence is therefore clear. A local planning authority will develop its vision and objectives. A spatial strategy for the delivery of the objectively assessed need in accordance with the vision and objectives should then be selected. The 'justified' test says that the plan should be the most appropriate strategy when considered against the reasonable alternatives, based on proportionate evidence. Included within that assessment will be whether the objectively assessed need can be delivered within those parameters.

33. Having considered the various representations made and judgements referred to, the Council accepted during the hearing sessions that the SEA/SA carried out was deficient. I concur with that assessment and this part of the interim report concentrates therefore on the main flaws that are evident and what needs to be done by way of correction.

34. The gist of the Council's initial case that the SEA/SA met the legal tests was that while the essential elements of both the minerals and the waste spatial strategies were settled some considerable time ago during the preparation of the ultimately withdrawn 2012 Plan, nothing had changed to cause a different strategy to emerge. To that end, the Council produced two Topic Papers

explaining the development over time of the minerals (Document 11.2.1) and waste (Document 11.2.6) strategies, an SA report addendum (Document 11.2.10) and a second SA report addendum (Document M1/1, Appendix 1). Both addenda provide further summaries and clarifications of the way the strategies emerged. They do not provide further assessment and are not therefore 'corrections' of any previous deficiencies in the *Cogent Land*[3] sense.

35. The SA report that accompanies the submitted Plan comprises the non-technical summary and five documents bound in a single volume (Documents 2.1 to 2.3d). The Council has been both prudent and correct to build upon the evidence collected for the SEA/SA of the withdrawn 2012 Plan in preparing that now submitted. However, in doing so, the SEA/SA relies upon and references all previous SEA/SA conclusions. These are set out in section 5 of Document 2.2 in summary form with web site links to the full documents. These are listed in section 9 of the documents list on the examination web site and number at least 18. On any reasonable analysis it is necessary to conduct a paper chase of the type criticised in *Heard*[4] to understand how the strategies now being pursued might have emerged as the most appropriate from the reasonable alternatives.

36. In order to address the principles established by *Cogent Land* and *Heard* the Council will need to prepare what, technically, will be a further addendum to the SEA/SA to accompany the main modifications that will be required for soundness. Nevertheless, it should be a comprehensive document that considers the modified Plan as a whole. It should explain the reasonable alternatives that have been considered, the suggested alternatives that have been rejected as unreasonable (and why that was the case) and why the spatial strategies selected to guide minerals and waste development were considered to be the most appropriate.

37. Turning to the minerals strategy, it is a truism that minerals can only be worked where they are found; this inevitably constrains the alternative spatial strategies available. Part of the Council's argument for continuing the spatial strategy that emerged and informed the withdrawn 2012 Plan is that the provision to be made has not changed. While this is correct for sharp sand and gravel (which is the issue that is of most concern to local communities), it is not true for soft sand and crushed rock. Even for sharp sand and gravel, the way the provision figure has been derived for the withdrawn 2012 Plan and this Plan is completely different.

38. The withdrawn 2012 Plan was prepared in the context of the South East Plan setting the apportionment of the nationally assessed regional guidelines for individual mineral planning authorities. As is clear from the withdrawn 2012 Plan the Council did not seek to provide for that apportionment either for sand and gravel or for crushed rock (Document 9.15, paragraphs 4.10 to 4.16). The implications of different apportionment options were assessed as part of the SEA/SA and Appendix 2 of Document 11.2.10 explains how the figures in the Plan were selected.

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[3] *Cogent Land LLP v Rochford District Council* [2012] EWHC 2542 Admin
[4] *Heard v Broadland District Council* [2012] EWHC 344 Admin

39. The NPPF changed the approach to assessment of provision to one that is based upon the annual preparation of the LAA. I shall deal with the provision later in this interim report. However, for the purposes of this issue it should be noted that the quantitative departure from the rolling average of 10 year sales data is calculated on the basis that Oxfordshire will continue to make its historic contribution towards the aggregate needs of a wider area than the County. The Council itself poses the question as to whether future production should (Council's emphasis) reflect past proportions of the national total and suggests this is for the local plan process to determine (Document M3/1, paragraph 6.2). There is no evidence that the SEA/SA process has considered this in respect of this Plan in the way that it did for the withdrawn 2012 Plan.

40. Turning now to the sharp sand and gravel spatial strategy itself, the three principles underpinning the withdrawn 2012 Plan were (Document 9.15, paragraph 4.19):

    - That the rate and intensity of mineral working in west Oxfordshire should not increase, largely to meet the concerns of the local communities about the 'cumulative' impact of mineral working;

    - Distances from quarry to market should be as short as practicable; and

    - Working in the area to the south of Oxford should continue to enable local supplies of gravel for planned housing and economic growth in southern Oxfordshire.

41. The Plan now expresses this in what appears to be a subtly different way (Document 1.1, paragraphs 4.27 to 4.35). While the principles may not be different in practice, the Plan makes it clear that the consequence in spatial terms is 'changing the balance of production capacity between the strategic resource areas in western Oxfordshire and southern Oxfordshire'. That change in the balance was not explicit in the withdrawn 2012 Plan. It goes on to say that any requirement for additional sites for sharp sand and gravel should be met primarily in the southern part of the County at least over the first half of the plan period (paragraph 4.30). The strategic resource areas that flow from this approach and that are shown on the key diagram are depicted in a less schematic way than those in the withdrawn 2012 Plan giving the impression that the areas are more extensive.

42. Two points arise from this that should be addressed in any future SEA/SA. First, it should be established whether or not there has been a subtle shift in emphasis. If there has, then it represents an alternative to that pursued in the withdrawn 2012 Plan and should be assessed as such.

43. Second, even if there has not and it is the same strategy that is now being pursued, the SEA/SA should determine if it is the most appropriate of the reasonable alternatives. In doing so, account should be taken of the housing, employment and other developments likely to come forward through adopted and emerging local plans to determine how the chosen strategic resource areas relate to them, especially as not all the resource areas that can be identified have been included in the strategy policy (policy M3). Account should also be taken of mineral planning permissions granted and other

changes in production capacity since the strategy was first settled to determine if and at what point in the plan period the change in the balance is likely to be delivered. A further point raised during the hearing sessions was that the quality of the resource in the southern part of the County is such that larger areas of land would need to be worked to achieve a mineral yield equivalent to that from the resource in the west. There is no evidence that the environmental implications have been assessed and, to the extent that the evidence to do so is available, it should be.

44. I turn now to the spatial strategy for the delivery of the required waste management capacity. In the main, the representations made in respect of this part of the Plan fall under the more general concerns described in the early paragraphs under this issue than specific criticisms of the strategy itself.

45. Nevertheless, it is clear from the summary sheets Parts A and B of the Document already referred to in connection with the minerals strategy (Document 11.2.10, Appendix 2) that the waste strategy has not changed since first being settled between August and September 2011. Part A reveals that no strategy options were considered for municipal solid waste (MSW) recycling but consideration was given to three for commercial and industrial (C+I) waste recycling; two for C+I waste residual treatment; and three for construction, demolition and excavation (CDE) waste recycling. While the SA identified positive effects in respect of the MSW option and one of the residual C+I waste treatment options, the SA made no recommendations as to which should be taken forward.

46. The withdrawn 2012 Plan set out the waste strategy in policy W5 and illustrated it on the waste key diagram. Part B notes that 'little' change was made to that approach in the 2014 consultation draft and a number of clarifications only were made in the pre-submission consultation version.

47. During the hearing sessions the Council indicated that it was minded to consider a revision of policies W1 to W6 as a response to the discussions held with SCP and the principles drafted (Document H10). At the time of writing those revised policies are not available. However, as policy W4 is the 'strategy' policy, it will need to emerge through SEA/SA as the most appropriate of the reasonable alternatives considered. As the previous alternatives were developed over five years ago, these will have to be identified afresh.

The Provision to be made for Waste and Minerals

Background

48. Although the Plan gives an indication of the provision to be made for waste management capacity and minerals in the supporting text, this is not included in policy. With respect to the provision to be made from recycled and secondary aggregate no indication of the required amounts are given in either policy or text.

49. National Planning Policy for Waste (NPPW) paragraph 3 requires waste planning authorities to prepare local plans that identify sufficient opportunities to meet the identified needs of their area for the management of waste

streams. Similarly, NPPF paragraph 145 requires mineral planning authorities to plan for a steady and adequate supply of aggregates by among other things making provision for the land-won and other elements of their LAA in their mineral plans. There are similar requirements in relation to industrial minerals (NPPF paragraph 146). NPPF paragraph 143 requires that, so far as practicable, account should be taken of the contribution that substitute or secondary and recycled materials and mineral waste would make to the supply of minerals, before considering the extraction of primary materials whilst aiming to source mineral supplies indigenously.

50. Given what is a clear policy steer the consensus view from the hearing session discussion on this point was that the Plan would not be consistent with national policy if policies M1, M2, W1 and W3 failed to include the numerical provision to be met if that figure, or a range, could be determined from the best available evidence. As set out above, knowing the objectively assessed need and the provision to be made in the Plan if different is a pre-requisite of undertaking an iterative SEA/SA of the strategy options.

51. I shall consider the waste management issues first since a view about the provision that could be made from recycled and secondary aggregate is an important input into the LAA.

Provision for waste management

Policy

52. NPPW paragraph 2 requires that the planned provision of new capacity and its spatial distribution is based on robust analysis of best available data and information and an appraisal of options. It cautions that spurious accuracy should be avoided. It also requires that in doing so it is data and information on waste arisings that is collected and assessed (emphasis added).

53. Two outcomes are therefore required; an understanding of the tonnage of waste in each of the principal waste streams that needs to be managed and the additional waste capacity that needs to be provided (emphasis added). Respectively, policies W1 and W3 should provide these amounts if possible. The figure that is included in policy W1 for CDE waste to be managed is directly relevant to that to be included in policy M1.

The evidence

54. The Council has commissioned a number of reports to establish these figures.

55. In February 2014 a review of the waste needs assessment that underpinned the withdrawn 2012 Plan was carried out by consultants, BPP Consulting (Document 6.4). It concluded that there were a number of weaknesses in the data and recommended further action be taken to remedy the shortcomings. These were commissioned and reported on in the suite of Documents 6.4a to 6.4e. For each of the principal waste streams baseline (2012) and forecast (2031) estimates of waste arisings were given. These are shown in tonnes in the table below:

Table 1

	2012	2031
MSW	*315,000*	*322,000*
C+I	*710,000*	*773,000*
CDE	*1,360,000*	*2,100,000*

56. This work was built upon in the Waste Needs Assessment (Document 6.3) and is reflected in Table 4 of the Plan. Only the C+I figures were carried forward from the consultants' work, the figures for the other two waste streams being assessed by the Council. The table below shows those figures for the base year (2012) and the end of the Plan period (2031) only. As can be seen, there is a considerable reduction in the estimates for CDE waste arisings even at the top-end of the range when compared with the consultants' estimates.

Table 2

	2012	2031
MSW	*300,000*	*376,000*
C+I	*710,000*	*773,000*
CDE	*1,005,000/932,000*	*1,483,000/1,379,000*

57. The 'capacity gap' (shortfall) estimated by the Council and shown in Table 7 of the Plan amounts to a capacity requirement for non-hazardous waste recycling of 316,000 tonnes and for inert waste recycling of 120,400 tonnes.

58. In January 2016 BPP Consulting were asked to review the baseline, forecasts and targets for the C+I and CDE waste streams in the light of new policy measures, data available from the 2014 Waste Data Interrogator and the emergence of new methodologies for estimating arisings for these two waste streams at national level. The conclusions were presented in one of the Topic Papers (the April 2016 Supplement to Waste Needs Assessment, Document 11.2.7) and one example of the new national methodologies is set out in Document M5/1a. This moves from an assessment of waste at the point of production to an 'as managed' approach. The consultants were asked to provide baseline estimates on this basis. The table below sets out the conclusions for the two waste streams in tonnes.

Table 3

	2014	2031
C+I	*533,500*	*553,000/605,000*
CDE	*1,033,500*	*1,030,000**

*this figure is taken from Document M9/1, page 17 as it does not appear explicitly in Document 11.2.7

59. The capacity shortfall(-)/surplus(+) indicated by these revised estimates at 2031 are: non-hazardous waste recycling = -337,100 tonnes; composting/food waste treatment = +53,900 tonnes; non-hazardous residual waste treatment = +60,400 tonnes; and inert waste recycling = +127,800 tonnes. That would mean that further provision would need to be made in Plan 2 only for non-hazardous waste recycling facilities.

60. The evidence base for the waste section of the Plan has been materially challenged only by SCP who acts for four companies who I understand to be active in the local waste management market with a particular interest in the production and supply of recycled aggregates from the CDE waste stream. The initial representations to the pre-submission Plan focussed on this waste stream (Documents 4.1, references 113 to 116). However, following publication of Document 11.2.7 the scope of the concern widened to include comment on the evidence base underpinning the C+I waste stream assessment (see representation 113ac within Document 4.3).

61. The nature of the issues raised and pre-hearing session agreements reached is set out in the Statement of Common Ground between the Council and SCP (Document H2). Of relevance to the issue that this interim report is addressing there was agreement:

- That a minimum target figure should be included in policy M1 and that it should be 0.926 million tonnes per annum (mtpa);
- That the targets for CDE waste recycling in policy W2 should be increased for 2026 and 2031 to 65% and 70% respectively with consequential changes to the Plan;
- That a contingency capacity should be included in policy to acknowledge that sites do not operate at full capacity;
- That there should be consistency between waste streams to ensure the correct capacity is attributed to the correct waste stream; and
- That errors in capacity calculations should be corrected.

62. There was however no agreement on:

- Whether the agreed target figure to be included in policy M1 should be production or capacity provision;
- The baseline C+I and CDE waste stream figures;

- What the contingency capacity should be and how it should be reflected in policy;
- How the capacity attribution agreed to be necessary should be carried out in practice; or
- The growth rate to be used for the CDE waste stream over the Plan period.

63. Discussion between the parties took place over a number of days during the hearing sessions but outside the hearing sessions themselves. The relevant additional documents produced are H16 and H18.

64. Document H16 was produced by SCP. It takes the 2014 review baseline and forecast figures as the starting point (see Table 1 above). It then applies the SCP view of some of the matters in dispute and concludes that there would be a theoretical capacity gap at 2031 of: non-hazardous waste recycling = 643,000 tonnes; non-hazardous residual waste treatment -= 92,300 tonnes; and inert waste recycling = 606,500 tonnes. In producing these estimates no account is taken of the 'contingency capacity'; if it was, the shortfalls would be greater. These figures are arisings.

65. In Document H18 the Council produces its estimates which use the 2016 review data (Document 11.2.7) and are therefore equivalent to Table 3 above. The figures are 'as managed' and not therefore directly comparable to those given by SCP in Document H16. The baseline year is moved forward to 2016 and thus the C+I baseline figure of 542,000 tonnes is not directly comparable. Nevertheless, the 2031 forecast figure of 582,500 tonnes is within the range given for that year in Table 3. The current and projected 'arisings' for CDE waste remains at 1,033,500 tonnes for both the base year and the forecast year since the Council now applies the national no-growth assumption for this waste stream.

66. This ultimately works through to a capacity shortfall for which the Plan needs to make provision of: non-hazardous waste recycling (MSW, C+I, CDE) = 337,100 tonnes; and CDE inert waste recycling = 75,500 tonnes. This Document also gives an indicative number of facilities that may be required. It does include a 15% contingency capacity to account for the fact that CDE inert waste recycling sites do not always operate to full capacity.

Appraisal - MSW

67. There has been no challenge to the MSW figures in the Plan and there is no evidence before me to suggest that the figures in Plan Table 5 should not be included in policy W1 in a manner similar to that set out by the Council on pages 16 and 17 of Document M9/1.

Appraisal - C+I waste

68. The principal difficulty here is that, while national policy requires that waste planning is evidence-based, data on C+I waste arisings is no longer collected. For its own purposes government commissioned consultants (Jacobs) to devise a new and repeatable method for estimating C+I waste arisings from existing

data sources without the need to undertake extensive surveys of the C+I sector (Document M5/1a, Introduction). Jacobs set out the limitations of the survey method which include coverage, response rates, consistency with other data sets, cost and repeatability. The same consultants nevertheless produced the last national and regional estimates of C+I waste arisings in 2009 by such surveys.

69. That and other survey data were used by BPP Consulting to generate the baseline figure of 710,000 tonnes in Table 1 above. The methodology is set out in Document 6.4c. In essence, it involves applying waste produced by different business types to the business profile of the Plan area. Much of the survey data used was collected during the first year of the deep recession after 2007/8. It can be seen from Table 2 in Document 6.4c that compared with other estimates for Oxfordshire using different methods the BPP Consulting figure is somewhat of a high outlier.

70. The method used in the Topic Paper seeks to apply at the County level the 'as managed' method developed by Jacobs. It is not clear if it is transferrable to that spatial level. It is not clear either whether it can be characterised as representing the latest government advice as suggested by the Council (Document M5/1, paragraph A1.7) since it is not referred to in the PPG, even though that post-dates the report publication.

71. Furthermore, the method does give a baseline figure some 25% lower than that derived from the 'as produced' method. BPP Consulting argues that this is to be expected and that a similar reduction can, in fact, be observed at national level (Document 11.2.7, page 9).

72. The capacity gap to be planned for, which is, after all, the main purpose of the process, is the product of many different assumptions such as growth rates, existing capacity and the like. However, notwithstanding the different approaches to the calculation of the baseline estimates, there is a certain consistency to the Council's figure for the capacity gap. That figure is in the order of 340,000 tonnes with Document H18 indicating that this could be met through the identification of a total of seven facilities of 50,000 tpa capacity over the Plan period. Even allowing for the poor correlation between facility capacity and site size this would nevertheless provide a context for Plan 2.

73. I recognise that SCP do not agree with these figures and that those in Document H16 suggest a much higher capacity gap at each milestone year during the Plan period. This is largely a result of different assumptions that have been made rather than differences in the data used. The Council's method does have the advantage of being repeatable and thus capable of being monitored annually. The monitoring framework was one of the matters discussed during the hearing sessions and the Council will bring forward modifications to address some deficiencies that have been identified.

74. On balance therefore I consider that if numbers for C+I waste are to be included in policy W1, they should be those shown in Document M9/1, page 17 for this waste stream.

Appraisal – CDE waste

75. The PPG states that when forecasting future arisings for this waste stream waste planning authorities should start from the basis that net arisings will remain constant over time as there is likely to be a reduced evidence base on which forward projections can be made[5]. It then lists a number of factors and potential information sources that may be relevant, all of which have been considered and used as deemed appropriate by BPP Consulting in preparing Document 11.2.7.

76. The Council's estimate of baseline arisings has varied considerably over time. Those for forecast arisings at the end of the Plan period have ranged between 2,100,000 tonnes in the 2014 consultation draft Plan (see Table 1 above) and 1,033,500 tonnes now (see Table 3 above and Document H18); that represents a halving of the amount. Growth rates assumed also differ between some annual growth up to and including the submission of the Plan (see Table 2 above) to zero growth now (see Table 3 above and Document H18). While the reasons for each of these variations are explained in the evidence base, most are not related to new and better data coming forward. Rather they are responses, sometimes at national level, to what is a dearth of reliable data.

77. When translated into capacity required the implications are stark. Even on the Council's figures this varies between a surplus of some 127,800 tonnes at 2031 following preparation of the Topic Paper 11.2.7 (see Document M9/1, page 24) and a shortfall of 120,400 tonnes in Table 7 of the submitted Plan. If the analysis by SCP is correct the equivalent shortfall would rise to over 600,000 tonnes (Document H16). The Council's latest estimate of the shortfall is some 75,500 tonnes (Document H18).

78. I have no reason to doubt that the best available data and information has been used or that the analysis of it has been robust notwithstanding that some of the assumptions made could be challenged. However, given outcomes as divergent as those set out above, which result purely from the methodologies used and assumptions made, I do not consider it appropriate to include figures for this waste stream in policy W1.

79. This outcome was discussed at length during the hearing sessions. The Council confirmed that its policy intention was to encourage the production of recycled aggregates from the CDE waste stream and to look positively at providing additional facilities both through Plan 2 allocations and through development management. To that end it did not see any figures being interpreted as a cap.

80. SCP perception and experience of the development management process in the County was different. SCP recognise that it will be difficult to show compliance with some of the development management policies in the Plan, particularly policy C8 (Landscape), for some recycling schemes. A 'need' figure is therefore to be preferred in order that contribution towards it may be a material consideration to weigh in the s38(6) balance. In the absence of a

[5] ID: 28-033-20141016

figure some indication in policy that great weight would be given to the benefits of additional capacity provision would be necessary.

81. To that end Document H10 was submitted by SCP setting out seven principles to guide the further policy modifications to be made by the Council. Further Documents (H17, H17a and H17aa) were submitted by SCP with suggested policy wording. It became clear during the discussion of Document M9/1b during the final hearing session that SCP did not consider what was believed by SCP to be an agreement had been honoured in the redrafting of some of those policies, particularly M1. However, it will be necessary to consider the changes proposed as a whole and, of course, further comments may be made when the main modifications are published for consultation. I will nevertheless give some guidance later which may assist the Council in its consideration of the policy M1 wording and indeed others.

82. For all these reasons therefore, I do not consider that it would be appropriate to include a figure for this waste stream in policy W1. For the purposes of strategy consideration and SEA/SA the Council will nevertheless need to consider how to bring forward what on its own evidence would be effectively an unconstrained number of sites (see principle 5 in Document H10).

83. That leaves policy M1 which encourages the production and supply of recycled and secondary aggregates in preference to primary aggregates. SCP and the Council have already agreed that the figure should be 926,000 tpa and that this figure should be a minimum, not a ceiling (Document H2). The issue between them is whether this figure should represent a minimum target for production of these products or a capacity provision.

84. SCP argues that it should be production. While capacity may exist and be provided, if it is not fully utilised and/or not used to maximise the recovery of aggregates from the waste stream though the use of, for example, wash plants, the aim of the Plan to use these materials in preference to land-won aggregates would be frustrated.

85. While I appreciate the point, it presupposes that the figure would be interpreted as a ceiling with proposals being refused once that capacity had been provided. The Council has consistently said that is not the intention although the detailed policy wording put forward will need to be studied. It will also depend to a considerable extent on the number of sites for such uses that are identified in Plan 2. NPPW paragraph 7 is clear that applicants are only expected to demonstrate a quantitative or market need where proposals are not in accord with an up-to-date local plan. It continues that where this (ie. the demonstration of a quantitative/market need) would be the case, local planning authorities should consider the extent to which the capacity of existing operational facilities would meet any identified need.

86. Having regard to Document H10, principle 6 would be delivered since any site where there would be adverse effects of the type stated should not be proposed as, and would not be confirmed as, an allocation in Plan 2. Principle 6 does not therefore need to be given policy expression. Once sites are allocated, principle 2 goes beyond national policy as set out in NPPW paragraph 7. The Council will nevertheless have to consider what happens in the interim as it has in the various iterations of submitted policy M5. The

Council will need to consider also principle 4. The courts have generally held that 'weight' is a matter for the decision taker on the facts. I note that it is only in respect of development in Green Belt where the 'weight' to be given is set out in policy. Finally, with regard to principle 7 the Council may wish to discuss this again with statutory consultees such as Natural England and Historic England to ensure that policy wording requiring unqualified 'harm' to lead to a refusal of planning permission would be consistent with national policy.

Conclusion

87. For the above reasons I conclude that:

- The figure of 'at least' or 'a minimum of' 926,000 tonnes per annum should be incorporated in the revision of policy M1;
- The figures shown for MSW and C+I waste in the table within policy W1 on page 17 of Document M9/1 should be included in the revision of that policy; and
- No figures should be shown in the revision of policy W1 for the CDE waste stream.

88. The Council will need to consider how it should present in policy W3 the capacity requirements implied once it has determined the waste strategy to be followed and how required capacity will influence site allocation in Plan 2 in any event. It will also be important to keep the C+I waste figure in particular under review; a repeatable methodology is thus important.

Provision for minerals

Background

89. Although there is a range of minerals present in the County it is the working of aggregates, and of sharp sand and gravel in particular, that is contentious. National planning policy requires mineral planning authorities to plan for a steady and adequate supply of aggregates (NPPF paragraph 145). This Plan therefore needs to determine the provision to be made over the Plan period as a whole.

90. The demand for aggregates is determined through the LAA. The provision to be made is therefore the annual requirement in the base year LAA multiplied by the years in the Plan period; 18 in this case. The base year LAA is that prepared in November 2014 (Document 6.1). This is the first post-NPPF LAA to be issued by the Council. While it reviews and updates previous versions I do not consider them relevant since they do not directly inform this Plan. As explained in the Interim Update (Document 6.2, paragraph 1.2) production of the 2015 LAA has been held up by the delay in the DCLG Aggregate Minerals Survey 2014 for England and Wales. Material of relevance was published by SEEAWP just before the hearing sessions opened (Document H3).

91. The sites to be identified, if any, in Plan 2 will be determined by the balance of the whole-period provision that still needs to be met at the date of its submission for examination. As indicated in Table 2 of the Plan and the

update of that Table in Document M9/1a, this will vary over time as permitted reserves alter through depletion (sales/production); revisions to estimated reserves are made by operators; new planning permissions are granted; and so on. The Council's current intention is that Plan 2 will simply address the site allocations necessary to meet the needs identified in this Plan. This is a valid approach consistent with the *Oxted* judgement[6]. If subsequent LAAs show that provision to be seriously over or under estimated, that may lead to a review of the Plan. The monitoring framework to be modified by the Council will explain the triggers for such a review.

92. NPPF paragraph 145, bullet 1 states that the LAA must be based on a rolling average of 10 years' sales data and other relevant local information. The PPG is even clearer[7]. Posing the question 'Can mineral planning authorities prepare a LAA solely on the basis of a 10 year average supply?' it says 'LAAs must also consider other relevant local information in addition to the 10 year rolling supply, which seeks to look ahead at possible future demand, rather than rely solely on past sales.' While some participants commended the simplicity of the rolling average, using that in isolation would clearly be contrary to national policy and guidance.

93. Those contending that 'other relevant local information' needs to be exceptional or unique to the area rather than a local expression of a national event such as the 2007/8 recession were unable to identify anything in national policy or guidance to support that interpretation.

94. In examining the 2014 LAA it is appropriate to consider whether or not the assumptions made were reasonable at that time. Later and more up-to-date evidence is now available in respect of some of those assumptions. This may help to inform that consideration.

The structure of the LAA

95. In the Introduction the LAA accurately reports NPPF paragraph 145 and references each of the relevant PPG paragraphs on the preparation of an LAA. Chapters 2 and 3 are factual information about respectively the geology of the County and past supplies of aggregates. These are not in contention although their use in later interpretation is. Chapter 4 is the key section. The PPG does not give an exhaustive list of other relevant local information to be taken into account. Chapter 4 therefore sets out the factors affecting supply and demand and gives a view on whether each would justify a departure from the rolling 10 year average. Where the view is taken that a departure would be justified, the direction is stated and, where possible, quantified. Chapter 5 sets out the future provision that should be made and Chapter 6 contains conclusions.

96. In my judgement the LAA has been prepared in accordance with national policy and guidance. There was a consensus that each of the factors considered in Chapter 4 were appropriate although there was no consensus about the conclusions drawn for some. One additional factor, production

[6] *Oxted Residential Ltd v Tandridge District Council* [2016] EWCA Civ 414
[7] ID: 27-064-20140306

capacity, was suggested but after discussion the view was taken that this is a matter more relevant to the calculation of the landbank; I agree.

97. There was a further consensus view that while the LAA would be influenced by a whole range of macro level national policy (including economic policy and planning policy such as protection of nationally important landscapes) it should not be influenced by the County's mineral spatial planning policy going forward; I agree with that too [see also 27].

98. I now turn therefore to consider Chapter 4 and the conclusions drawn on each 'other relevant local information' factor listed dealing first with 'supply' factors and then 'demand'.

Supply - Continued availability of primary land-based resources and reserves

99. There was no disagreement that the County has abundant natural resources of land-based primary aggregates including both sand and gravel and crushed rock. Nor was it disputed that in the context of other areas in the south east these resources were largely unconstrained by environmental and other factors. The accessibility of some of the resource areas to areas of demand and the restrictions imposed upon transport from one to the other by the need to cross the River Thames is an issue for the SEA/SA in my judgement.

100. The conclusion (Document 6.1, paragraph 4.18) that this factor does not justify any departure from the historical sales average is therefore founded on robust evidence.

Supply - Ongoing availability of secondary and recycled materials

101. This is a supply factor that is difficult to judge. As explained previously, it is not possible to arrive at a robust view of the amount of source material that will be available. Self-evidently that will be influenced by development activity in the County and its immediate surroundings. The more development that takes place the more source material is likely to be available. Equally however, there will probably be a matching rise in the demand for aggregates too. The underlying assumption in the LAA that the proportionate contribution from these materials would remain consistent is not therefore inherently unreasonable.

102. Nevertheless, the argument was made that improvements in production techniques through, for example, the greater use of wash plant technology, could increase significantly the amount of aggregates recovered from this source.

103. This was challenged on several counts. First, it was argued that the fraction of the material from which aggregates could be recovered was considerably less than 100%. Second, there were serious concerns about the quality of the aggregates that were produced and their ability to substitute for land-won aggregates in certain applications. In that respect the limitations of the particle size distribution certificates and the very brief extract taken from what was identified during the hearing session as a very lengthy report (not provided in evidence) submitted in the pre-submission representations (Document 4.1, 113, Appendix 7) were identified. In particular, the use of

such recycled aggregates in load bearing products was challenged in discussion without rebuttal.

104. The argument for availability of secondary materials was essentially that there was an enthusiasm to transport large quantities by rail from Cornwall and other sources. There was no evidence that any contracts were in place and the marginal costs of doing do were challenged.

105. My view on the evidence presented is that the conclusion that there is no justification for departure from the historical sales average (Document 6.1, paragraph 4.24) was reasonable at the date when the LAA was prepared. This is however a factor that needs to be kept under annual review rather than adjusting the figure now on the basis that stated local plan policy of encouragement for the production of aggregates from these materials. Whether proportionately more aggregates will be delivered from existing and forthcoming permitted facilities will need to be monitored.

Supply - Commercial decisions by operators

106. This proved to be the most contentious of the 'other relevant local information' factors since it is the one that gives rise to a departure from the historic sales average which is then quantified (Document 6.1, paragraph 4.31). I agree that the conclusion is justified but shall return to a consideration of the quantitative adjustment made later.

107. There is a mix of documentary and anecdotal evidence to support the LAA conclusion. Although the precise reasons for the Council's contention that production was reduced or suspended at three quarries (Document 6.1, paragraph 3.10) were disputed, the quarry operator confirmed the position in respect of one and explained how material was imported from other company quarries in Gloucestershire and Somerset (Document H9). There is some indicative corroboration to be found in Document M3/1, Appendix A which shows significant aggregate imports in 2009 from Gloucestershire, the West of England (mostly South Gloucestershire) and Somerset. However, the subsequent decline in 2014 is inconsistent. Anecdotally this was explained by crushed rock substituting for sand and gravel in certain applications.

108. PPG advice is that average sales over the past three years should also be looked at to identify the general trend of demand as part of the consideration as to whether it might be appropriate to increase supply[8]. Over the period 2012 to 2014 sales of soft sand and crushed rock rose steadily while the rising trend in sales of sharp sand and gravel from 2010 was interrupted only by a fall in 2013 (Document 6.2, Table 2). Document H3 moves this on for 2015 which shows a slight decline in crushed rock sales but a (slight) continuation of the rising trend in soft sand sales and a marked uplift in sharp sand and gravel sales. This is shown graphically (for example Documents M3/1 Figure 7.1 and M3/5, page 3) where the increase in sales for all three aggregate types compared with the recession years is marked.

[8] ID: 27-064-20140306

109. The conclusion drawn by the Council is that this is evidence that, with the general uplift in demand as the economy recovers, companies have switched production back to Oxfordshire by taking quarries out of mothball. This is consistent with the quarry operator's advice in 2012 that mothballing would be temporary only (Document H9) and confirmation that Table 2.1 in the LAA (Document 6.1) was accurate with respect to activity, or lack of it, at the company's Oxfordshire quarries (Document H13). Furthermore, confirmation was given that mineral from beneath the plant site at Cassington quarry would be extracted 'very soon'.

110. Taken in the round, I consider this is compelling evidence that the rolling 10 year sales average at 2014 was depressed as a result of the commercial decisions taken by one operator to switch production away from Oxfordshire and to supply markets from other quarries. The conclusion of the LAA to adjust the rolling 10 year average for this reason is therefore justified. Moreover, the subsequent two years' sales data reinforces the reasonableness of that conclusion.

Supply - Overall trends in supply compared with apportionments

111. This factor seeks to consider the extent to which the County has kept pace with its apportionment in the South East Plan. It also acknowledges the requirement in both policy and guidance to take account of published National and Sub National Guidelines on future provision. However, since these do not go beyond 2020 and date from 2009 little weight should be given to them now.

112. It finds that past sales in the County have fallen well below the apportionments set in the South East Plan. However, the reasons for that have already been identified and adjusted for under the previous factor. To do so again risks an element of double counting.

113. Furthermore, Oxfordshire's consistent position that the sub regional apportionments for both sand and gravel and crushed rock have been too high is recognised. As set out above [38], the Council did not accept the sub-regional apportionments as a basis for aggregate planning in the County. That was never tested through examination. However, as SEEAWP confirms in what it describes as the 'bottom up' process put in place by the NPPF, it is for SEEAWP and ultimately the National Aggregate Coordinating Group to consider whether, collectively, mineral planning authorities are maintaining a steady and adequate supply of aggregate to meet the national need, whatever that may be at any point in time (Document H3, paragraph 2.3).

114. The conclusion (Document 6.1, paragraph 4.35) may be reasonable but, in my judgement, it is not one that can be made by a mineral planning authority in isolation. Rather it is something for the relevant Aggregates Working Party and/or the National Aggregate Coordinating Group to consider in the context of all LAAs regionally and/or nationally. I therefore disagree that this is a factor justifying a departure from the historical sales average.

Demand – Economic growth

115. To some extent, this factor is one of the drivers for commercial operators deciding to increase production from Oxfordshire quarries. The assessment was made on the basis of actual GDP outturns over the period 2004 to 2013 (Document 6.1, Table 4.3) and the Office for Budget Responsibility forecasts in March 2014 for the period 2014 to 2018 (Document 6.1, Table 4.4).

116. While it might be reasonable to question those forecasts now in the light of, among other things, the outcome of the referendum on continued membership of the European Union, the conclusion at the time that there would be a justification for departing from the historical sales average for the reasons set out (Document 6.1, paragraph 4.41) was not unreasonable.

Demand – Population growth and house construction

117. It is common sense as well as consistent with PPG advice[9] to consider planned growth in population and housing over the Plan period. The first is indirectly associated with demand for aggregates, the second directly so and accounting for about 35% of all aggregate sales (Document 6.1, paragraph 50). Oxfordshire is an area likely to experience considerable growth with potential housing construction well above recent rates. Whether this would be deliverable is a matter for the local planning process in each Oxfordshire local planning authority to determine.

118. I acknowledge the argument that such levels may never be delivered. Nevertheless, some increase appears likely and the amount and the implications of that figure seem to me matters more appropriate for the annual review of the LAA.

119. The LAA concludes that there is qualified justification for a departure from the historic sales average (Document 6.1, paragraph 4.46). On balance I agree although care needs to be taken in any future quantification of that departure not to double count the effect of operators' commercial decisions which may reflect that upturn.

Demand – Major infrastructure projects/key development

120. There is some evidence that the major employment growth and the associated infrastructure provision planned for the area will generate a future demand for aggregates. The conclusion drawn (Document 6.1, paragraph 4.56) is similar to that for the previous factor and my conclusion in respect of it is the same.

Import and export factors

121. The view of the Council, which did not seem to be disputed on any evidential basis as opposed to inference, is that the economics of importing marine dredged sand and gravel to the County are such that it is unlikely to materially displace land-won aggregates.

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122. Assumptions about the continuation of rail and other imports of primary and secondary materials were considered by participants to be reasonable at the date when the LAA was prepared. While road imports from Gloucestershire would now have been affected by the depletion of the reserves at the Fairford quarry (Document H13), the Council agreed that high levels of rail imported crushed rock from Somerset had been maintained (Document M3/1, Appendix A).

123. Therefore, while the conclusion that a departure from the historic sales average on this factor would be justified (Document 6.1, paragraph 4.60) may have been reasonable at the date of preparation, subsequent events would suggest that the conclusion now might be 'no'.

Conclusion – is a departure from the historic sales average justified?

124. On the supply factors the LAA concluded that a departure would be justified by two and would not be, also by two. My conclusion is that one 'yes' was not reasonable at the time and that, in the light of information available now, one 'no' should be kept under close review. However, the other two remain reasonable assumptions to have been made, especially that which has led to the quantitative adjustment.

125. The LAA concluded that all four of the demand factors would justify a departure from the historic sales average. I have concluded that none was an unreasonable conclusion at the time but that each looks less clear cut in the light of subsequent events and information. However, none were used to make a quantitative adjustment which I consider the correct outcome.

Is the quantitative adjustment robust?

126. The evidence is that, certainly within the SEEAWP area, no other mineral planning authority's LAA has departed from the historic sales average when assessing demand. For that reason it was confirmed by a number of participants that SEEAWP had scrutinised this LAA very carefully and concluded it was robust. As it is national policy that the advice of the Aggregate Working Party must be taken into account in the preparation of the LAA (Framework paragraph 145, bullet 2) I attribute significant weight to that endorsement.

127. There is no particular methodology for adjusting the rolling 10 year sales average where this is considered to be justified. The method used by the Council cannot therefore be criticised as being inconsistent with any national policy or guidance. Nevertheless, it needs to be a coherent and robust method.

128. It is in fact quite simple. The Council has recognised the role that Oxfordshire has played in meeting the aggregate needs of an area wider than the County. Since there is no resource constraint reason why this should not continue [99 to 100] it has assumed that sales should reflect the County's pre-recession contribution to the England requirement.

129. Table 4.1 in Document 6.1 shows for sharp sand and gravel a very marked reduction in the Oxfordshire percentage of England sales from 2008. Table

4.2 shows the equivalent figures for crushed rock. The fall is much less marked. This is suggested to be because sand and gravel is more capable of being substituted by crushed rock for most end use applications and was therefore more affected by the commercial decisions taken by one operator in particular (Document 6.1, paragraph 5.5). There is some tentative support for this view in the tripling from 2009 to 2014 of crushed rock imports to the County from Somerset where the same operator has a rail-linked hard rock quarry.

130. The method therefore calculates the average pre-recession annual contribution to the England total and applies that to the 2014 10 year average. The same method is applied to crushed rock but not soft sand for which the same effect on sales was not evident; the explanation being that it is more difficult to substitute by other materials for end use applications.

131. Some participants suggested an alternative approach of attributing the sales that would have come from those quarries that were mothballed back into the notional sales figures for the 'closure' years and calculating the future demand on that basis. There are well established rules on commercial confidentiality that give rise to difficulties in deriving such data. Nevertheless, an industry participant made an estimate during the hearing session and concluded that for sharp sand and gravel the outcome in 2014 would have been almost the same. There was little chance to challenge that calculation. While clearly material, I therefore attribute limited weight to it.

Overall conclusion

132. I therefore conclude that the finding of the LAA is soundly based on the best available evidence at the time and is therefore robust. Provision for the plan period should therefore be made in policy M2 as follows:

- Sharp sand and gravel 1.015 mtpa giving a total provision requirement of 18.27 million tonnes (Document 6.1, paragraph 5.11)
- Soft sand 0.189 mtpa giving a total provision requirement of 3.402 million tonnes (Document 6.1, paragraph 5.14)
- Crushed rock 0.584 mtpa giving a total provision requirement of 10.512 million tonnes (Document 6.1, paragraph 5.17)

133. How that objectively assessed need can or should be delivered is not a matter for the LAA. It will need to be assessed by the Council as it considers the strategy to deliver those provision requirements and undertakes SEA/SA of the Plan to be modified as a whole.

Next steps

134. The Council will now need to bring forward its suggested main modifications to give effect to the conclusions that I have reached in this interim report. This will require a considerable amount of work including a review of the strategies for the delivery of the minerals and waste visions and objectives and revised wording of the key strategy policies. In this regard, the Council will need to consider the national policy that the contribution of recycled and secondary

materials be taken into account, so far as practicable, before the extraction of primary materials is considered when redrafting policy M1 and the waste policies. The Council was clear in evidence that this was its policy intention, as was its confirmation that it would not seek to constrain or cap production of recycled or secondary materials through the development management function. To a large degree the discussion, or more accurately the non-discussion, of waste data was based on what those taking part had assumed was an agreement to this effect (Document H10). Subject to my observations on them [86] the Council will wish to reflect those principles in policy wording.

135. The whole Plan incorporating the main modifications that the Council wishes to put forward in response to my interim findings, the discussions at the hearing sessions and the various written representations that have been made will then need to be subject to SEA/SA. It would assist all with an interest in the Plan if the Council could set out not later than the end of October a staged time table for the preparation and publication of this work. I will wish to see the Council's suggested main modifications and the SEA/SA before they are published for consultation or before the necessary cabinet/member approval to do so is sought.

136. The Programme Officer will keep all parties informed via the examination web site and direct contact as appropriate.

Brian Cook

Inspector

Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy
Main Modifications

Schedule of the Main Modifications to the Core Strategy, May 2017

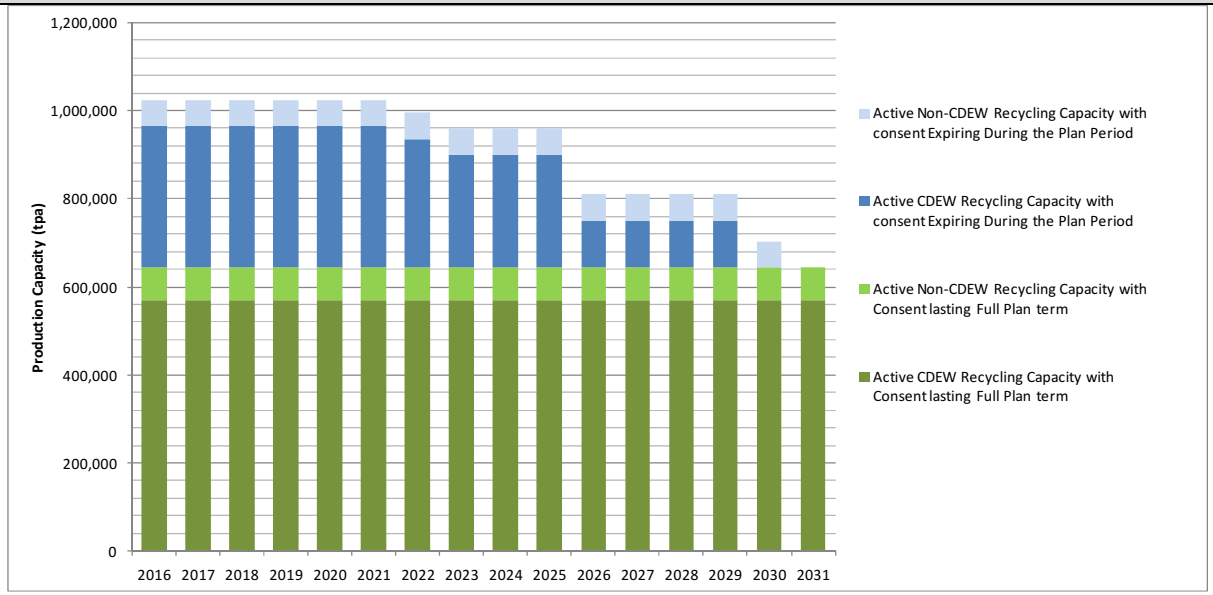
The modifications below are expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the submission core strategy, and do not take account of the deletion or addition of text.

Please note that footnotes are only referred to where a change is proposed. Their absence is not indicative of them being removed from the Plan. Footnote numbers refer to the submission core strategy, and do not take into account any deletions or additions of footnotes.

Ref	Page	Policy/ paragraph	Main Modification
4. MINERALS PLANNING STRATEGY			
MM1	37	4.1	This section sets out the County Council's minerals planning strategy and policies for the plan period to 2031. Provision must be made for a steady and adequate supply of aggregate minerals over this period. The Council intends that this will be achieved: firstly by encouraging the increased supply ~~use~~ of ~~secondary and recycled~~ recycled and secondary aggregates; and secondly ~~as well as~~ by making provision ~~identifying areas~~ for the remaining need to be met from ~~mineral~~ working ~~to meet the need for~~ primary aggregates such as sand and gravel and crushed rock.
MM2	37	4.2	The strategy includes a spatial strategy for the delivery of the new mineral workings and other mineral supply facilities that are expected to be needed~~, which is illustrated on the minerals key diagram (Figure 9) at the end of this section,~~ and policies which provide the context for considering future proposals for minerals development. Spatial elements of the strategy, including principal locations for working aggregate minerals (strategic resource areas), mineral safeguarding areas and safeguarded aggregate rail depots, are shown on the Policies Map. It provides a policy framework for the

Ref	Page	Policy/ paragraph	Main Modification
			identification of suitable sites in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document and against which planning applications for new mineral workings and other developments will be considered.
MM3	37	4.5	Oxfordshire has permitted and operational capacity for ~~recycling~~ producing approximately ~~0.9~~ 1.0 million tonnes ~~a year~~ per annum of ~~construction and demolition waste~~ recycled and secondary aggregate (~~much of this~~ some of which is ~~in~~ temporary, ~~sites~~ being located at time-limited quarries and landfill sites). This total comprises capacities of approximately 0.9 million tonnes per annum for producing aggregate from recycling of construction demolition and excavation waste and 0.1 million tonnes per annum for producing secondary aggregate. Didcot A power station ceased to operate during 2013 and ash recycling at Didcot is not included in this figure. The processing of around 75,000 tonnes per annum of incinerator bottom ash from the new energy recovery facility at Ardley for use as a secondary aggregate commenced in 2015 and is included in the figure. ~~However, these secondary aggregates have different end uses: the power station ash was used for block making whereas incinerator bottom ash is largely used for sub-base in road construction~~. Figure X shows the timeline for consented capacity in Oxfordshire over the plan period, as at August 2016.

Ref	Page	Policy/ paragraph	Main Modification
			 Figure X: Consented capacity for producing recycled and secondary aggregates in Oxfordshire 2016 – 2031 (August 2016).
MM4	37	4.6	The ~~total~~ actual production of recycled and secondary aggregate 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. Surveys of ~~secondary and recycled~~ recycled and secondary aggregate producers in Oxfordshire ~~in~~ between 2012 and ~~2013~~ 2015 indicate a total annual production of around 450,000 tonnes ~~470,000 tonnes are produced each year~~, but it is likely that the overall supply was ~~higher~~ greater than that, as the surveys were not comprehensive.
MM5	38	4.8	The supply of recycled and secondary aggregates in Oxfordshire will be limited largely by the scale of construction and demolition activity within or in the vicinity of the County and the type and quantity of feedstock material available from that source for recycling. The aggregate materials produced generally vary in quality and cannot meet all specifications; for higher specification applications such

Ref	Page	Policy/ paragraph	Main Modification
			as load bearing concrete, use of high quality land-won aggregate is usually the only practicable option.
MM6	38	4.9	~~The earlier (withdrawn) Minerals and Waste Core Strategy included a policy target for recycled and secondary aggregate facility provision of 0.9 million tonnes per year. That target was from the now revoked South East Plan. It is now more appropriate for policy M1 not to set a specific target, which could be misconstrued as setting a maximum level to be achieved, but rather seek to maximise the contribution to aggregate supply in Oxfordshire from recycled and secondary aggregate sources. Policy M1 is a positive policy to enable facilities to be provided in order to achieve this objective. The production of recycled and secondary aggregate will continue to be monitored to check whether this is being achieved through this policy or whether a different approach needs to be considered.~~ The Council supports the principle of maximising the contribution from recycled and secondary material sources to aggregate supply in Oxfordshire and wishes to encourage opportunities to develop capacity that enables more intensive processing to maximise recycled aggregate production, in line with plan objective 3.4i. Policy M1 is a positive policy to enable facilities to be provided in order to achieve this. This policy sets no target or ceiling for the amount of provision to be made but it includes a minimum level of production and/or supply of recycled and secondary aggregate that is to be enabled throughout the plan period though making provision for facilities. There will be a decrease in capacity to produce recycled and secondary aggregates from existing facilities over the Plan period, as time-limited permissions expire as indicated in Figure X above. Under policy M1, such lost capacity will at least need to be replaced. Sales and capacity for production of recycled and secondary aggregates will continue to be monitored on an annual basis to check whether the Council's objective is being met through this policy or whether a different approach needs to be considered.
MM7	38	4.11	Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through the allocation ~~identification~~ of sites in the Site Allocations Document, in line with policy M1. ~~policies W3, W4 and W5 on waste management capacity requirements and provision and siting of facilities~~. Facilities that produce recycled aggregate from

Ref	Page	Policy/ paragraph	Main Modification
			construction, demolition and excavation waste are also waste management facilities and therefore policy W3 on provision for waste management capacity and facilities required and policies W4 and W5 on location and siting of waste management facilities are also relevant. Policies M1 and W3 take a consistent approach to making provision for these facilities; and policy M1 requires allocated sites to be in accordance with polices W4 and W5. Additional facilities may be permitted at other sites where the requirements of relevant policies of the Plan, including Policies M1, W4 and W5, are met. Policy ~~W5~~ C12 includes provision for recycling facilities to be located within the Green Belt where very special circumstances ~~have been~~ are demonstrated; and policy C8 allows for small-scale facilities serving local needs to be provided in Areas of Outstanding Natural Beauty. Recycled and secondary aggregate facilities ~~with permanent permission, or with temporary permission extending at least to the end of the plan period,~~ will be safeguarded under policy M9 and/or policy W11 and ~~these~~ safeguarded sites will ~~also~~ be identified and defined in the Site Allocations Document. ~~Restoration of the~~ The sites of time-limited ~~temporary~~ facilities~~, including those located at quarries and landfill sites, will be required~~ should be restored in line with policy M10 when the facility is removed, in accordance with any restoration requirements in the planning permission.
MM8	39	Policy M1 (4.12)	**Policy M1: Recycled and secondary aggregate** **So far as is practicable, ~~the need for~~ aggregate mineral supply to meet demand in Oxfordshire should be ~~met~~ from recycled and secondary aggregate materials in preference to primary aggregates, in order to minimise the need to work primary aggregates.** **~~The production and supply of recycled and secondary aggregate will be encouraged, in particular through:~~** • **~~recycling of construction, demolition and excavation waste;~~** • **~~recycling of road planings;~~** • **~~recycling of rail ballast;~~** • **~~recovery of ash from combustion processes; and~~** • **~~where available, the supply of secondary aggregates from sources outside Oxfordshire;~~.**

Ref	Page	Policy/ paragraph	Main Modification
MM8	39	Policy M1 (4.12)	~~to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.~~ The production and supply of recycled and secondary aggregate, including that which improves waste separation and the range or quality of end products, will be encouraged so as to enable the maximum delivery of recycled and secondary aggregate within Oxfordshire. Where practicable, the transport of recycled and secondary aggregate materials (both feedstock and processed materials) from locations remote from ~~sources distant to~~ Oxfordshire should be by rail. ~~Permission will be granted for facilities for the production and/or supply of recycled and secondary aggregate, including temporary recycled aggregate facilities at aggregate quarries and inert waste landfill sites, at locations that meet the criteria in polices W4, W5 and C1 – C11. Proposals for temporary facilities shall provide for the satisfactory removal of the facility. At mineral working and landfill sites the facility shall be removed when or before the host activity ceases. Temporary facility sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.~~ ~~Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.~~ ~~Sites proposed or safeguarded for the production and/or supply of recycled and secondary aggregate will be identified in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document.~~ Provision will be made for facilities to enable the production and/or supply of a minimum of 0.926 million tonnes of recycled and secondary aggregates per annum. Sites which are suitable for facilities for the production and/or supply of recycled and secondary aggregates at locations that are in accordance with policies W4 and W5 and other

Ref	Page	Policy/ paragraph	Main Modification
MM8	39	Policy M1 (4.12)	**relevant policies of this Plan and of other development plans will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Permission will be granted for such facilities at these allocated sites provided that the requirements of policies C1 – C12 are met.** **Permission will normally be granted for recycled and secondary aggregate facilities at other sites, including for temporary recycled aggregate facilities at aggregate quarries and landfill sites, that are located in accordance with policies W4 and W5 and that meet the requirements of policies C1 – C12, taking into account the benefits of providing additional recycled and secondary aggregate capacity and unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits. Where permission is granted for such a facility at a time-limited mineral working or landfill site this will normally be subject to the same time limit as that applying to the host facility and the site shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings at the end of its permitted period. Except where a new planning permission is granted for retention of the facility beyond its permitted end date, temporary facility sites shall be restored at the end of their permitted period.** **Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded under Policy M9 and/or W11 and safeguarded sites will be defined in the Site Allocations Document.**
MM9	40	4.14	The County Council's Oxfordshire Local Aggregate Assessment 2014 sets the following requirements for provision for land-won aggregate supply: • Sharp sand and gravel – 1.015 million tonnes a year; • Soft sand – 0.189 million tonnes a year; • Total sand and gravel – 1.204 million tonnes a year; • Crushed rock – 0.584 million tonnes a year. ~~These figures will be revised on an annual basis through the annual Local Aggregate Assessment and will be superseded by the figures in the most recent Local Aggregate Assessment.~~

Ref	Page	Policy/ paragraph	Main Modification
MM10	40	4.18	~~The Local Aggregate Assessment is to be reviewed annually and the provision figures are likely to change as the 10 year sales average period moves forward and other relevant local information changes.~~ Regular monitoring of aggregates supply and demand in Oxfordshire will be carried out through the plan period and will be recorded in the Minerals and Waste Annual Monitoring Reports and used in the annual reviews of the Local Aggregate Assessment.
MM11	41	4.19	~~The current~~ Based on the Local Aggregate Assessment 2014 annual provision figures, the total requirements over the plan period 2014 to 2031 are: • Sharp sand and gravel – 18.270 million tonnes (1.015 x 18); • Soft sand – 3.402 million tonnes (0.189 x 18); and • Crushed rock – 10.512 million tonnes (0.584 x 18). The Plan needs to make provision to enable the supply of these quantities of primary aggregate minerals from land won sources in Oxfordshire over the plan period. This is set out in policy M2. Taking into account actual sales in 2014 and 2015, permitted reserves remaining at the end of 2015 (excluding reserves that are not expected to be worked during the plan period*) and permissions granted in 2016**, ~~indicate~~ the ~~following~~ additional requirements for which provision needs to be made over the plan period ~~(2014 to 2031), taking into account existing planning permissions~~ are approximately: • Sharp sand and gravel – ~~8.866~~ 5.0 million tonnes; • Soft sand – ~~1.238~~ 1.3 million tonnes; and • Crushed rock – no additional requirement. ~~If 'reserves' subject to a resolution to grant permission are also taken into account, the additional requirement for sharp sand and gravel is reduced to approximately 5.4 million tonnes. Table 2 shows how these requirements are calculated.~~ This is the position as at the end of 2016 but these additional requirements may change over time, as actual sales and remaining permitted reserves figures for further years become available, and if further planning permissions are granted. The additional requirements for each aggregate mineral type, for which provision needs to be made, will therefore be recalculated when the Site Allocations Document is prepared. *Footnotes:*

Ref	Page	Policy/ paragraph	Main Modification
MM11	41	4.19	* The planning application for an extension to Gill Mill Quarry submitted in 2013 and permitted in 2015 is for the working of a total of 7.8 million tonnes of sharp sand and gravel (including 2.8 million tonnes previously permitted and 5.0 million tonnes in the extension area). Information in the application indicates this will be worked over 22 years from 2013, giving an average rate of working of approximately 0.35 million tonnes per annum. Mineral working at Gill Mill Quarry is therefore expected to extend beyond the end of the plan period (2031); of the total of 7.8 million tonnes, it is estimated approximately 6.65 million tonnes will be worked within the plan period and approximately 1.15 million tonnes will remain to be worked after 2031. ** Permissions granted in 2016 comprise: Sharp sand and gravel: Sutton Wick Quarry – extension (0.35 million tonnes) – permission granted 18 March 2016); Bridge Farm, Sutton Courtenay Quarry – deeper working (0.165 million tonnes) – permission granted 17 May 2016.
MM12	41	4.20	~~This is the current position but this~~ The requirement for aggregate mineral working in the county may change over the plan period if the levels of annual provision change as the Local Aggregate Assessment is reviewed annually. Such changes are likely to be relatively small from one year to another but may add up to more substantial change over a period of years. The strategy for mineral working therefore ~~needs to have sufficient~~ includes flexibility to allow for changes in demand for locally supplied aggregates; policy M2 requires landbanks to be maintained in accordance with the most recent Local Aggregate Assessment and taking into account the need to maintain sufficient productive capacity; and policy M5 provides for permission to be granted where the need for aggregate supply cannot be met from allocated sites. ~~Policy M2 therefore does not include the figures from the current Local Aggregate Assessment but instead makes a policy commitment to meeting the requirements in the most recent Local Aggregate Assessment.~~ Provision to meet the~~se~~ requirements in policy M2 will be made through the ~~locations for mineral working identified in policy M3 and the~~ allocation of specific sites for mineral working in the Site Allocations Document under ~~policy~~ policies M3 and M4, taking into account the need for appropriate flexibility to enable the plan to be delivered.
MM13	42	Table 2	~~Table 2: Aggregate provision required over plan period 2014 – 2031~~

Ref	Page	Policy/ paragraph	Main Modification
			Delete Table 2
MM14	43	Policy M2 (4.21)	**Policy M2: Provision for working aggregate minerals** **Provision will be made through policies M3 and M4 to enable the supply of: ~~aggregate minerals~~** • **sharp sand and gravel - 1.015 mtpa giving a total provision requirement of 18.270 million tonnes** • **soft sand - 0.189 mtpa giving a total provision requirement of 3.402 million tonnes** • **crushed rock - 0.584 mtpa giving a total provision requirement of 10.512 million tonnes** **from land-won sources within Oxfordshire ~~to meet the requirement identified in the most recent Local Aggregate Assessment throughout~~ for the period ~~to the end of~~ 2014 – 2031 inclusive.** **Permission will be granted for aggregate mineral working under policy M5 to enable separate landbanks of reserves with planning permission to be maintained for the extraction of minerals of:** • **at least 7 years for sharp sand and gravel;** • **at least 7 years for soft sand;** • **at least 10 years for crushed rock;** **in accordance with the annual requirement rates in the most recent Local Aggregate Assessment, taking into account the need to maintain sufficient productive capacity to enable these rates to be realised.**
MM15	44	4.29	Using four indicators of construction activity – population, housing, jobs and land for economic development – and looking at both the existing situation and the forecast or planned position at 2031 within each of the five Oxfordshire District Council areas, there is an approximately equal split between northern Oxfordshire (Cherwell and West Oxfordshire Districts and half of Oxford City) and southern Oxfordshire (South Oxfordshire and Vale of White Horse Districts and half of Oxford City). ~~There is a broadly equal split in existing and forecast levels of economic growth and development~~

Ref	Page	Policy/ paragraph	Main Modification
			~~between the northern and southern parts of the county (taking Oxford as a mid-point), and consequently~~ Consequently, it is expected that there will be a similar ~~broadly~~ approximately equal split in the demand for aggregate ~~within the county~~ between northern and southern Oxfordshire over the plan period. The plan objectives include minimising the distance that minerals need to be transported by road, from quarry to market. In line with this, the minerals planning strategy should promote and enable a move over the plan period to a distribution of sharp sand and gravel production that more closely reflects the distribution of demand for aggregate within the county.
MM16	45	4.30	An assessment of options for the distribution of additional sharp sand and gravel working has shown that the option that best meets this objective, and that overall is the most sustainable, is for 25% of the additional tonnage required to be provided in northern Oxfordshire – within the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton strategic resource area (which lies entirely within West Oxfordshire); and 75% to be provided in southern Oxfordshire – in the Thames and Lower Thame Valleys area from Oxford to Cholsey and Thames Valley area from Caversham to Shiplake strategic resource areas. This reflects the current situation of concentration of remaining permitted reserves within northern Oxfordshire (mainly in West Oxfordshire District) and should lead to an approximately equal split of production capacity for sharp sand and gravel between northern and southern Oxfordshire by 2031. ~~This means changing the balance of production capacity between the strategic resource areas in western Oxfordshire (mainly in West Oxfordshire District) and southern Oxfordshire (in South Oxfordshire and Vale of White Horse Districts), even though remaining resources of sharp sand and gravel are more extensive in West Oxfordshire. In view of the relatively high level of existing permitted reserves in the northern part of Oxfordshire (mainly in West Oxfordshire), any~~ The requirement for additional sites for sharp sand and gravel should therefore be met primarily in the southern part of the county, ~~at least~~ particularly over the first half of the plan period. Provision for additional sharp sand and gravel working in southern Oxfordshire would enable local supplies of aggregate for planned housing and economic growth in this part of the county, including the Science Vale area. The Council will seek to achieve this ~~objective of changing~~ change in the ~~balance~~ distribution of production capacity through the selection of sites to be allocated for sharp sand and gravel working in the Site Allocations Document and through making decisions on planning applications.

Ref	Page	Policy/ paragraph	Main Modification
MM17	45	4.33	Within the northern part of the County, the only significant remaining resources of sharp sand and gravel ~~lie within the strategic resource areas~~ are located along the Thames Valley to the west/north west of Oxford and the related Lower Windrush and Lower Evenlode Valleys (~~mostly~~ almost all in West Oxfordshire District, with a small part ~~but partly~~ in Cherwell District). Whilst ~~any~~ the requirement for additional sites for sharp sand and gravel should be met primarily in the southern part of the county, ~~in the event that~~ some further provision for working is also expected to be required from the northern part of the county ~~in~~ before the end of the plan period~~,~~ and this should be from within the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton strategic resource area, which includes the existing working areas of the Lower Windrush Valley and around Cassington. There are also large areas of sharp sand and gravel resource within the part of the Thames Valley to the west of the Lower Windrush Valley, around Bampton and Clanfield, but these are not included within the strategic resource areas in policy M3. This is ~~Provision should not be made from the resource areas further to the west, around Bampton and Clanfield,~~ primarily because these areas are further from the main locations of demand for aggregate in Oxfordshire, in some cases in terms of direct distance but more generally due to the relatively long routes that would be involved using ~~and lack suitable road access to~~ the advisory lorry route network and avoiding unsuitable bridges and environmentally sensitive areas (see policy C10 and Figure 13). The requirement for further working areas within the plan period can be met from the strategic resource areas that are closer to the main areas of demand and provision should not be made from the areas around Bampton and Clanfield. An assessment undertaken as part of the sustainability appraisal of the plan has shown that excluding the areas around Bampton and Clanfield is the more sustainable option.
MM18	46	4.35	~~Potentially important archaeological constraints have been identified in the Lower Windrush Valley, south of Hardwick, and at a number of locations within the Thames and Lower Thame Valleys (Oxford to Cholsey) strategic resource area. The Council will work with English Heritage to ensure that important archaeology is given appropriate protection, in particular when sites for minerals working are allocated in the Site Allocations document.~~

Ref	Page	Policy/ paragraph	Main Modification
MM18	46	4.35	The Lower Windrush Valley part of the Thames, Lower Windrush and Lower Evenlode Valleys (Standlake to Yarnton) strategic resource area to the south of Hardwick is of particular archaeological significance, as are a number of locations in the Thames and Lower Thame Valleys (Oxford to Cholsey) strategic resource area. Both strategic resource areas quite possibly contain archaeological remains which, whilst not scheduled, are demonstrably of equivalent importance to scheduled monuments and which should therefore be accorded the same protection as these designated heritage assets in accordance with the National Planning Policy Framework. In accordance with this, and minerals planning objective 3.4 viii, any such important archaeological resources should be conserved and enhanced, and would therefore present a significant constraint on mineral extraction in these strategic resource areas. The Council will work with Historic England to undertake further detailed assessment of this archaeological resource, to ensure that it is given appropriate protection, in particular when sites for mineral working are allocated in the Site Allocations Document.
MM19	48	4.44	Government policy is that major minerals developments should only be permitted in Areas of Outstanding Natural Beauty (AONB) in exceptional circumstances and that landbanks of aggregate minerals should, as far as is practical, be maintained outside AONBs, World Heritage Sites, Scheduled Monuments and Conservation Areas. There are sufficient aggregate resources in Oxfordshire outside these designated areas and sites such that working within them is not necessary. Policy C8 provides protection for the landscape quality of the county and policy C9 provides protection for the historic environment. Government Policy is that mineral extraction in the Green Belt is not inappropriate development, provided it preserves the openness of the Green Belt, and does not conflict with the purposes of including land in Green Belt. Therefore this has not been applied as a constraint for the locations of working aggregate minerals.
MM20	48	Policy M3 (4.45)	**Policy M3: Principal locations for working aggregate minerals** **The principal locations for aggregate minerals extraction will be within the following strategic resource areas, as ~~indicated on the Minerals Key Diagram~~ shown on the Policies Map:** **Sharp sand and gravel**

Ref	Page	Policy/ paragraph	Main Modification
MM20	48	Policy M3 (4.45)	**<u>in northern Oxfordshire (Cherwell District and West Oxfordshire District):</u>** • **The Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton;** **<u>in southern Oxfordshire (South Oxfordshire District and Vale of White Horse District):</u>** • **The Thames and Lower Thame Valleys area from Oxford to Cholsey;** • **The Thames Valley area from Caversham to Shiplake.** **Soft sand** • **The Corallian Ridge area from Oxford to Faringdon;** • **The Duns Tew area.** **Crushed rock** • **The area north west of Bicester;** • **The Burford area south of the A40;** • **The area east and south east of Faringdon.** **Specific sites <u>(new quarry sites and/or extensions to existing quarries)</u> for working aggregate minerals ~~will be identified~~ within these strategic resource areas <u>will be allocated</u> in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document<u>, in accordance with policy M4</u>.** **<u>Specific sites for extensions to existing aggregate quarries (excluding ironstone) outside the strategic resource areas may also be allocated in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document provided they are in accordance with policy M4.</u>** **<u>Sites allocated for sharp sand and gravel working (including both new quarry sites and extensions to existing quarries, including any extensions outside the strategic resource areas), to meet the requirement in policy M2 will be located such that approximately 25% of the additional tonnage requirement is in northern Oxfordshire and approximately 75% of the additional tonnage requirement is in southern Oxfordshire, to achieve an approximately equal</u>**

Ref	Page	Policy/ paragraph	Main Modification
			split of production capacity for sharp sand and gravel between northern and southern Oxfordshire by 2031.
MM21	49	Policy M4 (4.46)	**Policy M4: Sites for working aggregate minerals** **Specific sites for working aggregate minerals ~~within the strategic resource areas identified in~~ in accordance with policy M3, to meet the requirements set out in policy M2 will be allocated in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, taking into account the following factors ~~in accordance with the following criteria~~:** **a) ~~consideration of~~ the quantity and quality of the mineral resource;** **~~b) achieving a change over the course of the plan period in the balance of production capacity for sharp sand & gravel between the strategic resource areas in western & southern Oxfordshire to more closely reflect the distribution of demand within the county;~~** **~~c)~~ b) priority for the extension of existing quarries, where environmentally acceptable (including taking into consideration criteria ~~d)~~ c) to ~~m)~~ l)) ~~and after consideration of criterion b)~~, before working new sites;** **~~d)~~ c) potential for restoration and after-use and for achieving the restoration objectives of the Plan in accordance with policy M10;** **~~e)~~ d) suitability & accessibility of the primary road network;** **~~f)~~ e) proximity to large towns and other locations of significant demand to enable a reduction in overall journey distance from quarry to market;** **~~g)~~ f) ability to provide more sustainable movement of excavated materials;**

Ref	Page	Policy/ paragraph	Main Modification
MM21	49	Policy M4 (4.46)	**~~h)~~ g) avoidance of locations within or significantly affecting an Area of Outstanding Natural Beauty;** **~~i)~~ h) avoidance of locations likely to have an adverse effect on sites and species of international nature conservation importance and Sites of Special Scientific Interest; in the case of locations within the Eynsham / Cassington / Yarnton part of the Thames, Lower Windrush and Lower Evenlode Valleys area, it must be demonstrated that there will be no change in water levels in the Oxford Meadows Special Area of Conservation and the proposal must not involve the working of land to the north or north east of the River Evenlode; in the case of locations within the Corallian Ridge area, it must be demonstrated that there will be no change in water levels in the Cothill Fen Special Area of Conservation;** **~~j)~~ i) avoidance of locations likely to have an adverse effect on the significance of designated heritage assets, including World Heritage Sites, Scheduled Monuments, ~~and~~ Conservation Areas, Registered Parks and Gardens and Registered Battlefields, or on archaeological assets which are demonstrably of equivalent significance to a Scheduled Monument;** **~~k)~~ j) avoidance of, or ability to suitably mitigate, potential significant adverse impacts on:** **i. locally designated areas of nature conservation and geological interest;** **ii. non-designated heritage assets;** **~~ii~~ iii. local landscape character;** **~~iii~~ iv. water quality, water quantity, flood risk and groundwater flow;** **~~iv~~ v. best and most versatile agricultural land and soil resources;** **~~v~~ vi. local transport network;** **~~vi~~ vii. land uses sensitive to nuisance (e.g. schools & hospitals);** **~~vii~~ viii. residential amenity & human health; and**

Ref	Page	Policy/ paragraph	Main Modification
MM21	49	Policy M4 (4.46)	~~viii~~ ix. character and setting of local settlements; ~~l)~~ k) potential cumulative impact of successive and/or simultaneous mineral development, including with non-mineral development, on local communities; and ~~m)~~ l) ability to meet other objectives and policy expectations of this Core Strategy ~~Plan~~ (including policies C1 – ~~C11~~ C12) and relevant ~~polices~~ policies in other development plans.
MM22	50	Policy M5 (4.47)	**Policy M5: Working of aggregate minerals** **Prior to the adoption of the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, permission will be granted for the working of aggregate minerals where this would contribute towards meeting the requirement for provision in policy M2 and provided that the proposal is in accordance with the locational strategy in policy M3 and that the requirements of policies C1 – C12 are met.** **Permission will be granted for the working of aggregate minerals within the sites allocated further to policy M4 provided that the requirements of policies C1 – ~~C11~~ C12 are met.** **Permission will not be granted for the working of aggregate minerals outside the sites allocated further to policy M4 unless the requirement to maintain a steady and adequate supply of aggregate in accordance with policy M2 cannot be met from within those sites and provided that the proposal is in accordance with the locational strategy in policy M3 and the requirements of policies C1 – C12 are met. ~~The criteria in policy M4 will be taken into consideration in the determination of planning applications for aggregate minerals working in locations not allocated under policy M4.~~** **Permission will exceptionally be granted for the working of aggregate minerals outside the sites allocated further to policy M4 where extraction of the mineral is required prior to a**

Ref	Page	Policy/ paragraph	Main Modification
MM22	50	Policy M5 (4.47)	**planned development in order to prevent the mineral resource being sterilised, having due regard to policies C1 – ~~C11~~ C12.** **~~Prior to the adoption of the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, permission will be granted for the working of aggregate minerals where this is required in order to maintain landbanks in accordance with policy M2 and taking into consideration the criteria in policy M4 and provided that the requirements of policies C1 – C11 are met.~~** **Permission will exceptionally be granted for borrow pits to supply mineral to associated construction projects, having due regard to policies C1 – C12, provided that all of the following apply:** • **the site lies on or in close proximity to the project area so that extracted mineral can be conveyed to its point of use with minimal use of public highways and without undue interference with footpaths and bridleways;** • **the mineral extracted will only be used in connection with the project;** • **it can be demonstrated that supply of the mineral from the borrow pit would have less environmental impact than if the mineral were supplied from an existing source;** • **the borrow pit can be restored without the use of imported material, other than that generated by the project; and** • **use of the borrow pit is limited to the life of the project.** **Notwithstanding the preceding paragraphs, permission for working of ironstone for aggregate use will not be permitted except in exchange for an agreed revocation (or other appropriate mechanism to ensure the non-working) without compensation of an equivalent existing permission in Oxfordshire containing potentially workable resources of ironstone and where there would be an overall environmental benefit.**
MM23	51	Policy M6 (4.51)	**Policy M6: Aggregate rail depots** **~~The following rail depot sites are safeguarded for the importation of aggregate into~~**

Ref	Page	Policy/ paragraph	Main Modification
MM23	51	Policy M6 (4.51)	~~**Oxfordshire:**~~ • ~~**Hennef Way, Banbury (existing facility);**~~ • ~~**Kidlington (permitted replacement facility);**~~ • ~~**Appleford Sidings, Sutton Courtenay (existing facility);**~~ • ~~**Shipton-on-Cherwell Quarry (permitted facility);**~~ • ~~**And any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.**~~ **Permission will be granted for new aggregate rail depots at locations with suitable access to an advisory lorry route shown on the Oxfordshire Lorry Route Maps (policy C10) and that meet the ~~criteria in~~ requirements of policies C1 – ~~C11~~ C12.** ~~**Safeguarded rail depot sites will be identified in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.**~~ ~~**Proposals for development that would directly prevent or prejudice the use of a safeguarded rail depot site for an aggregates rail depot will not be permitted unless:**~~ • ~~**a suitable alternative rail depot site can be provided; or**~~ • ~~**it can be demonstrated that there is no longer a need for the site to be safeguarded for aggregate rail depot use.**~~ ~~**Proposals on land near to a safeguarded rail depot site for development sensitive to disturbance from, and which would indirectly prevent or prejudice the operation or establishment of, an aggregate rail depot at the safeguarded site will not be permitted unless:**~~ • ~~**the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or**~~ • ~~**a suitable alternative aggregate rail depot site can be provided; or**~~ • ~~**it can be demonstrated that the safeguarded rail depot site is no longer needed for Oxfordshire's aggregate supply requirements**~~.

Ref	Page	Policy/ paragraph	Main Modification
MM24	54	Policy M7 (4.60)	**Policy M7: Non-aggregate mineral working** **All proposals for the working of non-aggregate minerals, including exploration and appraisal, shall meet the ~~criteria in~~ requirements of policies C1 – ~~C11~~ C12.** **Building Stone** **Permission will be granted for extensions to existing quarries and new quarries for the extraction of building stone where a need for the material has been demonstrated and the scale, extent and location of the proposed quarrying ~~is small-scale~~ are such that adverse impacts upon the environment and amenity can be avoided, minimised or adequately mitigated.** **Clay** **The extraction of clay will be permitted in conjunction with the working of sharp sand and gravel from the locations in policy M3. The extraction of clay will not be permitted in other locations unless it can be demonstrated that there is a local need for clay which:** • **cannot be met by extraction in conjunction with sharp sand and gravel working; or** • **would be met with less overall environmental impact than by extraction in conjunction with sharp sand and gravel working.** **Chalk** **The extraction of chalk for agricultural or industrial use in Oxfordshire will be permitted provided the proposed quarrying is small-scale and a local need for the material has been demonstrated. Extraction of chalk for wider purposes, including as an aggregate or for large scale engineering will not be permitted unless the proposal is demonstrated to be the most sustainable option for meeting the need for the material.** **Fuller's Earth** **The working of fuller's earth will be permitted provided that a national need for the mineral**

Ref	Page	Policy/ paragraph	Main Modification
MM24	54	Policy M7 (4.60)	**has been demonstrated.** **Oil and Gas (conventional and unconventional)** **Proposals for the exploration and appraisal of oil or gas will be permitted provided arrangements are made for the timely and suitable restoration and after-care of the site, whether or not the exploration or appraisal operation is successful.** **The commercial production of oil and gas will be supported in the following circumstances:** • **A full appraisal programme for the oil or gas field has been successfully completed; and** • **The proposed location is the most suitable, taking into account environmental, geological, technical and operational factors; and** • **For major development in an Area of Outstanding Natural Beauty it is clearly demonstrated that there are exceptional circumstances and the proposal is in the public interest~~, including in terms of national considerations~~, in accordance with the 'major developments test' in the NPPF (Paragraph 116).**
MM25	55	4.63	Mineral safeguarding areas ~~will be~~ are defined on the Policies Map ~~maps in the Site Allocations Document.~~, covering the following areas of mineral resource: • Sharp sand and gravel resources of significance in the main river valleys, in particular including the strategic resource areas identified in policy M3; • Soft sand within the strategic resource areas identified in policy M3; • Limestone within the strategic resource areas identified in policy M3; • Fuller's earth in the Baulking – Fernham area. Mineral safeguarding areas for other significant proven areas of important mineral resources may be defined when the Site Allocations Document is prepared. The extent of safeguarded areas can be reviewed if economic or other considerations change.
MM26	55	4.64	District Councils in Oxfordshire are responsible for planning development (other than minerals and

Ref	Page	Policy/ paragraph	Main Modification
			waste) in their areas. The County Council, as Mineral Planning Authority, must also identify mineral consultation 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~~ are based on the minerals safeguarding areas and ~~will~~ include land within 250m of the boundary of a ~~Minerals Safeguarding Area~~ minerals safeguarding area. They are also shown on the Policies Map. ~~They will be identified and updated when necessary in the Minerals and Waste Annual Monitoring Reports.~~ Further mineral consultation areas will be similarly defined around any additional minerals safeguarding areas that are defined when the Site Allocations Document is prepared.
MM27	55	Policy M8 (4.65)	**Policy M8: Safeguarding mineral resources** **~~Mineral Safeguarding Areas will be defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document, covering the following mineral resources:~~** • **~~Sharp sand and gravel in the main river valleys, including the strategic resource areas identified in policy M3, and other areas of proven resource;~~** • **~~Soft sand within the strategic resource areas identified in policy M3;~~** • **~~Limestone within the strategic resource areas identified in policy M3;~~** • **~~Fuller's earth in the Baulking – Fernham area.~~** **Mineral resources in the~~se~~ Mineral Safeguarding Areas shown on the Policies Map are safeguarded for possible future use. Development that would prevent or otherwise hinder the possible future working of the mineral will not be permitted unless it can be shown that:** • **The site has been allocated for development in an adopted local plan or neighbourhood plan; or** • **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 Consultation Areas, based on the Mineral Safeguarding Areas, are shown on the**

Ref	Page	Policy/ paragraph	Main Modification
MM27	55	Policy M8 (4.65)	**Policies Map. Within these areas the District Councils will consult the County Council on planning applications for non-mineral development ~~will be defined, identified and updated when necessary in the Minerals and Waste Annual Monitoring Reports~~.**
MM28	57	Policy M9 (4.71)	**Policy M9: Safeguarding mineral infrastructure** **Existing and permitted infrastructure that supports the supply of minerals in Oxfordshire is safeguarded against development that would unnecessarily prevent the operation of the infrastructure or would prejudice or jeopardise its continued use by creating incompatible land uses nearby.** **Safeguarded sites include the following rail depot sites which are safeguarded for the importation of aggregate into Oxfordshire:** • **Hennef Way, Banbury (existing facility);** • **Kidlington (existing facility);** • **Appleford Sidings, Sutton Courtenay (existing facility); and** • **Shipton-on-Cherwell Quarry (permitted facility);** **as shown on the Policies Map; and** • **any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.** **Other safeguarded sites will be ~~identified~~ defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.** **Proposals for development that would directly or indirectly prevent or prejudice the use of a site safeguarded for mineral infrastructure will not be permitted unless:** • **the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or** • **it can be demonstrated that the infrastructure is no longer needed; or** • **the capacity of the infrastructure can be appropriately and sustainably provided elsewhere.**

Ref	Page	Policy/ paragraph	Main Modification
MM29	61	Policy M10 (4.85)	**Policy M10: Restoration of mineral workings** **Mineral workings shall be restored to a high standard and in a timely and phased manner to an after-use that is appropriate to the location and delivers a net gain in biodiversity. The restoration and after-use of mineral workings must take into account:** • **the characteristics of the site prior to mineral working;** • **the character of the surrounding landscape and the enhancement of local landscape character;** • **the amenity of local communities, including opportunities to enhance green infrastructure provision and provide for local amenity uses and recreation;** • **the capacity of the local transport network;** • **the quality of any agricultural land affected, including the restoration of best and most versatile agricultural land;** • **the conservation of soil resources** • **flood risk and opportunities for increased flood storage capacity;** • **the impacts on flooding and water quality of any use of imported material in the proposed restoration;** • **bird strike risk and aviation safety;** • **any environmental enhancement objectives for the area;** • **the conservation and enhancement of biodiversity appropriate to the local area , supporting the establishment of a coherent and resilient ecological network through the landscape-scale creation of priority habitat;** • **the conservation and enhancement of geodiversity; and** • **the conservation and enhancement of the historic environment; and** • **consultation with local communities on options for after-use.** **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 where**

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td>MM29</td><td>61</td><td>Policy M10 (4.85)</td><td>necessary the means of securing them in the longer term.

Proposals for restoration must not be likely to lead to any increase in recreational pressure on a Special Area of Conservation.</td></tr>
<tr><td>MM30</td><td>62</td><td>Figure 9</td><td>Delete Figure 9: Minerals Key Diagram and replace with Policies Map.</td></tr>
<tr><td colspan="4">5. WASTE PLANNING STRATEGY</td></tr>
<tr><td>MM31</td><td>64</td><td>Table 3</td><td>Table 3: ~~Waste produced in Oxfordshire in 2012 (tonnes)~~ Baseline waste arising in Oxfordshire requiring provision for management (million tonnes per annum)

<table>
<tr><th>MSW</th><th>C&I</th><th>CDE</th><th>Hazardous</th><th>Agricultural</th><th>Waste Water</th><th>LLW</th></tr>
<tr><td>~~300,000~~
0.300*</td><td>~~710,000~~
0.533**</td><td>~~932,000~~
1.033**</td><td>~~50,000~~
0.050*</td><td>~~900,000~~
0.900*</td><td>~~23,000~~
0.023*</td><td>See table ~~11~~15</td></tr>
</table>
* Baseline year 2012
** Baseline year 2014
Source:
MSW (Municipal Solid Waste) – Oxfordshire County Council (OCC)
C&I (Commercial and Industrial Waste) – BPP Consulting for OCC (‘as managed’ estimate)
CDE (Construction, Demolition and Excavation Waste) – Oxfordshire County Council (‘as managed’ estimate – there is considerable uncertainty over this figure, see paragraph 5.5b)
Hazardous waste – BPP Consulting for OCC
Agricultural waste – BPP Consulting for OCC (estimate)
Waste Water – Thames Water plc
LLW (Low Level Radioactive Waste)</td></tr>
<tr><td>MM32</td><td>64</td><td>5.5a (new Paragraph)</td><td>The BPP Review of the Waste Needs Assessment (2014) established a point of production ‘arisings’ figure for the C&I and CDE waste streams, whereas the Supplement to the Waste Needs Assessment (2016) used a method developed by national government to establish an ‘as managed’ waste figure for each of these waste streams. The ‘as managed’ figures in broad terms are approximately 60-70%</td></tr>
</table>

Ref	Page	Policy/ paragraph	Main Modification
			of the equivalent 'arisings' figures. The reason for the difference between the values (other than the three year time lag between estimates) is attributable to the fact that a certain amount of waste is managed through routes outside the formal management system. This might be through management on the site of production (e.g. crushing of demolition waste and incorporation into groundworks), through methods ancillary to other activities such as storage and distribution (e.g. backhauling by major retailers of packaging waste for bulking at distribution depots), or through the use of mobile plant that do not require express planning consent and therefore bypassing static facilities. The actual degree to which such activities may contribute to the management of these waste streams today and in the future is not fully able to be accounted for. Therefore the 'as managed' values for C&I waste included in Tables 3 and 4 and in Policy W1 should be regarded as minimum arising values.
MM33	64	5.5b (new paragraph)	There is considerable uncertainty over the estimated figure for CDE waste in Table 3 and over forecasts for this waste stream. Significantly different figures can be derived depending on the assumptions used. Consequently, no forecasts for CDE waste are included in Table 4; and no values for this waste stream are included in Policy W1. Nevertheless, the estimate of 1.033 mtpa shown in Table 1 can be taken as a minimum value for the amount of CDE waste to be managed going forward. This will include an element of non- inert waste, which has been estimated to comprise 20% of the total, and this waste will require management as non-hazardous waste rather than inert waste. Inert waste is expected to be primarily managed through recycling, in particular at recycled aggregate production facilities, recovery operations or the backfilling of mineral workings. Some will continue to go to landfill for restoration purposes.
MM34	64	5.6	Forecasts of waste produced in Oxfordshire are likely to change over time, as circumstances affecting the amount of waste produced change and new information becomes available. ~~The forecasts are therefore not included in policy W1.~~ Current (January 2015) forecasts for the MSW and C&I waste streams are set out in Table 4. No forecasts for CDE waste are included. These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td></td><td></td><td></td><td>Reports. The forecasts in Table 4 are included in policy W1.</td></tr>
<tr><td>MM35</td><td>64</td><td>Table 4</td><td>~~Table 4: Forecasts of amounts of principal waste streams to be managed – Oxfordshire waste arisings 2012 – 2031 (million tonnes)~~

Table 4: Forecasts of amounts of principal waste streams (excluding CDE) to be managed – (million tonnes)

<table>
<tr><td></td><td>2012</td><td>2016</td><td>2021</td><td>2026</td><td>2031</td></tr>
<tr><td>MSW</td><td>~~0.300~~</td><td>0.320</td><td>0.343</td><td>0.360</td><td>0.376</td></tr>
<tr><td>C&I</td><td>~~0.710~~</td><td>~~0.736~~
0.542</td><td>~~0.758~~
0.564</td><td>~~0.766~~
0.573</td><td>~~0.773~~
0.583</td></tr>
<tr><td>~~CDE~~</td><td>~~1.005~~
~~0.932~~</td><td>~~1.220~~
~~1.133~~</td><td>~~1.483~~
~~1.379~~</td><td>~~1.483~~
~~1.379~~</td><td>~~1.483~~
~~1.379~~</td></tr>
<tr><td>~~Total~~</td><td>~~2.015~~
~~1.942~~</td><td>~~2.276~~
~~2.189~~</td><td>~~2.584~~
~~2.480~~</td><td>~~2.609~~
~~2.505~~</td><td>~~2.632~~
~~2.528~~</td></tr>
</table>
Source: Supplement to the Oxfordshire Waste Needs Assessment, BPP for OCC ~~2015~~ 2016</td></tr>
<tr><td>MM36</td><td>65</td><td>5.8</td><td>The commercial and industrial waste forecast takes account of economic growth forecasts for Oxfordshire and Defra national forecasts. A ~~high~~ moderate growth rate has been used (as explained in the Supplement to the Waste Needs Assessment 2016), ~~based on a compound annual growth in waste arisings of 0.7% to 2021 and 0.2% thereafter~~. This results in an overall increase in ~~arisings~~ the amount of waste to be managed of approximately 7% from the 2014 baseline figure to the forecast for 2031. ~~some 9% between 2012 and 2031.~~</td></tr>
<tr><td>MM37</td><td>65</td><td>5.9</td><td>Future construction, demolition and excavation waste arisings will be largely governed by the rate of new building work. The national Planning Policy Guidance for waste states that when forecasting future arisings for this waste stream, waste planning authorities should start from the basis that net arisings will remain constant over time as there is likely to be a reduced evidence base on which forward projections can be based*. Following this guidance, it can be taken that a minimum of 1.033</td></tr>
</table>

Ref	Page	Policy/ paragraph	Main Modification
			mtpa of CDE waste will require management in Oxfordshire throughout the plan period to 2031. ~~Forecasts also take account of policy, legislation and standards – all of which are pushing the sector to more sustainable waste management methods. Again, a high growth rate scenario has been used (as explained in the Waste Needs Assessment), but this has been partly checked by pressures to reduce waste. Steady growth in this waste stream is anticipated each year to 2021, based on an assumption that the rate of construction will increase as the economy picks up and house building increases in response to recently assessed demands[35]. An increase of 50% in this type of waste is possible, with waste levels stabilising thereafter.~~ **Insert new footnote:* National Planning Practice Guidance for waste, paragraph 033 (October 2014) *Delete footnote 35:* ~~Oxfordshire Strategic Housing Market Assessment, GL Hearn, March 2014~~
MM38	66	Policy W1 (5.12)	**Policy W1: Oxfordshire waste to be managed** **Provision will be made for waste management facilities to provide capacity that allows Oxfordshire to be net self-sufficient in the management of its principal waste streams – municipal solid waste (or local authority collected waste), commercial and industrial waste, and construction, demolition and excavation waste – over the period to 2031.** **The amounts of ~~these~~ wastes ~~that need to be managed~~ for which waste management capacity needs to be provided is as ~~identified in the most recent Oxfordshire Waste Needs Assessment or update of these amounts in the Oxfordshire Minerals and Waste Annual Monitoring Reports.~~ follows:** **Forecasts of waste for which waste management capacity needs to be provided 2016 – 2031 (million tonnes per annum)**

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td>MM38</td><td>66</td><td>Policy W1 (5.12)</td><td>
<table>
<tr><td><u>Waste Type</u></td><td><u>2016</u></td><td><u>2021</u></td><td><u>2026</u></td><td><u>2031</u></td></tr>
<tr><td><u>Municipal Solid Waste</u></td><td><u>0.32</u></td><td><u>0.34</u></td><td><u>0.36</u></td><td><u>0.38</u></td></tr>
<tr><td><u>Commercial and Industrial Waste</u></td><td><u>0.54</u></td><td><u>0.56</u></td><td><u>0.57</u></td><td><u>0.58</u></td></tr>
</table>
<u>These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring Reports.</u>

Provision ~~of~~ <u>for</u> facilities for hazardous waste, agricultural waste, radioactive waste and waste water/sewage sludge will be in accordance with policies W7, W8, W9 and W10 respectively.
</td></tr>
<tr><td>MM39</td><td>69</td><td>Policy W2 (5.22)</td><td>
Policy W2: Oxfordshire waste management targets

Provision will be made for capacity to manage the principal waste streams in a way that provides for the maximum diversion of waste from landfill, in line with the following targets:

Delete current table and replace with:

<u>Oxfordshire waste management targets 2016 – 2031</u>
<table>
<tr><td rowspan="2"></td><td rowspan="2"></td><td colspan="4"><u>Year</u></td></tr>
<tr><td><u>2016</u></td><td><u>2021</u></td><td><u>2026</u></td><td><u>2031</u></td></tr>
<tr><td><u>MUNICIPAL WAST</u></td><td><u>Composting & food waste treatment</u></td><td><u>29%</u></td><td><u>32%</u></td><td><u>35%</u></td><td><u>35%</u></td></tr>
</table>
</td></tr>
</table>

Ref	Page	Policy/ paragraph	Main Modification					
MM39	69	Policy W2 (5.22)		**Non-hazardous waste recycling**	33%	33%	35%	35%
				Non-hazardous residual waste treatment	30%	30%	25%	25%
				Landfill (these percentages are not targets but are included for completeness)	8%	5%	5%	5%
				Total	100%	100%	100%	100%
			COMMERCIAL & INDUSTRIAL WASTE	**Composting & food waste treatment**	5%	5%	5%	5%
				Non-hazardous waste recycling	55%	60%	65%	65%
				Non-hazardous residual waste treatment	15%	25%	25%	25%

Ref	Page	Policy/ paragraph	Main Modification					
MM39	69	Policy W2 (5.22)		**Landfill (these percentages are not targets but are included for completeness)**	25%	10%	5%	5%
				Total	100%	100%	100%	100%
			CONSTRUCTION,DEMOLITION & EXCAVATION WASTE	***Proportion of Projected Arisings taken to be Inert****	*80%*	*80%*	*80%*	*80%*
				Inert waste recycling (as proportion of inert arisings)	55%	60%	65%	70%
				Permanent deposit of inert waste other than for disposal to landfill (as proportion of inert arisings)**	25%	25%	25%	25%
				Landfill (as proportion of inert arisings) (these percentages are not targets but are included for completeness)	20%	15%	10%	5%

Ref	Page	Policy/ paragraph	Main Modification					
MM39	69	Policy W2 (5.22)		**Total (inert arisings)**	100%	100%	100%	100%
				Proportion of Projected Arisings taken to be Non-Inert*	*20%*	*20%*	*20%*	*20%*
				Composting (as proportion of non-inert arisings)	5%	5%	5%	5%
				Non-hazardous waste recycling (as proportion of non-inert arisings)	55%	60%	65%	65%
				Non-hazardous residual waste treatment (as proportion of non-inert arisings)	15%	25%	25%	25%
				Landfill (as proportion of non-inert arisings) (these percentages are not targets but are included for completeness)	25%	10%	5%	5%

Ref	Page	Policy/ paragraph	Main Modification
MM39	69	Policy W2 (5.22)	<table><tr><td></td><td><u>**Total (non-inert arisings)**</u></td><td><u>100%</u></td><td><u>100%</u></td><td><u>100%</u></td><td><u>100%</u></td></tr></table><u>* It is assumed that 20% of the CDE waste stream comprises non-inert materials (from breakdown in report by BPP Consulting on Construction, Demolition and Excavation Waste in Oxfordshire, February 2014, page 7). The subsequent targets are proportions of the inert or non-inert elements of the CDE waste stream.</u> <u>** This includes the use of inert waste in backfilling of mineral workings & operational development such as noise bund construction and flood defence works.</u> **Proposals for the management of all types of waste should demonstrate that the waste cannot reasonably be managed through a process that is higher up the waste hierarchy than that proposed.**
MM40	69	5.23	Table 5 shows how the forecast tonnages <u>of non-hazardous waste</u> for the principal waste streams in policy W1 should be managed ~~in order that~~ <u>for</u> the waste management targets in policy W2 ~~can~~ <u>to</u> be met. Waste management capacity equivalent to these tonnages needs to be provided if Oxfordshire is to be net self-sufficient in meeting its waste needs (policy W1). <u>The non-hazardous element of the CDE waste stream has been calculated based on the arising value of 1.033 mtpa which is considered to be a minimum. The management capacity required for the inert element of this waste stream is not specified in view of the uncertainty over the baseline value and forecast, and consequent absence of figures for CDE waste in policy W1; and also in recognition of the positive approach in policies W3 and M1 towards provision of additional capacity for recycling of CDE waste, particularly for the production of recycled aggregate, whereby there is no requirement for need to be demonstrated against a specified capacity requirement and, subject to proposals being in accordance with other relevant policies, there is no ceiling set on the level of capacity that may be provided.</u>

Ref	Page	Policy/ paragraph	Main Modification
MM41	70	Table 5	*Delete current Table 5 and replace with:* Table 5: Oxfordshire: estimated non-hazardous waste management capacity required 2016 – 2031 (tonnes per annum)

Projected Capacity Requirement	**MSW**	**C&I**	**CDE (non-inert proportion)**	**Total (tpa)**
			2016	
Composting/ food waste treatment	92,800	27,100	10,300	**130,200**
Non-hazardous waste recycling	105,600	298,100	113,700	**517,400**
Non-hazardous waste residual	96,000	81,300	31,000	**208,300**
			2021	
Composting/ food waste treatment	109,700	28,200	10,300	**148,200**
Non-hazardous waste recycling	113,200	338,100	124,000	**575,300**
Non-hazardous waste residual	102,900	140,900	51,700	**295,500**
			2026	
Composting/ food waste treatment	126,000	28,700	10,300	**165,000**
Non-hazardous waste recycling	126,000	372,500	134,400	**632,900**
Non-hazardous waste residual	90,000	143,300	51,700	**285,000**
			2031	
Composting/ food waste treatment	131,600	29,100	10,300	**171,000**
Non-hazardous waste recycling	131,600	378,600	134,400	**644,600**

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td></td><td></td><td></td><td>
<table>
<tr><td>Non-hazardous waste residual</td><td>94,000</td><td>145,600</td><td>51,700</td><td>291,300</td></tr>
</table>
</td></tr>
<tr><td>MM42</td><td>71</td><td>Table 6</td><td>Table 6: Oxfordshire – capacity available to manage waste at existing facilities ~~2012~~ 2016 – 2031 (tonnes per annum)
<table>
<tr><th>~~Facility type~~ Type of waste management</th><th>~~2012~~</th><th>2016</th><th>2021</th><th>2026</th><th>2031</th></tr>
<tr><td>Non-hazardous waste recycling</td><td>~~600,300~~</td><td>598,900</td><td>429,900</td><td>429,900</td><td>317,800</td></tr>
<tr><td>Composting / food waste treatment</td><td>~~219,600~~</td><td>219,600</td><td>219,600</td><td>214,600</td><td>214,600</td></tr>
<tr><td>Non-hazardous residual waste treatment</td><td>~~300,000~~</td><td>300,000</td><td>300,000</td><td>300,000</td><td>300,000</td></tr>
<tr><td>~~Inert waste recycling~~</td><td>~~1,153,100~~</td><td>~~1,145,100~~</td><td>~~1,105,100~~</td><td>~~889,600~~</td><td>~~889,600~~</td></tr>
</table>
Source: Oxfordshire County Council
~~Municipal and Commercial and Industrial wastes are managed at non-hazardous waste facilities~~
~~Construction, Demolition and Excavation waste is managed at inert waste facilities~~</td></tr>
<tr><td>MM43</td><td>71</td><td>5.25</td><td>Table 7 shows when and for which types of facility a need is expected to arise for additional waste management capacity and the amount required. Shortfalls arise where the capacity provided by existing facilities (table 6) is insufficient to meet the estimated waste management capacity requirement (table 5). ~~Policy W3 provides for these requirements to be monitored and kept up to date in the Minerals and Waste Annual Monitoring Reports.~~ Waste management capacity requirements will be kept under review and updated in the Oxfordshire Minerals and Waste Annual Monitoring Reports.</td></tr>
</table>

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td></td><td></td><td></td><td>These reports will also set out how the waste management capacity requirements are expected to be met, including the capacity that is expected to be provided by:
Permanent and established waste management facilities;
Time-limited waste management facilities;
Sites with planning permission for waste management facilities that have not yet been built;
Sites allocated for waste development in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document; and
Any further sites that may be needed to meet updated capacity requirements identified by monitoring in the Annual Monitoring Reports following adoption of the Site Allocations Document.</td></tr>
<tr><td>MM44</td><td>71</td><td>Table 7</td><td>Delete current Table 7 and replace with:

Table 7: Oxfordshire – Capacity surplus/deficit available to manage the non-hazardous element of the principal waste streams 2016 – 2031 (tonnes per annum)

<table>
<tr><th rowspan="2">Facility Type</th><th rowspan="2"></th><th colspan="4">Target Year</th></tr>
<tr><th>2016</th><th>2021</th><th>2026</th><th>2031</th></tr>
<tr><td>Composting/ food waste treatment</td><td>Capacity surplus or shortfall against target</td><td>+89,400</td><td>+71,400</td><td>+49,600</td><td>+43,600</td></tr>
<tr><td>Non-hazardous waste recycling</td><td>Capacity surplus or shortfall against target</td><td>+81,500</td><td>-145,400</td><td>-203,000</td><td>-326,800</td></tr>
<tr><td>Non-hazardous residual waste treatment</td><td>Capacity surplus or shortfall against target</td><td>+91,700</td><td>+4,500</td><td>+15,000</td><td>+8,700</td></tr>
</table></td></tr>
</table>

Ref	Page	Policy/ paragraph	Main Modification
			Overall Non-Hazardous Waste Diversion Capacity Balance | +262,600 | -69,500 | -138,400 | -274,500 N.B. + denotes a surplus capacity – denotes a shortfall in capacity Source: Oxfordshire County Council
MM45	72	5.28	Facilities for preparation for re-use, ~~transfer,~~ recycling~~,~~ and composting of waste and treatment ~~(~~of food waste~~)~~ help move the management of waste up the waste hierarchy. These types of facilities ~~should~~ are generally ~~be~~ encouraged, particularly having regard to the shortfall in non-hazardous recycling capacity that is expected to arise ~~later in~~ over the plan period. Transfer facilities do not manage waste themselves but can assist the efficient transportation of waste to facilities that do, thereby helping to move the management of waste up the waste hierarchy. Recycling, ~~and~~ composting and food waste treatment facilities may manage some waste from other areas at the same time as providing capacity that helps to meet Oxfordshire's waste management needs.
MM46	72	Policy W3 (5.30)	**Policy W3: Provision for waste management capacity and facilities required** **Provision will be made for the following additional waste management capacity to manage the non-hazardous element of the principal waste streams: ~~through this policy and policies W4, W5 and W6 sufficient to meet the need for management of the principal waste streams identified in policy W1 and the waste management targets in policy W2, including any provision that needs to be made for additional waste management capacity that cannot be met by existing facilities.~~** **Non-hazardous waste recycling:** • **by 2021: at least 145,400 tpa** • **by 2026: at least 203,000 tpa** • **by 2031: at least 326,800 tpa** **~~Waste management capacity requirements will be kept under review and updated in the~~**

Ref	Page	Policy/ paragraph	Main Modification
MM46	72	Policy W3 (5.30)	~~**Oxfordshire Minerals and Waste Annual Monitoring Reports. The Minerals and Waste Annual Monitoring Reports will also set out how the waste management capacity requirements are expected to be met, including the capacity that is expected to be provided by:**~~ ~~• **Permanent and established waste management facilities;**~~ ~~• **Time-limited waste management facilities;**~~ ~~• **Sites with planning permission for waste management facilities that have not yet been built;**~~ ~~• **Sites allocated for waste development in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.**~~ ~~**Account will be taken of any requirements for additional waste management capacity (as identified in Table 7 or the most recent update in the Oxfordshire Minerals and Waste Annual Monitoring Reports) in the consideration of proposals for new waste management facilities for the principal waste streams.**~~ ~~**Proposals for facilities for re-use, transfer and pre-treatment of waste (recycling, composting and treatment of food waste) will normally be permitted. Proposals for the treatment of residual waste will only be permitted if it can be demonstrated that the development would not impede the achievement of the waste management targets in policy W2 and that it would enable waste to be recovered at one of the nearest appropriate installations.**~~ **Specific sites for strategic and non-strategic waste management facilities (other than landfill) to meet the requirements set out in in this policy, or in any update of these requirements in the Oxfordshire Minerals and Waste Annual Monitoring Reports, at locations that are in accordance with policies W4 and W5 and other relevant policies of this Plan and of other development plans will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Other sites which are suitable for strategic and non-strategic waste management facilities and which provide additional capacity for preparation for re-use, recycling or composting of waste or treatment of food waste (including waste transfer facilities that help such provision) at locations that are in accordance with policies W4 and W5 and**

Ref	Page	Policy/ paragraph	Main Modification
MM46	72	Policy W3 (5.30)	**other relevant policies of this Plan and of other development plans will also be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.** **Permission will be granted at allocated sites for the relevant types and sizes of waste management facilities for which they are allocated provided that the requirements of policies C1 – C12 are met.** **Permission will normally be granted for proposals for waste management facilities that provide capacity for preparation for re-use, recycling or composting of waste or treatment of food waste (including waste transfer facilities that help such provision) at other sites that are located in accordance with policies W4 and W5 and that meet the requirements of policies C1 – C12, taking into account the benefits of providing additional capacity for the management of waste at these levels of the waste hierarchy, and unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits. Where permission is granted for such a facility at a time-limited mineral working or landfill site this will normally be subject to the same time limit as that applying to the host facility and the site shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings at the end of its permitted period. Except where a new planning permission is granted for retention of the facility beyond its permitted end date, temporary facility sites shall be restored at the end of their permitted period.** **Proposals for non-hazardous residual waste treatment will only be permitted if it can be demonstrated that the development would not impede the movement of waste up the hierarchy and that it would enable waste to be recovered at one of the nearest appropriate installations, and provided that the proposal is located in accordance with policies W4 and W5 and meets the requirements of policies C1-C12. Account will be taken of any requirements for additional non-hazardous residual waste management capacity that may be identified in the Oxfordshire Minerals and Waste Annual Monitoring Reports in the consideration of proposals for additional non-hazardous residual waste management capacity for the principal waste streams.**

Ref	Page	Policy/ paragraph	Main Modification
MM46	72	Policy W3 (5.30)	**Proposals for disposal by landfill will be determined in accordance with policy W6.**
MM47	74	5.33	Strategic waste management facilities are likely to serve the county as a whole, or at least large parts of it. Banbury, Bicester, Oxford, Abingdon and Didcot (figure 2) are large centres of population linked by A34/M40. Bicester, Oxford and Didcot are expected to experience considerable growth and together with Banbury and Abingdon will account for a very significant portion of the county's waste production. Any strategic waste management facilities should normally be within ~~10~~ 15 kilometres of Oxford City centre (which is approximately equivalent to a zone of 12km from the built up area of Oxford) or 5 kilometres of the specified towns, but avoiding the ~~Oxford Green Belt and~~ North Wessex Downs Area of Outstanding Natural Beauty (see policy ~~policies~~ ~~W5 and~~ C8). Facilities in these locations will be closer to ~~large quantities of~~ waste arisings, thereby avoiding the need for long distance movements by ~~lorry~~ road. They can also benefit from the linkage provided by the A34/M40, which allows for movement of waste by road without directly impacting on local communities. Growth at these towns, particularly the key growth areas of Bicester, Oxford and Didcot, may also bring forward site opportunities for new ~~additional~~ waste management facilities. Locations further from these towns may also be suitable where there is good access to the Oxfordshire lorry route network (policy C10). ~~Whilst Banbury is the second largest town in Oxfordshire, it is not included as a location for strategic waste management facilities because it is located in the north of the county, away from the main concentration of population and development, and it is not one of the key growth areas.~~
MM48	74	5.34	Non-strategic waste management facilities are likely to serve an area equivalent to that of a district and should normally be located close to Oxford City or the larger towns: Abingdon, Bicester, Didcot, Banbury, Witney and Wantage & Grove (figure 2). Growth at these towns, particularly the key growth areas of Bicester, Oxford, Didcot and Wantage & Grove, may bring forward site opportunities for ~~new~~ additional waste management facilities. Non-strategic waste management facilities may also be located at or close to the small towns of Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford. Any non-strategic waste management facilities should normally be within 15 kilometres of Oxford City centre or 5 kilometres of the specified large towns or 2 kilometres of the small towns; but non-strategic facilities are also unlikely to be compatible with the aims of planning in

<table>
<tr><th>Ref</th><th>Page</th><th>Policy/ paragraph</th><th>Main Modification</th></tr>
<tr><td></td><td></td><td></td><td>the Areas of Outstanding Natural Beauty (policy C8). Locations further from the ~~large~~ specified towns may also be suitable where there is good access to the Oxfordshire lorry route network (policy C10) or other benefits can be demonstrated (e.g. providing a local supply of recycled aggregates or making good use of previously developed land). ~~Locations in the Oxford Green Belt should be avoided (see policy W5)~~. ~~Non-strategic facilities are also unlikely to be compatible with the aims of planning in the Areas of Outstanding Natural Beauty (policy C8).~~ The ~~locations~~ locational areas for both strategic and/or non-strategic waste management facilities around Oxford, Abingdon, Didcot and Wantage and Grove exclude the Oxford Meadows, Cothill Fen, Little Wittenham and Hackpen Hill Special Areas of Conservation and a 200 metre dust impact buffer zone adjacent to these SACs. Locations in the Green Belt for both strategic and/or non-strategic waste management facilities will be considered against policy ~~W5~~ C12 in line with the NPPF.</td></tr>
<tr><td>MM49</td><td>75</td><td>5.36</td><td>The ~~hierarchical~~ sequential nature of the spatial strategy is illustrated in Table 9.

Table 9: Locations for different sizes of waste management facilities

<table><tr><td>Town</td><td>Strategic</td><td>Non-strategic</td><td>Small scale</td></tr><tr><td>Abingdon, Bicester, Didcot, Oxford, Banbury</td><td>✓</td><td>✓</td><td>✓</td></tr><tr><td>~~Banbury~~, Witney, Wantage & Grove</td><td>x</td><td>✓</td><td>✓</td></tr><tr><td>Small Towns*</td><td>x</td><td>~~x~~ ✓</td><td>✓</td></tr></table>Source: Oxfordshire County Council
* Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame, Wallingford</td></tr>
<tr><td>MM50</td><td>75</td><td>5.37</td><td>One of the aims of the plan is to achieve a more balanced distribution of waste management capacity across the county in relation to population and consequent waste arisings. Table 10 shows that with</td></tr>
</table>

Ref	Page	Policy/ paragraph	Main Modification
			the exception of Oxford there is a reasonably well balanced distribution in the number of existing waste facilities between the districts, but that the distribution of the waste management capacity these facilities provide is less well balanced. ~~This should be taken into account in making decisions on locations for facilities.~~ The spatial strategy in policy W4 provides opportunity for this imbalance to be addressed, subject to suitable sites for waste management facilities being available. ~~In particular, any opportunities that arise to add to~~ There is a particular need for additional waste management capacity in or close to Oxford ~~should where possible be taken~~, although the constraint of the Green Belt and pressures for other forms of development suggest that Oxford is unlikely to be able to provide the balance of waste management capacity achieved in the other districts.
MM51	76	Policy W4 (5.39)	**Policy W4: Locations for facilities to manage the principal waste streams** **Facilities (other than landfill) to manage the principal waste streams should be located as follows:** **a) Strategic waste management facilities should normally be located in or close to Banbury, Bicester, Oxford, Abingdon and Didcot, as indicated on the ~~Key~~ Waste Key Diagram. Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.** **b) Non-strategic waste management facilities should normally be located in or close to Banbury, Bicester, Oxford, Abingdon and Didcot, ~~and~~ the other large towns (~~Banbury,~~ Witney and Wantage & Grove) and the small towns (Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford), as indicated on the ~~Key~~ Waste Key Diagram. Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.** **c) Elsewhere in Oxfordshire, and particularly in more remote rural areas, facilities should only be small scale, in keeping with their surroundings.**

Ref	Page	Policy/ paragraph	Main Modification
MM51	76	Policy W4 (5.39)	**The locations for strategic and/or non-strategic waste management facilities around Oxford, Abingdon, Didcot and Wantage and Grove exclude the Oxford Meadows, Cothill Fen, Little Wittenham and Hackpen Hill Special Areas of Conservation and a 200 metre dust impact buffer zone adjacent to these SACs.** **As indicated on the Waste Key Diagram, strategic and non-strategic waste management facilities (that comprise major development) should not be located within Areas of Outstanding Natural Beauty except where it can be demonstrated that the 'major developments test' in the NPPF (paragraph 116), and as reflected in policy C8, is met.** ~~**Specific sites for waste management facilities (other than landfill) to meet the requirements set out in Policy W3 will be allocated in accordance with this locational strategy in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. The suitability of any new sites for allocation in the Site Allocations Document will be assessed against the criteria in policies W5 and C1 – C11.**~~
MM52	78	Policy W5 (5.49)	**Policy W5: Siting of waste management facilities** **Priority will be given to siting waste management facilities on land that:** • **is already in waste management or industrial use; or** • **is previously developed, derelict or underused; or** • **is at an active mineral working or landfill site; or** • **involves existing agricultural buildings and their curtilages; or** • **is at a waste water treatment works.** **Waste management facilities may be sited on other land in greenfield locations where this can be shown to be the most suitable and sustainable option.** ~~**Proposals for temporary facilities must provide for the satisfactory removal of the facility and restoration of the site at the end of its temporary period of operation, including at mineral**~~

Ref	Page	Policy/ paragraph	Main Modification
MM52	78	Policy W5 (5.49)	~~**working and landfill sites where the facility shall be removed on or before the cessation of the host activity. Temporary facility sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.**~~ ~~**Waste management facilities will not be permitted on green field land unless this can be shown to be the most suitable and sustainable option for location of the facility.**~~ ~~**Waste management development that is inappropriate in the Green Belt will not be permitted unless there are very special circumstances why it should not be located in the Green Belt. Conditions may be imposed on any permission granted to ensure that the development only serves to meet a need that comprises or forms part of the very special circumstances.**~~ ~~**Proposals for new waste management facilities shall meet the criteria in policies C1 – C11.**~~
MM53	84	Policy W6 (5.65)	**Policy W6: Landfill and other permanent deposit of waste to land** **Non-hazardous waste ~~disposal facilities~~** **Provision for disposal of Oxfordshire's non-hazardous waste will be made at existing non-hazardous landfill facilities which will also provide for the disposal of waste from other areas (including London and Berkshire) as necessary. Further provision for the disposal of non-hazardous waste by means of landfill will not be made.** **Permission may be granted to extend the life of existing non-hazardous landfill sites to allow for the continued disposal of residual non-hazardous waste to meet a recognised need and where this will allow for the satisfactory restoration of the landfill in accordance with a previously approved scheme.** **Permission will be granted for facilities for the management of landfill gas and leachate where required to fulfil a regulatory requirement or to achieve overall environmental benefit,**

Ref	Page	Policy/ paragraph	Main Modification
MM53	84	Policy W6 (5.65)	**including facilities for the recovery of energy from landfill gas. Provision should be made for the removal of the facilities and restoration of the site at the end of the period of management.** **Inert waste ~~disposal facilities~~** **Provision for the permanent deposit to land or disposal to landfill of inert waste which cannot be recycled will be made at existing facilities and in sites that will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Provision will be made for sites with capacity sufficient for Oxfordshire to be net-self-sufficient in the management ~~and disposal~~ of inert waste.** **Priority will be given to the use of inert waste that cannot be recycled as infill material to achieve the satisfactory restoration and after use of active or unrestored quarries. Permission will not otherwise be granted for development that involves the permanent deposit or disposal of inert waste on land unless there would be overall environmental benefit.** **General** **Proposals for landfill sites shall meet the requirements of ~~criteria in~~ policies C1 – ~~C11~~ C12.** **Landfill sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.**
MM54	86	Policy W7 (5.73)	**Policy W7: Management and disposal of hazardous waste** **Permission will be granted for facilities for the management and disposal of hazardous waste where they are designed to manage waste produced in Oxfordshire. Facilities that are likely to serve a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere.**

Ref	Page	Policy/ paragraph	Main Modification
			Proposals for new waste management facilities shall meet the ~~criteria in~~ requirements of policies W4, W5 and C1 – C~~11~~12.
MM55	87	Policy W8 (5.78)	**Policy W8: Management of agricultural waste** **Proposals for the treatment of agricultural waste within a unit of agricultural production will normally be acceptable; and such proposals will be encouraged to provide for the generation of energy from this waste or heat for local use.** **Proposals that are designed to treat agricultural waste in conjunction with other wastes at facilities not located on an agricultural unit will be assessed in accordance with policies W4 and W5.** **Provision for the management of non-organic agricultural waste will be made at facilities designed to manage inert, non-hazardous and hazardous wastes in accordance with policies W3 and W7.** **All proposals shall meet the ~~criteria in~~ requirements of policies C1 – C~~11~~12.**
MM56	91	Policy W9 (5.92)	**Policy W9: Management and disposal of radioactive waste** **Permission will be granted for proposals for the management or disposal of low level radioactive waste where it is demonstrated that a significant contribution could be made to the management or disposal of waste produced in Oxfordshire. Permission will be granted for proposals for management of intermediate level radioactive waste produced in Oxfordshire at the Harwell nuclear licensed site. Permission will be granted for ~~P~~proposals relating to low level radioactive waste or intermediate level radioactive waste that provide for the needs of a**

Ref	Page	Policy/ paragraph	Main Modification
			wider area ~~should demonstrate~~ <u>where it is demonstrated that</u> they would meet a need for waste management that is not adequately provided for elsewhere~~.~~ <u>and are consistent with national strategy for radioactive waste management.</u> **The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will allocate sites to make specific provision for:** • **the treatment and storage of Oxfordshire's intermediate level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its disposal at a national disposal facility;** • **the treatment and storage of low level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its eventual disposal; and** • **the disposal of low level radioactive waste at bespoke facilities at Harwell Oxford Campus or at Culham Science Centre if this is demonstrated to be the most sustainable option for disposal of this waste.** **All proposals shall meet the ~~criteria in~~ <u>requirements of</u> policies C1 – C~~11~~<u>12</u>.**
MM57	93	Policy W10 (5.97)	**Policy W10: Management and disposal of waste water and sewage sludge** **Permission will be granted for proposals for the treatment and disposal of waste water and sewage sludge where they are:** • **in the interests of long term waste water management; or** • **to improve operational efficiency; or** • **to enable planned development to be taken forward.** **Proposals should accord with policies C1 – C~~11~~<u>12</u> and will otherwise only be considered favourably if there is an over-riding need that cannot be met in a more suitable location and provided that any adverse environmental impact is minimised.**

Ref	Page	Policy/ paragraph	Main Modification
MM58	94	5.103	Pending the adoption of the Site Allocations Document the District Councils are requested to consult the County Council (as Waste Planning Authority) on all planning applications for non-waste development that are proposed on a safeguarded site, thereby ensuring that any waste planning issues can be properly taken into account. The District Councils are also requested to consult the County Council on proposals for development close to a safeguarded site to allow consideration to be given to whether it may be incompatible with or prejudicial to current or future waste use of the safeguarded site. The Site Allocations Document will confirm where consultation may not be necessary, but pending the adoption of that document a consultation zone of 250m will be applied to all safeguarded sites except sewage treatment works, where a 400m consultation zone will apply.
MM59	94	Policy W11 (5.105)	**Policy W11: Safeguarding waste management sites** **The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will identify sites that will be safeguarded for waste management use for the duration of their planning permission ~~the plan period~~, comprising:** • **operational waste management sites ~~in waste use and~~ with planning permission ~~allowing the use to continue for the remainder of the plan period~~;** • **sites with planning permission for waste management use which have not yet been brought into operation ~~but where the use or development permitted has not yet been undertaken~~;** • **vacant sites last used for waste management purposes; and** • **sites allocated for waste management development in the Site Allocations Document.** **Pending the adoption of the Site Allocations Document ~~existing and permitted waste management sites(as specified in Appendix 2) are safeguarded for future waste management use~~ the sites safeguarded for waste management use are specified in Appendix 2.** **The list of sites safeguarded for future waste management use will be monitored and kept up to date in the Minerals and Waste Annual Monitoring Report.**

Ref	Page	Policy/ paragraph	Main Modification
MM59	94	Policy W11 (5.105)	**Proposals for development that would directly or indirectly prevent or prejudice the use of a site safeguarded for waste management will not be permitted unless:** • **the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or** • **equivalent waste management capacity can be appropriately and sustainably provided elsewhere; or** • **it can be demonstrated that the site is no longer required for waste management.**
6. CORE POLICIES FOR MINERALS AND WASTE			
MM60	101	6.XX (new paragraph to be inserted after 6.20)	Archaeological remains sometimes exist in waterlogged conditions. In such cases, their preservation relies on them remaining saturated with water. Where waterlogged remains are present, appropriate measures should be taken to afford their preservation.
MM61	101	Policy C4 (6.21)	**Policy C4: Water environment** **Proposals for 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 provision can be made~~; and~~** • **The flow of groundwater at or in the vicinity of the site; and** • **Waterlogged archaeological remains.** **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 from unacceptable adverse impacts.**

Ref	Page	Policy/ paragraph	Main Modification
MM62	104	6.30	Sites on BMV agricultural land should usually be restored to a similar standard. Where a significant area of BMV agricultural land would not be restored after mineral extraction, proposals will need to demonstrate that there is an overriding need for the mineral which cannot reasonably be met on lower grade land, that all options for reinstatement without loss of quality have been considered (for example by infilling with inert materials, low level drainage or engineered landform) and that there is good planning reason to justify the development in that location. ~~Any~~ Other benefits, such as a net gain in biodiversity, that may result from a different form of ~~restoration~~ after-use will also be a relevant consideration. Where restoration would not be to agriculture, provision for the sustainable management and use of soils disturbed during extraction should be demonstrated, such that if required the soils would be in a state capable of supporting agriculture. This should include ~~stripping~~ handling and storage of soils in ways that maintain soil quality and safeguards BMV land so that it retains its long term capability. Where BMV agricultural land is not restored, proposals must show how alternative and beneficial use is to be made of any surplus high quality soils that are not being replaced.
MM63	105	Policy C6 (6.31)	**Policy C6: Agricultural land and soils** **Proposals for minerals and waste development shall demonstrate that they take into account the presence of any best and most versatile agricultural land.** **Significant development leading to the permanent loss of best and most versatile agricultural land will only be permitted where it can be shown that there is a need for the development which cannot reasonably be met using lower grade land and where all options for reinstatement without loss of quality have been considered taking into account other relevant considerations.** **Development proposals should make provision for the management and use of soils in order to maintain agricultural land quality (where appropriate) and soil quality, including making a positive contribution to the long-term conservation of soils in any restoration.**

Ref	Page	Policy/ paragraph	Main Modification
MM64	106	6.35	Oxfordshire also has a large number of sites designated locally for their importance to wildlife or habitat including Local Wildlife Sites, Local Nature Reserves and Sites of Local Importance for Nature Conservation. Development should ~~avoid any adverse effects on~~ ensure that no significant harm would be caused to these areas.
MM65	106	6.35a (new paragraph from second half of 6.35)	In general (other than for SACs), ~~i~~If avoidance of ~~adverse effects~~ significant harm is not feasible, adequate mitigation or as a last resort compensatory measures that will result in the maintenance or enhancement of biodiversity (or geodiversity) should be provided. If the effects cannot be avoided or mitigated or, as a last resort, compensated for, then the development should not be allowed to proceed.
MM66	107	Policy C7 (6.40)	**Policy C7: Biodiversity and geodiversity** **Minerals and waste development should conserve and, where possible, deliver a net gain in biodiversity.** **The highest level of protection will be given to sites and species of international nature conservation importance (e.g. Special Areas of Conservation and European Protected Species) and development that would be likely to adversely affect them will not be permitted.** **In all other cases, ~~D~~development that would result in significant harm will not be permitted unless the harm can be avoided, adequately mitigated or, as a last resort, compensated for to result in a net gain in biodiversity (or geodiversity) ~~or, if the impact cannot be fully mitigated or compensated for, the benefits of the development on that site clearly outweigh the harm~~. In addition:** **(i) Development that would be likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other development) will not be permitted except where the benefits of the development at this site clearly outweigh both the impacts that it is likely to have on the Site of Special Scientific Interest and any broader impacts on the national network of Sites of Special**

Ref	Page	Policy/ paragraph	Main Modification
MM66	107	Policy C7 (6.40)	**Scientific Interest.** **(ii) Development that would result in the loss or deterioration of irreplaceable habitats, including ancient woodland and aged or veteran trees, will not be permitted except where the need for and benefits of the development in that location clearly outweigh the loss.** **(iii) Development shall ensure that no significant harm would be caused to:** **- Local Nature Reserves;** **- Local Wildlife Sites;** **- Local Geology Sites;** **- Sites of Local Importance for Nature Conservation;** **- Protected, priority or notable species and habitats,** **except where the need for and benefits of the development in that location clearly outweigh the harm.** **All proposals for mineral working and landfill shall demonstrate how the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity or geodiversity (including fossil remains and trace fossils), including contributing to the objectives of the Conservation target Areas wherever possible. Satisfactory long-term management arrangements for restored sites shall be clearly set out and included in proposals. These should include a commitment to ecological monitoring and remediation (should habitat creation and/or mitigation prove unsuccessful).**
MM67	108	6.43	Parts of the Cotswolds~~,~~ and North Wessex Downs ~~and Chilterns~~ AONBs are situated close to ~~towns~~ the large towns of Witney, Wantage and Didcot, which are locations where growth is expected and additional waste will be produced, and are included in the towns specified in Policy W4. The small towns of Chipping Norton, Henley, and Wallingford, which are also specified in policy W4 as locations for waste facilities, are situated close to the Cotswolds, Chilterns and North Wessex Downs AONBs respectively. Small scale* waste management facilities for local needs could be acceptable in AONBs

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			where the development would not compromise the objectives of their designation[105]. Policy W4 looks to steer larger scale ~~Any new~~ waste facilities ~~that are required should be located~~ ** to be in or close to ~~these towns and~~ specified towns, but at Witney, Wantage, Didcot, Chipping Norton, Henley, and Wallingford, such facilities will need to be located in a way that does not adversely affect the character or setting of the AONB. Larger scale facilities are unlikely to be acceptable in or close to the AONB. ~~Small scale waste management facilities for local needs could be acceptable where the development would not compromise the objectives of their designation~~. Proposals for development (both minerals and waste) within AONBs should have regard to the relevant AONB Management Plan. **Insert new footnote:* Facilities less than 20,000 tonnes per annum (small-scale facilities in Policy W4) *Footnote 105:* ~~In May 2013 an appeal decision in West Berkshire (APP/W0340/A/12/2188549) found that a proposal for a MRF of 25-30,000tpa capacity would be "out of character with the beauty and tranquillity of the AONB."~~ The Waste Strategy Topic Paper provides information on appeal decisions where waste facilities of this size have been proposed in AONBs. ** *Insert new footnote*: Facilities 20,000 tonnes per annum and over (strategic and non-strategic facilities in Policy W4)
MM68	109	Policy C8 (6.46)	**Policy C8: Landscape** **Proposals for minerals and waste development shall demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. Proposals shall include adequate and appropriate measures to mitigate adverse impacts on landscape, including careful siting, design and landscaping. Where significant adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.**

Ref	Page	Policy/ paragraph	Main Modification
			Great weight will be given to conserving the landscape and scenic beauty of Areas of Outstanding Natural Beauty (AONB) and high priority will be given to the enhancement of their natural beauty. Proposals for minerals and waste development within an AONB or that would significantly affect an AONB shall demonstrate that they take this into account and that they have regard to the relevant AONB Management Plan. Major developments within AONBs will not be permitted except in exceptional circumstances and where it can be demonstrated they are in the public interest, in accordance with the 'major developments test' in the NPPF (paragraph 116). Development within AONBs shall normally only be small-scale, to meet local needs and should be sensitively located and designed. **~~Where adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.~~**
MM69	115	New para-graphs (based on 5.46 – 5.48)	The Oxford Green Belt ~~Most~~ In accordance with the NPPF (paragraphs 87-88), proposals ~~for waste management facilities~~ that constitute inappropriate development are, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. When considering planning applications, substantial weight should be given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. ~~are likely to be inappropriate in the Green Belt. The National Planning Policy Framework requires that substantial weight be given to any harm that is likely to be caused by development in the Green Belt. Development that is harmful to the Green Belt should only be approved in very special circumstances; and where the potential harm to the Green Belt is clearly outweighed by other planning considerations.~~ National Policy (NPPF paragraph 90) is that mineral extraction in the Green Belt is not inappropriate development, provided it preserves the openness of the Green Belt, and does not conflict with the purposes of including land in Green Belt. In the past, planning permissions have been granted for some waste development to take place in the

Ref	Page	Policy/ paragraph	Main Modification
MM69	115	New para-graphs (based on 5.46 – 5.48)	Oxford Green Belt, recognising the difficulty of finding suitable sites in and close to Oxford. ~~Until recently~~ Previous national policy stated that the particular locational needs of some types of waste management facilities, together with the ~~allowed for 'significant weight' to be given to the~~ wider environmental and economic benefits of sustainable waste management are material considerations that should be given significant weight in determining whether proposals should be given planning permission. ~~when considering sites for waste development in the Green Belt. This is no longer the case~~. The National Planning Policy for Waste states that in preparing Local Plans, waste planning authorities should first look for suitable sites and areas outside the Green Belt for waste management facilities that, if located in the Green Belt, would be inappropriate development; and that the particular locational needs of some types of waste management facilities should be recognised in the preparation of Local Plans. ~~does, however, recognise that some types of waste management facilities may still have to be located in the Green Belt due to their particular locational needs.~~ Any proposal for inappropriate development in the Green Belt must make clear why there are very special circumstances for it to be sited there, including why that type of facility needs to be located in the Green Belt. Consideration should be given as to why other locations, ~~in particular areas around Didcot and Bicester (policy W4) that are~~ outside the Oxford Green Belt, do not provide suitable alternatives ~~options~~. If it is demonstrated that there are very special circumstances for development on land in the Green Belt, conditions are likely to be imposed to ensure that the permitted ~~any waste~~ facility only serves to meet a need that has been identified as forming part of the very special circumstances. These considerations apply equally to facilities that are intended to operate for a temporary period.
MM70	115	Policy C12	**Policy C12: Green Belt** **Proposals that constitute inappropriate development in the Green Belt, will not be permitted except in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.**

Ref	Page	Policy/ paragraph	Main Modification
			Conditions may be imposed on any permission granted to ensure that the development only serves to meet a need that comprises or forms an 'other consideration' in the Green Belt balance leading to the demonstration of very special circumstances.
7. IMPLEMENTATION AND MONITORING			
MM71	119	~~7.20~~ 7.21	Observations recorded in the monitoring reports will feed into reviews of the minerals planning strategy. It is intended that the Core Strategy will be reviewed and rolled forward every five years. However, monitoring may indicate a need for review of part or whole of the Core Strategy sooner. For example, if it becomes clear that the provision for minerals supply in the strategy is insufficient or excessive, or that insufficient sites can be allocated or are coming forward as planning applications within the strategic resource areas identified, an earlier review of the Core Strategy may be required. Unless otherwise stated in the monitoring framework, where a trigger is consistently breached for three consecutive years, this would indicate that a review of that policy or part of policy is necessary.
MM72	124	~~7.44~~ 7.45	Observations recorded in the monitoring reports will feed into review of the waste planning strategy. It is intended that the Core Strategy will be reviewed and rolled forward every five years. However, monitoring may indicate a need for review of part or whole or the Core Strategy sooner. For example, if it becomes clear that the provision for additional waste facilities in the Core Strategy is insufficient, or that insufficient sites can be allocated or are coming forward as planning applications within the strategy locations identified, an earlier review of the Core Strategy may be required. Unless otherwise stated in the monitoring framework, where a trigger is consistently breached for three consecutive years, this would indicate that an update of the Waste Needs Assessment is required. Where an up to date Waste Needs Assessment indicates differences to the policy, a review of that policy or part of policy is necessary.
MM73	124	Section 7	*Monitoring framework to be included.* *(See Appendix A)*
MM76	145	Glossary	**Strategic Resource Area** – a broad area of aggregate mineral resources which, based on available geological information, contains potentially workable mineral deposits that, in terms of extent and probable depth of mineral, have the potential to provide new mineral working sites either in the form of

Ref	Page	Policy/ paragraph	Main Modification
			new quarries or large extensions to existing quarries. Strategic resource areas are areas within which potential sites for mineral working will be identified and assessed for possible allocation in the Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document. They are defined by natural boundaries such as roads and rivers and by geological mapping information. They exclude Areas of Outstanding Natural Beauty and Special Areas of Conservation, and buffer zones adjacent to the latter, as well as larger settlements, but other designations and constraints, individual and smaller groups of houses and other more isolated built developments are not excluded. Land allocated or proposed to be allocated for development in adopted or emerging district local plans and neighbourhood plans is also not necessarily excluded. These are all factors to be taken into account in the assessment of site options when the Site Allocations Document is prepared. Strategic resource areas are different from 'Areas of Search'. Areas of search are defined in the National Planning Practice Guidance as "areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply" (Paragraph: 008; Reference ID: 27-008-20140306). Strategic resource areas differ in that permission will normally only be granted for mineral working within them at sites that are allocated in the Site Allocations Document (policy M5). Whilst permission may be granted within a strategic resource area but outside of an allocated site either prior to adoption of the Site Allocations Document or as an exception after adoption of the Site Allocations Document (see policy M5), the main purpose of the strategic resource areas is to define those areas of the county within which sites will be allocated and not areas where planning permission will necessarily be granted.

Appendix A

The following monitoring framework is proposed to be included at the end of Section 7 of the Core Strategy – see MM73.

Monitoring Framework

Minerals Policy							
Policy	**Strategic Objective (Minerals Planning Objectives section 3.4)**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
M1 Recycled and secondary aggregates	i, v	• Permissions granted for recycled and secondary aggregates. • Capacity of recycled and secondary aggregate supply facilities. • Annual production of recycled and secondary aggregate. • Proportion of total aggregate supply from secondary and recycled aggregates. • Sites allocated for secondary and recycled aggregates in	OCC Recycled and secondary aggregate operators	DM decisions Part 2: Site Allocations Document	On-going (annual monitoring)	• To maintain capacity for recycled and secondary aggregate *at least* 0.926 million tonnes per year. • Sites allocated/ permission granted in accordance with policies W4, W5 and C1-C12.	• Processing capacity falling to below target capacity. • Proportion of total aggregate supply from secondary and recycled aggregate changes ±10%. • Sites for secondary and recycled aggregate allocated/permitted not in accordance with policies W4, W5 and C1-C12.

		Part 2: Site Allocations Document.					
M2 Provision for working aggregate minerals	ii, iii	• Permissions granted for working of land-won aggregate minerals. • Permitted reserves for sharp sand and gravel, soft sand and crushed rock. • Production capacity for sharp sand and gravel, soft sand and crushed rock. • Landbanks of permitted reserves for sharp sand and gravel, soft sand and crushed rock. • Annual sales of sharp sand and gravel, soft sand and crushed rock extracted in Oxfordshire.	OCC Aggregate mineral producers	DM decisions	On-going (annual monitoring)	• Production capacity maintained at annual requirement rates. • Landbanks maintained for at least: - 7 years for sharp sand and gravel; - 7 years for soft sand; and - 10 years for crushed rock.	• Production capacity less than annual requirement rate for three consecutive years. • Permitted reserves falling to 10% above landbank target.
M3 Principal locations for working aggregate minerals	ii, iii	• Sites allocated for aggregate minerals. • Production capacity for sharp sand and gravel, soft sand and crushed rock split between western	OCC Mineral industry	Part 2 Site Allocations Document	Adoption of Part 2: Site Allocations Document On-going (annual monitoring)	• All sites allocated for aggregate mineral extraction to be within locations specified. • Production	• One site allocated that does not fall within the locations specified. • Production capacity

		Oxfordshire (West Oxfordshire District and Cherwell District) and southern Oxfordshire (South Oxfordshire and Vale of White Horse.				capacity split 50:50 between western and Southern Oxfordshire by the end of the plan period.	increases proportionally in western Oxfordshire for two consecutive years. • Production capacity in southern Oxfordshire above 60%.
M4 Sites for working aggregate minerals	ii, iii	• Sites allocated for aggregate minerals.	OCC Mineral industry	Part 2 Site Allocations Document	Adoption of Part 2 Site Allocations Document On-going (annual monitoring)	• Sites allocated for aggregate mineral extraction to be in accordance with policy M4. • Sites allocated to meet requirements for provision in Policy M2 (taking into account permissions granted).	• One site allocated that is not in accordance with policy M4. • Allocated sites do not meet requirements for provision in Policy M2 (taking into account permissions granted).
M5 Working of aggregate minerals	ii, iii	• Permissions granted for working aggregate minerals – spatial distribution, quantity of resource. • Permissions granted for borrow pits.	OCC Mineral industry	DM decisions	On-going (annual monitoring)	• Prior to adoption of Site Allocations Document, permissions granted to meet requirements for provision in Policy M2, and in accordance with policies M3, M4 and C1-C12.	• Prior to adoption of Site Allocations Document, one permission granted that is not required to meet provision requirements in Policy M2 and/or not in accordance with policies M3, M4 and C1-C12.

						• Following adoption of Site Allocations Document, permissions granted only where requirements for provision in Policy M2 cannot be met from allocated sites, and in accordance with policies M3 and C1-C12. • Permission only granted in other circumstances where this is required prior to development to prevent sterilisation of resource. • Permission granted for borrow pits to meet the requirements set out in policy. • Working of ironstone only permitted where it	• Following adoption of Site Allocations Document, one application permitted outside allocated sites (unless it is to prevent sterilisation or because the requirement set out in policy M2 cannot be met from within the specific sites identified) and/or not in accordance with policies M3 and C1-C12. • Permission granted for borrow pit/s that do not meet the requirements of policy. • Working of ironstone permitted contrary to policy.

						is in exchange for an agreed revocation of an equivalent existing permission.	
M6 Aggregate rail depots	iii, vii, xii	• Permissions granted for new aggregate rail depots.	OCC Minerals industry District councils	DM decisions	On-going (annual monitoring)	• All permissions granted for new aggregate rail depots to have suitable access to lorry route and meet requirements in policies C1-C12.	• One permission granted for new aggregate rail depot that does not have suitable access to lorry route and/or meet requirements in policies C1-C12.
M7 Non-aggregate mineral working	iv, v	• Permissions granted for non-aggregate mineral working	OCC Mineral industry	DM decisions	On-going (annual monitoring)	• All applications granted planning permission meet relevant policy requirements.	• One application permitted that does not meet relevant policy requirements.
M8 Safeguarding mineral resources	v, xi	• Number and area of applications granted for non-minerals development in mineral consultation areas, which sterilise mineral resources. • Number and area of site allocations made by District Planning Authorities for non-minerals development in mineral consultation areas, which sterilise	OCC District Councils Neighbourhood Development Authorities.	District Site Allocations District DM decisions OCC DM decisions Neighbourhood Plans	On-going (annual monitoring)	• No non-mineral applications permitted with an objection on mineral safeguarding grounds from OCC. • No District site allocations made with an objection from OCC on safeguarding grounds.	• One DC application approved with an objection from OCC on mineral safeguarding grounds. • One application permitted by OCC leading to development which would sterilise mineral resources. • One District site

		mineral resources. • OCC objections to district development on safeguarding mineral resources grounds. • Number of applications consulted on from District to OCC within a Mineral Consultation Area.					allocation made with an objection from OCC on mineral safeguarding grounds.
M9 Safeguarding mineral infrastructure	ii, iii, iv, v, vii, xii	• Number and type of safeguarded mineral infrastructure sites in Oxfordshire. • Number of safeguarded aggregate rail depots in Oxfordshire. • District development which is incompatible with or prejudicial to a safeguarded site. • OCC objections to district development on safeguarding mineral infrastructure grounds.	OCC District Councils Neighbourhood Development Authorities	OCC DM decisions District DM decisions District site allocations Neighbourhood Plans.	On-going (annual monitoring)	• No loss of a safeguarded mineral infrastructure site. • No permissions issued by District which would lead to significant harm or prejudice to a safeguarded site. • No District site allocations made which would sterilise mineral infrastructure. • No decline in the	• One safeguarded mineral infrastructure site lost to other development. • One permission issued which would lead to significant harm or prejudice to a safeguarded site (permitted with an objection from OCC) • One District site allocation made that would sterilise mineral infrastructure with objection from OCC. • Reduction in

						number of safeguarded rail depots	number of safeguarded rail depots in Oxfordshire.
M10 Restoration of mineral workings	v, viii, ix, x	• Number of approved mineral restoration schemes. • Proportion gain of biodiversity in restoration schemes.	OCC Minerals industry Biodiversity partner organisations (including RSPB and BBOWT)	DM decisions	On-going (annual monitoring)	• All restoration plans for minerals applications approved take into account the considerations set out in policy. • All applications approved with restoration leading to a net gain in biodiversity.	• One application approved for which the restoration does not take into account the considerations set out in the policy. • One application permitted including a restoration scheme which does not provide a net gain in biodiversity.

Waste Policy							
Policy	**Strategic Objective (Waste Planning Objectives section 3.7)**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
W1 Oxfordshire waste to be managed	i, ii	• Total amounts of waste managed within Oxfordshire for the specified waste streams. • Waste management capacity in Oxfordshire for the specified waste	OCC Waste management industry	DM decisions	On-going (annual monitoring)	• Oxfordshire's waste management capacity sufficient to meet the amount required in this policy.	• Amount of waste managed within Oxfordshire falls or rises to +/- 20% of the figures set out in the policy, as updated by the Oxfordshire Minerals and Waste

		streams.					Annual Monitoring Reports. • Waste management capacity falls below that required to manage the waste streams set out in the policy, as updated by the annual monitoring reports.
W2 Oxfordshire waste management targets	i, iii	• Quantity of waste managed in Oxfordshire. • Quantity of Oxon Non-haz waste to landfill. • Quantity of Oxon waste to genuine MRF. • Quantity of Oxon waste to EfW. • Quantity of Oxon waste to land recovery and inert landfill. • Recycled/secondary aggregate sales. • Quantity of Oxon waste to composting/AD plants.	OCC Waste management industry Environment Agency	DM decisions	On-going (annual monitoring)	• Targets set out in the policy met.	• Percentage of waste diverted from landfill lower than set out in the policy for three consecutive years.
W3 Provision of waste management capacity and	i, iii	• Total amounts of waste managed within Oxfordshire for the specified waste streams.	OCC Waste management	DM decisions	On-going (annual monitoring)	• Sufficient capacity to meet the additional capacity	• Additional waste management capacity allocated below additional capacity

facilities required		• Waste management capacity in Oxfordshire for the specified waste streams. • Permissions granted for reuse, recycling, composting/food waste treatment and treatment of residual waste.	industry			requirements in this policy. • Permission granted for reuse, recycling, composting/food waste treatment and residual waste treatment in accordance with policies W4, W5 and C1-C12. • Proposals for treatment of residual waste recovered at one of nearest appropriate installations. • Permissions for residual waste treatment not impeding movement of waste up waste hierarchy and in accordance with policies W4, W5 and C1-C12.	requirements in this policy for this waste management stream, as updated by Annual Monitoring Report. • One application permitted for reuse, recycling, composting/food waste treatment and residual waste treatment that does not accord with relevant spatial strategy and policy requirements. • One application for residual waste treatment permitted for which waste will not be recovered at one of the nearest appropriate installations. • Residual waste treatment capacity permitted above additional requirement set out in this policy for this waste management stream, as updated by Annual Monitoring Report or not in accordance with policies W4, W5 and C1-C12.

						• Sites allocated for new facilities in the Part 2 Site Allocations Document allocated in accordance with this policy.	• One site allocated not in accordance with relevant provisions of the policy.
W4 Locations for facilities to manage the principal waste streams	i, iii, iv	• Location of permissions for strategic, non-strategic and small scale waste management facilities/capacity. • Location of sites allocated for strategic and non-strategic waste management facilities/capacity.	OCC Waste management industry	DM decisions Allocation of specific sites in Part 2 Site Allocations Document	Ongoing (annual monitoring) Adoption of Part 2 Site Allocations Document	• Facilities to be permitted/allocated in accordance with the policy criteria (within the areas identified as appropriate for facilities of that scale in the policy or with access to the lorry route network in accordance with Policy C10).	• One planning permission granted/site allocated for a facility which does not accord with the policy criteria (in areas within the areas identified as appropriate for facilities of that scale in the policy or with good access to the lorry route network).
W5 Siting of waste management facilities	i, viii, ix	• Number of approved facilities located on land given priority by the policy. • Number of approved facilities located on green field land. • Number of allocated sites located on land given priority by the policy.	OCC Waste management facility	DM decisions	Ongoing (annual monitoring)	• Facilities permitted/allocated in accordance with requirements of policy.	• One planning permission granted/site allocated in not in accordance with relevant provisions of the policy.

		• Number of allocated sites located on green field land					
W6 Landfill	i, vii	• Number of applications permitted for inert waste landfilling for restoration purposes. • Number of applications permitted for the permanent deposit of waste to land, other than to landfill. • Existing and permitted landfill capacity relative to estimated requirements. • Number of developments permitted that would reduce non-hazardous landfill capacity.	OCC Waste management industry	DM decisions	On-going (annual monitoring)	• Priority given to use of inert waste that cannot be recycled as infill material in quarry restoration – all inert waste disposal permissions at active or unrestored quarries, or where there would be an overall environmental benefit • No additional capacity for inert landfill permitted contrary to policy. • Provision for disposal of Oxfordshire's non-hazardous waste will be made at existing non-hazardous waste facilities.	• Permanent deposit of waste to land, other than to landfill permitted contrary to policy – where there would not be an overall environmental benefit • Inert landfill capacity permitted contrary to policy. • Permission granted for additional non-hazardous landfill capacity.
W7 Management and disposal	ii	• Number, type and capacity of existing and permitted hazardous	OCC	DM decisions	On-going (annual monitoring)	• No reduction in total number of existing and	• Any reduction in total number of existing and permitted hazardous

of hazardous waste		waste facilities in Oxfordshire.				permitted hazardous waste facilities.	waste facilities.
W8 Management of agricultural waste	ii	• Number of applications approved for treatment of agricultural waste within a unit of agricultural production.	OCC	DM decisions	On-going (annual monitoring)	• No applications approved contrary to the policy.	• One application approved contrary to the policy.
W9 Management and disposal of radioactive waste	ii	• Permissions issued for management and disposal of low level and intermediate level radioactive waste. • Specific provision made in Part 2 Site Allocations Document for treatment and storage of low level and intermediate level waste.	OCC	DM Decisions Part 2 Site Allocations Document	On-going (annual monitoring) Adoption of Part 2 Site Allocations Document	•Proposals for treatment or storage of low level radioactive waste to contribute to management or disposal of Oxon waste and meet requirements of C1-C12. •Proposals for management of intermediate radioactive waste to be at Harwell nuclear licensed site and meet requirements of C1-C12. •Proposals meeting the needs of an area wider than Oxfordshire only	• One application approved for low level radioactive waste management that does not significantly contribute to meeting needs of Oxfordshire and wider needs can be adequately provided for elsewhere and/or does not meet requirements of C1-C12. • One application approved for intermediate radioactive waste management that is not at Harwell licensed nuclear site and/or contributes to wider needs that could be adequately provided for elsewhere and/or does not meet requirements of C1-C12.

						where demonstrated the need cannot be adequately provided for elsewhere and meet requirements C1-C12. • Specific provision made in Part 2 Site Allocations in accordance with policy.	• Less than one site allocated in Part 2 Site Allocations document that does not accord with the policy.
W10 Management and disposal of waste water and sewage sludge	ii, ix	• Permissions granted for proposals for the management and disposal of waste water and sewage sludge.	OCC	DM decisions	On-going (annual monitoring)	• Applications granted for the management and disposal of waste water and sewage sludge planning permission is accordance with policy.	• One application permitted contrary to the policy.
W11 Safeguarding waste management sites	i, ii	Decisions resulting in non-waste management uses on sites with permission for • operational waste sites with planning permission, • sites with planning permission for waste use not yet brought into operation. • vacant sites previously used for waste management uses or • sites allocated for waste	OCC District Councils	District DM decisions OCC DM decisions on Regulation 3 and Minerals development	On-going (annual monitoring)	• Refusal of applications with an objection from OCC, or contrary to the policy.	• One application permitted by District with an objection from OCC. • One application permitted by OCC leading to development which would prevent or prejudice the use of a site safeguarded for waste use.

		management in the Site Allocations Document.					

Core Policies							
Policy	**Strategic Objective**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
C1 Sustainable development	Minerals i, viii, xi Waste i, iv , ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C2 Climate change	Minerals vi Waste iii, vi	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C3 Flooding	Minerals vi	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C4 Water environment	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements	One application permitted which does not take into account relevant requirements of the policy.

						of the policy.	
C5 Local environment, amenity and economy	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C6 Agricultural land and soils	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C7 Biodiversity and geodiversity	Minerals viii, ix, x Waste ix,	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C8 Landscape	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C9 Historic environment and archaeology	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account	One application permitted which does not take into account relevant requirements of the policy.

						relevant requirements of the policy.	
C10 Transport	Minerals vii Waste iv,	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy
C11 Rights of way	Minerals viii, ix Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C12 Green Belt	Minerals viii, ix Waste ix	Permissions granted in accordance with policy	OCC	DM decisions	On-going (annual monitoring)		

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OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN

PART 1 – CORE STRATEGY

INCORPORATING MAIN AND ADDITIONAL MODIFICATIONS

July 2017

OXFORDSHIRE COUNTY COUNCIL

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN

PART 1 – CORE STRATEGY

INCORPORATING MAIN AND ADDITIONAL MODIFICATIONS

July 2017

The Council has prepared this composite version of the Core Strategy incorporating both Main Modifications and Additional Modifications. This has been produced as a supporting document, to enable the modifications to be seen within the context of the whole plan. The modifications are expressed either in the conventional form of ~~strikethrough~~ for deletions and <u>underlining</u> for additions of text. Main modifications are distinguished from additional modifications by shading.

Please note that contents and page numbers have not been changed as a result of additions and deletions of text

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1. INTRODUCTION

Introduction

1.1 The County Council is responsible for minerals and waste planning in Oxfordshire and has reviewed the planning policies for mineral working and waste management. The new Oxfordshire Minerals and Waste Local Plan will comprise the following documents: Part 1 – Core Strategy (this document); and Part 2 – Site Allocations (yet to be prepared). These plan documents are described and the programme for their preparation is set out in more detail in the Council's Minerals and Waste Development Scheme[1].

1.2 Closely related to the Plan, the Council has also prepared the Oxfordshire Statement of Community Involvement, which was adopted in 2006. This has now been reviewed and a revised Statement of Community Involvement was adopted by the County Council on 24 March 2015.

1.3 The Minerals and Waste Local Plan: Part 1 – Core Strategy (hereafter called the Core Strategy) provides the planning strategies and policies for the development that will be needed for the supply of minerals and management of waste in Oxfordshire over the period to the end of 2031. It sets out policies to guide minerals and waste development over this plan period and common core policies which address development management issues relevant to both minerals and waste.

1.4 The Minerals and Waste Local Plan: Part 2 – Site Allocations Document (hereafter called the Site Allocations Document) will allocate specific sites for minerals and waste developments within the policy parameters set by the Core Strategy, to provide for the development needs established in the Core Strategy for the period to 2031. It will also include any further development management policies that are necessary in relation to the allocated sites. The Site Allocations Document will be prepared after the Core Strategy.

1.5 Legislation and national planning policy and guidance allows for a separate Core Strategy and Site Allocations Document to be prepared, rather than a single local plan document, where there is a clear justification for doing so. Preparation of separate development plan documents has been progressing since 2006, in accordance with previous legislation and national planning policy. Work has been focussed on the Core Strategy, leaving the Site Allocations Documents to follow. Changing now to a single plan document would add one to two years to the plan preparation process, due largely to the need to identify, assess and consult on site options.

1.6 In view of the age and outdated nature of the Oxfordshire Minerals and Waste Local Plan (adopted July 1996) and the significant delay in the adoption of a new Plan (the Core Strategy) with up to date ~~polices~~ policies that would result

[1] The Oxfordshire Minerals and Waste Development Scheme (~~Sixth~~ Seventh Revision) ~~2014~~ 2016 came into effect ~~on 08 December 2014~~ in February 2016 and is available on the County Council website

from changing to a single plan, there is a clear justification for continuing with the preparation of separate Core Strategy and Site Allocations Documents.

Replacement of existing development plan policies

1.7 The policies in the Core Strategy will, when it is adopted, replace policies in the Oxfordshire Minerals and Waste Local Plan (1996). Appendix 1 sets out a schedule of existing saved development plan ~~polices~~ policies that are replaced by ~~polices~~ policies in the Core Strategy. It also lists existing saved development plan ~~polices~~ policies that will be replaced by ~~polices~~ policies in the Site Allocations Document.

~~Proposed submission document~~ Publication and examination

1.8 ~~This document is the Council's Minerals and Waste Local Plan: Part 1 – 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 and policies to meet the minerals and waste development needs of the County~~. Following a six week consultation period from August – September 2015, the Core Strategy was submitted to the government for independent examination on 30th December 2015.

The examination hearing was held from 20-30 September 2016 and the Inspector's interim report was published in October 2016, which provided conclusions on the amounts of provision that need to be made for mineral working and waste management over the plan period to 2031. The Inspector also concluded that further strategic environmental assessment / sustainability appraisal (SEA/SA) needed to be carried out, in conjunction with the preparation of proposed modifications to the core strategy.

In February 2017 this further SEA/SA work was published along with the Proposed Modifications to the Core Strategy for public consultation. The representations received on the Proposed Modifications and SEA/SA report update were provided to the Inspector for him to consider in preparing his final report.

In June 2017, the Council received the Inspector's final report which recommended main modifications to the plan, and concluded that with these modifications the Core Strategy satisfies legal requirements and meets the criteria for soundness. The Inspector also confirmed that the duty to co-operate has been met in the preparation of the core strategy and that with the additional SEA/SA work carried out by the Council and published with the Proposed Modifications, the plan now meets all legal requirements, including for sustainability appraisal.

1.9 The ~~published and submitted~~ Core Strategy is supported by a Sustainability Appraisal and Strategic Environmental Assessment, Habitats Regulations Assessment Screening Report, Strategic Flood Risk Assessment, Local Aggregate Assessment, Waste Needs Assessment and Consultation

Statement. These documents and other evidence documents ~~will be published with the Core Strategy~~ are available on the Council's website. ~~Other documents that are prepared to support, inform or provide evidence for the Core Strategy, including Topic Papers providing background information on the development of the strategies and policies, will also be published on the Council's website as and when they become available~~.

~~Representations on the proposed submission document~~

1.10 ~~Before submitting this Core Strategy to the Government for examination, the Council is publishing it to allow for representations to be made, in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. The period for making representations is at least 6 weeks from publication.~~

1.11 ~~The procedure for making representations and the date by which any representations must be received by the Council is set out in the statement of the representations procedure published alongside the Core Strategy~~.

1.12 ~~A form is provided for making representations, which respondents are encouraged to use in order that all necessary information is provided. This asks for details of the section of the document to which the representation relates, and how the representation relates to tests of soundness and/or legal compliance. Guidance on these tests is provided.~~

1.13 ~~The Core Strategy and other proposed submission documents, and other related and supporting documents, will be available for viewing and downloading on the County Council website at: https://www.oxfordshire.gov.uk/cms/public-site/minerals-and-waste-policy~~

~~What happens next?~~

1.14 ~~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 Core Strategy 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 in early 2016. The County Council hopes to adopt the Core Strategy later in 2016. The programme for preparing the plan is set out in more detail in the Minerals and Waste Development Scheme[1].~~

2. BACKGROUND

The Oxfordshire area

2.1 Oxfordshire is renowned for its knowledge-based economy and research and development facilities. It is also the most rural county in the South East of England. It has seven Special Areas of Conservation, protected by European legislation; numerous Sites of Special Scientific Interest and other sites of importance for biodiversity and geodiversity; a rich variety of landscapes, with almost a quarter of the land area within an Area of Outstanding Natural Beauty; numerous historic buildings and historic assets; Blenheim Palace World Heritage Site; extensive archaeological assets; and areas of high grade agricultural land, including where sand and gravel is located along the River Thames and its tributaries. An area around Oxford is Green Belt. Figure 1 shows the main protected areas in the county.

2.2 The population of Oxfordshire is currently (2016) approximately ~~666,000~~ 684,000. Over the plan period, significant population growth, new housing, commercial and related development, investment in infrastructure and related traffic growth are expected[2]. This 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 for economic growth and housing.

2.3 The growth of Oxfordshire's knowledge-based economy is linked to and supported by the maintenance and enhancement of its high quality environment. This encourages businesses to choose to locate in the county. A well-functioning natural environment delivers many ecosystem services, which are essential functions that nature gives to people, such as flood mitigation, good water quality, carbon storage, pollinators for crops and leisure opportunities.

2.4 Around 100,000 additional homes could be built in Oxfordshire between 2011 and 2031[3]. 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 for 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] Oxfordshire's population is forecast to grow by a further ~~12%~~ 26% over the period to ~~2026~~ 2031, to approximately ~~748,000~~ 860,000. 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.

[3] Oxfordshire Strategic Housing Market Assessment, GL Hearn (2014), identifies that between 93,560 and 106,560 additional homes are needed in Oxfordshire over the period 2011 – 2031.

2.5 Key locations for development, as shown on figure 2, 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, where there are plans for around 20,000 new homes and 20,000 new jobs;
- Bicester, where further major housing and employment growth is planned, including the North West Bicester Eco-town which will deliver up to 6,000 new homes, and for which a masterplan will provide a long-term vision and framework for integrating growth of the town; and
- Oxford, which remains a world class centre of education, research and innovation.

2.6 Large housing developments (1000+ homes) are also proposed at Banbury, Upper Heyford, Witney and Carterton. Just over half of planned growth in Oxfordshire is in the southern part of the county, with the remainder in the northern part.

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

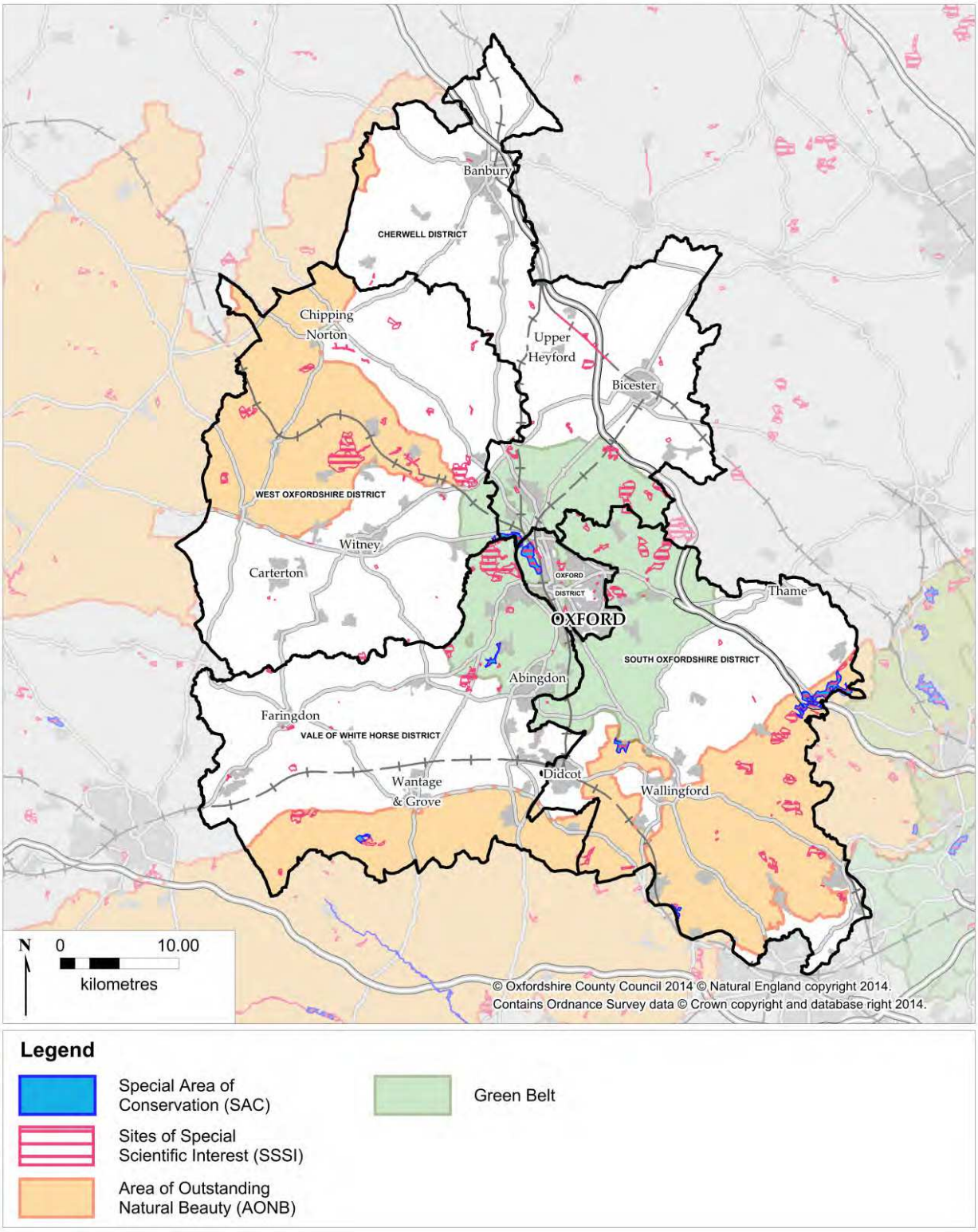
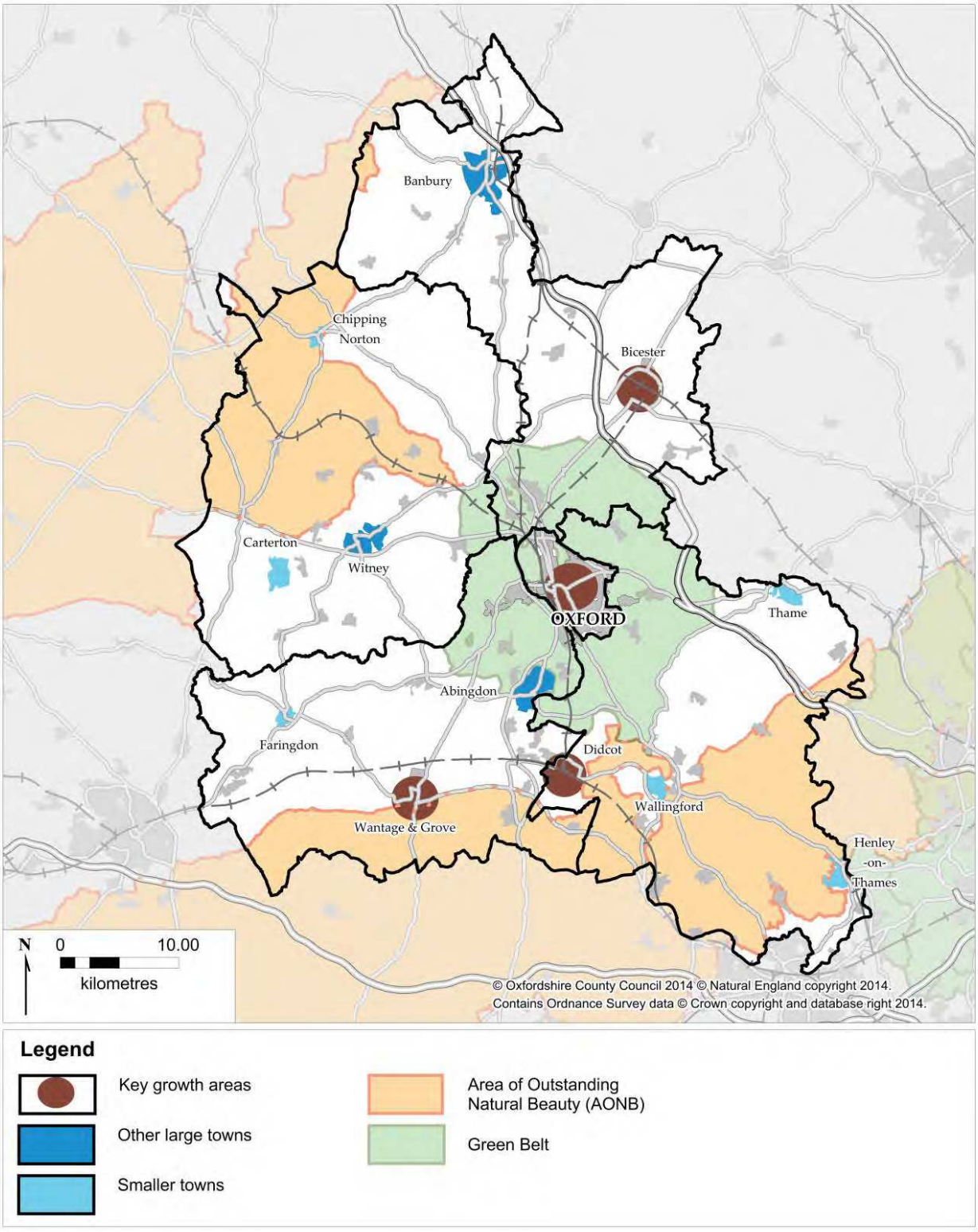


Figure 2: Oxfordshire growth areas, other large towns and smaller towns



Minerals in Oxfordshire

2.7 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, although much of the permitted land is the subject of a prohibition order which means it no longer has permission for mineral extraction. Figures 3 and 4 show the location of aggregate mineral resources; and figure 5 shows the location of active mineral workings and sites with planning permission for mineral working in the county.

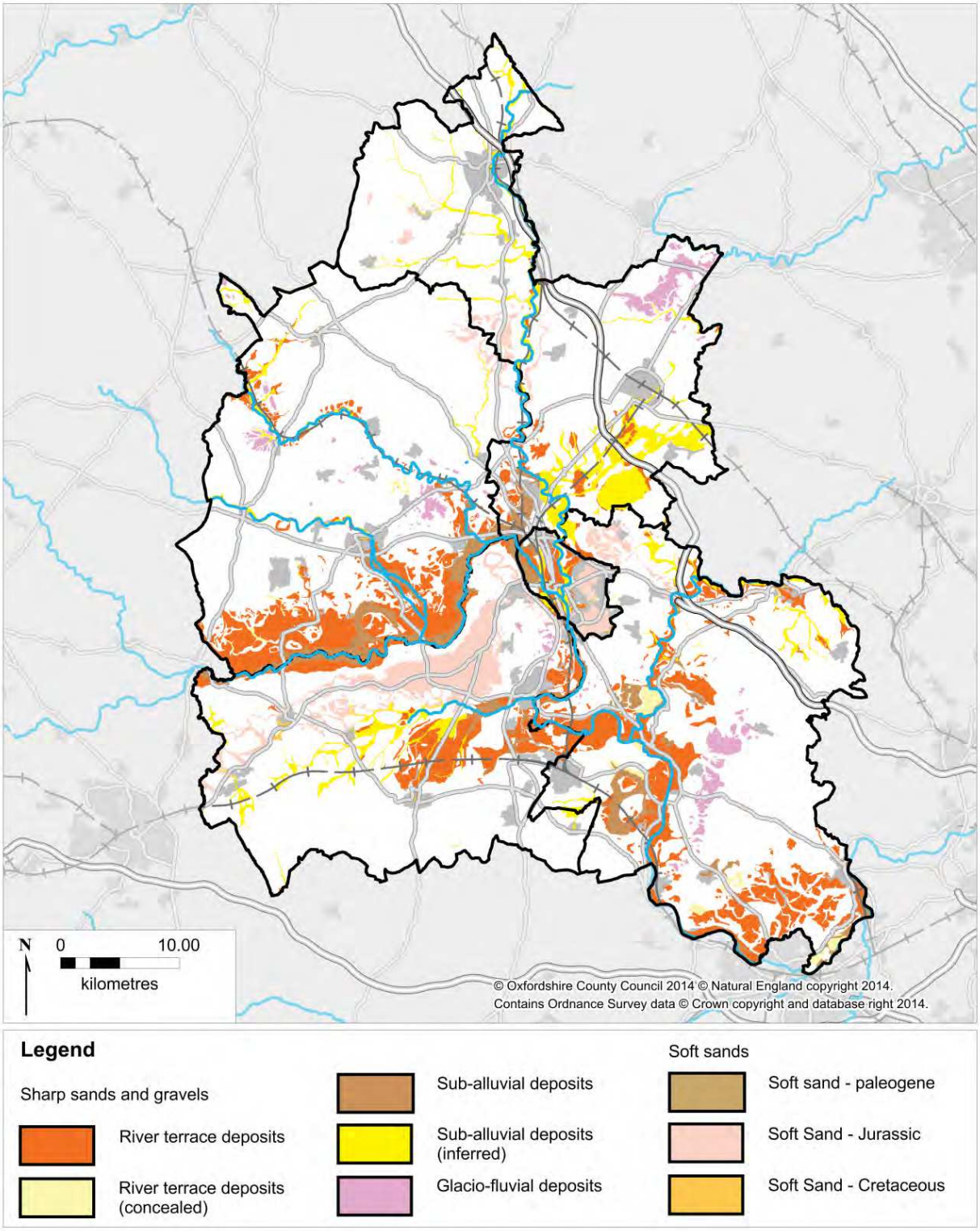
2.8 Annual production of aggregates (sand and gravel and crushed rock) in Oxfordshire ~~has fallen~~ fell over the ten year period 2004 to 2013 from two million tonnes to just over one million tonnes[4]. It increased again, to just under two million tonnes in 2015, comprising 52% sand and gravel and 48% crushed rock. 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.

2.9 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 Somerset and Leicestershire, and road to meet construction needs which cannot be met by local, softer limestone and ironstone.

2.10 Production of aggregates from recycled construction and demolition waste and from secondary materials (including ash from Didcot A power station) is believed to have made an increasingly significant contribution to the overall requirement for aggregates. Didcot A power station closed in March 2013 but the Ardley energy recovery facility became operational in 2014, providing a new source of ash. Locations of recycled aggregate facilities are shown in figure 7 (CDE recycling facilities); the location of the Ardley facility is shown in figure 6.

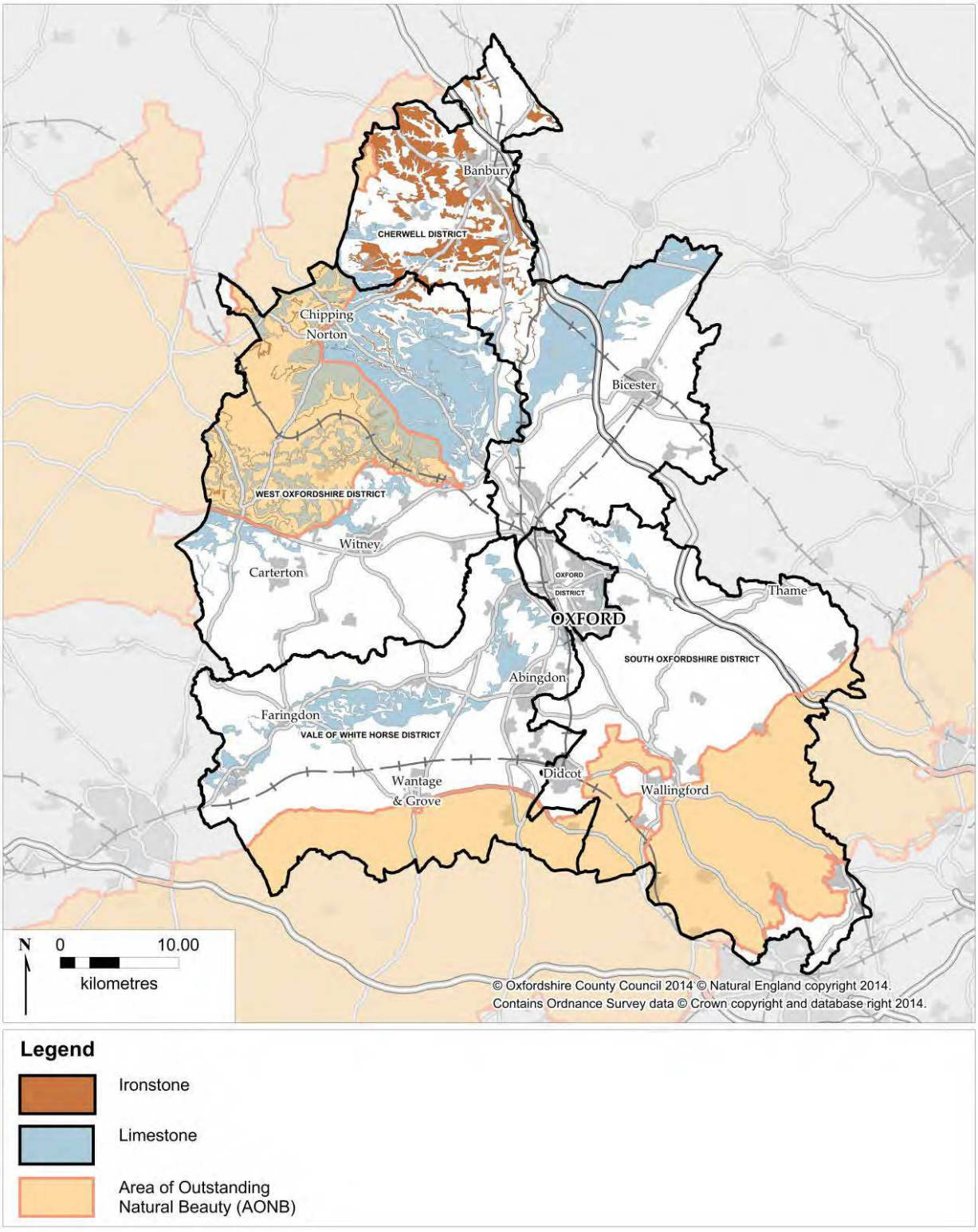
[4] Oxfordshire County Council Local Aggregate Assessment 2014

Figure 3: Sand and gravel resources in Oxfordshire



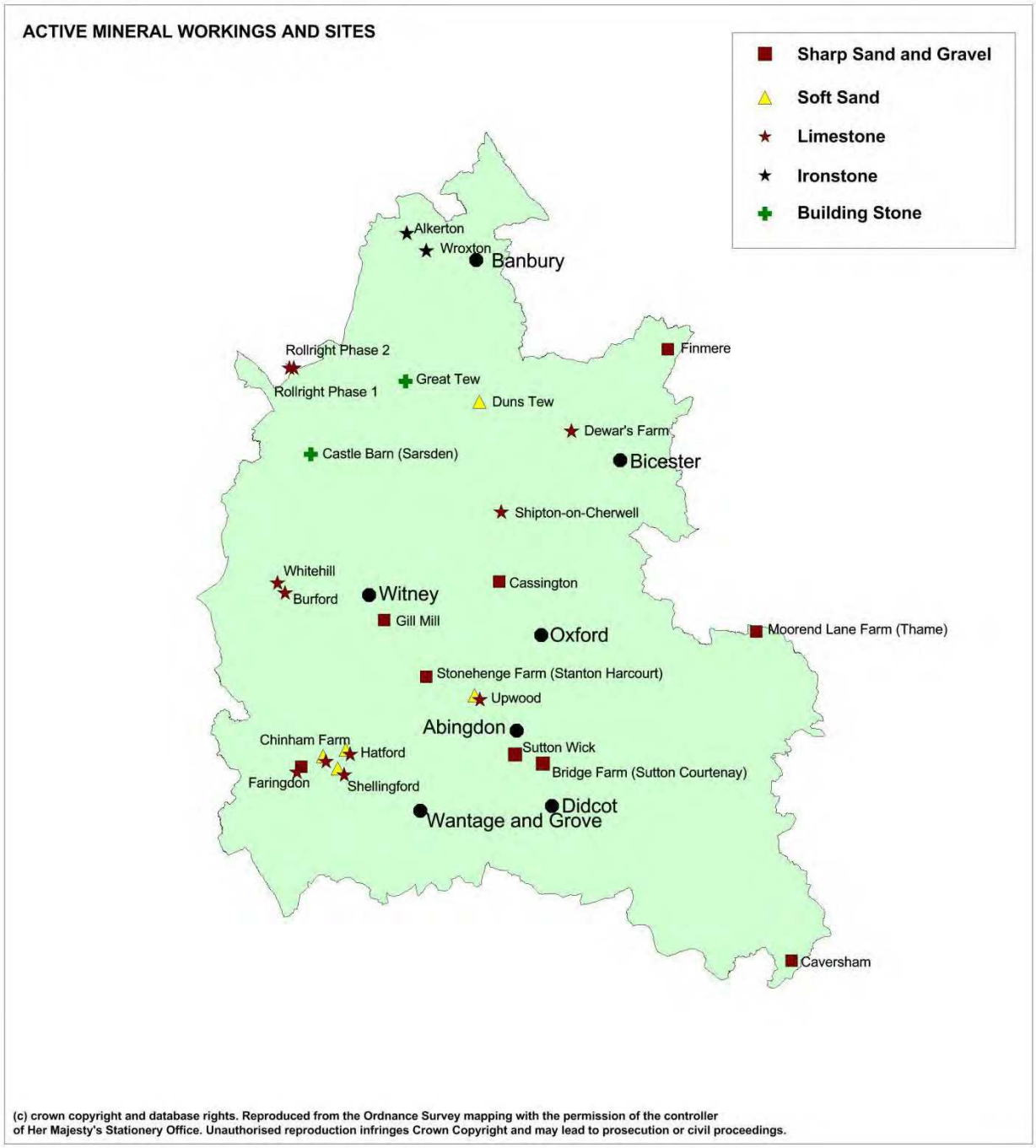
Licence No. 2006/085 British Geological Survey © NERC. All rights reserved

Figure 4: Crushed rock resources in Oxfordshire



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Figure 5: Location of active mineral workings and sites with planning permission.



Waste in Oxfordshire

2.11 ~~Over~~ Nearly million tonnes of waste[5] (excluding agricultural waste) are currently produced annually by Oxfordshire residents, businesses and organisations, mostly comprising:

- Municipal solid waste or local authority collected waste (mainly household waste) (collected, processed and disposed of by the district and county councils) – approximately ~~15~~16%;
- Commercial and industrial waste (produced, processed and disposed of by the private sector) – approximately ~~35~~36%;
- Construction, demolition and excavation waste (produced, processed and disposed of by the private sector) – approximately ~~50~~48%.

2.12 Agricultural waste is also produced in significant quantity, but much of this is managed on site, as is mineral waste. 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; and sewage sludge.

2.13 About 90% of Oxfordshire's waste is dealt with in the county[6]. The main method of dealing with waste has been by disposal at local landfill sites, but waste is now increasingly being diverted from landfill by recycling and treatment. Existing waste facilities and sites with planning permission are shown on figure 6 (municipal and commercial & industrial waste) and figure 7 (construction, demolition and excavation waste).

2.14 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. The amount imported has fallen in recent years. In ~~2013~~ 2015 approximately ~~425,000~~ 413,000 tonnes of waste from other areas was disposed in Oxfordshire landfills, as shown in Table 1, a small amount ~~half~~ of which was inert waste from construction and demolition projects. Sutton Courtenay is the largest receiving landfill site.

Table 1: Waste disposed in Oxfordshire from other areas 2008 – 2013 (tonnes)

Area	2008	2009	2010	2011	2012	2013	2014	2015
Berkshire	218,473	185,139	149,418	108,173	91,751	126,351	254,030	172,350
London	254,457	307,520	580,236	456,312	185,797	178,353	82,306	47,726
Rest of UK	67,628	64,497	65,655	120,965	109,477	118,926	137,472	192,428
Total	540,558	557,156	795,309	685,450	386,955	423,630	473,808	412,504

[5] ~~Oxfordshire Waste Needs Assessment 2015 and Report for Oxfordshire County Council by BPP Consulting 2014~~. Oxfordshire Minerals and Waste Annual Monitoring Report, 2015

[6] Oxfordshire Waste Needs Assessment 2015.

Figure 6: Location of municipal and commercial & industrial waste facilities and sites with planning permission



Figure 7: Location of construction, demolition & excavation waste facilities and sites with planning permission



Policy context

2.15 The draft plan reflects international, national and local policies and plans (regional plans are no longer relevant[7]). Broad areas of policy are outlined below; more specific aspects of planning policy are covered later in the document.

International/European

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

- Bern Convention on the Conservation of European Wildlife and Natural Habitats (1979);
- The United Nations Framework Convention on Climate Change (1992) and Kyoto Protocol (1997);
- European Landscape Convention (2000)
- The World Summit on Sustainable Development and Johannesburg Declaration on Sustainable Development (2002).
- Environment 2010: Our Future, Our Choice (EU Sixth Environment Action Programme)

2.17 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. These include the Waste Framework Directive[8], Management of Waste from Extractive Industries Directive[9], Urban Wastewater Directive[10] and the Landfill Directive[9][11]. Other relevant Directives include the Habitats Directive[10][12], the Strategic Environmental Assessment Directive[11][13], the Air Quality Framework Directive[14], The EU Directive on Ambient Air Quality and Cleaner Air for Europe[15] and the Water Framework Directive [12][16].

[7] The Regional Spatial Strategy for the South East (the South East Plan) was revoked in March 2013.
[8] Directive on Waste (2008/98/EC) (transposed into English law under the Waste (England and Wales) Regulations 2011).
[9] Management of Waste from Extractive Industries Directive (2006/21/EC) (transposed into English law under the Environmental Permitting (England and Wales) Regulations 2010)
[10] Urban Waste Water Directive (91/271/EEC) (transposed into English law under the Urban Wastewater and Treatment (England and Wales) Regulations 1994)
[9][11] Directive on the Landfill of Waste (99/31/EC) (transposed into English law under the Landfill (England &Wales) Regulations 2002)
[10][12] 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).
[11][13] 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).
[14] The Air Quality Framework Directive (96/62/EC)
[15] The EU Directive On Ambient Air Quality and Cleaner Air for Europe (Directive 2008/50/EC) (transposed into English law through the Air Quality (Standards) Regulations 2010)
[12][16] The Water Framework Directive (2000/60/EC) (transposed into UK law under the Water Environment (Water Framework Directive) (England and Wales) Regulations 2003)

National

2.18 The Minerals and Waste Local Plan: Part 1 – Core Strategy is being prepared under the Planning and Compulsory Purchase Act 2004 and the Localism Act 2011. The Localism Act 2011 introduced a specific requirement (the Duty to Cooperate) that local authorities preparing Local Plans engage 'constructively, actively and on an on-going basis' on strategic issues having cross-boundary significance with other authorities and agencies.

2.19 In 2012 the Government replaced the former national planning policy statements with a briefer single document, the National Planning Policy Framework (NPPF). The NPPF includes planning policy for minerals but does not contain specific policy on waste planning; this is separately contained in National Planning Policy for Waste (October 2014). The detailed practice guidance notes that previously supported the former planning policy statements have been replaced by the briefer on-line National Planning Practice Guidance which was introduced from March 2014. Other key publications include UK Post 2010 Biodiversity Framework, 2012 and UK Government Sustainable Development Strategy, March 2005.

2.20 The NPPF includes a presumption in favour of sustainable development, with local planning authorities expected to 'positively seek opportunities to meet the development needs of their area'. Sustainable development is expected to:

- Contribute to building a strong, responsive and competitive economy;
- Support strong, vibrant and healthy communities;
- Contribute to protecting and enhancing the natural, built and historic environment.

2.21 The NPPF recognises minerals as being 'essential to support sustainable economic growth and our quality of life'; and that there needs therefore to be 'a sufficient supply of material to provide the infrastructure, buildings, energy and goods that the country needs'[~~13~~17]. Mineral planning authorities are to plan for 'a steady and adequate supply of aggregates' and industrial minerals. The NPPF also includes policy for on-shore oil and gas development, including unconventional hydrocarbons.

2.22 The Government published ~~a new~~ the national Waste Management Plan for England in December 2013. This sets out the Government's ambition to work towards a more sustainable and efficient approach to resource use and management. It is a high level document which provides an analysis of the current waste management situation in England and evaluates how it will support implementation of the objectives and provisions of the Waste Framework Directive. It sets out the policies that are in place to help move towards a zero waste economy as part of the transition to a more sustainable economy.

[~~13~~17] National Planning Policy Framework, paragraph 142.

2.23 The National Planning Policy for Waste was published in October 2014, replacing Planning Policy Statement 10 'Planning for Sustainable Waste Management', March 2011. It sets out the role that planning plays in delivering the country's waste Government's ambitions for more sustainable waste management, including through:

- Delivering sustainable development and resource efficiency by driving waste management up the waste hierarchy;
- Ensuring waste management is considered alongside other spatial planning concerns;
- Providing a framework in which communities and businesses take more responsibility for their own waste, including enabling waste to be disposed or recovered in line with the proximity principle; and
- Helping to secure re-use, recovery or disposal of waste without endangering human health or harming the environment.

2.24 The waste hierarchy is a key part of European policy in the Waste Framework Directive, and of national policy for the management of waste. In this hierarchy, waste prevention is the most desirable option and disposal is the option of last resort. The waste hierarchy is shown in figure 8.

Figure 8: Waste Hierarchy



2.25 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. This aim is shared by the County Council.

2.26 Landfilling of 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 to increase the recovery of resources from waste. Landfill tax (which applies to all wastes and has been increasing year on year) has been and continues to increase the costs of landfill so that it will no longer be the cheapest means of dealing with waste.

2.27 The Government therefore expects waste planning authorities to prepare plans which identify sufficient opportunities to meet the identified needs of their area for the management of waste. In doing so, they should work collaboratively with other authorities to provide a suitable network of facilities to deliver sustainable waste management, including taking into account waste arising in other waste planning authority areas.

2.28 Communities and businesses are encouraged to take more responsibility for their own waste. This reflects the proximity principle which is set out in the European Waste Framework Directive. Article 16 of this Directive[14~~18~~] requires the establishment of an integrated and adequate network of waste disposal and recovery facilities to enable waste to be disposed or recovered in one of the nearest appropriate installations, ensuring a high level of protection for the environment and public health .

Local

2.29 The Oxfordshire Minerals and Waste Local Plan 2006 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 many of the policies of this Plan have been 'saved'[~~15~~19] and currently form part of the development plan for Oxfordshire pending their replacement by policies in the new Minerals and Waste Local Plan.

2.30 In October 2012 the County Council submitted an Oxfordshire Minerals and Waste Core Strategy to the Secretary of State for examination. This was intended to replace the 2006 Local Plan and had been the subject of widespread stakeholder engagement and public consultation[~~16~~20]. The Inspector appointed to carry out the independent examination of the Core Strategy raised issues over the adequacy of the evidence base in relation to the recently published NPPF and compliance with the new duty to co-operate. In view of this, the examination was suspended in February 2013 and in July 2013 the County Council resolved to withdraw that plan and to prepare a revised Oxfordshire Minerals and Waste Local Plan[~~17~~21].

2.31 The Development Plan for Oxfordshire comprises the City and District Councils' adopted Local Plans, the adopted Minerals and Waste Local Plan and any adopted Neighbourhood Plans. Local plans prepared by the City and District Councils contain policies that are also relevant to minerals and waste planning. The ~~current~~ position with local plans in Oxfordshire at January 2017 is shown in the following table.

[14~~18~~] Directive on Waste (2008/98/EC)
[19] Letter from Government Office for the South East (Housing and Planning Directorate) 25 September 2007.
[20] Work undertaken on and evidence gathered in the preparation of the previous Minerals and Waste Core Strategy, including the outcome of stakeholder engagement and responses to consultations, have been taken into account in the preparation of this ~~draft~~ Minerals and Waste Local Plan: Part 1 – Core Strategy.
[21] Report to County Council meeting 9 July 2013.

District Council	Adopted Plan
Cherwell	Local Plan 2011-2031 (Part 1) (December 2016) Local Plan (1996)* - saved policies
Oxford City	Core Strategy 2026 (March 2011)** Sites and Housing Plan (February 2013) Local Plan 2001-2016 (2006) – saved policies
South Oxfordshire	Core Strategy (December 2012) *** Local Plan 2011 (2006) – saved policies
Vale of White Horse	Local Plan 2031 Part 1 (December 2016) Local Plan 2011 (July 2006) – saved policies
West Oxfordshire	Local Plan 2011 (June 2006) – saved policies

* The non-statutory Cherwell Local Plan 2011 is also relevant to the determination of planning applications.

** ~~A Sites and Housing Development Plan Document and 2~~ Area Action Plans have also been adopted ~~and there are saved policies of the Oxford Local Plan 2001-2016 (2006).~~

*** ~~There are also saved policies of the South Oxfordshire Local Plan 2011 (2006).~~

2.32 The Minerals and Waste Local Plan must take into account and, as far as possible, should be consistent with the plans of other mineral and waste planning authorities which share strategic minerals or waste issues with Oxfordshire (including neighbouring authorities, those which export hard rock to Oxfordshire and those which receive hazardous or radioactive waste from Oxfordshire).

2.33 The County, City and District Councils have worked in partnership with other stakeholders to produce a Sustainable Community Strategy for Oxfordshire – Oxfordshire 2030. This is a partnership plan for improving quality of life in Oxfordshire. It sets out a long-term vision for Oxfordshire's future: 'By 2030 we want Oxfordshire to be recognised for its economic success, outstanding environment and quality of life; to be a place where everyone can realise their potential, contribute to and benefit from economic prosperity and where people are actively involved in their local communities'.

2.34 The strategic objectives of Oxfordshire 2030 include:

- World class economy: To build on Oxfordshire's vibrant economy and make sure that everyone has an opportunity to be included in that success.
- Healthy and thriving communities: To tackle lack of housing and respond effectively to the demographic challenges we face over the next 20 years.
- Environment and climate change: To respond to the challenges of climate change by minimising the effects of flooding, looking after our environment, reducing waste and use of energy to improve the quality of life for all.

Separate Community Strategies for the City and District Councils take their lead from these principles.

2.35 The Oxfordshire Local Enterprise Partnership is responsible for championing and developing the Oxfordshire economy and was launched by the Business Minister in March 2011. ~~It aims to make Oxfordshire a globally competitive, knowledge based, economy open for business and at the heart of UK wide~~

~~economic growth, innovation and private sector job creation. The Business Plan for Growth 2013 looks to focus on three key spatial priorities:~~

- ~~Science Vale UK: build on its existing research infrastructure and the designation of Harwell as the home of the national Satellite Applications 'Catapult';~~
- ~~Bicester: where improved infrastructure and increased land availability is unlocking the potential for significant increases in employment growth;~~
- ~~Oxford: continue to invest in developing the critical infrastructure necessary to realise the full potential of its world-class education, research and innovation.~~

The LEP's vison for Oxfordshire is: "By 2030 we will have strengthened Oxfordshire's position as a vibrant, sustainable, inclusive, world leading economy, driven by innovation, enterprise and research excellence". It's 'place' priorities are to:

- Accelerate the delivery of new homes across the county;
- Ensure housing is accessible and affordable for those already in and wanting to locate to Oxfordshire;
- Deliver flagship gateway developments and projects that deliver growth;

Support Oxfordshire's Flood Management Strategy.

2.36 The LEP works closely with partners and stakeholders, including Oxfordshire's local authorities, in particular through the Oxfordshire Growth Board which is a joint committee of the six Oxfordshire councils together with key strategic partners. The Oxfordshire Local Enterprise Partnership Strategic Economic Plan was published in March 2014 and is closely related to the Oxfordshire and Oxford City Deal that was agreed in January 2014 between the Government, the County and District Councils, the LEP and the two Universities. In January 2015 the LEP secured the Oxfordshire Growth Deal with the Government. An updated Strategic Economic Plan for Oxfordshire was published in December 2016. This sets out four programmes to achieve outcomes that stem from the LEP's vision:

- People – delivering and attracting specialist and flexible skills at all levels, across all sectors, as required by our businesses, filling skills gaps, and seeking to ensure full, inclusive, employment and fulfilling jobs;
- Place – ensuring a strong link between jobs and housing growth, and providing a quality environment that supports and sustains growth; and offering the choice of business premises and homes (including more homes that are genuinely affordable) needed to support sustainable growth whilst capitalising on and valuing our exceptional quality of life, vibrant economy and urban and rural communities;
- Enterprise – emphasising innovation-led growth, underpinned by the strength of Oxfordshire's research, business collaboration and supply chain potential; recognising and reinforcing the significant contribution made by all sectors, in all parts of Oxfordshire and all types of business;

Connectivity – enabling people, goods and services to move more freely, connect more easily; improving broadband and mobile coverage and capacity;

and providing the services, environment and facilities needed by a dynamic, growing and dispersed economy.

2.37 The County Council is both the planning authority for waste development; and the waste disposal authority, with responsibility for the management and disposal of municipal waste, mainly comprising the household waste and some commercial waste collected by the five district councils.

2.38 The County and District Councils work together on municipal waste management. The Oxfordshire Joint Municipal Waste Management Strategy 2013 has been adopted by the six Councils and replaces the previous strategy 'No Time to Waste' that was agreed in 2007. The new strategy provides a framework and policies for the management of municipal waste in the county to 2030. The vision for the future is: 'A society where everyone tries to prevent waste and sees waste materials as a potential resource'.

2.39 The Joint Municipal Waste Management Strategy includes policies:

- to ensure Zero growth or better of municipal waste per person per annum;
- to recycle or compost at least 65% of household waste by 2020 and at least 70% by 2025;
- to minimise waste to landfill and recover energy from non-recyclable waste and seek to landfill no more than 5% of non-recyclable household waste; and
- to work with the Waste Planning Authority to ensure that waste facilities are suitably sized and distributed with the aim of minimising the transport of waste

The strategy document is supported by a Waste Prevention Strategy 2010–2020.

2.40 The Minerals and Waste Local Plan – Core Strategy is separate from the Joint Municipal Waste Management Strategy but should be informed by and consistent with its provisions.

Issues

2.41 The plan needs to make provision for mineral working and supply to meet the needs for Oxfordshire's planned growth and development that is likely to take place over the ~~next 20 years~~ period to 2031 and to maintain the existing built fabric of the county. It also 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.

2.42 Much of the work that was undertaken in preparing the 2012 Minerals and Waste Core Strategy (see paragraph 2.30) is still relevant to the preparation of this new plan. Many of the issues that are addressed by this plan were previously identified in the preparation of and consultation on the earlier (withdrawn) Core Strategy.

Minerals

2.43 National policy[18~~22~~] recognises that minerals are a finite natural resource and can only be worked where they are found. Most mineral workings are located in rural areas, many of which are served 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. The River Thames cuts across the county and the movement of sand and gravel is constrained by the limited number of river crossings, many of which have weight restrictions. One particular consequence of this is that aggregates from sources in West Oxfordshire (e.g. the Lower Windrush Valley) have to be transported longer distances, crossing the river at Oxford, in order to reach markets in the southern part of the county. 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.

2.44 Key issues for minerals planning in Oxfordshire that the Core Strategy needs to address are:

Strategic issues

- The provision that should be made for working primary aggregate minerals (sand and gravel, soft sand and crushed rock) in Oxfordshire to meet the needs of the county for construction materials through the plan period, taking into account the supply of aggregates that may be expected from mineral working in other areas and the contribution that should be made from mineral working in Oxfordshire towards the aggregate supply needs of other areas.

- The approach that should be taken to supply of aggregates from outside Oxfordshire, particularly by rail through aggregate railhead depots.

- The contribution towards meeting overall aggregate supply requirements in Oxfordshire that could be made by secondary and recycled aggregate and how that contribution could be best secured.

- Where the mineral working that will be required in Oxfordshire over the plan period should broadly be located, taking into account existing quarries and permitted working areas, the availability of potentially workable mineral resources and the distribution of demand for aggregate minerals across the county.

Other issues

[18~~22~~] National Planning Policy Framework: paragraph 142.

- How locations for aggregate mineral working should be identified, the amount and types of new mineral working areas that will need to be provided for and the criteria that should be used to identify suitable sites for working.

- The provision that should be made for working non-aggregate minerals in Oxfordshire, including building stone and clay, and where any mineral working that is required should take place.

- The approach that should be taken and the criteria that should be applied in the consideration of proposals for minerals development.

- The approach that should be taken to the restoration and aftercare of mineral workings.

- Which mineral resources and minerals infrastructure in Oxfordshire should be safeguarded from sterilisation by other forms of development and how this should be done.

Waste

2.45 National policy[~~19~~23] puts an emphasis on the need for new waste management facilities, to drive the management of waste up the waste hierarchy and divert waste from landfill. In Oxfordshire a number of new waste management facilities have already been developed across the county. Some existing sites are the subject of temporary planning permissions and further facilities are expected to be needed. Sites already in longer term waste management use are valuable but can be vulnerable to pressures for other forms of development.

2.46 National policy is also for provision to be made for communities to take more responsibility for their own waste, but it can be difficult to find suitable sites for waste management facilities within or close to centres of population. Consequently, many waste facilities are located in rural areas away from the built up areas where most waste is produced. In and around Oxford, the difficulties of finding appropriate sites are further accentuated by the need to consider the protection of the Green Belt.

2.47 Oxfordshire has a considerable amount of landfill space in comparison with most other counties, but increasingly less waste is being disposed in landfills as new waste treatment facilities become operational. The disposal of Oxfordshire's waste by landfill has been significantly reduced by the opening in 2014 of the new Ardley Energy Recovery Facility. The reduction in waste disposal by landfill may lead to proposals for the durations of landfill sites to be extended beyond what was originally intended, with the consequent continuation of any impacts on the local communities that host them; or it may lead to landfill sites being closed without being fully infilled, with restoration at lower levels.

[~~19~~23] National Planning Policy for Waste (October 2014)

2.48 Key issues for waste planning in Oxfordshire that the Core Strategy needs to address are:

Strategic issues

- The types and quantities of waste that are expected to be produced in Oxfordshire over the plan period and the extent to which provision can be made for this waste to be managed or disposed at facilities within Oxfordshire.

- How waste produced in Oxfordshire that cannot be managed or disposed within the county is to be managed or disposed, including consideration of:
  - The types and quantities of waste involved;
  - The reasons why this waste cannot be managed or disposed in Oxfordshire;
  - Options for management or disposal of this waste outside Oxfordshire; and
  - Any barriers to the management or disposal of this waste outside Oxfordshire.

- The extent to which demand for waste produced outside Oxfordshire to be managed or disposed at facilities within the county should be met, including consideration of:
  - The types and quantities of waste involved;
  - The reasons why this waste cannot be managed or disposed in or closer to the area of waste arising;
  - Whether the waste could be managed at existing facilities or whether additional provision would be required;
  - Any barriers there might there be to managing or disposing of the waste.

- Where any new waste management or disposal facilities that will be required in Oxfordshire over the plan period should broadly be located.

Other issues

- How the waste that is produced in Oxfordshire should be managed or disposed.

- The amount of waste management and disposal capacity that will be required to manage and dispose of this waste effectively.

- The extent to which this capacity requirement could be met by existing facilities, and the amount of additional waste management capacity that will otherwise be needed and the types of facilities that will be required.

- The types of sites that should be used for new waste management or disposal facilities and the criteria that should be used to identify suitable sites.

- The approach that should be taken to future landfill provision and how existing landfill facilities should be managed and restored.

- How waste management facilities should be safeguarded against other forms of development.

Habitats Regulations Assessment

2.49 The Habitats Directive requires that planning authorities 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). A Habitats Regulations Assessment screening report has been prepared by the Council to support the Core Strategy This identifies the seven sites and the conservation objectives that apply to each and provides an assessment of the likely impacts on them.

2.50 An earlier version of the screening report (August 2011) 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 (part of the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton) and the soft sand area north and south of the A420, west of Abingdon (part of the Corallian Ridge area between Oxford and Faringdon). The consultants' report (January 2012) forms an addendum (technical supplement) to the screening report. The consultants' report concluded that, with certain safeguards, mineral extraction could take place if required in these areas without being likely to have an effect on the SACs.

2.51 The Habitats Regulations Assessment screening report has been reviewed and updated (August 2015) in the light of responses to consultation on the draft Core Strategy and changes that have been made to it and the passage of time. Natural England has been consulted on the screening report and their comments have been taken into account. The consultants' report (January 2012) continues to be relevant and forms an addendum (technical supplement) to the updated screening report. Changes have been made to the Core Strategy where necessary to take account of conclusions from the assessment, including the consultant's report. The screening report finds that the ~~polices~~ policies and proposals of the Core Strategy are not considered to have a likely significant effect on any Special Area of Conservation.

The proposed modifications to the Core Strategy (February 2017) have been screened. None of the Proposed Major Modifications or Additional Modifications have been found to have any implications for the existing

findings of the Habitats Regulations Assessment. The screening of the proposed modifications is included in the comprehensive sustainability appraisal report update (February 2017) (section 6 and appendix E).

Sustainability Appraisal / Strategic Environmental Assessment

2.52 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, which includes consideration of social and economic as well as environmental factors. A sustainability appraisal scoping report has been prepared following consultation with the Environment Agency, Natural England and English Heritage (now Historic England) and this has been updated to form an appendix to the sustainability appraisal report update (February 2017).

2.53 The Council commissioned consultants to carry out the sustainability appraisal incorporating a strategic environmental assessment of options to assess the potential impacts of minerals and waste development against a range of environmental, economic and social criteria. This appraisal has informed the selection of the strategies for minerals and waste in the Core Strategy and the drafting of policies. The consultants have prepared a sustainability appraisal report on the Core Strategy at each relevant stage in the plan preparation process.

Following receipt of the Inspector's Interim Report (October 2016), further strategic environmental assessment / sustainability appraisal (SEA/SA) was carried out by consultants and a comprehensive new sustainability appraisal report update has been prepared (February 2017) on the Core Strategy including Main Modifications (and additional modifications).

Strategic Flood Risk Assessment

2.54 Local Authorities are expected to prepare a Strategic Flood Risk Assessment to inform the development of strategies and policies in local plans[2024]. A Strategic Flood Risk Assessment assesses the potential risk of flooding to and from development that may take place, and provides mapping of areas at risk of flooding from all potential sources and anticipates the potential impact of climate change. The Strategic Flood Risk Assessment provides the main source of data to apply sequential testing of development options with a view to ensuring that, as far as possible, development takes place in areas at least risk of flooding.

2.55 The Council commissioned consultants to carry out a Level 1 Strategic Flood Risk Assessment in October 2010 to inform preparation of the earlier Minerals and Waste Core Strategy. A review of the Strategic Flood Risk Assessment has been undertaken to take into account new data on flooding and any other relevant changes in circumstances and to reflect changes made to the Core

[2024] National Planning Policy Framework: paragraph 100.

Strategy. The consultants have produced a revised Level 1 Strategic Flood Risk Assessment (August 2015) to support the Core Strategy. This does not identify a need for a Level 2 (more detailed) Strategic Flood Risk Assessment to be undertaken at this stage, as the Core Strategy does not identify specific locations for minerals or waste development, but a further update of the Level 1 Assessment will be needed when the Site Allocations Document is prepared. There may also be a need for Level 2 Assessment when specific sites are considered. The proposed modifications to the Core Strategy do not alter this position.

3. VISION AND OBJECTIVES FOR MINERALS AND WASTE IN OXFORDSHIRE

Introduction

3.1 The vision and objectives of the plan provide the basis for the development of the strategy, policies and proposals for minerals supply and waste management through the period to 2031. The objectives seek to address the issues identified in chapter 2 above, taking into account relevant national and local policies, in particular the need to support Oxfordshire's economy, protect its environment and help develop healthy and thriving communities[~~21~~25].

Minerals Planning Vision

3.2 The growth that is planned for Oxfordshire presents 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 for minerals planning in Oxfordshire in 2031 is that:

a) There will be a sufficient supply of aggregate materials available to meet the development needs of the county with a world class economy, and make an appropriate contribution to wider needs, provided from the following sources (in order of priority):
- secondary and recycled aggregate materials (where practicable);
- locally produced sharp sand and gravel, soft sand, limestone and ironstone; and
- import of materials such as hard crushed rock that are not available locally.

b) Mineral workings and supply facilities will be located and managed to minimise:
- the distance that aggregates need to be transported by road from source to market;
- the use of unsuitable roads, particularly through settlements; and
- other harmful impacts of mineral extraction, processing and transportation on Oxfordshire's communities and natural and historic environment.

c) Restored mineral workings will enhance the quality of Oxfordshire's natural environment and the quality of life for Oxfordshire residents by:
- delivering a net gain in biodiversity, and making a significant contribution to establishing a coherent and resilient ecological network, through the creation of priority habitats at a landscape scale;
- enhancing the green infrastructure within Oxfordshire, providing opportunity for access to the countryside and recreation activity; and
- helping to reduce the risk of flooding and adding to flood storage capacity.

[~~21~~25] Oxfordshire Sustainable Community Strategy Oxfordshire 2030.

Minerals Planning Objectives

3.4 The Oxfordshire Minerals Planning Vision is supported by the following objectives which underpin the minerals strategy and policies in this plan:

i. Facilitate the efficient use of Oxfordshire's mineral resources by encouraging the maximum practical recovery of aggregate from secondary and recycled materials for use in place of primary aggregates.

ii. Make provision for a steady and adequate supply of sharp sand and gravel, soft sand and crushed rock over the plan period to meet the planned economic growth and social needs of Oxfordshire.

iii. Make an appropriate contribution to meeting wider needs for aggregate minerals, having regard to the strategic importance of Oxfordshire's mineral resources, particularly sand and gravel.

iv. Enable a continued local supply of limestone and ironstone for building and walling stone for the maintenance, repair and construction of locally distinctive buildings and structures, and of clay to meet local needs for engineering and restoration material.

v. 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 has regard to existing and planned infrastructure.

vi. Minimise the flood risk associated with minerals development and contribute to climate change mitigation and adaptation, including through restoration schemes which provide habitat creation as a mechanism for addressing climate change adaptation and additional flood storage capacity in the floodplain where possible.

vii. Minimise the transport impact of mineral development on local communities, the environment and climate change by minimising the distance minerals need to be transported by road and encouraging where possible the movement of aggregates by conveyor, pipeline, rail and on Oxfordshire's waterways.

viii. Protect Oxfordshire's communities and natural and historic environments (including important landscapes and ecological, geological and archaeological and other heritage assets) from the harmful impacts of mineral development (including traffic).

ix. Provide benefits to Oxfordshire's natural environment and local communities through the restoration and aftercare of mineral workings at the earliest opportunity, in particular 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,

providing opportunities for local recreation and providing benefit to the local economy.

x. Implement a biodiversity-led restoration strategy that delivers a net gain in biodiversity, and contributes to establishing a coherent and resilient ecological network, through the landscape-scale creation of priority habitat.

xi. Safeguard important known resources of sharp sand and gravel, soft sand, crushed rock and fuller's earth to ensure that those resources are not needlessly sterilised and remain potentially available for future use and are considered in future development decisions.

xii. Safeguard important facilities for the production of secondary and recycled aggregate, railhead sites for the bulk movement of aggregate into Oxfordshire by rail and other infrastructure to support the supply of minerals in Oxfordshire.

Waste Planning Vision

3.5 The growth that is planned for Oxfordshire presents significant 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. The underlying philosophy is to seek to reduce waste generation and to see waste as a resource, through maximizing reuse, recycling and composting and recovery of value from residual waste.

3.6 The vision for waste planning in Oxfordshire in 2031 is that:

a) 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 Oxford and other large towns, particularly the growth areas, and close to main transport links, and with smaller-scale facilities serving more local areas. Facilities will be located and managed to minimise the use of unsuitable roads, particularly through settlements, and other harmful impacts of waste management development on Oxfordshire's communities and natural and historic environment. This network of waste management facilities 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

3.7 The Oxfordshire Waste Planning Vision is supported by the following objectives which underpin the waste strategy and policies in this plan:

i. Make provision for waste management (including residual waste disposal) capacity that allows Oxfordshire to be net self-sufficient in meeting its own needs for municipal solid waste, commercial and industrial waste, and construction, demolition and excavation waste.

ii. Make provision for facilities for the management of agricultural waste, waste water, hazardous waste and radioactive waste produced in Oxfordshire, recognising that specialist facilities for hazardous and radioactive waste often require provision at a sub-national or national level.

iii. Support initiatives that help 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[~~22~~26] as possible; in particular facilities that will enable increased re-use, recycling and composting of waste and the recovery of resources from remaining waste.

iv. Seek to provide for waste to be managed as close as possible to where it arises, and encourage other Waste Planning Authorities ~~areas~~ to become net self-sufficient in meeting their own waste needs, 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.

v. Provide for a broad distribution of waste management facilities to meet local needs across Oxfordshire and make more specific provision for larger facilities that are needed to serve the whole or more substantial parts of the county or a wider area.

vi. Seek to ensure that the waste management facilities required in Oxfordshire are provided as an integral part of the infrastructure of the county and where possible are located to enable local employment and local use of energy (heat and power) recovered from waste.

vii. Seek to maintain opportunity for necessary disposal of residual waste from Oxfordshire and other areas in operational landfill sites.

[~~22~~26] The waste hierarchy is shown in figure 7 at paragraph 2.24.

viii. Avoid the unnecessary loss of green field land when making provision for sites for waste management facilities, giving priority to the re-use of previously developed land.

ix. Protect Oxfordshire's communities and natural and historic environments (including important landscapes and ecological, geological and archaeological and other heritage assets) from the harmful impacts of waste management development (including traffic).

x. Secure the satisfactory restoration of temporary waste management sites, including landfills, where the facility is no longer required or acceptable in that location.

4. MINERALS PLANNING STRATEGY

4.1 This section sets out the County Council's minerals planning strategy and policies for the plan period to 2031. Provision must be made for a steady and adequate supply of aggregate minerals over this period. The Council intends that this will be achieved: firstly by encouraging the increased supply ~~use~~ of ~~secondary and recycled~~ recycled and secondary aggregates; and secondly ~~as well as~~ by making provision ~~identifying areas~~ for the remaining need to be met from ~~mineral~~ working ~~to meet the need for~~ primary aggregates such as sand and gravel and crushed rock.

4.2 The strategy includes a spatial strategy for the delivery of the new mineral workings and other mineral supply facilities that are expected to be needed~~, which is illustrated on the minerals key diagram (Figure 9) at the end of this section,~~ and policies which provide the context for considering future proposals for minerals development. Spatial elements of the strategy, including principal locations for working aggregate minerals (strategic resource areas), mineral safeguarding areas and safeguarded aggregate rail depots, are shown on the Policies Map. It provides a policy framework for the identification of suitable sites in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document and against which planning applications for new mineral workings and other developments will be considered.

4.3 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 to provide amenities for the public.

Recycled and secondary aggregate

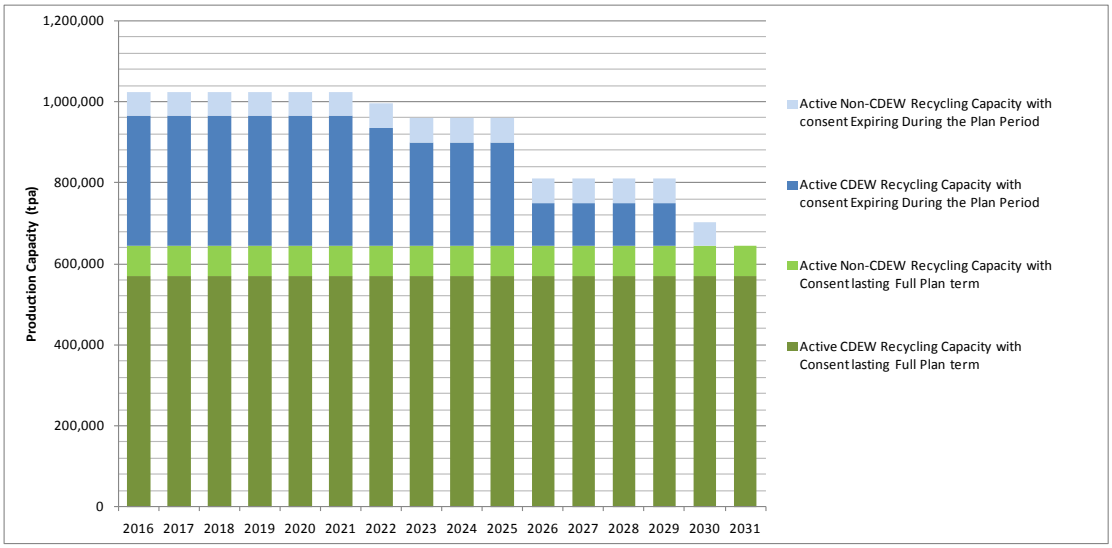
4.4 In line with national policy, the contribution that recycled and secondary material can make to aggregate supply in Oxfordshire should be taken into account before the extraction of primary minerals is considered. Recycled and secondary aggregate in Oxfordshire currently includes:

- Locally derived construction, ~~and~~ demolition and excavation waste;
- Locally derived road planings;
- Spent rail ballast (brought in by rail to a site at Sutton Courtenay);
- Incinerator bottom ash (from Ardley energy recovery facility).

4.5 Oxfordshire has permitted and operational capacity for ~~recycling~~ producing approximately ~~0.9~~ 1.0 million tonnes ~~a year~~ per annum of ~~construction and demolition waste~~ recycled and secondary aggregate (~~much of this~~ some of which is ~~in~~ temporary, ~~sites~~ being located at time-limited quarries and landfill sites). This total comprises capacities of approximately 0.9 million tonnes per annum for producing aggregate from recycling of construction demolition and excavation waste and 0.1 million tonnes per annum for producing secondary aggregate. Didcot A power station ceased to operate during 2013 and ash recycling at Didcot is not included in this figure. The processing of around 75,000 tonnes per annum of incinerator bottom ash from the new energy

recovery facility at Ardley for use as a secondary aggregate commenced in 2015 and is included in the figure. ~~However, these secondary aggregates have different end uses: the power station ash was used for block making whereas incinerator bottom ash is largely used for sub-base in road construction~~. Figure X shows the timeline for consented capacity in Oxfordshire over the plan period, as at August 2016.

Figure 9: Consented capacity for producing recycled and secondary aggregates in Oxfordshire 2016 – 2031 (August 2016).



4.6 The ~~total~~ actual production of recycled and secondary aggregate 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. Surveys of ~~secondary and recycled~~ recycled and secondary aggregate producers in Oxfordshire ~~in~~ between 2012 and ~~2013~~ 2015 indicate a total annual production of around 450,000 tonnes ~~470,000 tonnes are produced each year~~, but it is likely that the overall supply was ~~higher~~ greater than that, as the surveys were not comprehensive.

4.7 National policy is to aim to source mineral supplies indigenously but there may also be opportunities for recycled aggregate or secondary aggregate materials or feedstock to produce these materials to be supplied from outside the county. For example, china clay waste from Cornwall is supplied to London and use of this material as an aggregate in Oxfordshire could become economic in future, although there is no indication of this happening at least in the short term. In the interests of achieving an overall sustainable supply of minerals to Oxfordshire, where such material is sourced from distance it should where practicable be transported by rail rather than by road. This is supported by policy M9 which safeguards existing aggregate import rail depots and policy M6 which provides for the development of additional rail depot capacity.

4.8 The supply of recycled and secondary aggregates in Oxfordshire will be limited largely by the scale of construction and demolition activity within or in

the vicinity of the County and the type and quantity of feedstock material available from that source for recycling. The aggregate materials produced generally vary in quality and cannot meet all specifications; for higher specification applications such as load bearing concrete, use of high quality land-won aggregate is usually the only practicable option.

4.9 ~~The earlier (withdrawn) Minerals and Waste Core Strategy included a policy target for recycled and secondary aggregate facility provision of 0.9 million tonnes per year. That target was from the now revoked South East Plan. It is now more appropriate for policy M1 not to set a specific target, which could be misconstrued as setting a maximum level to be achieved, but rather seek to maximise the contribution to aggregate supply in Oxfordshire from recycled and secondary aggregate sources. Policy M1 is a positive policy to enable facilities to be provided in order to achieve this objective. The production of recycled and secondary aggregate will continue to be monitored to check whether this is being achieved through this policy or whether a different approach needs to be considered.~~

The Council supports the principle of maximising the contribution from recycled and secondary material sources to aggregate supply in Oxfordshire and wishes to encourage opportunities to develop capacity that enables more intensive processing to maximise recycled aggregate production, in line with plan objective 3.4i. Policy M1 is a positive policy to enable facilities to be provided in order to achieve this. This policy sets no target or ceiling for the amount of provision to be made but it includes a minimum level of production and/or supply of recycled and secondary aggregate that is to be enabled throughout the plan period through making provision for facilities. There will be a decrease in capacity to produce recycled and secondary aggregates from existing facilities over the Plan period, as time-limited permissions expire as indicated in Figure X above. Under policy M1, such lost capacity will at least need to be replaced. Sales and capacity for production of recycled and secondary aggregates will continue to be monitored on an annual basis to check whether the Council's objective is being met through this policy or whether a different approach needs to be considered.

4.10 The targets in policy W2 for recycling of construction, demolition and excavation waste (increasing to ~~60% by 2021~~ 70% by 2031) and Policies W1, W3, W4 and W5 on making provision for waste management capacity and the location ~~requirements and provision and siting~~ of facilities will operate in conjunction with policy M1 to enable delivery of facilities for recycled aggregate production, which is expected to form the majority of recycled and secondary aggregate supply in Oxfordshire.

4.11 Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through the allocation ~~identification~~ of sites in the Site Allocations Document, in line with policy M1. ~~policies W3, W4 and W5 on waste management capacity requirements and provision and siting of facilities~~. Facilities that produce recycled aggregate from construction, demolition and excavation waste are also waste management facilities and therefore policy W3 on provision for waste

management capacity and facilities required and policies W4 and W5 on location and siting of waste management facilities are also relevant. Policies M1 and W3 take a consistent approach to making provision for these facilities; and policy M1 requires allocated sites to be in accordance with polices W4 and W5. Additional facilities may be permitted at other sites where the requirements of relevant policies of the Plan, including Policies M1, W4 and W5, are met. Policy ~~W5~~ C12 includes provision for recycling facilities to be located within the Green Belt where very special circumstances ~~have been~~ are demonstrated; and policy C8 allows for small-scale facilities serving local needs to be provided in Areas of Outstanding Natural Beauty. Recycled and secondary aggregate facilities ~~with permanent permission, or with temporary permission extending at least to the end of the plan period,~~ will be safeguarded under policy M9 and/or policy W11 and ~~these~~ safeguarded sites will ~~also~~ be identified and defined in the Site Allocations Document. ~~Restoration of the~~ The sites of time-limited ~~temporary~~ facilities~~, including those located at quarries and landfill sites, will be required~~ should be restored in line with policy M10 when the facility is removed, in accordance with any restoration requirements in the planning permission.

4.12 **Policy M1: Recycled and secondary aggregate**

So far as is practicable, ~~the need for~~ aggregate mineral supply to meet demand in Oxfordshire should be ~~met~~ from recycled and secondary aggregate materials in preference to primary aggregates, in order to minimise the need to work primary aggregates.

~~**The production and supply of recycled and secondary aggregate will be encouraged, in particular through:**~~

- ~~**recycling of construction, demolition and excavation waste;**~~
- ~~**recycling of road planings;**~~
- ~~**recycling of rail ballast;**~~
- ~~**recovery of ash from combustion processes; and**~~
- ~~**where available, the supply of secondary aggregates from sources outside Oxfordshire;.**~~

~~**to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.**~~

The production and supply of recycled and secondary aggregate, including that which improves waste separation and the range or quality of end products, will be encouraged so as to enable the maximum delivery of recycled and secondary aggregate within Oxfordshire. Where practicable, the transport of recycled and secondary aggregate materials (both feedstock and processed materials) from locations remote from ~~sources distant to~~ Oxfordshire should be by rail.

~~**Permission will be granted for facilities for the production and/or supply of recycled and secondary aggregate, including temporary recycled aggregate facilities at aggregate quarries and inert waste landfill sites, at locations that meet the criteria in polices W4, W5 and C1 – C11.**~~

~~**Proposals for temporary facilities shall provide for the satisfactory removal of the facility. At mineral working and landfill sites the facility shall be removed when or before the host activity ceases. Temporary facility sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.**~~

~~**Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.**~~

~~**Sites proposed or safeguarded for the production and/or supply of recycled and secondary aggregate will be identified in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document.**~~

Provision will be made for facilities to enable the production and/or supply of a minimum of 0.926 million tonnes of recycled and secondary aggregates per annum.

Sites which are suitable for facilities for the production and/or supply of recycled and secondary aggregates at locations that are in accordance with policies W4 and W5 and other relevant policies of this Plan and of other development plans will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Permission will be granted for such facilities at these allocated sites provided that the requirements of policies C1 – C12 are met.

Permission will normally be granted for recycled and secondary aggregate facilities at other sites, including for temporary recycled aggregate facilities at aggregate quarries and landfill sites, that are located in accordance with policies W4 and W5 and that meet the requirements of policies C1 – C12, taking into account the benefits of providing additional recycled and secondary aggregate capacity and unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits. Where permission is granted for such a facility at a time-limited mineral working or landfill site this will normally be subject to the same time limit as that applying to the host facility and the site shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings at the end of its permitted period. Except where a new planning permission is granted for retention of the facility beyond its permitted end date, temporary facility sites shall be restored at the end of their permitted period.

Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded under Policy M9 and/or W11 and safeguarded sites will be defined in the Site Allocations Document.

Provision for working aggregate minerals

4.13 The National Planning Policy Framework requires mineral planning authorities to prepare an annual Local Aggregate Assessment based on a rolling average

of 10 years sales data and other relevant local information, and an assessment of all supply options (including recycled and secondary aggregate sources). The plan must make provision for the aggregate supply requirements identified in the Local Aggregate Assessment.

4.14 The County Council's Oxfordshire Local Aggregate Assessment 2014 sets the following requirements for provision for land-won aggregate supply:

- Sharp sand and gravel – 1.015 million tonnes a year;
- Soft sand – 0.189 million tonnes a year;
- Total sand and gravel – 1.204 million tonnes a year;
- Crushed rock – 0.584 million tonnes a year.

~~These figures will be revised on an annual basis through the annual Local Aggregate Assessment and will be superseded by the figures in the most recent Local Aggregate Assessment.~~

4.15 Due to particular factors in Oxfordshire, as identified in the Local Aggregate Assessment 2014, for sharp sand and gravel and crushed rock these figures are higher than the 10 year average (2004 – 2013) of sales from Oxfordshire's quarries. In the case of soft sand the 10 year sales average (2003 – 2012) has been used. These figures are higher than the levels of sales in 2013 and in the case of sharp sand and gravel are higher than sales in 2014 and 2015. They provide ~~significant~~ headroom to accommodate possible changes in local circumstances such as an increase in economic activity and consequent demand for aggregates. Oxfordshire has been a net importer of sharp sand and gravel in recent years but these levels of provision will allow local production to increase again such that Oxfordshire meets its own needs for sharp sand and gravel, with flexibility for appropriate cross-boundary movements of aggregates. These provision figures will also allow Oxfordshire to continue to be a net exporter of soft sand, which is a less common ~~widely distributed~~ mineral.

4.16 The crushed rock produced in Oxfordshire is generally of relatively low quality with limited end uses. Hard crushed rock is not available locally (apart from a small resource of harder limestone at Hatford) and will continue to be imported from elsewhere (particularly Somerset, South Gloucestershire and Leicestershire) to meet needs that require this type of aggregate. However Oxfordshire is one of the few places in the South East of England where there are resources of rock, and provision figures will enable the county to continue to make an appropriate contribution towards local and wider requirements for crushed rock. Where practicable, transport of crushed rock should be by rail.

4.17 National policy and guidance requires provision to be made for the maintenance of landbanks of reserves with planning permission of at least 7 years for sand and gravel and at least 10 years for crushed rock, based on the latest Local Aggregate Assessment. Policy M2 provides for this. 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.

4.18 ~~The Local Aggregate Assessment is to be reviewed annually and the provision figures are likely to change as the 10 year sales average period moves forward and other relevant local information changes.~~ Regular monitoring of aggregates supply and demand in Oxfordshire will be carried out through the plan period and will be recorded in the Minerals and Waste Annual Monitoring Reports and used in the annual reviews of the Local Aggregate Assessment.

4.19 ~~The current~~ Based on the Local Aggregate Assessment 2014 annual provision figures, the total requirements over the plan period 2014 to 2031 are:

- Sharp sand and gravel – 18.270 million tonnes (1.015 x 18);
- Soft sand – 3.402 million tonnes (0.189 x 18); and
- Crushed rock – 10.512 million tonnes (0.584 x 18).

The Plan needs to make provision to enable the supply of these quantities of primary aggregate minerals from land won sources in Oxfordshire over the plan period. This is set out in policy M2. Taking into account actual sales in 2014 and 2015, permitted reserves remaining at the end of 2015 (excluding reserves that are not expected to be worked during the plan period[27]) and permissions granted in 2016[28], ~~indicate~~ the ~~following~~ additional requirements for which provision needs to be made over the plan period ~~(2014 to 2031), taking into account existing planning permissions~~ are approximately:

- Sharp sand and gravel – ~~8.866~~ 5.0 million tonnes;
- Soft sand – ~~1.238~~ 1.3 million tonnes; and
- Crushed rock – no additional requirement.

~~If 'reserves' subject to a resolution to grant permission are also taken into account, the additional requirement for sharp sand and gravel is reduced to approximately 5.4 million tonnes. Table 2 shows how these requirements are calculated.~~ This is the position as at the end of 2016 but these additional requirements may change over time, as actual sales and remaining permitted reserves figures for further years become available, and if further planning permissions are granted. The additional requirements for each aggregate mineral type, for which provision needs to be made, will therefore be recalculated when the Site Allocations Document is prepared.

4.20 ~~This is the current position but this~~ The requirement for aggregate mineral working in the county may change over the plan period if the levels of annual provision change as the Local Aggregate Assessment is reviewed annually. Such changes are likely to be relatively small from one year to another but may add up to more substantial change over a period of years. The strategy

[27] The planning application for an extension to Gill Mill Quarry submitted in 2013 and permitted in 2015 is for the working of a total of 7.8 million tonnes of sharp sand and gravel (including 2.8 million tonnes previously permitted and 5.0 million tonnes in the extension area). Information in the application indicates this will be worked over 22 years from 2013, giving an average rate of working of approximately 0.35 million tonnes per annum. Mineral working at Gill Mill Quarry is therefore expected to extend beyond the end of the plan period (2031); of the total of 7.8 million tonnes, it is estimated approximately 6.65 million tonnes will be worked within the plan period and approximately 1.15 million tonnes will remain to be worked after 2031.

[28] Permissions granted in 2016 comprise:
Sharp sand and gravel:
Sutton Wick Quarry – extension (0.35 million tonnes) – permission granted 18 March 2016);
Bridge Farm, Sutton Courtenay Quarry – deeper working (0.165 million tonnes) – permission granted 17 May 2016.

for mineral working therefore ~~needs to have sufficient~~ includes flexibility to allow for changes in demand for locally supplied aggregates; policy M2 requires landbanks to be maintained in accordance with the most recent Local Aggregate Assessment and taking into account the need to maintain sufficient productive capacity; and policy M5 provides for permission to be granted where the need for aggregate supply cannot be met from allocated sites. ~~Policy M2 therefore does not include the figures from the current Local Aggregate Assessment but instead makes a policy commitment to meeting the requirements in the most recent Local Aggregate Assessment.~~ Provision to meet the~~se~~ requirements in policy M2 will be made through the ~~locations for mineral working identified in policy M3 and the~~ allocation of specific sites for mineral working in the Site Allocations Document under ~~policy~~ policies M3 and M4, taking into account the need for appropriate flexibility to enable the plan to be delivered.

Table 2: Aggregate provision required over plan period 2014 – 2031

	Sharp Sand & Gravel (million tonnes)	Soft Sand (million tonnes)	Crushed Rock (million tonnes)
A. Annual Provision (from LAA)	1.015	0.189	0.584
B. Requirement 2014 – 2031 (A x 18 years)	18.270	3.402	10.512
C. Permitted Reserves at end 2013	6.619	2.164	10.819
D. Permissions granted or confirmed since end 2013	7.785	0	0
E. Total permitted reserves (C + D)	14.404	2.164	10.819
F Estimated permitted reserves available to be worked during plan period	12.904	2.164	10.819
G. Remaining requirement to be provided for in Plan (B – F)	5.366	1.238	0

Notes:

1. Permissions since 2013 in row D comprise extension to Caversham Quarry (1.86 million tonnes) – permission granted 20 August 2014; extension to Gill Mill Quarry, Ducklington (5.0 million tonnes) – permission granted 15 June 2015; and previously dormant reserves at Thrupp Farm, Radley (0.925 million tonnes) – confirmed as permitted reserves through the review of mineral permissions (ROMP) procedure.

2. The total additional permitted reserve in the extension to Gill Mill Quarry is 5.0 million tonnes of sharp sand & gravel but it is estimated that at the proposed average working rate (0.325 million tonnes per annum) and taking into account existing permitted reserves remaining to be worked at the quarry only approximately 3.5 million tonnes of this would be worked within the plan period to the end of 2031. This reduces the permitted reserves of sharp sand and gravel available to be worked during the plan period from 14.404 million tonnes to an estimated 12.904 million tonnes (row F).

4.21 **Policy M2: Provision for working aggregate minerals**

Provision will be made through policies M3 and M4 to enable the supply of: ~~aggregate minerals~~

- **sharp sand and gravel - 1.015 mtpa giving a total provision requirement of 18.270 million tonnes**
- **soft sand - 0.189 mtpa giving a total provision requirement of 3.402 million tonnes**
- **crushed rock - 0.584 mtpa giving a total provision requirement of 10.512 million tonnes**

from land-won sources within Oxfordshire ~~to meet the requirement identified in the most recent Local Aggregate Assessment throughout~~ for the period ~~to the end of~~ 2014 – 2031 inclusive.

Permission will be granted for aggregate mineral working under policy M5 to enable separate landbanks of reserves with planning permission to be maintained for the extraction of minerals of:

- **at least 7 years for sharp sand and gravel;**
- **at least 7 years for soft sand;**
- **at least 10 years for crushed rock;**

in accordance with the annual requirement rates in the most recent Local Aggregate Assessment, taking into account the need to maintain sufficient productive capacity to enable these rates to be realised.

Locations for working aggregate minerals

4.22 Minerals can only be extracted where they exist in the ground. The identification of locations where extraction is likely to be able to take place acceptably provides greater certainty of where mineral working will take place and where it will not take place. Policy M3 identifies the broad locations – strategic resource areas – within which it is proposed that future working for sharp sand and gravel, soft sand and crushed rock should take place. The strategic resource areas are ~~indicated on the Minerals Key Diagram~~ shown on the Policies Map. The term 'Strategic Resource Area' is defined in the Glossary, which explains that these areas differ from 'Areas of Search'.

4.23 Within these strategic resource areas, sites for working will be allocated in the Site Allocations Document, taking into account all the other relevant ~~polices~~ policies of the Core Strategy.

4.24 The strategic resource areas have been ~~broadly~~ drawn based on available geological information broadly to encompass ~~the~~ areas of potentially workable mineral deposits ~~within each area~~ which, in terms of extent and probable depth of mineral, have the potential to provide new mineral working sites either in the form of new quarries or large extensions to existing quarries. Areas of mineral deposits that are limited in extent or depth and are unlikely to have potential for new mineral working sites other than small extensions to existing quarries have not been included in the strategic resource areas. The strategic resource areas include most of Oxfordshire's existing aggregate

quarries (excluding ironstone quarries and quarries within Areas of Outstanding Natural Beauty and buffer zones to Special Areas of Conservation) but the existing quarries at Finmere (sharp sand and gravel) and Shipton-on-Cherwell (limestone), which have limited areas of mineral resource around them, are not included. In addition, the sharp sand and gravel deposits in the area around Bampton and Clanfield have not been included in a strategic resource area (see paragraph 4.33 below).

In defining the strategic resource areas, ~~N~~natural boundaries such as roads and rivers have been used where possible but elsewhere geological mapping information has been used. Areas of Outstanding Natural Beauty and Special Areas of Conservation, and buffer zones adjacent to the latter, have been excluded but other designations and constraints have not been taken into account at this stage. Larger settlements have also been excluded, but individual and smaller groups of houses and other more isolated built developments have not been excluded at this stage. These areas also do not necessarily exclude land allocated or proposed to be allocated for development in adopted or emerging district local plans and neighbourhood plans. All these factors will be taken into account in the assessment of sites for allocation in the Site Allocations Document.

4.25 Policy M4 sets out the factors that will be taken into account in assessing ~~criteria that will be used to assess~~ potential sites for inclusion in the Site Allocations Document. ~~Except where specified in the policy, these criteria~~ These factors are not listed in any order of priority. The ~~strategic areas identified and the~~ specific sites that are ~~subsequently~~ allocated will provide a basis for the minerals industry to select sites for working and submit planning applications; and for those applications to be considered by the County Council, also taking into account all the other relevant policies of the Plan. Policy M5 provides for permission to be granted for applications for mineral working within identified sites. It also sets out how applications submitted prior to the adoption of the Site Allocations Document will be considered and the circumstances under which permission may exceptionally be granted for mineral working in locations that are not identified.

4.26 ~~The amount of provision that needs to be made through the allocation of sites for mineral working will be established in the Site Allocations Document, having regard to the levels of provision in the most recent Local Aggregate Assessment but also taking into account the need for appropriate flexibility to allow for possible changes in demand and the level of certainty that allocated sites will come forward for working. Table 2 above indicates that there is currently no requirement for additional provision for crushed rock working. The areas for crushed rock working identified in policy M3 are included as a contingency in the event that the requirement for local crushed rock increases significantly and additional permitted reserves are required to maintain the landbank and ensure an adequate level of supply.~~

Sharp Sand and Gravel

4.27 At the ~~current (2014)~~ Local Aggregate Assessment 2014 ~~requirement~~ provision rate (1.015 million tonnes ~~a year~~ per annum), existing planning permissions could on average provide for a supply of sharp sand and gravel until ~~2027~~ 2028, although in practice some sites will be exhausted sooner and others will last longer. In the case of Gill Mill Quarry, it is expected that part of the permitted reserve will not be worked until after the end of the plan period, i.e. after 2031 (see ~~Table 2, note 2~~ * in paragraph 4.19). The strategy in this document makes provision for sharp sand and gravel for the rest of the plan period, to 2031.

4.28 Production of sharp sand and gravel in Oxfordshire has become increasingly concentrated in the northern part of the county (Cherwell and West Oxfordshire Districts), particularly in West Oxfordshire District, with a decline in the proportion coming from quarries in the southern part (South Oxfordshire and Vale of White Horse Districts). Over the ~~last~~ 10 years period 2006 – 2015, an average of ~~74%~~ 70% of production has been from northern Oxfordshire. Similarly, of the total permitted reserves of sharp sand & gravel remaining at the beginning of 2016 (including permissions granted in 2016) estimated to be available for working during the plan period, 65% are in northern Oxfordshire. Oxfordshire's production capacity for sharp sand and gravel in 2016 is estimated to be subdivided 55% in northern Oxfordshire and 45% in southern Oxfordshire and without further planning permissions being granted the proportion in northern Oxfordshire is expected to steadily increase over the plan period, to 100% by around 2028. Although there are extensive remaining sand and gravel resources in the West Oxfordshire District part of northern Oxfordshire, including within the current working areas of the Lower Windrush Valley and around Cassington, there are concerns about the rate and intensity of mineral working in ~~the~~ this area and the consequent cumulative impact on local communities, generation of traffic, including on the A40, and impacts on local rivers and groundwater flows.

4.29 Using four indicators of construction activity – population, housing, jobs and land for economic development – and looking at both the existing situation and the forecast or planned position at 2031 within each of the five Oxfordshire District Council areas, there is an approximately equal split between northern Oxfordshire (Cherwell and West Oxfordshire Districts and half of Oxford City) and southern Oxfordshire (South Oxfordshire and Vale of White Horse Districts and half of Oxford City). ~~There is a broadly equal split in existing and forecast levels of economic growth and development between the northern and southern parts of the county (taking Oxford as a mid-point), and consequently~~ Consequently, it is expected that there will be a similar ~~broadly~~ approximately equal split in the demand for aggregate ~~within the county~~ between northern and southern Oxfordshire over the plan period. The plan objectives include minimising the distance that minerals need to be transported by road, from quarry to market. In line with this, the minerals planning strategy should promote and enable a move over the plan period to a distribution of sharp sand and gravel production that more closely reflects the distribution of demand for aggregate within the county.

4.30 An assessment of options for the distribution of additional sharp sand and gravel working has shown that the option that best meets this objective, and that overall is the most sustainable, is for 25% of the additional tonnage required to be provided in northern Oxfordshire – within the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton strategic resource area (which lies entirely within West Oxfordshire); and 75% to be provided in southern Oxfordshire – in the Thames and Lower Thame Valleys area from Oxford to Cholsey and Thames Valley area from Caversham to Shiplake strategic resource areas. This reflects the current situation of concentration of remaining permitted reserves within northern Oxfordshire (mainly in West Oxfordshire District) and should lead to an approximately equal split of production capacity for sharp sand and gravel between northern and southern Oxfordshire by 2031. ~~This means changing the balance of production capacity between the strategic resource areas in western Oxfordshire (mainly in West Oxfordshire District) and southern Oxfordshire (in South Oxfordshire and Vale of White Horse Districts), even though remaining resources of sharp sand and gravel are more extensive in West Oxfordshire. In view of the relatively high level of existing permitted reserves in the northern part of Oxfordshire (mainly in West Oxfordshire), any~~ The requirement for additional sites for sharp sand and gravel should therefore be met primarily in the southern part of the county, ~~at least~~ particularly over the first half of the plan period. Provision for additional sharp sand and gravel working in southern Oxfordshire would enable local supplies of aggregate for planned housing and economic growth in this part of the county, including the Science Vale area. The Council will seek to achieve this ~~objective of changing~~ change in the ~~balance~~ distribution of production capacity through the selection of sites to be allocated for sharp sand and gravel working in the Site Allocations Document and through making decisions on planning applications.

4.31 Within southern Oxfordshire, the existing Sutton Courtenay Quarry has only a few years' worth of permitted reserves remaining and limited possibilities for further extensions; and other existing quarries are either already exhausted or small scale, with the exception of Caversham Quarry where a large extension was permitted in 2014 but which serves a market area in the far south east of the county extending into Reading and other parts of Berkshire. It is therefore likely that any significant requirement for additional sites in this part of the county will need to be met by a new working area within the Thames and Lower Thame Valleys area from Oxford to Cholsey. Potential site options within this strategic resource area will be assessed when the Site Allocations Document is prepared and any selected site(s) will be identified in that document.

4.32 Some of the requirement may be met by sharp sand and gravel extracted in the construction of the proposed new flood relief channel (from Botley to Sandford-on-Thames) for the Oxford Flood Alleviation Scheme. The Environment Agency ~~have~~ has estimated this could involve the extraction of

approximately 500,000 cubic metres of sand and gravel (approximately 0.75 million tonnes). This proposal is still in preparation and a scheme has not yet been approved, designed or had planning permission granted. ~~The earliest that approval will be given for a scheme to go ahead is spring 2018.~~ Subject to approval and funding, the earliest that work is expected to start is spring 2018, with completion by 2022.

4.33 Within the northern part of the County, the only significant remaining resources of sharp sand and gravel ~~lie within the strategic resource areas~~ are located along the Thames Valley to the west/north west of Oxford and the related Lower Windrush and Lower Evenlode Valleys (~~mostly~~ almost all in West Oxfordshire District, with a small part ~~but partly~~ in Cherwell District). Whilst ~~any~~ the requirement for additional sites for sharp sand and gravel should be met primarily in the southern part of the county, ~~in the event that~~ some further provision for working is also expected to be required from the northern part of the county ~~in~~ before the end of the plan period~~,~~ and this should be from within the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton strategic resource area, which includes the existing working areas of the Lower Windrush Valley and around Cassington.

There are also large areas of sharp sand and gravel resource within the part of the Thames Valley to the west of the Lower Windrush Valley, around Bampton and Clanfield, but these are not included within the strategic resource areas in policy M3. This is ~~Provision should not be made from the resource areas further to the west, around Bampton and Clanfield,~~ primarily because these areas are further from the main locations of demand for aggregate in Oxfordshire, in some cases in terms of direct distance but more generally due to the relatively long routes that would be involved using ~~and lack suitable road access to~~ the advisory lorry route network and avoiding unsuitable bridges and environmentally sensitive areas (see policy C10 and Figure 13). The requirement for further working areas within the plan period can be met from the strategic resource areas that are closer to the main areas of demand and provision should not be made from the areas around Bampton and Clanfield. An assessment undertaken as part of the sustainability appraisal of the plan has shown that excluding the areas around Bampton and Clanfield is the more sustainable option.

4.34 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 part of the Thames, Lower Windrush and Lower Evenlode Valleys (Standlake to Yarnton) strategic resource area. The Habitats Directive requires the Council to take a precautionary approach in the plan and therefore proposals should not involve mineral working within that part of the Eynsham / Cassington / Yarnton area; and consequently that part has been excluded from this strategic resource area. This exclusion also ensures a 200 metre dust impact buffer zone adjacent to the SAC. 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.

4.35 ~~Potentially important archaeological constraints have been identified in the Lower Windrush Valley, south of Hardwick, and at a number of locations within the Thames and Lower Thame Valleys (Oxford to Cholsey) strategic resource area. The Council will work with English Heritage to ensure that important archaeology is given appropriate protection, in particular when sites for minerals working are allocated in the Site Allocations document.~~
The Lower Windrush Valley part of the Thames, Lower Windrush and Lower Evenlode Valleys (Standlake to Yarnton) strategic resource area to the south of Hardwick is of particular archaeological significance, as are a number of locations in the Thames and Lower Thame Valleys (Oxford to Cholsey) strategic resource area. Both strategic resource areas quite possibly contain archaeological remains which, whilst not scheduled, are demonstrably of equivalent importance to scheduled monuments and which should therefore be accorded the same protection as these designated heritage assets in accordance with the National Planning Policy Framework. In accordance with this, and minerals planning objective 3.4 viii, any such important archaeological resources should be conserved and enhanced, and would therefore present a significant constraint on mineral extraction in these strategic resource areas. The Council will work with Historic England to undertake further detailed assessment of this archaeological resource, to ensure that it is given appropriate protection, in particular when sites for mineral working are allocated in the Site Allocations Document.

Soft sand

4.36 Soft sand accounts for approximately 20% of sales of all sands and gravels in Oxfordshire. Soft sand resources are limited to the Corallian Ridge area between Oxford and Faringdon, where most existing quarries are located, and a smaller area at Duns Tew, where there is a single quarry. 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 in policy M3 should be capable of enabling both types of soft sand to continue to be worked.

4.37 At the ~~current (2014)~~ Local Aggregate Assessment 2014 ~~requirement~~ provision rate (0.189 million tonnes ~~a year~~ per annum), existing planning permissions could on average provide a supply of soft sand until 2024, although in practice some sites will be exhausted sooner and others will last longer. The additional requirement for soft sand working over the plan period should be met from sites within the two resource areas, but mainly from the more extensive Corallian Ridge area. Actual sales of soft sand in 2014 and 2015 were above the provision rate. If on-going annual monitoring shows this to be a continuing trend, existing permitted reserves will be extracted more quickly and the additional requirement for additional sites to be released would be brought forward.

4.38 For the period to 2031, it would be generally preferable for further soft sand working to be from extensions to existing quarries where this is possible, rather than from new quarries. This would make efficient use of existing plant and infrastructure and minimise additional impact. Potential site options within the strategic resource areas will be assessed when the Site Allocations Document is prepared and any selected sites will be allocated in that document.

4.39 The Habitats Regulations Assessment screening report has concluded that the Corallian Ridge from Oxford to Faringdon strategic resource area should not include the surface and groundwater catchment of Cothill Fen Special Area of Conservation (SAC); and consequently that part has been excluded from this strategic resource area. This exclusion has been drawn also to ensure a 200 metre dust impact buffer zone adjacent to the SAC. The screening report has also concluded that proposals for mineral working within the Corallian Ridge area from Oxford to Faringdon would need to demonstrate that they would not affect water levels at Cothill Fen SAC.

Crushed rock

4.40 At the ~~current (2014)~~ Local Aggregate Assessment 2014 ~~requirement~~ provision rate (0.584 million tonnes ~~a year~~ per annum), ~~current~~ permitted reserves of crushed rock remaining at the end of 2015 could on average last until ~~2031~~ 2030, although in practice some sites will be exhausted sooner and others will last longer. Production of crushed rock has fluctuated considerably over past years. Existing working areas of limestone are south east of Faringdon, south of Burford and north west of Bicester. There is one existing area of ironstone working in the north of the county at Alkerton / Wroxton.

4.41 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. In the 1950s the Minister of Housing and Local Government granted planning permissions for working a total of some 1,250 hectares of ironstone bearing land. This was to meet a need for raw material to supply the iron and steel industry. That need no longer exists and quarried ironstone has for many years mainly been used as aggregate, with small quantities used as building stone. A large part of the permitted land, in the vicinity of Shenington, is the subject of a prohibition order confirmed by the Secretary of State in January 2015, which means that the land concerned no longer has permission for mineral extraction. In the vicinity of Hornton, Wroxton and Alkerton there remain substantial reserves of ironstone with permission to be worked.

4.42 There is no need to permit any additional land for ironstone working for aggregate use during the plan period. In any case, better quality aggregate is generally available from within the limestone deposits than from the ironstone deposits. Any additional provision that is required for crushed rock should be made within the limestone areas. Permission for new areas of ironstone working for aggregate use will therefore not be granted unless the applicant is willing to give up an equivalent existing permitted area, and this can be

ensured through revocation of the permission or other appropriate mechanism without payment of compensation, and where there would be an overall environmental benefit.

4.43 The Local Aggregate Assessment 2014 indicates no requirement for further areas for crushed rock working during the plan period, due to the relatively high level of permitted reserves of this mineral remaining to be worked. Actual sales of crushed rock in 2014 and 2015 were well above the provision rate of 0.584 million tonnes a year. Consequently, the level of permitted reserves remaining has fallen more than expected, as they have been extracted more quickly. If on-going annual monitoring shows this to be a continuing trend, ~~but, if demand increases significantly,~~ additional permissions could be needed towards the end of the plan period and there could be a requirement for additional provisions to be made through the allocation of sites for working in the Site Allocations Document. If required, this additional 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 minimise additional impact. It is unlikely that any new quarries will be needed during the period of this plan. In view of this, and given that crushed rock resources in Oxfordshire – in particular the resources of limestone outside of Areas of Outstanding Natural Beauty – are extensive, strategic resource areas for possible future crushed rock working are included in policy M3 ~~but there may not be any requirement for specific sites to be allocated in the Site Allocations Document~~.

All aggregates

4.44 Government policy is that major minerals developments should only be permitted in Areas of Outstanding Natural Beauty (AONB) in exceptional circumstances and that landbanks of aggregate minerals should, as far as is practical, be maintained outside AONBs, World Heritage Sites, Scheduled Monuments and Conservation Areas. There are sufficient aggregate resources in Oxfordshire outside these designated areas and sites such that working within them is not necessary. Policy C8 provides protection for the landscape quality of the county and policy C9 provides protection for the historic environment. Government Policy is that mineral extraction in the Green Belt is not inappropriate development, provided it preserves the openness of the Green Belt, and does not conflict with the purposes of including land in Green Belt. Therefore this has not been applied as a constraint for the locations of working aggregate minerals.

4.45 **Policy M3: Principal locations for working aggregate minerals**

The principal locations for aggregate minerals extraction will be within the following strategic resource areas, as ~~indicated on the Minerals Key Diagram~~ shown on the Policies Map:

Sharp sand and gravel

in northern Oxfordshire (Cherwell District and West Oxfordshire District):

- **The Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton;**

in southern Oxfordshire (South Oxfordshire District and Vale of White Horse District):

- **The Thames and Lower Thame Valleys area from Oxford to Cholsey;**
- **The Thames Valley area from Caversham to Shiplake.**

Soft sand

- **The Corallian Ridge area from Oxford to Faringdon;**
- **The Duns Tew area.**

Crushed rock

- **The area north west of Bicester;**
- **The Burford area south of the A40;**
- **The area east and south east of Faringdon.**

Specific sites (new quarry sites and/or extensions to existing quarries) for working aggregate minerals ~~will be identified~~ within these strategic resource areas will be allocated in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, in accordance with policy M4.

Specific sites for extensions to existing aggregate quarries (excluding ironstone) outside the strategic resource areas may also be allocated in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document provided they are in accordance with policy M4.

Sites allocated for sharp sand and gravel working (including both new quarry sites and extensions to existing quarries, including any extensions outside the strategic resource areas), to meet the requirement in policy M2 will be located such that approximately 25% of the additional tonnage requirement is in northern Oxfordshire and approximately 75% of the additional tonnage requirement is in southern Oxfordshire, to achieve an approximately equal split of production capacity for sharp sand and gravel between northern and southern Oxfordshire by 2031.

4.46 **Policy M4: Sites for working aggregate minerals**

Specific sites for working aggregate minerals ~~within the strategic resource areas identified in~~ in accordance with policy M3, to meet the requirements set out in policy M2 will be allocated in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, taking into account the following factors ~~in accordance with the following criteria~~:

a) ~~consideration of~~ the quantity and quality of the mineral resource;

~~b) achieving a change over the course of the plan period in the balance of production capacity for sharp sand & gravel between the strategic resource areas in western & southern Oxfordshire to more closely reflect the distribution of demand within the county;~~

~~c)~~ b) priority for the extension of existing quarries, where environmentally acceptable (including taking into consideration criteria ~~d)~~ c) to ~~m)~~ l)) ~~and after consideration of criterion b)~~, before working new sites;

~~d)~~ c) potential for restoration and after-use and for achieving the restoration objectives of the Plan in accordance with policy M10;

~~e)~~ d) suitability & accessibility of the primary road network;

~~f)~~ e) proximity to large towns and other locations of significant demand to enable a reduction in overall journey distance from quarry to market;

~~g)~~ f) ability to provide more sustainable movement of excavated materials;

~~h)~~ g) avoidance of locations within or significantly affecting an Area of Outstanding Natural Beauty;

~~i)~~ h) avoidance of locations likely to have an adverse effect on sites and species of international nature conservation importance and Sites of Special Scientific Interest; in the case of locations within the Eynsham / Cassington / Yarnton part of the Thames, Lower Windrush and Lower Evenlode Valleys area, it must be demonstrated that there will be no change in water levels in the Oxford Meadows Special Area of Conservation and the proposal must not involve the working of land to the north or north east of the River Evenlode; in the case of locations within the Corallian Ridge area, it must be demonstrated that there will be no change in water levels in the Cothill Fen Special Area of Conservation;

~~j)~~ i) avoidance of locations likely to have an adverse effect on the significance of designated heritage assets, including World Heritage Sites, Scheduled Monuments, ~~and~~ Conservation Areas, Registered Parks and Gardens and Registered Battlefields, or on archaeological assets which are demonstrably of equivalent significance to a Scheduled Monument;

~~k)~~ j) avoidance of, or ability to suitably mitigate, potential significant adverse impacts on:

- **i. locally designated areas of nature conservation and geological interest;**
- **ii. non-designated heritage assets;**
- **~~ii~~ iii. local landscape character;**
- **~~iii~~ iv. water quality, water quantity, flood risk and groundwater flow;**
- **~~iv~~ v. best and most versatile agricultural land and soil resources;**
- **~~v~~ vi. local transport network;**
- **~~vi~~ vii. land uses sensitive to nuisance (e.g. schools & hospitals);**
- **~~vii~~ viii. residential amenity & human health; and**
- **~~viii~~ ix. character and setting of local settlements;**

~~l)~~ k) potential cumulative impact of successive and/or simultaneous mineral development, including with non-mineral development, on local communities; and

~~m)~~ l) ability to meet other objectives and policy expectations of this Core Strategy ~~Plan~~ (including policies C1 – ~~C11~~ C12) and relevant ~~polices~~ policies in other development plans.

4.47 **Policy M5: Working of aggregate minerals**

Prior to the adoption of the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, permission will be granted for the working of aggregate minerals where this would contribute towards meeting the requirement for provision in policy M2 and provided that the proposal is in accordance with the locational strategy in policy M3 and that the requirements of policies C1 – C12 are met.

Permission will be granted for the working of aggregate minerals within the sites allocated further to policy M4 provided that the requirements of policies C1 – ~~C11~~ C12 are met.

Permission will not be granted for the working of aggregate minerals outside the sites allocated further to policy M4 unless the requirement to maintain a steady and adequate supply of aggregate in accordance with

policy M2 cannot be met from within those sites and provided that the proposal is in accordance with the locational strategy in policy M3 and the requirements of policies C1 – C12 are met. ~~The criteria in policy M4 will be taken into consideration in the determination of planning applications for aggregate minerals working in locations not allocated under policy M4.~~

Permission will exceptionally be granted for the working of aggregate minerals outside the sites allocated further to policy M4 where extraction of the mineral is required prior to a planned development in order to prevent the mineral resource being sterilised, having due regard to policies C1 – ~~C11~~ C12.

~~Prior to the adoption of the Minerals & Waste Local Plan: Part 2 – Site Allocations Document, permission will be granted for the working of aggregate minerals where this is required in order to maintain landbanks in accordance with policy M2 and taking into consideration the criteria in policy M4 and provided that the requirements of policies C1 – C11 are met.~~

Permission will exceptionally be granted for borrow pits to supply mineral to associated construction projects, having due regard to policies C1 – C12, provided that all of the following apply:

- **the site lies on or in close proximity to the project area so that extracted mineral can be conveyed to its point of use with minimal use of public highways and without undue interference with footpaths and bridleways;**
- **the mineral extracted will only be used in connection with the project;**
- **it can be demonstrated that supply of the mineral from the borrow pit would have less environmental impact than if the mineral were supplied from an existing source;**
- **the borrow pit can be restored without the use of imported material, other than that generated by the project; and**
- **use of the borrow pit is limited to the life of the project.**

Notwithstanding the preceding paragraphs, permission for working of ironstone for aggregate use will not be permitted except in exchange for an agreed revocation (or other appropriate mechanism to ensure the non-working) without compensation of an equivalent existing permission in Oxfordshire containing potentially workable resources of ironstone and where there would be an overall environmental benefit.

Imported aggregate and rail depots

4.48 Aggregates are imported into Oxfordshire through three rail depots at Banbury, Sutton Courtenay and Kidlington[~~23~~29]. Planning permission has been granted for a further rail depot at Shipton-on-Cherwell. There is also a depot at Hinksey Sidings, Oxford but this has been used solely by the rail industry to bring in rail ballast for internal use on the rail network, and its use for the transhipment of rail ballast has been intermittent[~~24~~30].

4.49 There will be an ongoing need for importation of aggregate materials that cannot be quarried locally, particularly hard rock for roadstone. There may also be opportunities for importation of recycled and secondary aggregate (see paragraph 4.7 and policy M1). Rail and water transport should take priority over road, particularly for longer distance movements. Existing and permitted depots should therefore be safeguarded under policy M9; and additional depots should be permitted at suitable locations should the opportunity arise.

4.50 District Councils are requested to consult the County Council on all planning applications for non-mineral related development that affect a safeguarded aggregate rail depot site as set out at paragraph 4.70 below, under safeguarding mineral infrastructure.

4.51 **Policy M6: Aggregate rail depots**

~~**The following rail depot sites are safeguarded for the importation of aggregate into Oxfordshire:**~~

- ~~**Hennef Way, Banbury (existing facility);**~~
- ~~**Kidlington (permitted replacement facility);**~~
- ~~**Appleford Sidings, Sutton Courtenay (existing facility);**~~
- ~~**Shipton-on-Cherwell Quarry (permitted facility);**~~
- ~~**And any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.**~~

Permission will be granted for new aggregate rail depots at locations with suitable access to an advisory lorry route shown on the Oxfordshire Lorry Route Maps (policy C10) and that meet the ~~criteria in~~ requirements of policies C1 – ~~C11~~ C12.

~~**Safeguarded rail depot sites will be identified in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.**~~

~~**Proposals for development that would directly prevent or prejudice the use of a safeguarded rail depot site for an aggregates rail depot will not be permitted unless:**~~

[~~23~~29] The Kidlington rail depot ~~is being~~ has been relocated to ~~a nearby permitted~~ an adjacent site to the north east to enable ~~the~~ construction of ~~a~~ the new Oxford Parkway railway station at Water Eaton.

[~~24~~30] The 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.

- ~~a suitable alternative rail depot site can be provided; or~~
- ~~it can be demonstrated that there is no longer a need for the site to be safeguarded for aggregate rail depot use.~~

~~Proposals on land near to a safeguarded rail depot site for development sensitive to disturbance from, and which would indirectly prevent or prejudice the operation or establishment of, an aggregate rail depot at the safeguarded site will not be permitted unless:~~

- ~~the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or~~
- ~~a suitable alternative aggregate rail depot site can be provided; or~~
- ~~it can be demonstrated that the safeguarded rail depot site is no longer needed for Oxfordshire's aggregate supply requirements.~~

Non-aggregate mineral working

Building Stone

4.52 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 (see also paragraph 6.42 and policy C8).

4.53 The salvage and re-use of traditional stone from historic buildings that cannot be retained can contribute to the conservation of those historic traditional buildings that can be retained. This will be encouraged through the waste management policies of the plan.

4.54 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

4.55 Clay has been worked at certain sand and gravel quarries to produce material for lining landfill sites and for use in restoration and landscaping. Policy M4 requires that within the Eynsham / Cassington / Yarnton part of the Thames, Lower Windrush and Lower Evenlode Valleys strategic resource area proposals for sand and gravel extraction must demonstrate that ~~t~~there there will be no change in water levels in the Oxford Meadows Special Area of Conservation; this requirement will apply equally to any proposal for the working of clay from a sand and gravel quarry in this area.

Chalk

4.56 Chalk has been extracted in Oxfordshire in the past, in particular for industrial and agricultural uses. Some types of chalk can also be used as a low-grade aggregate. There is no current indication of demand for a resumption of chalk working during the plan period but, in the event there is, this could be accommodated on a small scale basis in suitable locations. Most of Oxfordshire's chalk resource lies within the North Wessex Downs and Chilterns Areas of Outstanding Natural Beauty, which would need to be given appropriate protection in accordance with policy C8. In line with policy M4, it is unlikely that working of chalk for aggregate use would be acceptable within these areas.

Fuller's earth

4.57 Fuller's earth is a nationally scarce industrial mineral which occurs in the Baulking – Fernham area in the south west of the county. It was previously worked but, whilst there are remaining resources that are potentially workable, there has been no market for this mineral for a number of years and there is no indication that this position is likely to change during the plan period.

Oil and gas

4.58 There is currently no exploration for or production of oil or gas in Oxfordshire. Exploratory work in the past did not find any oil or gas fields, although gas was encountered in some of the holes drilled. In addition to requirements for planning permission, oil and gas exploration and production can only be undertaken within areas that have been licensed by the government. There are currently no licence areas covering Oxfordshire. In July 2014 the government invited applications for onshore oil and gas licences under the 14th Landward Licensing Round. Under this licensing round, large parts of the UK are potentially available for licence, including some parts of Oxfordshire, as identified in a strategic environmental assessment that was published by the government in December 2013[~~25~~31]. In December 2015, the Oil & Gas Authority announced that licences for a total of 159 blocks were formally offered to successful applicants under the 14th Onshore Oil and Gas Licensing Round. None of the areas for which licences have been offered are within Oxfordshire or include any part of the county. ~~It is not yet known whether licences have been applied for or will be awarded covering any parts of the county.~~

4.59 In the event that licences are awarded covering parts of Oxfordshire under a future further licencing round, it is possible that proposals for exploratory drilling would come forward, which could be followed by proposals for production in the event that significant oil or gas reserves were found. Proposals could be for drilling either by conventional means or by hydraulic fracturing (fracking). The section on oil and gas in policy M7 will provide a

[~~25~~31] Strategic Environmental Assessment for Further Onshore Oil and Gas Licensing – Environmental Report, AMEC for DECC, December 2013

policy basis consistent with the National Planning Policy Framework and national planning guidance on oil and gas against which any such planning applications can be considered.

4.60 **Policy M7: Non-aggregate mineral working**

All proposals for the working of non-aggregate minerals, including exploration and appraisal, shall meet the ~~criteria in~~ requirements of policies C1 – ~~C11~~ C12.

Building Stone
Permission will be granted for extensions to existing quarries and new quarries for the extraction of building stone where a need for the material has been demonstrated and the scale, extent and location of the proposed quarrying ~~is small-scale~~ are such that adverse impacts upon the environment and amenity can be avoided, minimised or adequately mitigated.

Clay
The extraction of clay will be permitted in conjunction with the working of sharp sand and gravel from the locations in policy M3. The extraction of clay will not be permitted in other locations unless it can be demonstrated that there is a local need for clay which:

- **cannot be met by extraction in conjunction with sharp sand and gravel working; or**
- **would be met with less overall environmental impact than by extraction in conjunction with sharp sand and gravel working.**

Chalk
The extraction of chalk for agricultural or industrial use in Oxfordshire will be permitted provided the proposed quarrying is small-scale and a local need for the material has been demonstrated. Extraction of chalk for wider purposes, including as an aggregate or for large scale engineering will not be permitted unless the proposal is demonstrated to be the most sustainable option for meeting the need for the material.

Fuller's Earth
The working of fuller's earth will be permitted provided that a national need for the mineral has been demonstrated.

Oil and Gas (conventional and unconventional)
Proposals for the exploration and appraisal of oil or gas will be permitted provided arrangements are made for the timely and suitable restoration and after-care of the site, whether or not the exploration or appraisal operation is successful.

The commercial production of oil and gas will be supported in the following circumstances:

- **A full appraisal programme for the oil or gas field has been successfully completed; and**

- **The proposed location is the most suitable, taking into account environmental, geological, technical and operational factors; and**
- **For major development in an Area of Outstanding Natural Beauty it is clearly demonstrated that there are exceptional circumstances and the proposal is in the public interest~~, including in terms of national considerations~~, in accordance with the 'major developments test' in the NPPF (Paragraph 116).**

Safeguarding mineral resources

4.61 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[~~26~~32].

4.62 Sharp sand and gravel, soft sand and limestone are currently and will continue to be 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. Whilst ironstone is also currently worked, there is no need for this mineral to be safeguarded as an aggregate resource in view of the extensive resources of better quality limestone in the county. Limestone and ironstone are not safeguarded as potential resources of building stone in view of the variability of these minerals and the lack of clear information on deposits and locations where safeguarding is justified.

4.63 Mineral safeguarding areas ~~will be~~ are defined on the Policies Map ~~maps in the Site Allocations Document.~~, covering the following areas of mineral resource:

- Sharp sand and gravel resources of significance in the main river valleys, in particular including the strategic resource areas identified in policy M3;
- Soft sand within the strategic resource areas identified in policy M3;
- Limestone within the strategic resource areas identified in policy M3;
- Fuller's earth in the Baulking – Fernham area.

Mineral safeguarding areas for other significant proven areas of important mineral resources may be defined when the Site Allocations Document is prepared. The extent of safeguarded areas can be reviewed if economic or other considerations change.

4.64 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 and specify the types of application for non-mineral related development on which the

[~~26~~32] Mineral Safeguarding in England: good practice guidance, British Geological Survey, 2011

relevant district council must consult the County Council within these areas. The mineral consultation areas ~~will be~~ are based on the minerals safeguarding areas and ~~will~~ include land within 250m of the boundary of a ~~Minerals Safeguarding Area~~ minerals safeguarding area. They are also shown on the Policies Map. ~~They will be identified and updated when necessary in the Minerals and Waste Annual Monitoring Reports.~~ Further mineral consultation areas will be similarly defined around any additional minerals safeguarding areas that are defined when the Site Allocations Document is prepared.

4.65 **Policy M8: Safeguarding mineral resources**

~~**Mineral Safeguarding Areas will be defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document, covering the following mineral resources:**~~

- ~~**Sharp sand and gravel in the main river valleys, including the strategic resource areas identified in policy M3, and other areas of proven resource;**~~
- ~~**Soft sand within the strategic resource areas identified in policy M3;**~~
- ~~**Limestone within the strategic resource areas identified in policy M3;**~~
- ~~**Fuller's earth in the Baulking – Fernham area.**~~

Mineral resources in ~~these~~ Mineral Safeguarding Areas shown on the Policies Map are safeguarded for possible future use. Development that would prevent or otherwise hinder the possible future working of the mineral will not be permitted unless it can be shown that:

- **The site has been allocated for development in an adopted local plan or neighbourhood plan; or**
- **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 Consultation Areas, based on the Mineral Safeguarding Areas, are shown on the Policies Map. Within these areas the District Councils will consult the County Council on planning applications for non-mineral development ~~will be defined, identified and updated when necessary in the Minerals and Waste Annual Monitoring Reports~~.

Safeguarding mineral infrastructure

4.66 It is also important that the infrastructure that supports the supply of minerals is safeguarded. Safeguarding of minerals infrastructure is a requirement of the NPPF (paragraph 143) and includes sites for and facilities associated with the transport of minerals by rail or water; sites for the manufacture of aggregate mineral products; and sites for the handling, processing and distribution of recycled and secondary aggregate material. The National Planning Practice Guidance gives the reasons for such safeguarding as being to:

- ensure that sites for these purposes are available should they be needed; and
- prevent sensitive or inappropriate development that would conflict with the use of sites identified for these purposes.

4.67 Mineral infrastructure sites may be of a relatively low land value and could be vulnerable to pressures for redevelopment for other uses. However, they could be difficult or impossible to replace if lost to other uses. The continued operation of mineral infrastructure could also be prejudiced by other, non-compatible development (such as housing) being located on nearby land.

4.68 In line with this national policy and guidance, the Council considers that the following infrastructure is important to support the supply of minerals in Oxfordshire and should be safeguarded:

- existing and permitted quarries (with remaining permitted reserves) and the processing and other ancillary plant and facilities associated with them;
- aggregate rail depots and wharves, rail links to quarries and other bulk mineral transport facilities, and the processing and other ancillary plant and facilities associated with them;
- industrial manufacturing plant using minerals, such as roadstone coating, concrete batching and concrete product plants;
- processing and other plant and facilities for the production or supply of recycled and/or secondary aggregate materials; and
- any sites proposed through the Minerals and Waste Local Plan for any of these uses.

4.69 The National Planning Practice Guidance advises that, except where they are located at quarries, aggregate wharves or rail terminals, safeguarding of facilities for the storage, handling and transport of minerals in local plans will rest largely with the district planning authority. Policy M9 therefore relates only to safeguarding of sites and infrastructure for which the County Council is the planning authority.

4.70 District Councils are requested to consult the County Council on all planning applications for non-mineral related development that affect a safeguarded site. This will allow the County Council as the mineral planning authority to consider any mineral planning issues raised. The District Councils will also be requested to consult the County Council on proposals for development that may be incompatible with and/or prejudicial to the future of a safeguarded facility. The County Council will provide further guidance on the types of development on which consultation should take place and maps of the safeguarded sites and a consultation zone around each site[~~27~~33].

4.71 **Policy M9: Safeguarding mineral infrastructure**

Existing and permitted infrastructure that supports the supply of minerals in Oxfordshire is safeguarded against development that would

[~~27~~33] Consultation zones are likely to be in the order of 250 metres around the safeguarded site boundary.

unnecessarily prevent the operation of the infrastructure or would prejudice or jeopardise its continued use by creating incompatible land uses nearby.

Safeguarded sites include the following rail depot sites which are safeguarded for the importation of aggregate into Oxfordshire:

- **Hennef Way, Banbury (existing facility);**
- **Kidlington (existing facility);**
- **Appleford Sidings, Sutton Courtenay (existing facility); and**
- **Shipton-on-Cherwell Quarry (permitted facility);**
  as shown on the Policies Map; and
- **any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.**

Other safeguarded sites will be ~~identified~~ defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.
Proposals for development that would directly or indirectly prevent or prejudice the use of a site safeguarded for mineral infrastructure will not be permitted unless:

- **the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or**
- **it can be demonstrated that the infrastructure is no longer needed; or**
- **the capacity of the infrastructure can be appropriately and sustainably provided elsewhere.**

Restoration and after-use of mineral workings

4.72 Mineral extraction is a temporary operation and therefore sites must be restored following mineral working to an agreed restoration scheme. Restoration has moved on from just returning land to the previous use (often agricultural). Once mineral workings have fulfilled their primary purpose of providing minerals, the restoration of these sites can have major environmental benefits through providing for a range of beneficial after-uses. Mineral working can provide opportunities for environmental improvements such as new or increased habitat, geodiversity interpretation and education, improved public access and in relation to historic environment (e.g. provision of public access to and information on archaeological discoveries), which benefit the local community and may offset the impact of working. Within flood plain areas, restored sand and gravel workings can reduce the risk of flooding by providing for increased flood water storage capacity and improved conveyance of flood water.

4.73 There is considerable potential both for linking existing areas of habitat and creating new areas of habitat for wildlife and, in doing so, contributing towards existing ecological networks, supporting habitat priorities and helping to meet national and local habitat creation targets. Whilst new habitat has been delivered in Oxfordshire as a result of the restoration of mineral workings, opportunities have been missed in the past. With a suitable policy framework,

and careful planning at an early stage, the level of high-quality habitat delivered through mineral working can be increased, creating valuable places for both wildlife and people.

4.74 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 Local Plan 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. Restoration schemes should identify the intended after-use(s) and clearly set out the stages and design of the restoration. Schemes should include an end date by which restoration works will be completed and a programme for the aftercare of the restored site.

4.75 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 the best option and is not always possible. Restoration to an alternative use (e.g. creation of priority habitat) may be equally acceptable or preferable. Generally, nature conservation, agriculture, woodland and recreation are acceptable restoration after-uses for mineral workings, subject to the particular local circumstances such as the existing and neighbouring habitats, biodiversity and landscape. Each restoration scheme should have a coherent land use strategy with a particular primary end use or end uses. Measures to conserve and enhance biodiversity should always be incorporated in restoration schemes, such that restoration schemes deliver a net gain in biodiversity.

4.76 A biodiversity-led restoration strategy should include:

a) treating biodiversity as the primary consideration in the restoration of mineral sites;
b) giving preference to allocating and/or permitting mineral development in areas where it will have the greatest potential to maximise biodiversity benefits (i.e. within Conservation Target Areas) (policy ~~M4 d~~ M4c));
c) creation of priority habitat at a landscape scale, either on individual sites or on clusters of sites in close proximity;
d) integration of habitat creation on restored mineral sites into the existing ecological network in the surrounding area; and
e) targets for the area of priority habitat that will be created on sites identified for mineral working in the Site Allocations Document.

4.77 Restoration schemes should assist or achieve targets and objectives for priority habitat or species, including targets and objectives relating to the Oxfordshire Biodiversity Action Plan, Conservation Target Areas, the Upper Thames River Valleys Futurescape and Living Landscapes projects, any Nature Improvement Areas, and relevant National Character Areas. Where restoration could protect and/or improve geodiversity and increase interpretation and 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.

4.78 Where a mineral working site has the potential to enhance green infrastructure, including appropriate sport, recreational and other local amenity uses, provision for this enhancement and these uses should be incorporated into the restoration scheme. Within the Lower Windrush Valley, proposals for mineral working and restoration should recognise the role of the Lower Windrush Valley Project. Within the floodplain, restoration of mineral workings should where possible include provision for increased flood storage capacity to reduce the risk of flooding elsewhere.

4.79 Mineral working involves disturbance and change to the landscape. Restoration should be planned to be undertaken in a timely and phased manner. It should take place as soon as possible after working, to minimise the impact of open quarry workings, and should respect and where possible enhance the local landscape character. Wherever possible, particularly in the case of larger workings, restoration should commence before working has ended and should be carried out progressively as close as possible behind the working. In some cases, temporary biodiversity interests may exist in specific parts of working quarries which are worthy of retention for a time. Such temporary habitats may be locally significant and should be taken into consideration when working and restoration schemes and timetables are being devised.

4.80 There is increasing difficulty in securing material for restoration, and policy W6 seeks to ensure that inert waste is prioritised for use in mineral restoration schemes. The County Council will work with the District Councils to secure this, but the shortage of suitable material may result in restoration that relies on infilling with inert waste taking some years to complete.

4.81 Because of a general shortage of inert waste material for infilling, sand and gravel workings in the river valleys are often restored to wetlands. In the flood plain, when suitable material is available, consideration should always be given to filling below original land levels to improve flood storage capacity. This should be undertaken on a site specific basis with an assessment of the impact on groundwater aquifers. The Environment Agency should be consulted at an early stage to establish the extent to which waste material can be used to restore sand and gravel workings in the flood plain.

4.82 The risk to aircraft from bird strike is also an important consideration and this may restrict the location of some workings and/or affect the design of restoration schemes, as 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[~~28~~34]. 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; and consultation with relevant biodiversity organisations may also be helpful. A 'bird hazard management plan' may need to be prepared as part of a planning application.

[~~28~~34] MoD and/or Oxford Airport should be consulted and involved in the design of restoration schemes for mineral workings within 13 km of specified airfields or the need for a bird hazard management plan. Relevant biodiversity organisations should also be involved as appropriate.

The careful use of inert fill and other engineering techniques can help to reduce the area of open water created. Restoration to open water also offers limited ecological value and restoration that increases the area of wetland (including wet woodland, reedbeds and pond complexes) and species-rich meadow habitat will be encouraged where possible, particularly where this would support habitat priorities and help to meet national and local habitat creation targets. These habitats offer a lower risk of bird strike and greater value for biodiversity than open water.

4.83 It is important that restoration is achieved to a high standard and this will generally be required through conditions attached to planning permissions. Planning conditions can provide for aftercare provisions to be put in place for a period of up to five years following restoration, to successfully establish an after-use: longer term management may be secured through legal agreement and will be sought where necessary, for example many habitats and species require a period longer than 5 years to become successfully established. (In Oxfordshire the standard long-term management period is 20 years, in addition to the 5 years of statutory aftercare.) Such agreements may also be sought to secure a desired long term management strategy, particularly where public access is also anticipated. Financial guarantees to secure satisfactory restoration may be justified, but only in exceptional circumstances[~~29~~35].

4.84 Policy M10 sets out the general approach to restoration of mineral workings. Core policies C2 to ~~C11~~ C12 are also relevant when considering the type of after-use that may be appropriate and the content of a restoration scheme.

4.85 **Policy M10: Restoration of mineral workings**

Mineral workings shall be restored to a high standard and in a timely and phased manner to an after-use that is appropriate to the location and delivers a net gain in biodiversity. The restoration and after-use of mineral workings must take into account:

- **the characteristics of the site prior to mineral working;**
- **the character of the surrounding landscape and the enhancement of local landscape character;**
- **the amenity of local communities, including opportunities to enhance green infrastructure provision and provide for local amenity uses and recreation;**
- **the capacity of the local transport network;**
- **the quality of any agricultural land affected, including the restoration of best and most versatile agricultural land;**
- **the conservation of soil resources**
- **flood risk and opportunities for increased flood storage capacity;**
- **the impacts on flooding and water quality of any use of imported material in the proposed restoration;**
- **bird strike risk and aviation safety;**
- **any environmental enhancement objectives for the area;**

[~~29~~35] National Planning Practice Guidance on Minerals advises that financial guarantees can be sought for a novel or untested form of restoration or where there is reliable evidence of a potential technical or financial failure.

- **the conservation and enhancement of biodiversity appropriate to the local area, supporting the establishment of a coherent and resilient ecological network through the landscape-scale creation of priority habitat;**
- **the conservation and enhancement of geodiversity; ~~and~~**
- **the conservation and enhancement of the historic environment; <u>and</u>**
- **<u>consultation with local communities on options for after-use</u>.**

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 where necessary the means of securing them in the longer term.

Proposals for restoration must not be likely to lead to any increase in recreational pressure on a Special Area of Conservation.

~~**Figure 9: Minerals Key Diagram**~~

5. WASTE PLANNING STRATEGY

5.1 This section sets out the County Council's waste planning strategy and policies for the period to 2031. Provision ~~must~~ is to be made for the facilities ~~that will be~~ needed for the management of waste in the county during that period. The Council intends that this will be achieved 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 waste management facilities will be needed in Oxfordshire over this period cannot be predicted with absolute accuracy. The strategy can only be based on the best information currently available. A separate Waste Needs Assessment[~~30~~36] 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 2031. These will be monitored regularly and updated in the Council's Minerals and Waste Annual Monitoring Reports.

5.3 The strategy includes a spatial framework for the delivery of new waste infrastructure (as illustrated on the waste key diagram – Figure 12 at the end of this section) and policies which provide the context for considering future proposals for waste development. The strategy provides a strategic policy framework for the identification of suitable sites in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document and against which planning applications for ~~new~~ facilities that provide additional waste management ~~facilities~~ capacity will be considered.

The amounts of waste to be managed

5.4 Attitudes ~~and behaviour~~ towards waste and waste management practice continue to change. ~~and the~~ The amount of waste ~~produced per person has fallen along with the amount of waste~~ disposed in landfill has fallen and the amount of household waste produced per person has reduced. However, the amount of waste ~~produced~~ arising in Oxfordshire requiring provision for management is still expected to grow as population increases and the local economy develops, particularly in the main urban areas of Oxford, Banbury, Bicester, Witney, Abingdon, Didcot, and Wantage and Grove. The types of waste that need to be planned for[~~31~~37] are shown in Table 3, which sets out the 2012 baseline figures of waste produced in Oxfordshire that are used in the Core Strategy. The Waste Needs Assessment provides more detail on the amount of waste that is currently managed and how much may need to be managed in future.

[~~30~~36] OCC Waste Needs Assessment (2015)
[~~31~~37] National Planning Practice Guidance for Waste, paragraph 013 (October 2014)

Table 3: ~~Waste produced in Oxfordshire in 2012 (tonnes)~~ Baseline waste arising in Oxfordshire requiring provision for management (million tonnes per annum)

MSW	C&I	CDE	Hazardous	Agricultural	Waste Water	LLW
~~300,000~~ 0.300*	~~710,000~~ 0.533**	~~932,000~~ 1.033**	~~50,000~~ 0.050*	~~900,000~~ 0.900*	~~23,000~~ 0.023*	See table ~~11~~15

* Baseline year 2012
** Baseline year 2014
Source:
MSW (Municipal Solid Waste) – Oxfordshire County Council (OCC)
C&I (Commercial and Industrial Waste) – BPP Consulting for OCC ('as managed' estimate)
CDE (Construction, Demolition and Excavation Waste) – Oxfordshire County Council ('as managed' estimate – there is considerable uncertainty over this figure, see paragraph 5.5b)
Hazardous waste – BPP Consulting for OCC
Agricultural waste – BPP Consulting for OCC (estimate)
Waste Water – Thames Water plc
LLW (Low Level Radioactive Waste)

5.5 Municipal Solid Waste (also referred to as local authority collected waste), commercial and industrial waste and construction, demolition and excavation waste are estimated to comprise approximately ~~Just over~~ two thirds of the total waste ~~produced~~ requiring management in the county ~~comprises municipal solid waste (also referred to as local authority collected waste), commercial and industrial waste and construction, demolition and excavation waste~~. Collectively these are referred to as the principal waste streams and forecasts for ~~each of~~ these over the plan period are set out in Table 4. It is an aim of the plan for Oxfordshire to be net self-sufficient in managing and disposing of these wastes and forecasts are needed to plan for this. Agricultural waste makes up almost a third of total waste but most is managed on site (on individual farming units), much of it in ways that are ~~outside~~ beyond normal planning control. This is not therefore included in the principal waste streams and is addressed separately in policy W8. The other types of waste are also important but the quantities to be managed are far lower and require specialist forms of management and disposal: these are addressed in policies W7 (hazardous waste), W9 (radioactive waste) and W10 (waste water).

The BPP Review of the Waste Needs Assessment (2014) established a point of production 'arisings' figure for the C&I and CDE waste streams, whereas the Supplement to the Waste Needs Assessment (2016) used a method developed by national government to establish an 'as managed' waste figure for each of these waste streams. The 'as managed' figures in broad terms are approximately 60-70% of the equivalent 'arisings' figures. The reason for the difference between the values (other than the three year time lag between estimates) is attributable to the fact that a certain amount of waste is managed through routes outside the formal management system. This might be through management on the site of production (e.g. crushing of demolition waste and incorporation into groundworks), through methods ancillary to other activities

such as storage and distribution (e.g. backhauling by major retailers of packaging waste for bulking at distribution depots), or through the use of mobile plant that do not require express planning consent and therefore bypassing static facilities. The actual degree to which such activities may contribute to the management of these waste streams today and in the future is not fully able to be accounted for. Therefore the 'as managed' values for C&I waste included in Tables 3 and 4 and in Policy W1 should be regarded as minimum arising values.

There is considerable uncertainty over the estimated figure for CDE waste in Table 3 and over forecasts for this waste stream. Significantly different figures can be derived depending on the assumptions used. Consequently, no forecasts for CDE waste are included in Table 4; and no values for this waste stream are included in Policy W1. Nevertheless, the estimate of 1.033 mtpa shown in Table 1 can be taken as a minimum value for the amount of CDE waste to be managed going forward. This will include an element of non- inert waste, which has been estimated to comprise 20% of the total, and this waste will require management as non-hazardous waste rather than inert waste. Inert waste is expected to be primarily managed through recycling, in particular at recycled aggregate production facilities, recovery operations or the backfilling of mineral workings. Some will continue to go to landfill for restoration purposes.

5.6 Forecasts of waste produced in Oxfordshire are likely to change over time, as circumstances affecting the amount of waste produced change and new information becomes available. ~~The forecasts are therefore not included in policy W1.~~ Current (January 2015) forecasts for the MSW and C&I waste streams are set out in Table 4. No forecasts for CDE waste are included. These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring Reports. The forecasts in Table 4 are included in policy W1.

~~Table 4: Forecasts of amounts of principal waste streams to be managed – Oxfordshire waste arisings 2012 – 2031 (million tonnes)~~

Table 4: Forecasts of amounts of principal waste streams (excluding CDE) to be managed – (million tonnes)

	2012	2016	2021	2026	2031
MSW	~~0.300~~	0.320	0.343	0.360	0.376
C&I	~~0.710~~	~~0.736~~ 0.542	~~0.758~~ 0.564	~~0.766~~ 0.573	~~0.773~~ 0.583
~~CDE~~	~~1.005~~ ~~0.932~~	~~1.220~~ ~~1.133~~	~~1.483~~ ~~1.379~~	~~1.483~~ ~~1.379~~	~~1.483~~ ~~1.379~~
~~Total~~	~~2.015~~ ~~1.942~~	~~2.276~~ ~~2.189~~	~~2.584~~ ~~2.480~~	~~2.609~~ ~~2.505~~	~~2.632~~ ~~2.528~~

Source: Supplement to the Oxfordshire Waste Needs Assessment, BPP for OCC ~~2015~~ 2016

5.7 Forecasts for municipal waste assume that from 2012 there is no increase in the amount of waste produced by each person each year[32~~38~~]. Forecast growth in waste arisings therefore reflects only that which will result from the expected increase in population, taking into account both planned and assessed housing need[33~~39~~].

5.8 The commercial and industrial waste forecast takes account of economic growth forecasts for Oxfordshire and Defra national forecasts[34~~40~~]. A ~~high~~ moderate growth rate has been used (as explained in the Supplement to the Waste Needs Assessment 2016), ~~based on a compound annual growth in waste arisings of 0.7% to 2021 and 0.2% thereafter~~. This results in an overall increase in ~~arisings~~ the amount of waste to be managed of approximately 7% from the 2014 baseline figure to the forecast for 2031. ~~some 9% between 2012 and 2031~~.

5.9 Future construction, demolition and excavation waste arisings will be largely governed by the rate of new building work. The national Planning Policy Guidance for waste states that when forecasting future arisings for this waste stream, waste planning authorities should start from the basis that net arisings will remain constant over time as there is likely to be a reduced evidence base on which forward projections can be based[41]. Following this guidance, it can be taken that a minimum of 1.033 mtpa of CDE waste will require management in Oxfordshire throughout the plan period to 2031. ~~Forecasts also take account of policy, legislation and standards – all of which are pushing the sector to more sustainable waste management methods. Again, a high growth rate scenario has been used (as explained in the Waste Needs Assessment), but this has been partly checked by pressures to reduce waste. Steady growth in this waste stream is anticipated each year to 2021, based on an assumption that the rate of construction will increase as the economy picks up and house building increases in response to recently assessed demands[35]. An increase of 50% in this type of waste is possible, with waste levels stabilising thereafter~~.

5.10 The National Planning Policy for Waste[36~~42~~] sets out the role of planning for waste, which includes providing a framework in which communities and businesses take more responsibility for their own waste, including enabling waste ~~to be~~ requiring disposal~~ed~~ or mixed waste destined for recovery~~ed~~ to be managed in line with the proximity principle. It also requires that, in preparing waste local plans, waste planning authorities should identify quantities of waste requiring different types of management in their area over the plan period. These principles underpin the aim for Oxfordshire to be net self-sufficient in the management (including disposal) of each of the principal

[32~~38~~] Policy 3 of Oxfordshire Joint Municipal Waste Management Strategy 2013
[33~~39~~] Oxfordshire Strategic Housing Market Assessment, GL Hearn, March 2014
[34~~40~~] BPP Consulting Baseline, Forecasts & Targets for Commercial & Industrial Waste Generated in Oxfordshire, February 2014
[41] National Planning Practice Guidance for waste, paragraph 033 (October 2014)
[35] ~~Oxfordshire Strategic Housing Market Assessment, GL Hearn, March 2014~~
[36~~42~~] National Planning Policy for Waste, October 2014

waste streams. In addition the National Planning Policy for Waste requires that waste planning authorities:

- consider the need for additional waste management capacity of more than local significance;
- take into account any need for waste management (including disposal of residues from waste treatment) arising in more than one waste planning authority area where only a limited number of facilities would be required; and
- work collaboratively in groups with other waste planning authorities to provide a suitable network of facilities.

Some cross boundary movement of waste is inevitable but planning for net self-sufficiency should reduce the level of movement that is necessary[37~~43~~].

5.11 For some time Oxfordshire has been receiving ~~high levels~~ substantial quantities of waste from other areas. A total of 670,000 tonnes of waste was imported into Oxfordshire in 2013, approximately 425,000 tonnes of which was disposed to landfill (see table 1 in section 2)[38~~44~~]. This reflects the availability of non-hazardous waste landfill space in Oxfordshire[39~~45~~], the relative proximity of a number of urban centres (e.g. Reading, Wokingham, Bracknell and Newbury) and reduction ~~a growing shortage~~ of non-hazardous waste landfill capacity in other areas – in particular Berkshire and north Hampshire. London also has a shortage of landfill capacity and exports waste for disposal to other areas, including Oxfordshire (much of this waste arrives by rail). The amount of waste from London is expected to reduce[40~~46~~], but significant ~~quantities~~ imports of waste ~~can still be~~ are anticipated to continue from ~~other areas~~ elsewhere as long as Oxfordshire's landfills continue to operate. Policy W1 sets the basis for managing the equivalent quantity of waste to that produced in Oxfordshire. The approach to managing waste from other areas is covered by policy W6 (Landfill) and policy W3 (Provision for waste management capacity and facilities required).

5.12 **Policy W1: Oxfordshire waste to be managed**

Provision will be made for waste management facilities to provide capacity that allows Oxfordshire to be net self-sufficient in the management of its principal waste streams – municipal solid waste (or local authority collected waste), commercial and industrial waste, and construction, demolition and excavation waste – over the period to 2031.

The amounts of ~~these~~ wastes ~~that need to be managed~~ for which waste management capacity needs to be provided is as ~~identified in the most~~

[37~~43~~] Oxfordshire County Council and other Waste Planning Authorities in the South East of England have signed a Memorandum of Understanding that commits each to the aim of planning for net self-sufficiency

[38~~44~~] Oxfordshire Waste Needs Assessment, OCC 2015

[39~~45~~] All of Oxfordshire's landfills are permitted to take waste from outside the county, but in some cases there are restrictions on the areas from which waste can be imported

[40~~46~~] Waste from West London that was being disposed under contract at Sutton Courtenay is now being ~~disposed in South Gloucestershire~~ managed elsewhere. The London Plan expects the London Boroughs to become net self-sufficient in managing their waste by 2025 and to cease sending recyclable or biodegradable waste to landfill at that time.

~~recent Oxfordshire Waste Needs Assessment or update of these amounts in the Oxfordshire Minerals and Waste Annual Monitoring Reports.~~ follows:

Forecasts of waste for which waste management capacity needs to be provided 2016 – 2031 (million tonnes per annum)

Waste Type	2016	2021	2026	2031
Municipal Solid Waste	0.32	0.34	0.36	0.38
Commercial and Industrial Waste	0.54	0.56	0.57	0.58

These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring Reports.

Provision ~~of~~ for facilities for hazardous waste, agricultural waste, radioactive waste and waste water/sewage sludge will be in accordance with policies W7, W8, W9 and W10 respectively.

Diverting waste from landfill

5.13 The way that waste is managed in Oxfordshire has changed markedly in recent years. Most waste was previously disposed ~~by~~ to landfill, but available data shows that ~~in Oxfordshire~~ over half is now recycled or recovered ~~for other use~~. The recycling and recovery of municipal waste is leading this trend (58% in 2012/13)[~~41~~47] and further improvement can be expected as a result of investment in new waste facilities.

5.14 The Core Strategy seeks further improvement as quickly as is practical in the proportion of waste that is recycled, composted and recovered, ~~to minimise~~ minimising the amounts of waste disposed in landfill. Policy W2 sets targets for the way in which the principal waste streams ~~should~~ are to be managed and these help to determine the provision that needs to be made for different types of waste management facilities (see policy W3).

5.15 The targets for future waste management in policy W2 reflect the aims and vision of this Core Strategy to:

- move waste up the hierarchy; and
- maximise landfill diversion.

They have been formulated following a careful assessment of the composition of each of the principal waste streams and what is understood to be the current management position for each. ~~have evolved from waste management targets in the former South East Plan~~. They ~~have been modified and updated to~~ reflect local circumstances in Oxfordshire, including the objectives and

[~~41~~47] Household waste recycling rates are published annually by each District Council (as Waste Collection Authority).

policies of the Oxfordshire Joint Municipal Waste Management Strategy 2013 (which aims to move ~~waste~~ management of municipal waste further up the waste hierarchy). They are considered to be ambitious but achievable.
~~The targets set by policy W2 reflect:~~

- ~~higher recycling (and composting) targets that are considered achievable in Oxfordshire; and~~
- ~~maximum diversion from landfill.~~

5.16 To encourage movement up the waste hierarchy, policy W2 requires that proposals for waste management facilities demonstrate that the waste could not be managed higher up the waste hierarchy than is being proposed. This is particularly with a view to avoiding an excess of capacity for the treatment of residual municipal waste and commercial and industrial waste that cannot be recovered by means of recycling, composting or ~~treatment of~~ food waste treatment.

Municipal solid waste

5.17 Oxfordshire's municipal waste strategy[42~~48~~] aims for recycling and composting of at least 65% of household waste by 2020 and at least 70% by 2025. Roughly half of the waste that is recycled is likely to be organic (green or food waste), reflecting the relative proportion of organic waste in this waste stream. Waste that is not recycled or composted (including treatment of food waste) will mostly be treated at the Ardley energy recovery facility, near Bicester. (This strategic facility is shown on the waste key diagram). The residual waste treatment target otherwise recognises that a small amount of waste (5%) cannot be treated in this way and will still need to be sent to landfill [43~~49~~].

Commercial and Industrial waste

5.18 As with municipal waste, much of the commercial and industrial waste stream can be recycled and other authorities' plans have set targets to achieve 70% recycling and composting over the next 10 to 15 years. Policy W2 sets separate targets for composting[44~~50~~] and dry recycling, but the composting target is lower than that set for municipal waste, reflecting the lower food and green waste content of this waste stream[45~~51~~]. This makes the achievement of a 70% recycling and composting target for commercial and industrial waste challenging.

Construction, Demolition and Excavation waste

5.19 The European Waste Framework Directive[46~~52~~] requires 70% of construction and demolition waste to be recycled or recovered by 2020. Hard demolition waste makes up about a third of the overall waste stream and the vast majority (98%) is already processed and re-used as recycled aggregate.

[42~~48~~] Oxfordshire Joint Municipal Waste Management Strategy 2013
[43~~49~~] This does not include hazardous residues from waste treatment processes (policy W8)
[44~~50~~] This includes food waste treatment
[45~~51~~] About 10% of commercial and industrial waste recycled/composted will be food or green waste
[46~~52~~] Directive 2008/98/EC on Waste (2008)

Construction waste is ~~far~~ more varied in composition and it is estimated that~~. L~~ little more than a third is currently recycled and there may be some scope to improve on this.

5.20 Naturally occurring excavation waste material is not subject to the Directive target. This waste stream ~~may reflect the greater difficulty of recycling this type of waste, which~~ largely comprises subsoil and amounts to about half of the overall construction, demolition and excavation waste stream. Excavation waste is nevertheless used (disposed or recovered) beneficially in Oxfordshire in the restoration of mineral workings, operational development and ~~associated~~ engineering works.

5.21 ~~The former South East Plan set a recycling target of 60% for construction, demolition and excavation waste combined. In Oxfordshire about half of the overall construction, demolition and excavation waste stream (52%) is currently recycled and there is unlikely to be opportunity to significantly increase this. An overall recycling target of 60% is compliant with the Directive target for construction and demolition waste. This will be more readily monitored than would separate targets for construction and demolition waste and excavation waste.~~ The targets in Policy W2 are set at levels that exceed the Directive target for recycling or recovery of construction and demolition waste arising in Oxfordshire by 2020.

5.22 **Policy W2: Oxfordshire waste management targets**

Provision will be made for capacity to manage the principal waste streams in a way that provides for the maximum diversion of waste from landfill, in line with the following targets:

~~Oxfordshire waste management targets 2012 – 2031~~

~~Waste Management / Waste Type~~	**~~Target Year~~**				
	~~2012~~	**~~2016~~**	**~~2021~~**	**~~2026~~**	**~~2031~~**
~~Municipal waste:~~					
~~Composting & food waste treatment~~	**~~25%~~**	**~~29%~~**	**~~32%~~**	**~~35%~~**	**~~35%~~**
~~Dry Recycling~~	**~~33%~~**	**~~33%~~**	**~~33%~~**	**~~35%~~**	**~~35%~~**
~~Treatment of residual waste~~	**~~0%~~**	**~~30%~~**	**~~30%~~**	**~~25%~~**	**~~25%~~**
~~Landfill~~	**~~42%~~**	**~~8%~~**	**~~5%~~**	**~~5%~~**	**~~5%~~**
~~Total~~	**~~100%~~**	**~~100%~~**	**~~100%~~**	**~~100%~~**	**~~100%~~**
~~Commercial and industrial waste:~~					
~~Composting & food waste treatment~~	**~~0%~~**	**~~5%~~**	**~~5%~~**	**~~5%~~**	**~~5%~~**
~~Dry Recycling,~~	**~~50%~~**	**~~55%~~**	**~~60%~~**	**~~65%~~**	**~~65%~~**
~~Treatment of residual waste~~	**~~0%~~**	**~~15%~~**	**~~25%~~**	**~~25%~~**	**~~25%~~**

~~Landfill~~	~~50%~~	~~25%~~	~~10%~~	~~5%~~	~~5%~~
~~Total~~	~~100%~~	~~100%~~	~~100%~~	~~100%~~	~~100%~~
~~Construction, demolition and excavation waste:~~					
~~Recycling~~	~~52%~~	~~55%~~	~~60%~~	~~60%~~	~~60%~~
~~Landfill/Restoration*~~	~~48%~~	~~45%~~	~~40%~~	~~40%~~	~~40%~~
~~Total~~	~~100%~~	~~100%~~	~~100%~~	~~100%~~	~~100%~~

~~Targets for 2012 approximate to actual performance for that year~~

~~*** includes waste disposed as part of a recovery operation**~~

Oxfordshire waste management targets 2016 – 2031

		Year			
		2016	**2021**	**2026**	**2031**
MUNICIPAL WASTE	**Composting & food waste treatment**	29%	32%	35%	35%
	Non-hazardous waste recycling	33%	33%	35%	35%
	Non-hazardous residual waste treatment	30%	30%	25%	25%
	Landfill (these percentages are not targets but are included for completeness)	8%	5%	5%	5%
	Total	100%	100%	100%	100%
COMMERCIAL & INDUSTRIAL WASTE	**Composting & food waste treatment**	5%	5%	5%	5%
	Non-hazardous waste recycling	55%	60%	65%	65%
	Non-hazardous residual waste treatment	15%	25%	25%	25%

	Landfill (these percentages are not targets but are included for completeness)	25%	10%	5%	5%
	Total	100%	100%	100%	100%
CONSTRUCTION,DEMOLITION & EXCAV ATION WASTE	***Proportion of Projected Arisings taken to be Inert****	*80%*	*80%*	*80%*	*80%*
	Inert waste recycling (as proportion of inert arisings)	55%	60%	65%	70%
	Permanent deposit of inert waste other than for disposal to landfill (as proportion of inert arisings)**	25%	25%	25%	25%
	Landfill (as proportion of inert arisings) (these percentages are not targets but are included for completeness)	20%	15%	10%	5%
	Total (inert arisings)	100%	100%	100%	100%
	Proportion of Projected Arisings taken to be Non-Inert*	*20%*	*20%*	*20%*	*20%*
	Composting (as proportion of non-inert arisings)	5%	5%	5%	5%
	Non-hazardous waste recycling (as proportion of non-inert arisings)	55%	60%	65%	65%
	Non-hazardous residual waste treatment (as proportion of non-inert arisings)	15%	25%	25%	25%

	Landfill (as proportion of non-inert arisings) (these percentages are not targets but are included for completeness)	25%	10%	5%	5%
	Total (non-inert arisings)	100%	100%	100%	100%

* It is assumed that 20% of the CDE waste stream comprises non-inert materials (from breakdown in report by BPP Consulting on Construction, Demolition and Excavation Waste in Oxfordshire, February 2014, page 7). The subsequent targets are proportions of the inert or non-inert elements of the CDE waste stream.

** This includes the use of inert waste in backfilling of mineral workings & operational development such as noise bund construction and flood defence works.

Proposals for the management of all types of waste should demonstrate that the waste cannot reasonably be managed through a process that is higher up the waste hierarchy than that proposed.

Provision for waste management – capacity and facilities required

5.23 Table 5 shows how the forecast tonnages of non-hazardous waste for the principal waste streams in policy W1 should be managed ~~in order that~~ for the waste management targets in policy W2 ~~can~~ to be met. Waste management capacity equivalent to these tonnages needs to be provided if Oxfordshire is to be net self-sufficient in meeting its waste needs (policy W1). The non-hazardous element of the CDE waste stream has been calculated based on the arising value of 1.033 mtpa which is considered to be a minimum. The management capacity required for the inert element of this waste stream is not specified in view of the uncertainty over the baseline value and forecast, and consequent absence of figures for CDE waste in policy W1; and also in recognition of the positive approach in policies W3 and M1 towards provision of additional capacity for recycling of CDE waste, particularly for the production of recycled aggregate, whereby there is no requirement for need to be demonstrated against a specified capacity requirement and, subject to proposals being in accordance with other relevant policies, there is no ceiling set on the level of capacity that may be provided.

~~Table 5: Oxfordshire: estimated waste required to be managed 2012 – 2031 (tonnes per annum)~~

~~**Waste Management / Waste Type**~~	~~**Target Year**~~				
	~~**2012**~~	~~**2016**~~	~~**2021**~~	~~**2026**~~	~~**2031**~~
~~**Municipal waste:**~~					

~~**Composting & food waste treatment**~~	~~74,900~~	~~92,800~~	~~109,700~~	~~126,000~~	~~131,600~~
~~**Dry Recycling**~~	~~98,800~~	~~105,600~~	~~113,200~~	~~126,000~~	~~131,600~~
~~**Treatment of residual waste**~~	~~0~~	~~96,000~~	~~102,900~~	~~90,000~~	~~94,000~~
~~**Landfill**~~	~~125,900~~	~~25,600~~	~~17,200~~	~~18,000~~	~~18,800~~
~~**Total**~~	~~299,600~~	~~320,000~~	~~343,000~~	~~360,000~~	~~376,000~~
~~**Commercial & industrial waste:**~~					
~~**Composting & food waste treatment**~~	~~0~~	~~36,700~~	~~37,900~~	~~38,200~~	~~38,600~~
~~**Dry Recycling,**~~	~~355,000~~	~~404,700~~	~~454,800~~	~~497.600~~	~~502,500~~
~~**Treatment of residual waste**~~	~~0~~	~~110,400~~	~~189,500~~	~~191,400~~	~~193,300~~
~~**Landfill**~~	~~355,000~~	~~184,000~~	~~75,800~~	~~38,300~~	~~38,600~~
~~**Total**~~	~~710,000~~	~~735,800~~	~~758,000~~	~~765,500~~	~~773,000~~
~~**Construction, demolition & excavation waste:**~~					
~~**Recycling**~~	~~485,000~~	~~623,000~~	~~827,000~~	~~827,000~~	~~827,000~~
~~**Landfill / Restoration**~~	~~447,000~~	~~510,000~~	~~552,000~~	~~552,000~~	~~552,000~~
~~**Total**~~	~~932,000~~	~~1,133,000~~	~~1,379,000~~	~~1,379,000~~	~~1,379,000~~

~~Figures rounded to nearest 100 tonnes~~
~~Landfill totals do not include hazardous waste arising from residual waste treatment~~.

Table 5: Oxfordshire: estimated non-hazardous waste management capacity required 2016 – 2031 (tonnes per annum)

Projected Capacity Requirement	**MSW**	**C&I**	**CDE (non-inert proportion)**	**Total (tpa)**
	2016			
Composting/ food waste treatment	92,800	27,100	10,300	**130,200**
Non-hazardous waste recycling	105,600	298,100	113,700	**517,400**
Non-hazardous waste residual	96,000	81,300	31,000	**208,300**
	2021			
Composting/ food waste treatment	109,700	28,200	10,300	**148,200**
Non-hazardous waste recycling	113,200	338,100	124,000	**575,300**
Non-hazardous waste residual	102,900	140,900	51,700	**295,500**
	2026			
Composting/ food waste treatment	126,000	28,700	10,300	**165,000**
Non-hazardous waste recycling	126,000	372,500	134,400	**632,900**

Non-hazardous waste residual	90,000	143,300	51,700	**285,000**
	2031			
Composting/ food waste treatment	131,600	29,100	10,300	**171,000**
Non-hazardous waste recycling	131,600	378,600	134,400	**644,600**
Non-hazardous waste residual	94,000	145,600	51,700	**291,300**

5.24 Existing waste management facilities will provide much of the waste management capacity required, as identified in Table 5. Table 6 shows the capacity available: this reduces through the plan period as the capacity provided by ~~temporary~~ facilities with time-limited planning permissions is deducted in accordance with the end dates of their planning permissions.

Table 6: Oxfordshire – capacity available to manage waste at existing facilities ~~2012~~ 2016 – 2031 (tonnes per annum)

~~Facility type~~ Type of waste management	~~2012~~	2016	2021	2026	2031
Non-hazardous waste recycling	~~600,300~~	598,900	429,900	429,900	317,800
Composting / food waste treatment	~~219,600~~	219,600	219,600	214,600	214,600
Non-hazardous residual waste treatment	~~300,000~~	300,000	300,000	300,000	300,000
~~Inert waste recycling~~	~~1,153,100~~	~~1,145,100~~	~~1,105,100~~	~~889,600~~	~~889,600~~

Source: Oxfordshire County Council

~~Municipal and Commercial and Industrial wastes are managed at non-hazardous waste facilities~~
~~Construction, Demolition and Excavation waste is managed at inert waste facilities~~

5.25 Table 7 shows when and for which types of facility a need is expected to arise for additional waste management capacity and the amount required. Shortfalls arise where the capacity provided by existing facilities (table 6) is insufficient to meet the estimated waste management capacity requirement (table 5). ~~Policy W3 provides for these requirements to be monitored and kept up to date in the Minerals and Waste Annual Monitoring Reports.~~ Waste management capacity requirements will be kept under review and updated in the Oxfordshire Minerals and Waste Annual Monitoring Reports. These reports will also set out how the waste management capacity requirements are expected to be met, including the capacity that is expected to be provided by:

- Permanent and established waste management facilities;
- Time-limited waste management facilities;
- Sites with planning permission for waste management facilities that have not yet been built;

- Sites allocated for waste development in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document; and

Any further sites that may be needed to meet updated capacity requirements identified by monitoring in the Annual Monitoring Reports following adoption of the Site Allocations Document.

~~Table 7: Oxfordshire – additional capacity required to manage the principal waste streams 2012 – 2031 (tonnes per annum)~~

~~Facility type~~	~~2012~~	~~2016~~	~~2021~~	~~2026~~	~~2031~~
~~Non-hazardous waste recycling~~	~~-~~	~~-~~	~~138,100~~	~~193,700~~	~~316,300~~
~~Composting / food waste treatment~~	~~-~~	~~-~~	~~-~~	~~-~~	~~-~~
~~Non-hazardous residual waste treatment~~	~~-~~	~~-~~	~~-~~	~~-~~	~~-~~
~~Inert waste recycling~~	~~-~~	~~-~~	~~-~~	~~-~~	~~120,400~~

~~Source: Oxfordshire County Council~~

Table 7: Oxfordshire – Capacity surplus/deficit available to manage the non-hazardous element of the principal waste streams 2016 – 2031 (tonnes per annum)

Facility Type		**Target Year**			
		2016	**2021**	**2026**	**2031**
Composting/ food waste treatment	Capacity surplus or shortfall against target	+89,400	+71,400	+49,600	+43,600
Non-hazardous waste recycling	Capacity surplus or shortfall against target	+81,500	-145,400	-203,000	-326,800
Non-hazardous residual waste treatment	Capacity surplus or shortfall against target	+91,700	+4,500	+15,000	+8,700
Overall Non-Hazardous Waste Diversion Capacity Balance		+262,600	-69,500	-138,400	-274,500

N.B. + denotes a surplus capacity
– denotes a shortfall in capacity

Source: Oxfordshire County Council

5.26 For Oxfordshire to be net self-sufficient in managing its own waste, provision ~~must~~ will be made for sites that are sufficient to enable the waste management requirements set out in table 5 to be met. Policy ~~W4~~ W3 provides for these capacity requirements to be met through the allocation of sites for waste management development in the Site Allocations Document,

including in particular the provision that may need to be made for new sites to meet the shortfalls identified in table 7.

5.27 Sites already in use for waste management are likely to provide much of the waste management capacity required in the early part of the plan period. A need for additional ~~commercial and industrial~~ non-hazardous waste recycling facilities ~~and for construction, demolition and excavation waste recycling facilities~~ is likely to arise later in the plan period (table 7). ~~Policy W3 sets out how the assessed need for waste management capacity should be taken into account in the consideration of proposals for waste management facilities~~.

5.28 Facilities for preparation for re-use, ~~transfer,~~ recycling~~,~~ and composting of waste and treatment ~~(~~of food waste~~)~~ help move the management of waste up the waste hierarchy. These types of facilities ~~should~~ are generally ~~be~~ encouraged, particularly having regard to the shortfall in non-hazardous recycling capacity that is expected to arise ~~later in~~ over the plan period. Transfer facilities do not manage waste themselves but can assist the efficient transportation of waste to facilities that do, thereby helping to move the management of waste up the waste hierarchy. Recycling, ~~and~~ composting and food waste treatment facilities may manage some waste from other areas at the same time as providing capacity that helps to meet Oxfordshire's waste management needs.

5.29 In the case of facilities for the treatment of residual waste, a more cautious approach ~~should be~~ is taken. Residual waste treatment facilities come below recycling and composting in the waste hierarchy and no need has been identified for additional capacity in Oxfordshire within the plan period. These facilities ~~are expensive to develop and~~ tend to be large scale and would therefore be likely to draw waste into Oxfordshire from other areas. An excess of capacity for this type of facility is more likely to result in mixed waste being ~~'disposed'~~ managed further from its source, contrary to the proximity principle (see paragraph 2.28). An excess of residual waste treatment capacity could also impede the achievement of recycling and composting targets. These dis-benefits may be reduced if ~~it becomes practical and economic to develop~~ smaller scale facilities were developed. If designed to serve a local need, particularly if linked to local provision of heat and power, smaller scale residual waste treatment facilities may be acceptable where they help to divert waste from landfill and it can be demonstrated that ~~the~~ they would not impede the achievement of recycling and composting targets.

5.30 **Policy W3: Provision for waste management capacity and facilities required**

Provision will be made for the following additional waste management capacity to manage the non-hazardous element of the principal waste streams: ~~through this policy and policies W4, W5 and W6 sufficient to meet the need for management of the principal waste streams identified in policy W1 and the waste management targets in policy W2, including any provision that needs to be made for additional waste management capacity that cannot be met by existing facilities~~.

Non-hazardous waste recycling:

- **by 2021: at least 145,400 tpa**
- **by 2026: at least 203,000 tpa**
- **by 2031: at least 326,800 tpa**

~~**Waste management capacity requirements will be kept under review and updated in the Oxfordshire Minerals and Waste Annual Monitoring Reports. The Minerals and Waste Annual Monitoring Reports will also set out how the waste management capacity requirements are expected to be met, including the capacity that is expected to be provided by:**~~

- ~~**Permanent and established waste management facilities;**~~
- ~~**Time-limited waste management facilities;**~~
- ~~**Sites with planning permission for waste management facilities that have not yet been built;**~~
- ~~**Sites allocated for waste development in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.**~~

~~**Account will be taken of any requirements for additional waste management capacity (as identified in Table 7 or the most recent update in the Oxfordshire Minerals and Waste Annual Monitoring Reports) in the consideration of proposals for new waste management facilities for the principal waste streams.**~~

~~**Proposals for facilities for re-use, transfer and pre-treatment of waste (recycling, composting and treatment of food waste) will normally be permitted. Proposals for the treatment of residual waste will only be permitted if it can be demonstrated that the development would not impede the achievement of the waste management targets in policy W2 and that it would enable waste to be recovered at one of the nearest appropriate installations.**~~

Specific sites for strategic and non-strategic waste management facilities (other than landfill) to meet the requirements set out in in this policy, or in any update of these requirements in the Oxfordshire Minerals and Waste Annual Monitoring Reports, at locations that are in accordance with policies W4 and W5 and other relevant policies of this Plan and of other development plans will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Other sites which are suitable for strategic and non-strategic waste management facilities and which provide additional capacity for preparation for re-use, recycling or composting of waste or treatment of food waste (including waste transfer facilities that help such provision) at locations that are in accordance with policies W4 and W5 and other relevant policies of this Plan and of other development plans will also be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.

Permission will be granted at allocated sites for the relevant types and sizes of waste management facilities for which they are allocated provided that the requirements of policies C1 – C12 are met.

Permission will normally be granted for proposals for waste management facilities that provide capacity for preparation for re-use, recycling or composting of waste or treatment of food waste (including waste transfer facilities that help such provision) at other sites that are located in accordance with policies W4 and W5 and that meet the requirements of policies C1 – C12, taking into account the benefits of providing additional capacity for the management of waste at these levels of the waste hierarchy, and unless the adverse impacts of doing so significantly and demonstrably outweigh the benefits. Where permission is granted for such a facility at a time-limited mineral working or landfill site this will normally be subject to the same time limit as that applying to the host facility and the site shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings at the end of its permitted period. Except where a new planning permission is granted for retention of the facility beyond its permitted end date, temporary facility sites shall be restored at the end of their permitted period.

Proposals for non-hazardous residual waste treatment will only be permitted if it can be demonstrated that the development would not impede the movement of waste up the hierarchy and that it would enable waste to be recovered at one of the nearest appropriate installations, and provided that the proposal is located in accordance with policies W4 and W5 and meets the requirements of policies C1-C12. Account will be taken of any requirements for additional non-hazardous residual waste management capacity that may be identified in the Oxfordshire Minerals and Waste Annual Monitoring Reports in the consideration of proposals for additional non-hazardous residual waste management capacity for the principal waste streams.

Proposals for disposal by landfill will be determined in accordance with policy W6.

General locational strategy for waste management facilities

5.31 Policy W4 provides the general strategy for the location of new waste facilities, as illustrated on the Key Waste Diagram (Figure 12). Unless otherwise specified (see policies W7, W8, W9 and W10) this policy applies to facilities managing the principal waste streams. The approach to landfill is dealt with separately in policy W6. Specific sites for additional waste management ~~facilities~~ capacity will be identified and allocated in the Site Allocations Document, taking into account the ~~criteria in policy W5~~ requirements of this policy, policy W5 (Siting of waste management facilities) and policies C1 – C~~11~~12.

5.32 The general locational strategy looks to steer larger scale (strategic and non-strategic) facilities towards locations close to the main centres of population (as indicated on figure 2, in section 2) and for facilities in the more rural parts of the county to be of smaller scale. ~~Table 8 provides a guide to differentiation between larger and smaller scale facilities~~[47]. The following will be used as a guide to differentiation between different scales of facility[53]:

- Strategic facilities are those that would manage at least 50,000tpa of waste;
- Non-strategic facilities are those that manage between 20,000 and 50,000 tpa of waste; and
- smaller scale facilities are those that manage less than 20,000 tpa waste or 25,000 tpa of inert waste for recycling.

~~Table 8: Guide to defining the scale of waste management facilities~~

~~Scale~~	~~Recycling/Treatment/Recovery Facilities throughput (tonnes per annum)~~		
	~~>50,000 tpa~~	~~<50,000 tpa~~	~~<20,000 tpa~~
~~Strategic~~	~~✓~~	~~x~~	~~x~~
~~Non-Strategic~~	~~x~~	~~✓~~	~~x~~
~~Small scale~~	~~x~~	~~x~~	~~✓~~

~~Source: Oxfordshire County Council~~

5.33 Strategic waste management facilities are likely to serve the county as a whole, or at least large parts of it. Banbury, Bicester, Oxford, Abingdon and Didcot (figure 2) are large centres of population linked by A34/M40. Bicester, Oxford and Didcot are expected to experience considerable growth and together with Banbury and Abingdon will account for a very significant portion of the county's waste production. Any strategic waste management facilities should normally be within ~~10~~ 15 kilometres of Oxford City centre (which is approximately equivalent to a zone of 12km from the built up area of Oxford) or 5 kilometres of the specified towns, but avoiding the ~~Oxford Green Belt and~~ North Wessex Downs Area of Outstanding Natural Beauty (see policy ~~policies W5 and~~ C8). Facilities in these locations will be closer to ~~large quantities of~~ waste arisings, thereby avoiding the need for long distance movements by ~~lorry~~ road. They can also benefit from the linkage provided by the A34/M40, which allows for movement of waste by road without directly impacting on local communities. Growth at these towns, particularly the key growth areas of Bicester, Oxford and Didcot, may also bring forward site opportunities for new ~~additional~~ waste management facilities. Locations further from these towns may also be suitable where there is good access to the Oxfordshire lorry route network (policy C10). ~~Whilst Banbury is the second largest town in Oxfordshire, it is not included as a location for strategic waste management facilities because it is located in the north of the county, away from the main concentration of population and development, and it is not one of the key growth areas.~~

[47][53] Other factors may also be relevant e.g. where there is clearly defined catchment area

5.34 Non-strategic waste management facilities are likely to serve an area equivalent to that of a district and should normally be located close to Oxford City or the larger towns: Abingdon, Bicester, Didcot, Banbury, Witney and Wantage & Grove (figure 2). Growth at these towns, particularly the key growth areas of Bicester, Oxford, Didcot and Wantage & Grove, may bring forward site opportunities for ~~new~~ additional waste management facilities. Non-strategic waste management facilities may also be located at or close to the small towns of Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford. Any non-strategic waste management facilities should normally be within 15 kilometres of Oxford City centre or 5 kilometres of the specified large towns or 2 kilometres of the small towns; but non-strategic facilities are also unlikely to be compatible with the aims of planning in the Areas of Outstanding Natural Beauty (policy C8). Locations further from the ~~large~~ specified towns may also be suitable where there is good access to the Oxfordshire lorry route network (policy C10) or other benefits can be demonstrated (e.g. providing a local supply of recycled aggregates or making good use of previously developed land). ~~Locations in the Oxford Green Belt should be avoided (see policy W5). Non-strategic facilities are also unlikely to be compatible with the aims of planning in the Areas of Outstanding Natural Beauty (policy C8).~~ The ~~locations~~ locational areas for both strategic and/or non-strategic waste management facilities around Oxford, Abingdon, Didcot and Wantage and Grove exclude the Oxford Meadows, Cothill Fen, Little Wittenham and Hackpen Hill Special Areas of Conservation and a 200 metre dust impact buffer zone adjacent to these SACs. Locations in the Green Belt for both strategic and/or non-strategic waste management facilities will be considered against policy ~~W5~~ C12 in line with the NPPF.

5.35 Large parts of the county are rural in character and relatively remote from the Oxfordshire Lorry Route Network and the main sources of waste arising. Much of the county comprises attractive countryside with small village communities. These rural areas are only likely to be suitable for small scale waste management facilities. Facilities of such scale are more likely to be in keeping with their surroundings, with traffic movements ~~levels~~ appropriate to rural roads. Where necessary, controls may be imposed on the volume of waste ~~that can~~ to be handled at such facilities, to ensure they remain small scale and do not give rise to ~~have~~ unacceptable impacts. Locations close to towns (figure 2) are more likely to reduce the distances waste needs to be transported, but other locations may ~~could~~ be acceptable where the criteria in policy W5 and policies C1 – C~~11~~12 are met.

5.36 The ~~hierarchical~~ sequential nature of the spatial strategy is illustrated in Table 9.

Table 9: Locations for different sizes of waste management facilities

Town	Strategic	Non-strategic	Small scale
Abingdon, Bicester, Didcot, Oxford, Banbury	✓	✓	✓

~~Banbury~~, Witney, Wantage & Grove	x	✓	✓
Small Towns*	x	~~x~~ ✓	✓

Source: Oxfordshire County Council
* Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame, Wallingford

5.37 One of the aims of the plan is to achieve a more balanced distribution of waste management capacity across the county in relation to population and consequent waste arisings. Table 10 shows that with the exception of Oxford there is a reasonably well balanced distribution in the number of existing waste facilities between the districts, but that the distribution of the waste management capacity these facilities provide is less well balanced. ~~This should be taken into account in making decisions on locations for facilities.~~ The spatial strategy in policy W4 provides opportunity for this imbalance to be addressed, subject to suitable sites for waste management facilities being available. ~~In particular, any opportunities that arise to add to~~ There is a particular need for additional waste management capacity in or close to Oxford ~~should where possible be taken~~, although the constraint of the Green Belt and pressures for other forms of development suggest that Oxford is unlikely to be able to provide the balance of waste management capacity achieved in the other districts.

Table 10: Distribution of waste management capacity by District (2015)

Area	Population	Number of waste sites	Waste Management Capacity		
			Tonnes per annum	Tonnes per head	Licensed landfill Cubic metres
Cherwell	142,359	21	950,000	6.7	3,230,368
Oxford	151,739	5	19,750	0.1	0
South	136,013	20	358,500	2.6	310,600
Vale	122,432	23	593,700*	4.8	6,691,671
West	106,008	26	601,400	5.7	220,141
County	658,551	95	2,523,350	3.8	10,452,780

Source: Oxfordshire County Council Small Area Projections (Jan 2014)
Facility number and capacity figures do not include facilities with planning permission but not yet built
* Does not include capacity of contaminated groundwater treatment plant at Harwell

5.38 Policy W4 provides a locational framework for the provision of additional waste management ~~facilities~~ capacity that reflects the needs and characteristics of different parts of the county, whilst also providing flexibility for the market to respond to waste management needs.

5.39 **Policy W4: Locations for facilities to manage the principal waste streams**

Facilities (other than landfill) to manage the principal waste streams should be located as follows:

a) Strategic waste management facilities should normally be located in or close to Banbury, Bicester, Oxford, Abingdon and Didcot, as

indicated on the ~~Key~~ Waste Key Diagram. Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.

b) Non-strategic waste management facilities should normally be located in or close to Banbury, Bicester, Oxford, Abingdon and Didcot, ~~and~~ the other large towns (~~Banbury,~~ Witney and Wantage & Grove) and the small towns (Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford), as indicated on the ~~Key~~ Waste Key Diagram. Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.

c) Elsewhere in Oxfordshire, and particularly in more remote rural areas, facilities should only be small scale, in keeping with their surroundings.

The locations for strategic and/or non-strategic waste management facilities around Oxford, Abingdon, Didcot and Wantage and Grove exclude the Oxford Meadows, Cothill Fen, Little Wittenham and Hackpen Hill Special Areas of Conservation and a 200 metre dust impact buffer zone adjacent to these SACs.

As indicated on the Waste Key Diagram, strategic and non-strategic waste management facilities (that comprise major development) should not be located within Areas of Outstanding Natural Beauty except where it can be demonstrated that the 'major developments test' in the NPPF (paragraph 116), and as reflected in policy C8, is met.

~~Specific sites for waste management facilities (other than landfill) to meet the requirements set out in Policy W3 will be allocated in accordance with this locational strategy in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. The suitability of any new sites for allocation in the Site Allocations Document will be assessed against the criteria in policies W5 and C1 – C11.~~

Siting of waste management facilities

5.40 Policy W5 identifies a number of land uses that are likely to be suitable for waste management. This is not an exhaustive list ~~but, equally,~~ and the suitability of a specific site proposal ~~must~~ will also be assessed against the criteria in policies C1 – ~~C11~~ C12. These policies are designed to ensure that facilities do not endanger human health or cause unacceptable harm to the environment. Policy W4 will also help determine whether a site can accommodate a particular scale of activity.

5.41 The National Planning Policy Framework[48][54] encourages the reuse of previously developed land, and this core principle should be applied in any search for suitable sites. Finding sites for waste management can be difficult. Land already used for one type of waste management could well be suited to another, and this should always be explored[49][55]. The further development or extension of an existing site may also offer a better option than the development of a new facility elsewhere.

5.42 There can be benefit (such as through operating synergies and reduced waste movements) in locating waste facilities at active mineral working or landfill sites. Such sites are usually already well provided for in terms of infrastructure. But mineral and landfill operations are normally subject to restoration requirements so additional facilities are more likely to be acceptable if they are temporary. Additional facilities may add to the impact of mineral working or landfill on a local community and this should be taken into account[50][56].

5.43 Land already identified as suitable for employment (in particular B2 industrial) is likely to be suitable for many waste uses. Redundant agricultural buildings and associated land may also offer opportunity, but their rural location may limit the scale of development that is appropriate (see also policy W4). Land associated with waste water treatment plant may also provide potential for waste management. These sites are likely to be at a distance from housing and may be appropriate for composting and biological treatment.

5.44 The NPPW states that in identifying sites for waste management, priority should be given to the re-use of previously developed land, sites identified for employment uses, and redundant agricultural and forestry buildings and their curtilages. ~~Waste development should generally be avoided on greenfield land~~. ~~Green field~~ Other greenfield sites ~~should only~~ may be considered where they can be shown to be the most suitable and sustainable option and where potential harm, particularly landscape impact, can be satisfactorily mitigated. Depending on the area of land involved, these considerations may also be relevant where the extension of an existing site onto ~~green field~~ greenfield land is proposed. Where major urban development is proposed on greenfield land, it may be appropriate to incorporate waste management facilities, for example as proposed for Bicester eco-town.

5.45 Where proposed waste management sites lie within or would affect an Area of Outstanding Natural Beauty, the proposal will be considered against policy C8. (See also paragraph 6.43 on siting of waste management facilities and AONBs.)

~~The Oxford Green Belt~~

[48][54] National Planning Policy Framework – paragraph 17
[49][55] The Town and Country Planning (Use Classes) Order does not include a specific class for waste management and planning permission is normally required to change from one type of waste activity to another.
[50][56] National Planning Policy for Waste (paragraph 5).

~~5.46 Most proposals for waste management facilities are likely to be inappropriate in the Green Belt. The National Planning Policy Framework requires that substantial weight be given to any harm that is likely to be caused by development in the Green Belt. Development that is harmful to the Green Belt should only be approved in very special circumstances; and where the potential harm to the Green Belt is clearly outweighed by other planning considerations.~~

~~5.47 In the past, planning permissions have been granted for some waste development to take place in the Oxford Green Belt, recognising the difficulty of finding suitable sites in and close to Oxford[57]. Until recently national policy[58] allowed for "significant weight" to be given to the wider environmental and economic benefits of sustainable waste management when considering sites for waste development in the Green Belt. This is no longer the case. The National Planning Policy for Waste does, however, recognise that some types of waste management facilities may still have to be located in the Green Belt due to their particular locational needs[59].~~

~~5.48 Any proposal for inappropriate development in the Green Belt[60] must make clear why there are very special circumstances for it to be sited there, including why that type of facility needs to be located in the Green Belt. Consideration should be given as to why other locations, in particular areas around Didcot and Bicester (policy W4) that are outside the Oxford Green Belt, do not provide suitable alternative options. If it is demonstrated that there are very special circumstances for development on land in the Green Belt, conditions are likely to be imposed to ensure that any waste facility only serves to meet a need that has been identified as forming part of the very special circumstances. These considerations apply equally to facilities that are intended to operate for a temporary period.~~

5.49 **Policy W5: Siting of waste management facilities**

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

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

Waste management facilities may be sited on other land in greenfield locations where this can be shown to be the most suitable and sustainable option.

~~[57] For example, the site of a large grain silo at Gosford (near Kidlington) was permitted for the development of a materials recycling facility (although this land was subsequently acquired for essential rail expansion)~~
~~[58] Planning Policy Statement 10 (withdrawn October 2014).~~
~~[59] National Planning Policy for Waste, paragraph 6 (October 2014) – an example might be a sewage treatment plant that needs to be close to the community it serves~~
~~[60] Small extensions or replacement buildings may be appropriate; also certain engineering operations and changes of use if they preserve openness and do not compromise the purpose of including land in the Green Belt (see National Planning Policy Framework).~~

~~**Proposals for temporary facilities must provide for the satisfactory removal of the facility and restoration of the site at the end of its temporary period of operation, including at mineral working and landfill sites where the facility shall be removed on or before the cessation of the host activity. Temporary facility sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.**~~

~~**Waste management facilities will not be permitted on green field land unless this can be shown to be the most suitable and sustainable option for location of the facility.**~~

~~**Waste management development that is inappropriate in the Green Belt will not be permitted unless there are very special circumstances why it should not be located in the Green Belt. Conditions may be imposed on any permission granted to ensure that the development only serves to meet a need that comprises or forms part of the very special circumstances.**~~

~~**Proposals for new waste management facilities shall meet the criteria in policies C1 – C11.**~~

Landfill

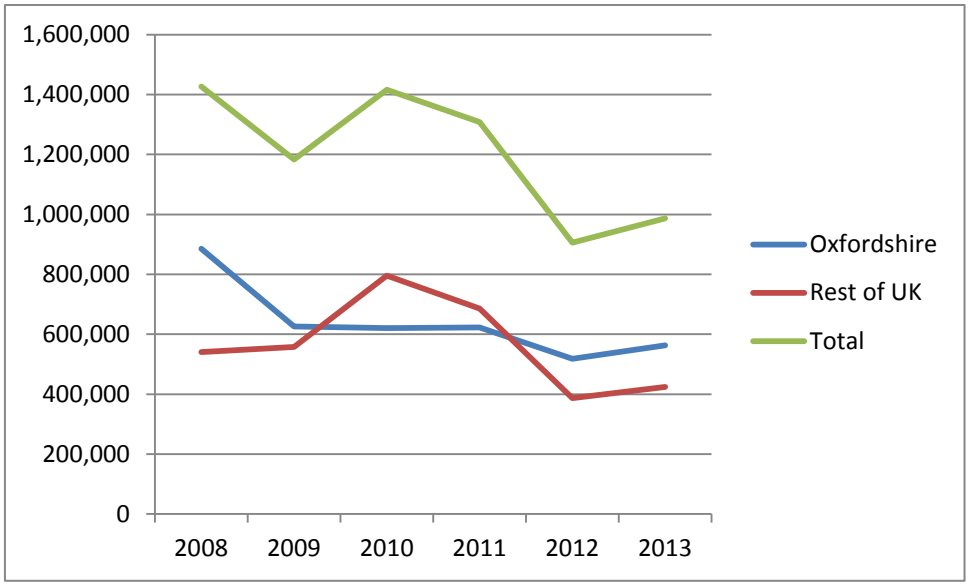
5.50 In terms of waste management, the disposal of waste in landfill is widely recognised as 'the option of last resort', reflecting its position at the bottom of the waste hierarchy. But some waste will continue to be disposed of in this way, pending the development of new waste management infrastructure, and landfill facilities are important in helping waste to be disposed of in one of the nearest appropriate installations[~~55~~61]. There are several landfills operating in Oxfordshire and policy W6 provides the basis for considering proposals affecting their future operation as well as any proposals for further facilities. This policy is concerned with the disposal of non-hazardous and inert wastes: disposal of hazardous and radioactive waste in landfill is covered by policies W7 and W9 respectively.

5.51 In 2013 nearly a million tonnes of waste was disposed in Oxfordshire landfills. This was 30% less than the quantity landfilled in 2008, as shown in figures 10 and 11. In most years, more than half of the waste that is landfilled originates in Oxfordshire[~~56~~62].

[~~55~~61] This is the 'the proximity principle', which is a requirement of the European Waste Framework Directive (2008) (see also paragraph 2.28)

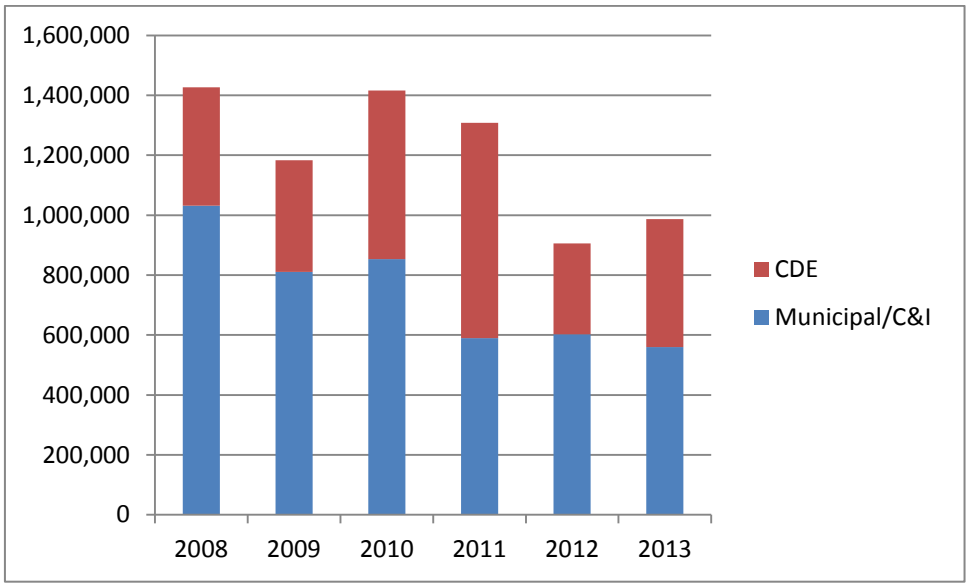
[~~56~~62] This was not the case in 2010 and 2011 when a large amount of waste from the London Olympics site was disposed in Oxfordshire.

Figure 10: Origin of waste disposed in Oxfordshire licensed landfill sites 2008 – 2013 (tonnes)



5.52 More non-hazardous waste is disposed in landfill than inert waste, but this balance is likely to change as inert waste arisings increase and a greater proportion of non-hazardous waste is recovered (as indicated in Table 5, paragraphs 5.55 – 5.56 and Table 12).

Figure 11: Types of waste disposed in Oxfordshire licensed landfill sites 2008 – 2013 (tonnes)



Non-hazardous waste

5.53 As recently as 2012, Oxfordshire had six non-hazardous landfill sites with capacity to dispose of more than 9.0 million tonnes of waste. Three of these

sites are now expected to close before they are completely filled, and by 2016 only three sites are expected to remain in operation, as shown in table 11.

Table 11: Void remaining in Oxfordshire Non-hazardous landfill (Dec 2015)

Site Name	District	Permitted End Date	Actual / Expected End Date	Void (m3) (End 2015)
Finmere Quarry	Cherwell	2035	2035	691,892
Ardley Quarry	Cherwell	2019	2015	0
Alkerton Phase 3	Cherwell	2014	2012	0
Dix Pit	West Oxon	2030	2015	0
Slape Hill Quarry	West Oxon	2019	2019	48,875
Sutton Courtenay	Vale	2030	2030	4,743,976
Total Oxfordshire				5,484,742

Source: Environment Agency data for Dec 2013 extrapolated by Oxfordshire County Council.
1 tonne of non-hazardous waste = 1 cubic metre void
(The strategic landfills at Finmere Quarry and Sutton Courtenay are shown on the Waste Key Diagram)

5.54 In Oxfordshire, recycling and composting rates are increasing and the Energy Recovery Facility at Ardley will significantly reduce the amount of residual waste that would otherwise be landfilled. As more waste treatment facilities are built in other areas[57~~63~~] the decline that has already been seen in the quantity of waste coming into Oxfordshire from other areas should continue[58~~64~~]. However, as landfill facilities close they are not being replaced and the declining quantity of waste that is landfilled is likely to have to be transported further to access those facilities that remain open. This makes it difficult to assess with any accuracy when Oxfordshire's remaining landfill void will be exhausted.

5.55 The targets in policy W2 are for the proportion of Oxfordshire's non-hazardous waste that is sent to landfill to reduce to no more than 5% of arisings by 2026. However, this reduction is likely to be partly off-set by an increase in landfilling of waste from parts of Berkshire, which has very little landfill remaining[59~~65~~]. Municipal waste from West London was being landfilled at Sutton Courtenay but this waste is now being disposed of in South Gloucestershire on a long-term basis. The London Plan expects the London Boroughs to become self-sufficient in managing their waste by 2025, but this may take longer to achieve in practice and it is possible that other waste from London will be disposed to landfill in Oxfordshire.

5.56 The remaining landfills will have insufficient capacity to accept waste at their current rates for the full duration of the plan period. There is, however, more

[57~~63~~] For example, a large energy from waste facility is currently under construction at Calvert Landfill in Buckinghamshire, close to the boundary with Oxfordshire
[58~~64~~] A 2011 Briefing Report 'The Future of Landfill?' by Tolvik Consulting forecast a 45% reduction in waste going to landfill in the next 10 years
[59~~65~~] Reading, Wokingham and Bracknell Forest Unitary Authorities have a long-term contract with the operator of Sutton Courtenay landfill for the disposal of increasing amounts of municipal waste throughout the plan period

than enough capacity to accommodate Oxfordshire's forecast disposal needs and the forecast municipal waste from the Central Berkshire Unitary Authorities of Reading, Wokingham and Bracknell Forest. As shown in Table 12, after meeting these needs, Oxfordshire's remaining landfills would still have capacity remaining totalling nearly 1.7 million m3. This would be sufficient for the disposal of just over a further 100,000 tonnes of waste on average each year from 2016 to 2031 (16 years). This is about the same as the amount of waste currently received from other areas (i.e. other than Oxfordshire and Central Berkshire).

5.57 On this basis, no provision needs to be made for further non-hazardous landfill. To do so would also not be consistent with the Plan's aim of driving the management of waste up the waste hierarchy. Oxfordshire County Council will continue to co-operate with other authorities in considering the role that any remaining landfill void in Oxfordshire might play in meeting their waste management needs.

Table 12: Landfill capacity remaining after Oxfordshire and Central Berkshire[~~60~~66] needs have been met (cubic metres)

Year or Period	2015	2016	2017 – 2021	2022 – 2026	2027 – 2031
Forecast landfill of waste from Oxfordshire and Central Berkshire (tonnes)		249,073	1,176,589	696,616	507,767
Capacity remaining (m3) at end of year or period	5,484,742 (estimate)	5,235,669	4,059,080	3,362,464	2,854,697

Source: Oxfordshire County Council
1 tonne of waste = 1 cubic metre void

5.58 Policy W6 sets out how the remaining landfill void should be managed. In accordance with policy M10, landfill sites should be restored as soon as possible, but proposals seeking to extend the operation of non-hazardous landfills beyond a permitted closure date may be justified where this would make best use of the remaining resource. Proposals to extend the life of an existing landfill should identify the revised rate and duration of infill and demonstrate any steps that are being taken to secure restoration of the site as soon as possible. The former South East Plan sought to safeguard (or husband) all unused non-hazardous landfill for future use, but it is now clear that a more flexible and practical approach to landfill management is required. There are important commercial as well as environmental considerations in deciding whether a landfill should be closed prematurely or mothballed for

[~~60~~66] Reading, Wokingham and Bracknell Forest municipal waste disposal requirements

future use, and policy W6 provides flexibility for proposals[61][67] to be considered on their individual merits.

5.59 The Landfill Directive requires that landfill sites taking biodegradable waste incorporate measures to capture the gas they produce and preferably utilise this for energy recovery. Landfill sites also produce leachate and discharges to watercourses and groundwater that need to be controlled. Provisions and facilities for gas capture and leachate facilities will be required beyond the operational life of the landfill and policy W6 makes provision for this where consistent with other regulatory requirements.

5.60 There has been speculation[62][68] that excavation of old landfills for the recovery of material and/or energy resources from waste may become commercially attractive in future years. Any proposals for such development are likely to raise concerns about public health and environmental impact. Any benefits in terms of waste recovery will need to be weighed against these concerns and this may call for proposals to be considered in tandem with an application for an Environmental Permit (see also Core Policy C5 and paragraph 6.25).

Inert waste

5.61 In 2013 there were ten licensed inert waste 'disposal'[63][69] facilities operating in Oxfordshire with a collective void space of some 4.2 million cubic metres. Three other facilities were not operating and several new facilities are expected to open as a result of recent planning decisions. Over the lifetime of the plan there is already potential opportunity to 'dispose' of some 370,000 – 590,000 tonnes of waste each year, as shown in table 13.

Table 13: Capacity available for disposal of inert waste 2013 – 2031 (units as specified)

	Available void (m3)	Cumulative available void (m3)	Cumulative waste disposal capacity (tonnes pa)
Operational facilities	4,700,000	4,700,000	440,000
Non-operational facilities	300,000	5,000,000	469,000
Permissions not yet implemented	2,500,000	7,500,000	703,000

Source: Oxfordshire County Council
1.5 tonnes of inert waste = 1 cubic metre void
Figures rounded to nearest 100,000 tonnes

[61][67] In the case of early closure, proposals for amended restoration profiles will need to be approved. In the case of mothballing, proposals to extend the lifetime of the facility are likely to be needed
[62][68] A 'tip mining' operation was expected to commence in Belgium in 2014
[63][69] The use of inert waste for the restoration of spent mineral workings can be defined as a 'recovery' operation (as distinct from a landfill disposal operation).

5.62 Much of the existing capacity is provided by two large facilities. Shellingford Quarry has permission to operate until 2028; and Shipton-on-Cherwell Quarry has permission to operate until 2025. The existing and permitted sites should provide sufficient capacity for the 'disposal' of Oxfordshire's forecast waste (593,000 tonnes per annum)[64~~70~~] at least until 2025.

5.63 The Site Allocations Document will make provision for any further sites that are needed for the plan period. A number of options have been put forward by waste and mineral operators for the use of inert waste to restore worked out quarries. In addition, new quarries and extensions to existing quarries which involve infilling with inert waste to achieve restoration are expected to come into operation during the life-time of the Core Strategy (through implementation of the plan's minerals strategy). It is unlikely that there will not be sufficient reasonable options to provide for the disposal of residual inert waste arisings; rather, it is more likely that there will be a shortage of this type of waste to achieve satisfactory restoration of worked out quarries (see also policy M10). Policy W6 therefore provides for priority to be given to the use of residual inert waste in the restoration of quarries. Inert waste is also managed through operational development schemes and projects such as noise bund construction and flood defence works. ~~Otherwise~~ In such cases, proposals for disposal of inert waste on land should demonstrate that there is a positive environmental benefit and that there will be no adverse landscape impact.

5.64 The wider availability of inert waste disposal sites and the costs involved in transporting this type of waste by road limits the amount of inert waste brought to Oxfordshire from other areas for disposal[65~~71~~]. However, the county may be seen as a suitable location for the disposal of surplus inert waste from future large scale engineering projects such as the Thames Tideway Tunnel in London and HS2, particularly if there is potential for moving the waste by rail[66~~72~~]. Such waste could make a useful contribution to the restoration of the county's exhausted mineral workings. Policy C10 would encourage the transport of such material by rail.

5.65 **Policy W6: Landfill and other permanent deposit of waste to land**

Non-hazardous waste ~~disposal facilities~~

Provision for disposal of Oxfordshire's non-hazardous waste will be made at existing non-hazardous landfill facilities which will also provide for the disposal of waste from other areas (including London and Berkshire) as necessary. Further provision for the disposal of non-hazardous waste by means of landfill will not be made.

Permission may be granted to extend the life of existing non-hazardous landfill sites to allow for the continued disposal of residual non-hazardous waste to meet a recognised need and where this will allow for

[64~~70~~] Further information is provided in the Oxfordshire Waste Needs Assessment 2015
[65~~71~~] Of the 427,000 tonnes of inert waste 'disposed' in 2013, three quarters originated in Oxfordshire
[66~~72~~] In 2010 and 2011 over 600,000 tonnes of inert waste was received from London; it is understood that most of this came from the construction of the Olympics site and was transported by rail

the satisfactory restoration of the landfill in accordance with a previously approved scheme.

Permission will be granted for facilities for the management of landfill gas and leachate where required to fulfil a regulatory requirement or to achieve overall environmental benefit, including facilities for the recovery of energy from landfill gas. Provision should be made for the removal of the facilities and restoration of the site at the end of the period of management.

Inert waste ~~disposal facilities~~

Provision for the permanent deposit to land or disposal to landfill of inert waste which cannot be recycled will be made at existing facilities and in sites that will be allocated in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document. Provision will be made for sites with capacity sufficient for Oxfordshire to be net-self-sufficient in the management ~~and disposal~~ of inert waste.

Priority will be given to the use of inert waste that cannot be recycled as infill material to achieve the satisfactory restoration and after use of active or unrestored quarries. Permission will not otherwise be granted for development that involves the permanent deposit or disposal of inert waste on land unless there would be overall environmental benefit.

General

Proposals for landfill sites shall meet the requirements of ~~criteria in~~ policies C1 – ~~C11~~ C12.

Landfill sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.

Hazardous waste

5.66 This waste stream includes a variety of wastes, most of which require treatment or disposal at specialist facilities; these can be expensive to develop and operate. Hazardous waste facilities often serve an area much wider than a single county and it is acknowledged that these wastes, though often small in volume or low in weight, are generally transported longer distances than other types of waste.

5.67 Oxfordshire is a net exporter of hazardous waste. In 2012, 52,000 tonnes of hazardous waste was produced but only 31,000 tonnes was managed in the county. Much of the waste was treated or recovered, with some 6,000 tonnes being disposed in landfill or by incineration. Hazardous waste facilities in Oxfordshire generally manage smaller tonnages than those handling other wastes but some, in particular a transfer and recycling facility near Ewelme in South Oxfordshire, manage waste from a very wide area. The nearest

hazardous waste landfills are at Swindon, Cheltenham and in East Northamptonshire (which is also permitted to accept very low level radioactive waste). The nearest hazardous waste incinerators are at Slough and Fawley (Southampton).

5.68 The amount of hazardous waste produced in Oxfordshire is likely to increase over the plan period, as shown in table 14. This includes oil based residues which currently make up about 20% of this waste stream. The Ardley energy recovery facility will produce hazardous residues that will need to be disposed at a specialist facility. European legislation is also likely to bring more waste into the hazardous waste category.

Table 14: Oxfordshire Hazardous Waste arisings 2012 – 2031 (tonnes)

2012	2016	2021	2026	2031
52,000	58,750	65,500	72,250	79,000

Source: BPP Consulting for Oxfordshire County Council (February 2014)

5.69 For Oxfordshire to be net self-sufficient in the management and disposal of these wastes, facilities capable of managing and disposing of a further 45,000 – 50,000 tonnes of waste per annum would be required. It would not be practicable to provide for a sufficient range of facilities for an area the size of Oxfordshire to be net self-sufficient in managing these varied wastes. Policy W7 generally allows for the development of further facilities but does not aim to provide for particular facility types or levels of capacity.

5.70 The Strategy for Hazardous Waste Management in England[67~~7~~73] identifies a need for certain types of specialist facilities, as did the former South East Plan, and the following types of facility may be relevant to Oxfordshire:

- treatment for air pollution control residues (from combustion plants);
- recycling of waste electronic equipment;
- treatment of contaminated construction, demolition and excavation waste;
- treatment of oily wastes/sludges; and
- hazardous waste landfill.

5.71 Some non-hazardous landfills may be suitable to be adapted for disposal of hazardous waste. No such proposals have come forward in Oxfordshire but the availability of disposal facilities in other nearby counties is limited and their capacity will reduce over the plan period. Policy W7 provides flexibility for the market to respond to changing needs should they arise.

5.72 Proposals for the management of hazardous waste should also have regard to policies W4 (general locations) and W5 (specific locations) and polici<u>e</u>s C1-C~~11~~<u>12</u>.

[67~~7~~73] A Strategy for Hazardous Waste Management in England, Defra 2010

5.73 **Policy W7: Management and disposal of hazardous waste**

Permission will be granted for facilities for the management and disposal of hazardous waste where they are designed to manage waste produced in Oxfordshire. Facilities that are likely to serve a wider area should demonstrate that they will meet a need for waste management that is not adequately provided for elsewhere.

Proposals for new waste management facilities shall meet the ~~criteria in~~ requirements of policies W4, W5 and C1 – C~~11~~12.

Agricultural Waste

5.74 Oxfordshire farms generate about 900,000 tonnes of waste each year and this is unlikely to alter greatly over the plan period. The majority of this waste (98%) is organic and is likely to be managed within the unit of production. The small amount of non-organic waste is likely to be managed at facilities handling commercial and industrial and hazardous wastes.

5.75 The spreading of agricultural waste on agricultural land benefits agricultural production and is not subject to planning control. Buildings and other development associated with agriculture may require planning permission but in many cases this is permitted by general order[68~~74~~] (permitted development). Where applications for planning permission are required they are normally considered by the District Council as local planning authority but where waste is involved, depending on the nature of the development or the source of the waste, they may fall to be determined by the County Council as waste planning authority. Applications for plant, buildings or facilities taking waste from outside the agricultural unit would be dealt with by the County Council.

5.76 Policy W8 allows for the construction of facilities for the management of agricultural waste provided they comply with policies C1-C~~11~~12. Treatment of agricultural waste by processes such as anaerobic digestion offers ~~opportunity~~ opportunities to generate energy from waste and the possibility of recovering heat for use locally and this is encouraged. Intensive livestock units offer such opportunities where already located away from housing and benefiting from good access. Attention should be paid to the impact of development on the local landscape, particularly if situated within, or close to, an Area of Outstanding Natural Beauty.

5.77 Facilities treating organic farm waste may take agricultural waste feedstock from other farms. Policy W3 (in addition to policy W8) may apply to proposals that rely on feedstock from other waste streams, depending on the amount of non-agricultural waste involved. Organic agricultural waste may alternatively be used as a feedstock for a waste treatment facility located other than on an

[68~~74~~] The Town and Country Planning General (Permitted Development) Order

agricultural unit and such proposals should be considered in accordance with policies W4 and W5

5.78 **Policy W8: Management of agricultural waste**

Proposals for the treatment of agricultural waste within a unit of agricultural production will normally be acceptable; and such proposals will be encouraged to provide for the generation of energy from this waste or heat for local use.

Proposals that are designed to treat agricultural waste in conjunction with other wastes at facilities not located on an agricultural unit will be assessed in accordance with policies W4 and W5.

Provision for the management of non-organic agricultural waste will be made at facilities designed to manage inert, non-hazardous and hazardous wastes in accordance with policies W3 and W7.

All proposals shall meet the ~~criteria in~~ requirements of policies C1 – C11~~1~~12.

Radioactive waste

5.79 Low Level (LLW), Intermediate Level (ILW) and High Level (HLW) radioactive waste is classified according to the level of radiation and the heat produced during decay. Radioactive waste arises from both nuclear and non-nuclear activities. Naturally occurring radioactive material (NORM) is also produced from some industrial processes, including drilling for oil and gas.

The national strategy for the management of radioactive waste is prepared and issued by the NDA. The Energy Act 2004 requires that the NDA Strategy is reviewed and republished at least every five years. UK Government and the Scottish Ministers approved the current Strategy, "NDA Strategy III" in March 2016 and it came into effect in April 2016. The NDA also published its Higher Activity Waste Strategy in May 2016. The Minerals and Waste Local Plan Part 1: Core Strategy seeks to be consistent with prevailing NDA Strategy, as well as other strategic waste management document published by the NDA, and recognises its status as a national policy in the arena of radioactive waste management.

5.80 In Oxfordshire, low level and intermediate level wastes arise from the former nuclear energy research facility at Harwell, in vale of White Horse District, and the Joint European ~~Taurus~~ Torus (JET) facility at Culham, in South Oxfordshire District. Most of this waste will be from the decommissioning of facilities, as detailed in table 15.

Table 15: Forecast arisings of Intermediate and Low Level Radioactive Waste from Harwell and Culham as a result of decommissioning activity (tonnes)

	Waste in Store		Waste in Store + future arisings (packaged volume)	
	As at 2010	As at 2013	As at 2010	As at 2013
Culham				
ILW	30	62	817	825
LLW	600	220	8,100	7,160
Harwell				
ILW	2,130	2,300	6,870	6,600
LLW	2,820	1,240	99,600	39,800

Source: Nuclear Decommissioning Authority UK Radioactive Waste Inventories 2010 and 2013
Future arisings as assessed in 2013 are for the period to 2020 only

5.81 Small amounts of radioactive waste are produced from non-nuclear activities, including the medical, educational and manufacturing sectors. Most of this will be of such low activity that it will be exempt from radiological permitting and able to be disposed at conventional facilities. Facilities at Harwell may help manage waste that cannot be disposed in this way, prior to disposal elsewhere.

5.82 The disposal network for radioactive waste has been described as 'fragile' and, in some parts of the country, 'non-existent'[~~69~~75]. The government therefore expects existing disposal routes to be conserved and other routes developed or strengthened where possible. The main disposal route for many wastes is the Low Level Waste Repository (LLWR) near Drigg in Cumbria, but lower activity radioactive wastes can be disposed by way of incineration or at licensed landfill[~~70~~76], allowing the LLWR to be used more effectively. Higher level wastes will eventually be disposed in a national facility and in the meantime need to be stored safely[~~71~~77].

5.83 Facilities to manage radioactive waste are highly specialised and expensive to develop and in Oxfordshire these are confined to the Harwell and Culham sites. Proposals for the management of radioactive waste are unlikely to come forward at locations other than Harwell or Culham and specific provision for development of facilities at these sites is made in policy W9 and shown in the waste key diagram. There are no disposal routes in the county and any proposals that may come forward must be considered in line with national policy. Any such proposal is likely to benefit the management of radioactive waste produced in Oxfordshire and policy W9 makes provision for this. Unless defined as a national infrastructure project[~~72~~78] the County Council would deal

[~~69~~75] UK Strategy for the Management of Solid Low Level Radioactive Waste from the Nuclear Industry (2010)
[~~70~~76] The nearest incinerator capable of taking Oxfordshire radioactive waste is at Fawley, near Southampton; of three landfills licensed to accept lower activity waste nationally, the nearest is in East Northamptonshire
[~~71~~77] A site for a deep geological repository has not yet been identified and is unlikely to be available before the end of the plan period
[~~72~~78] National Strategic Infrastructure Projects are considered by the Planning Inspectorate and determined by the Secretary of State

with any planning application for the management or disposal of radioactive waste.

Harwell

5.84 The former nuclear energy research facility at Harwell includes an area designated[73][79] as a nuclear licensed site. The 'licensed area' at Harwell is being progressively decommissioned with a view to its redevelopment as part of the Harwell Oxford Campus. The decommissioning programme provides for the treatment and storage of the legacy radioactive wastes that remain from earlier research activity and this will continue throughout the lifetime of the Core Strategy. Part of the Harwell Oxford Campus (an area separated from the main nuclear licensed site, and containing the Liquid Effluent Treatment Plant) is within the recently designated Science Vale Enterprise Zone. The site is also within the North Wessex Downs Area of Outstanding Natural Beauty.

5.85 Facilities for the treatment and long term storage of intermediate level radioactive waste have already been developed and a new store will be available in 2017[74][80]. The site operator has not identified a need for further facilities to manage intermediate level radioactive waste[75][81] and planning permission has been granted for the development of an intermediate level waste store at the Harwell Nuclear licensed site. It is likely that the consented facility will meet the site operator's interim radioactive waste storage requirements throughout the plan period, but policy W9 makes provision for ~~such~~ further development if necessary. Development to facilitate the storage or management of ILW other than that produced in Oxfordshire should demonstrate that it is the best option in terms of sustainability and environmental considerations.

5.86 Much of the legacy waste will be from demolition and clearance of buildings and ground work and will be of low level radioactivity. Some will have to be disposed at the Low Level Waste Repository (or possibly at the proposed national deep geological repository) but most is likely to be classified as either very low level waste or high volume low activity (HVLA) waste that can be disposed in a suitable landfill. There may be a need for further storage facilities for this waste. Suitable disposal routes need to be identified.

5.87 The nearest disposal facility is currently in East Northamptonshire[76][82] and some waste from Harwell is already being taken there. This facility has permission to operate to 2027 but Harwell may be generating waste for

[73][79] Nuclear licensed sites are controlled by the Office of Nuclear Regulation with involvement from other organisations, including the Environment Agency

[74][80] The facility has planning permission; it will accommodate intermediate level waste from Culham and Winfrith in Dorset, but the Nuclear Decommissioning Authority has also agreed that some types of waste will transfer from Harwell to be treated and stored at Sellafield in Cumbria

[75][81] In November 2013 the Nuclear Decommissioning Authority consulted on proposals for the consolidation of storage facilities for legacy nuclear waste; this did not envisage a wider role for Harwell beyond that already provided for in the recently approved ILW store

[76][82] The East Northamptonshire Resource Facility is operated by Augean Ltd: there are no restrictions which would preclude the small amounts of VLLW arising from the non-nuclear sector being disposed in this facility

disposal beyond this date. Alternative provision for disposal may therefore need to be made. Studies of the best practical environmental options for disposal of lower activity radioactive waste have been undertaken[~~77~~83] and three credible options were identified. The initial conclusion was that on-site disposal was preferred but this was later revised to favour disposal in an off-site facility.

5.88 The Nuclear Decommissioning Authority advises that local circumstances should dictate whether disposal is better undertaken in a bespoke on-site facility or at a commercial facility elsewhere. Sustainability appraisal undertaken during the preparation the Core Strategy[~~78~~84] gave some support to on-site disposal, because of the transportation impacts that would arise from disposal elsewhere, but disposal of waste off-site is more compatible with the site's envisaged end state and is preferred by the site operator. Policy W9 therefore provides for the on-site disposal of waste but only if no other disposal route is available. Application would also need to be made to the Environment Agency for a disposal licence, as part of which 'Best Available Technique' would need to be demonstrated.

Culham

5.89 The ~~Culham Science Centre~~ United Kingdom Atomic Energy Authority (UKAEA) hosts and operates the Joint European ~~Taurus~~ Torus (JET) project ~~in building J~~ at Culham Science Centre. Support buildings include a small facility for the treatment and storage of radioactive waste. Some buildings associated with JET will be retained when the project ceases, but others are subject to temporary permission and some radioactive waste will result when decommissioning takes place. The ~~United Kingdom Atomic Energy Authority's~~ UKAEA's view is that, consistent with policies in the adopted South Oxfordshire Core Strategy, the JET site could continue to host further activity. This is not yet confirmed and so the possible need to manage radioactive wastes from decommissioning must be anticipated.

5.90 Recent changes to the Environmental Permitting Regulations have reduced the need (and therefore volume) for some waste produced at Culham to be categorised as radioactive waste. For waste categorised as radioactive the small waste management facility at Culham is not seen as a long term solution for ~~treatment or~~ storage. Policy W9 therefore makes provision for storage at Harwell of intermediate level waste arising at Culham. For low level radioactive waste arising from decommissioning, the site operator has not yet identified a disposal route and provision needs to be made for this in the Core Strategy.

5.91 Disposal of lower activity waste at Culham would conflict with the United Kingdom Atomic Energy Authority's vision for the site, set out in a recently developed master plan. The site operator also believes that economic and

[~~77~~83] The HVLA Waste Public Consultation at UKAEA Harwell (Update No.1) and the HVLA Waste Public Consultation at RSRL Harwell (Update No.3)

[~~78~~84] Sustainability Appraisal incorporating Strategic Environmental Assessment of the Pre Submission Minerals and Waste Core Strategy Sustainability Appraisal Report (March 2012) prepared by URS for the County Council

environmental considerations are likely to result in such waste being stored or disposed off-site. However, because of the uncertainties around the disposal of this type of waste, the option of on-site disposal cannot be discounted and so policy W9 makes provision for this if necessary. Culham is in the Green Belt where inappropriate development should only be allowed if there are very special circumstances (policy ~~W5~~ C12). Application would also need to be made to the Environment Agency for a disposal licence, as part of which, 'Best Available Technique' would need to be demonstrated.

5.92 **Policy W9: Management and disposal of radioactive waste**

Permission will be granted for proposals for the management or disposal of low level radioactive waste where it is demonstrated that a significant contribution could be made to the management or disposal of waste produced in Oxfordshire. Permission will be granted for proposals for management of intermediate level radioactive waste produced in Oxfordshire at the Harwell nuclear licensed site. Permission will be granted for ~~P~~proposals relating to low level radioactive waste or intermediate level radioactive waste that provide for the needs of a wider area ~~should demonstrate~~ where it is demonstrated that they would meet a need for waste management that is not adequately provided for elsewhere~~.~~ and are consistent with national strategy for radioactive waste management.

The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will allocate sites to make specific provision for:

- **the treatment and storage of Oxfordshire's intermediate level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its disposal at a national disposal facility;**
- **the treatment and storage of low level legacy radioactive waste at Harwell Oxford Campus and Culham Science Centre pending its eventual disposal; and**
- **the disposal of low level radioactive waste at bespoke facilities at Harwell Oxford Campus or at Culham Science Centre if this is demonstrated to be the most sustainable option for disposal of this waste.**

All proposals shall meet the ~~criteria in~~ requirements of policies C1 – C~~11~~12.

Waste water (sewage)

5.93 Thames Water plc operates strategic waste water (sewage) treatment works (STWs) at Banbury, Bicester, Oxford, Witney, Didcot and Wantage/Grove. Local treatment works serving smaller catchments feed into the STWs which treat raw sludge before recycling it to agricultural land. Three of the STWs (Oxford, Banbury and Didcot) already recover energy from these processes, and additional plant has recently been installed at Oxford STW to enable a greater volume of sludge to be treated, recover more energy from that sludge and reduce the volume of treated sludge for recycling to agricultural land.

5.94 Thames Water's 25-year Sludge Strategy (December 2008) identified a need to improve treatment processes at the STWs in response to growing waste volumes and changes to the way treated sludge is applied to agricultural land. As a result of work already undertaken, Thames Water now anticipates that the function of Witney, Wantage and Bicester STWs will change to only produce raw sludge cake that will be transported to Oxford STW for treatment and energy recovery. An increase in the amount of waste to be disposed was anticipated but this forecast has now been revised.

Table 16: Sewage Sludge produced in Oxfordshire and requiring disposal (tonnes dry solids)

Sewage Sludge Arisings 2012	Sludge Strategy forecast 2030	Revised forecast 2041
20,000	25,000	16,500

5.95 Planning applications for waste water treatment development are decided by the County Council as waste planning authority in consultation with the District Council as local planning authority. The Sludge Strategy did not envisage a need for additional strategic sites in Oxfordshire, but the Core Strategy looks beyond the period covered by the Sludge Strategy and levels of growth are likely to be greater than envisaged when that Strategy was produced. The Plan therefore makes provision for such infrastructure – strategic or otherwise – where that may be needed to facilitate new housing or other development being planned by the district councils. Policy W10 provides for the improvement of existing facilities and the development of other facilities where necessary.

5.96 This type of development has the potential to impact on the environment, in particular landscape and general amenity. Allowing waste water development to take place on ~~green field~~ greenfield land (~~contrary to the general presumption in policy W5~~) allows for it to be sited away from settlements, at a distance from local housing. Development in such locations should still be capable of meeting the requirements of policies C1-C~~11~~12. Where this is not the case, compelling arguments would be needed to allow the development to proceed. Particular considerations apply in the Green Belt and the Areas of Outstanding Natural Beauty (see policies ~~W5~~C12 and C8).

5.97 **Policy W10: Management and disposal of waste water and sewage sludge**

Permission will be granted for proposals for the treatment and disposal of waste water and sewage sludge where they are:

- **in the interests of long term waste water management; or**
- **to improve operational efficiency; or**
- **to enable planned development to be taken forward.**

Proposals should accord with policies C1 – C~~11~~12 and will otherwise only be considered favourably if there is an over-riding need that cannot be met in a more suitable location and provided that any adverse environmental impact is minimised.

Safeguarding waste management sites

5.98 Waste management facilities are often seen as 'bad neighbours' and it can be difficult to find sites on which facilities can be developed. In Oxfordshire this is compounded by the high value of development land and competition from more profitable forms of development, particularly in and around Oxford.

5.99 National planning policy[~~79~~85] is for existing, planned and potential sites for the handling, processing and distribution of substitute, recycled and secondary aggregate material to be safeguarded though local plans. The National Planning Policy for Waste[~~80~~86] expects the capacity provided by existing operational waste facilities to be taken into account when considering how future waste needs should be met. The acknowledged difficulty of finding sites suitable for waste management in Oxfordshire adds further weight to the need to safeguard sites that are already used, or have permission to be used, for waste management.

5.100 Safeguarding existing and permitted waste management sites will help to:

- prevent the loss of waste capacity to other forms of development;
- keep options available for developing additional capacity; and
- reduce the need to find new sites for waste uses.

Pending the adoption of the Site Allocations Document, policy W11 safeguards all sites that contribute, or have permission to contribute, to Oxfordshire's waste management capacity. This applies to all waste management facilities except landfill (to which policy W6 applies).

5.101 Sites that are safeguarded are listed in Appendix 2 and their locations are shown on maps 5 and 6. The Site Allocations Document will confirm whether or not safeguarding will apply to each site for the duration of the plan[~~81~~87]. Policy W11 sets out the types of site that will be safeguarded. Sites that are allocated for waste management development in the Site Allocations Document under policy W4 will also be safeguarded.

5.102 Policy W11 provides that there should be a presumption against development that could compromise the future use of a safeguarded site for waste purposes. Other forms of development should only be permitted if a suitable alternative location for the waste use can be identified, secured and safeguarded. A site may otherwise be released from safeguarding if it is established (normally through the consideration of a planning application) that

[~~79~~85] National Planning Policy Framework, paragraph 143 (March 2012)
[~~80~~86] National Planning Policy for Waste, paragraph 3 (October 2014)
[~~81~~87] Further details are set out in the Waste Site Safeguarding Topic Paper

there is no further need for a waste management use or that the use should be relocated in the interests of the proper planning of the area.

5.103 Pending the adoption of the Site Allocations Document the District Councils are requested to consult the County Council (as Waste Planning Authority) on all planning applications for non-waste development that are proposed on a safeguarded site, thereby ensuring that any waste planning issues can be properly taken into account. The District Councils are also requested to consult the County Council on proposals for development close to a safeguarded site to allow consideration to be given to whether it may be incompatible with or prejudicial to current or future waste use of the safeguarded site. The Site Allocations Document will confirm where consultation may not be necessary, but pending the adoption of that document a consultation zone of 250m will be applied to all safeguarded sites[~~82~~88] except sewage treatment works, where a 400m consultation zone will apply.

5.104 A list of safeguarded sites will be included in future Minerals and Waste Annual Monitoring Reports This will include any new sites that are permitted or become operational in the intervening period, and will also identify any sites that have closed.

5.105 **Policy W11: Safeguarding waste management sites**

The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will identify sites that will be safeguarded for waste management use for the duration of their planning permission ~~the plan period~~, comprising:

- **operational waste management sites ~~in waste use and~~ with planning permission ~~allowing the use to continue for the remainder of the plan period~~;**
- **sites with planning permission for waste management use which have not yet been brought into operation ~~but where the use or development permitted has not yet been undertaken~~;**
- **vacant sites last used for waste management purposes; and**
- **sites allocated for waste management development in the Site Allocations Document.**

Pending the adoption of the Site Allocations Document ~~existing and permitted waste management sites(as specified in Appendix 2) are safeguarded for future waste management use~~ the sites safeguarded for waste management use are specified in Appendix 2.

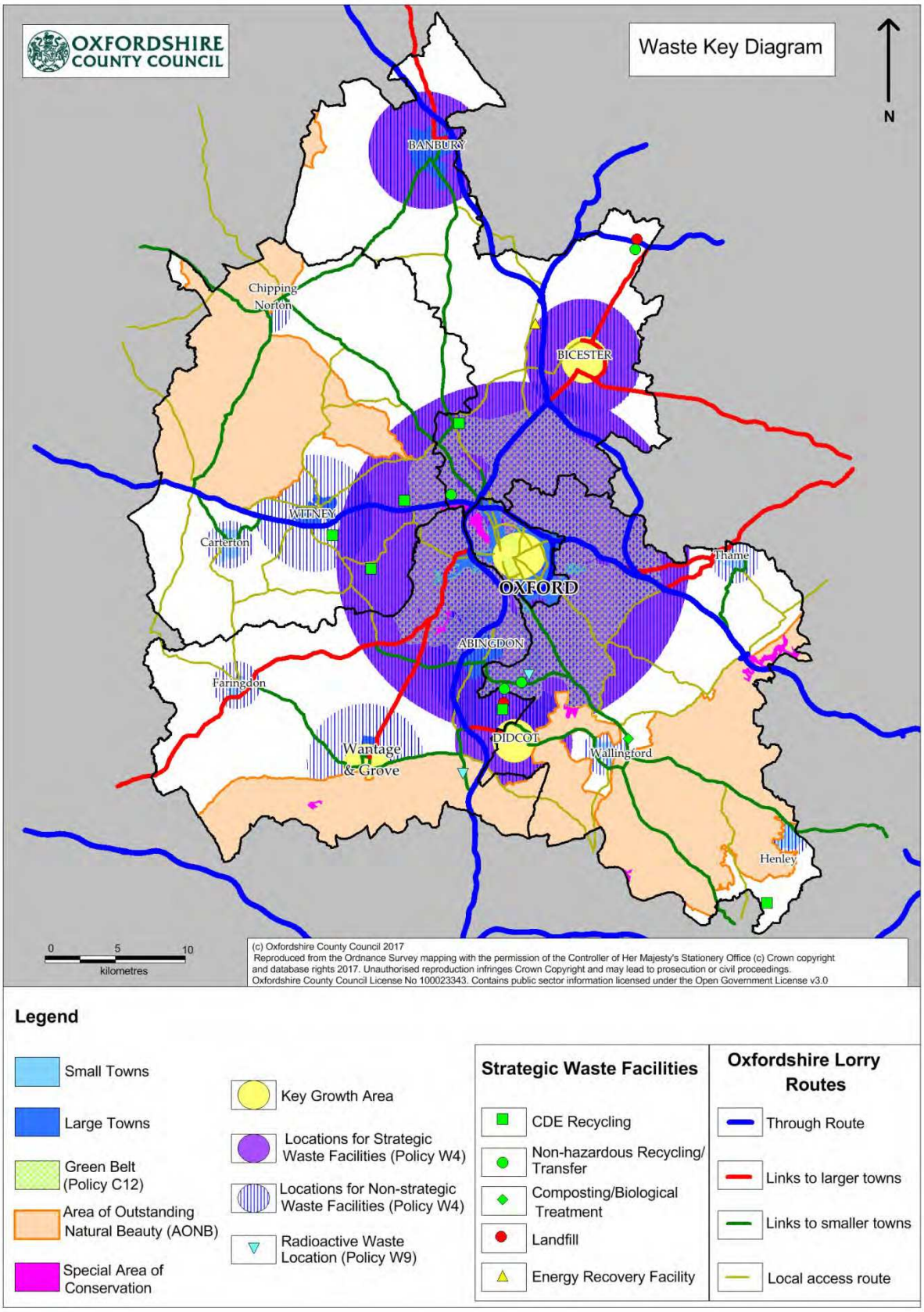
The list of sites safeguarded for future waste management use will be monitored and kept up to date in the Minerals and Waste Annual Monitoring Report.

[~~82~~88] The adopted East Sussex Waste Minerals Plan (February 2013) applies a consultation zone of 250 metres around all waste sites

Proposals for development that would directly or indirectly prevent or prejudice the use of a site safeguarded for waste management will not be permitted unless:

- **the development is in accordance with a site allocation for development in an adopted local plan or neighbourhood plan; or**
- **equivalent waste management capacity can be appropriately and sustainably provided elsewhere; or**
- **it can be demonstrated that the site is no longer required for waste management.**

Figure 12: Waste Key Diagram



6. CORE POLICIES FOR MINERALS AND WASTE

This section sets out the County Council's general 'core' policies for the management of both minerals and waste development. These polices are cross-referred to in minerals planning strategy and waste planning strategy policies in sections 4 and 5 and will be applied accordingly. They will also be used, as appropriate, in the determination of planning applications for minerals and waste development.

Sustainable development

6.1 The National Planning Policy Framework sets out how planning policies for England are expected to be applied. There is a strong presumption in favour of sustainable development and local plans are expected to follow this approach. The Plan's objectives are built on the principle of sustainable development. The Plan's policies seek to deliver sustainable development and decisions on planning applications should be taken in accordance with these policies unless material circumstances determine otherwise. However, for the avoidance of doubt, an over-arching policy is included in the plan to ensure that the presumption in favour of sustainable development is taken into account in all decisions on minerals and waste development.

6.2 **Policy C1: Sustainable development**

A positive approach will be taken to minerals and waste development in Oxfordshire, reflecting the presumption in favour of sustainable development contained in the National Planning Policy Framework and the aim to improve economic, social and environmental conditions of the area.

Planning applications that accord with the policies in this plan will be approved, unless material considerations indicate otherwise. Where there are no policies relevant to the application, or relevant plan policies are out of date, planning permission will be granted unless material considerations indicate otherwise, taking into account whether:

- **any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits of the proposed development when assessed against the National Planning Policy Framework; or**
- **specific policies in the National Planning Policy Framework indicate that the development should be restricted.[~~83~~89]**

[~~83~~89] For example, those policies relating to sites protected under the Birds and Habitats Directives (NPPF paragraph 119) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, Heritage Coast or within a National Park (or the Broads Authority); designated heritage assets; and locations at risk of flooding or coastal erosion.

Climate change

6.3 Average per capita 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: this is addressed specifically in policy W2. 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.

6.4 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. Applications for major developments should provide information on climate change in the accompanying Environmental Statement.

6.5 Methods of adaptation to climate change 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. The use of biomass sourced from woodland within Oxfordshire to generate energy can help to reduce greenhouse gas emissions at the same time as enhancing habitat biodiversity. The creation of priority habitat through the restoration of mineral working sites can also play a role in adaptation to climate change.

6.6 **C2: Climate change**

Proposals for minerals or waste development, including restoration proposals, should take account of climate change for the lifetime of the development from construction through operation and decommissioning. Applications for development should adopt a low carbon approach and measures should be considered to minimise greenhouse gas emissions and provide flexibility for future adaptation to the impacts of climate change.

Flooding

6.7 Minerals and waste development is vulnerable to flooding, most commonly from fluvial sources; but damage or inconvenience can also arise from surface water run-off and groundwater. Development can increase flood risk to other property if not adequately mitigated, but may also have a positive benefit by adding to flood water storage capacity through well considered restoration of mineral workings (see also policy M10). Consideration of the risk caused by flooding must be taken into account at all stages of the planning process.

6.8 Government policy and guidance[8490] aims to steer development to areas of lowest flood risk. As this is not always possible, development is categorised according to its flood risk. The level of flood risk associated with minerals and waste development is set out in Appendix 3 (table A.1).

6.9 Development in areas other than Flood Zone 1 (the lowest flood risk zone) must be sequentially tested to establish whether it could take place in an area of lower flood risk. In some cases a further test (the exceptions test) must be undertaken to establish whether development may take place in areas vulnerable to flooding. Appendix 3 (table A.2) sets out the circumstances in which minerals and waste development may take place in areas that are vulnerable to river flooding.

6.10 Sand and gravel working is 'water compatible development' – a category of development that is at the lowest vulnerability to flooding. Sand and gravel working is the only form of mineral extraction that can take place in the functional flood plain (Flood Zone 3b), provided a sequential test is undertaken. Other mineral working and all processing activities have a higher flood risk vulnerability classification.

6.11 Processing activity associated with sand and gravel working may involve plant and machinery or the formation of stockpiles, all of which can displace flood water, reduce flood water storage and interfere with water flows at times of flood. Such development can take place in areas that are at some risk of flooding (see Appendix 3) but not in the functional flood plain. As mineral working may span more than one flood zone a sequential approach to layout is needed. For sand and gravel working and processing this means that any development likely to displace flood water (including stockpiles) should be located on land that is outside the functional floodplain.

6.12 Waste development, depending on the nature of the operation, is not appropriate in the functional flood plain. This includes landfill operations - which may raise ground levels and pollute or disrupt groundwater flows. Where waste development is allowed in areas at lower risk of flooding (see Appendix 3) the sequential test and, for landfill sites, the exceptions test must first be satisfied. The potential for pollution to groundwater should also be taken into account (see paragraph 6.16). Inert waste may need to be imported to a site to achieve the satisfactory restoration of a sand and gravel working situated in the flood plain and this can take place in certain circumstances and where there is overall improvement to flood storage capacity[8591].

6.13 The Strategic Flood Risk Assessment (SFRA)[8692] assesses the extent to which future minerals and waste development in Oxfordshire may be at risk of flooding or increase flood risk to other property. This also takes into account the future impact of climate change. The SFRA did not identify a flood risk from potential waste development, but identified that many of the possible

[8490] National Planning Policy Framework and National Planning Practice Guidance on Flooding.
[8591] The disposal of waste in landfill in Flood Zone 3b (the functional flood plain) is contrary to the National Planning Practice Guidance on Flooding.
[8692] Oxfordshire Minerals and Waste (Level 1) Strategic Flood Risk Assessment, Scott Wilson, October 2010.

locations for sand and gravel working are in areas that are vulnerable to flooding. A sequential test of potential areas has been undertaken and established that land to meet Oxfordshire's aggregate requirement cannot reasonably be met without extracting sand and gravel from sites that lie in the functional floodplain.

6.14 Planning applications for minerals and waste development of more than a hectare in size or where situated in an area at risk of flooding must be accompanied by a site specific Flood Risk Assessment. Further guidance is given in the SFRA[~~87~~93].

6.15 **Policy C3: Flooding**

Minerals and waste development will, wherever possible, take place in areas with the lowest probability 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 Exceptions Test as necessary) and where a flood risk assessment is able to demonstrate that the risk of flooding is not increased from any source, including:

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

The opportunity should be taken to increase flood storage capacity in the flood plain where possible, particularly through the restoration of sand and gravel workings.

Water environment

6.16 Minerals and waste development has the potential to affect water quality and pollute groundwater resources. Surface water run-off from hard standing areas, for example, can pollute groundwater resources. So too can the discharge of waste water from waste management operations such as composting or recycling plants if not properly controlled. Leachate from non-hazardous landfill needs to be particularly carefully controlled.

6.17 Careful consideration also needs to be given to the impact of sand and gravel extraction on groundwater resources. In the river valleys the water table is often higher and working normally gives rise to a need for dewatering. Mineral extraction can cause disruption to ground and surface water flows in these circumstances, as can the formation of artificial lakes or the partial filling of void using inert waste as part of restoration. Dewatering may also impact on

[~~87~~93] See also National Planning Practice Guidance.

local groundwater abstractions and may have an adverse effect on vegetation and nearby watercourses by lowering the water table in the vicinity of workings.

6.18 In Oxfordshire there has already been much extraction of sand and gravel from the river valleys, in particular the Thames and Lower Windrush valleys. Further mineral working is expected to take place in the river valleys and the cumulative impact of extraction and restoration on groundwater needs careful consideration in these areas in addition to the specific impact of an individual working. Proposals close to an area of existing working[~~88~~94] will need to take account of cumulative impact by considering:

- the nature of the geological deposits in the area;
- the characteristics of the aquifer;
- water balance calculations for operational and restoration phases of working; and
- volumetric flows or levels of local watercourses or other groundwater dependent receptors for operational and restoration phases of working.

6.19 The Environment Agency can offer appropriate advice on groundwater impact[~~89~~95]. Where significant cumulative impact is envisaged groundwater modelling may need to be undertaken. The Environment Agency also has a regulatory function in relation to licensing discharges to the water environment and the abstraction of water. Abstractions that are used for drinking water (including private and unlicensed abstractions) lie in Source Protection Zones 1 and 2 and are subject to a minimum 50 metre and 250-500 metre radius protection respectively. When granting planning permission, the County Council will consider whether it is necessary to attach appropriate conditions to mitigate any potential harm to groundwater and will liaise with the Environment Agency to ensure these do not conflict with or unnecessarily duplicate other controls.

6.20 Restoration of mineral workings can provide opportunities to enhance the water environment, including through the creation of priority wetland habitat, re-naturalisation of river channels, re-connecting rivers with their floodplains, providing flood storage, retaining sediment and regulating water quality. All proposals for mineral development should demonstrate how the operation and restoration of a 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.

Archaeological remains sometimes exist in waterlogged conditions. In such cases, their preservation relies on them remaining saturated with water. Where waterlogged remains are present, appropriate measures should be taken to afford their preservation.

[~~88~~94] Within 1 kilometre of an area of existing or historic working, as recommended by the Environment Agency.
[~~89~~95] See also Environment Agency Groundwater Protection: Principles and Practice (November 2012)

6.21 Policy C4: Water environment

Proposals for 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 provision can be made~~; and~~**
- **The flow of groundwater at or in the vicinity of the site; and**
- **Waterlogged archaeological remains.**

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 from unacceptable adverse impacts.

Local environment, amenity and economy

6.22 Provision for minerals and the effective management and disposal of waste must be balanced with the need to protect people and the environment from potential harm[~~90~~96]. If alternative locations are available, needs should normally be met on land that causes least overall harm to amenity, particularly bearing in mind the need to protect human health[~~91~~97]. Minerals and waste development often gives rise to concerns about pollution and harm to people and the environment. Planning decisions should ensure that no unacceptable harmful impact[~~92~~98] results from development and measures can normally be put in place to ensure that development meets appropriate standards.

6.23 Issues of noise, dust, air quality and vibration should be taken into account when considering proposals for mineral development. Pollution from associated traffic and visual impact are also relevant and in some cases issues associated with tip and quarry-slope stability, differential settlement of quarry backfill and subsidence may also arise[~~93~~99]. A buffer zone can help to mitigate potential harm from workings. Standard distances for buffer zones between workings and sensitive receptors[~~94~~100] are not specified as they can lead to unnecessary restriction and sterilisation of mineral resources: they may also result in inadequate protection measures for affected property. In line with the National Planning Practice Guidance on Minerals (paragraph 018), the extent of any buffer zone should be decided on a case by case basis at the planning application stage.

[~~90~~96] A key objective of the NPPF is that "planning should contribute to conserving and enhancing the natural environment and reducing pollution".
[~~91~~97] Paragraph 120 of the National Planning Policy Framework and paragraph 1 of the National Planning Policy for Waste.
[~~92~~98] Paragraph 144 of the National Planning Policy Framework; paragraph 123 also draws attention to the need to avoid "significant adverse impact" from noise.
[~~93~~99] Impacts arising from site restoration, including bird strike, are addressed in policy M10.
[~~94~~100] Including housing, schools, hospitals and offices. This also applies to waste developments.

6.24 Many of the issues raised by mineral development are also relevant to proposals for waste management. Concerns about odour, vermin, birds, litter and light pollution may also arise[~~95~~101]. In many cases there are national standards to help assess whether any harm may be unacceptable and the County Council will seek advice from the relevant District Council on certain issues, particularly noise. The extraction of minerals can be concentrated in particular areas, for example where there are commercially workable mineral resources and there has been investment in infrastructure. Proposals for further development should consider the cumulative impact of working on local amenity. Cumulative impact should also be taken into account in proposals for the expansion of existing waste facilities.

6.25 The Environment Agency operates controls that overlap with the planning process. Planning focuses on the acceptable use of land and the impact of that use[~~96~~102] and when decisions are made it can be assumed that pollution control regimes will operate effectively to control emissions to air and discharges to water, etc. An application for an environmental permit can be sought prior to or concurrently with a planning application. This allows for all relevant information to be available at the planning stage and can help avoid unnecessary duplication of controls. Planning conditions should not normally be used to control matters that are the subject of an environmental permit.

6.26 Policy C5 addresses general environmental, ~~and~~ amenity and economic considerations only. Other core policies address areas associated with environmental protection, including water quality, the natural environment, the historic environment and landscape.

6.27 **Policy C5: Local environment, amenity and economy**

Proposals for minerals and waste development shall demonstrate that they will not have an unacceptable adverse impact on:

- **the local environment;**
- **human health and safety;**
- **residential amenity and other sensitive receptors; and**
- **the local economy;**

including from:

- **noise;**
- **dust;**
- **visual intrusion;**
- **light pollution;**
- **traffic;**
- **air quality;**
- **odour;**
- **vermin;**
- **birds;**
- **litter;**
- **mud on the road;**

[~~95~~101] A full list of considerations is set out in Appendix B of the National Planning Policy for Waste
[~~96~~102] Paragraph 122 of the National Planning Policy Framework.

- **vibration;**
- **surface or ground contamination;**
- **tip and quarry-slope stability;**
- **differential settlement of quarry backfill;**
- **subsidence; and**
- **the cumulative impact of development.**

Where necessary, appropriate separation distances or buffer zones between minerals and waste developments and occupied residential property or other sensitive receptors and/or other mitigation measures will be required, as determined on a site-specific, case-by-case basis.

Agricultural land and soils

6.28 Where significant development on agricultural land is demonstrated to be necessary, national policy[97][103] is that local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality. There are extensive areas of high quality agricultural land in Oxfordshire, much of which is underlain by minerals, particularly sand and gravel. Proposals for minerals development will be expected to address the impact of the development on the extent and quality of any best and most versatile (BMV) agricultural land (grades 1, 2 and 3a)[98][104]. Where ~~appropriate~~ not already available, detailed agricultural land classification survey information should be provided for proposals on agricultural land. Proposals for waste development should be capable of avoiding best and most versatile agricultural land and permanent development involving the loss of such land will not normally be permitted.

6.29 The quality of the existing land and the ability to restore it to high standards will be an important factor when selecting the form of restoration and after-use of mineral workings. Where mineral extraction affects BMV agricultural land, proposals for restoration and aftercare should look to preserve the long-term potential for the land and its soils as a high quality agricultural resource for the future wherever possible. ~~Proposals for restoration need to be realistic, however, and i~~In some cases a return to agriculture may need to be at lower ground level due to a lack of availability of suitable inert infill material. In the floodplain the use of fill to restore mineral working must take account of national policy on flood risk (see also policies C3 and M10) and a return to agriculture may not always be possible; it may not be possible to return land to pre-existing levels and a return to agricultural land at lower ground level may not be practicable due to a high water table.

6.30 Sites on BMV agricultural land should usually be restored to a similar standard. Where a significant area of BMV agricultural land would not be restored after mineral extraction, proposals will need to demonstrate that there is an overriding need for the mineral which cannot reasonably be met on lower

[97][103] National Planning Policy Framework (2012), paragraph 112.
[98][104] Agricultural Land Classification: Natural England Technical Information Note TIN049 (2012).

grade land, that all options for reinstatement without loss of quality have been considered (for example by infilling with inert materials, low level drainage or engineered landform) and that there is good planning reason to justify the development in that location. ~~Any~~ Other benefits, such as a net gain in biodiversity, that may result from a different form of ~~restoration~~ after-use will also be a relevant consideration. Where restoration would not be to agriculture, provision for the sustainable management and use of soils disturbed during extraction should be demonstrated, such that if required the soils would be in a state capable of supporting agriculture. This should include ~~stripping~~ handling and storage of soils in ways that maintain soil quality and safeguards BMV land so that it retains its long term capability. Where BMV agricultural land is not restored, proposals must show how alternative and beneficial use is to be made of any surplus high quality soils that are not being replaced.

6.31 **Policy C6: Agricultural land and soils**

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

Significant development leading to the permanent loss of best and most versatile agricultural land will only be permitted where it can be shown that there is a need for the development which cannot reasonably be met using lower grade land and where all options for reinstatement without loss of quality have been considered taking into account other relevant considerations.

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

Biodiversity and geodiversity

6.32 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. These include seven Special Areas of Conservation designated under European legislation. At the national level, there are 102 Sites of Special Scientific Interest in Oxfordshire, four of which are also designated as National Nature Reserves. In addition, there are 362 locally designated Local Wildlife Sites, some of which are also designated as Local Nature Reserves. National policy provides that the level of protection given to designated sites depends on their status. The overall intention is to ensure that a net gain in biodiversity is achieved, including by maintaining, establishing and where practicable enhancing ecological networks to reduce habitat fragmentation.

6.33 Mineral and waste development, particularly mineral working, can often impact on biodiversity, but restoration of sites normally offers opportunity for net gains in biodiversity. Other forms of mineral development, and waste development, can also provide opportunity for net gains. In looking at opportunities for net gains, factors such as time delay in delivering the requisite ecosystem functions and risk that expected outcomes would not be delivered should be considered. Policy C7 provides the basis for considering whether the impact of minerals or waste development in terms of biodiversity is acceptable or capable of satisfactory mitigation. It also addresses the restoration of sites where the after-use is related to biodiversity (see also policy M10). Arrangements for the long term management of restored sites need to be agreed, including arrangements for monitoring and remediation (should establishment of habitats or mitigation for species prove unsuccessful).

6.34 Special Areas of Conservation (SACs) are protected by particular legislation and are given the highest level of protection. Possible SACs are given the same level of protection. Sites of Special Scientific Interest (SSSIs) are designated nationally and, in line with national policy, these are afforded a high level of protection. Development likely to have an adverse effect on a SSSI should not normally be permitted. An exception should only be made where the benefits of developing the site clearly outweigh the harm likely to be caused to the SSSI and any broader impact on the national network.

6.35 Oxfordshire also has a large number of sites designated locally for their importance to wildlife or habitat including Local Wildlife Sites, Local Nature Reserves and Sites of Local Importance for Nature Conservation. Development should ~~avoid any adverse effects on~~ ensure that no significant harm would be caused to these areas.

In general (other than for SACs), i~~I~~f avoidance of ~~adverse effects~~ significant harm is not feasible, adequate mitigation or as a last resort compensatory measures that will result in the maintenance or enhancement of biodiversity (or geodiversity) should be provided. If the effects cannot be avoided or mitigated or, as a last resort, compensated for, then the development should not be allowed to proceed.

6.36 A variety of legally protected species, notable species and UK priority habitats and species are found in Oxfordshire. The highest level of protection is given to European Protected Species. However, harm to all priority habitats and to all protected, notable and priority species should be avoided.

6.37 36 Conservation Target Areas (CTAs) have been identified in Oxfordshire to help deliver the objectives of National and Local Biodiversity Action Plans[~~99~~105]. The CTAs include concentrations of existing high value nature conservation sites, including designated sites, as well as land that can provide important ecological linkages between these sites. They provide a network of green

[~~99~~105] The objectives of the UK Biodiversity Action Plan are now incorporated within the UK Post 2010 Biodiversity Framework, 2012; and Biodiversity 2020: A Strategy for England's Wildlife & Ecosystems incorporates the objectives of the previous Biodiversity Strategy for England.

infrastructure where targeting improvement can achieve maximum benefit for biodiversity. Minerals and waste development close to or within a CTA should ensure that opportunity is taken to conserve and enhance the nature conservation interest of the CTA, including improving habitat connectivity.

6.38 Irreplaceable habitat, including ancient woodland, aged or veteran trees, ancient hedgerows, species rich grassland and fens[~~100~~106], should be protected from development that would cause loss, deterioration or other adverse impact. Only about 9% of the county is covered by woodland. Ancient woodland accounts for 38% of the woodland cover and is particularly valued because it is irreplaceable. Elsewhere, development should seek to preserve existing trees wherever possible and provide for additional tree planting with native species for screening and landscaping as appropriate. Tree planting may provide a productive land use on restored mineral workings that can contribute to climate change mitigation and adaptation where landscape and biodiversity objectives are met.

6.39 Oxfordshire has a rich geological resource. Some nationally important geological sites are designated as Sites of Special Scientific Interest. Local Geology Sites (formerly known as Regionally Important Geological and Geomorphological Sites – RIGS) are designated by the Oxfordshire Geology Trust and are also of importance and should also be protected. However, previously unknown geological features and remains of importance (including fossils and trace fossils) may also be discovered. Where such finds are made, every effort should be made to protect those of potential international or national importance. Where it is not possible to afford the same protection to finds of more local importance, they should be appropriately recorded. Where possible, access to all significant geological finds should be provided for educational purposes.

6.40 **Policy C7: Biodiversity and geodiversity**

Minerals and waste development should conserve and, where possible, deliver a net gain in biodiversity.

The highest level of protection will be given to sites and species of international nature conservation importance (e.g. Special Areas of Conservation and European Protected Species) and development that would be likely to adversely affect them will not be permitted.

In all other cases, ~~D~~development that would result in significant harm will not be permitted unless the harm can be avoided, adequately mitigated or, as a last resort, compensated for to result in a net gain in biodiversity (or geodiversity) ~~or, if the impact cannot be fully mitigated or compensated for, the benefits of the development on that site clearly outweigh the harm~~. In addition:

[~~100~~106] Biodiversity and Planning in Oxfordshire, OCC and others March 2014

(i) **Development that would be likely to have an adverse effect on a Site of Special Scientific Interest (either individually or in combination with other development) will not be permitted except where the benefits of the development at this site clearly outweigh both the impacts that it is likely to have on the Site of Special Scientific Interest and any broader impacts on the national network of Sites of Special Scientific Interest.**

(ii) **Development that would result in the loss or deterioration of irreplaceable habitats, including ancient woodland and aged or veteran trees, will not be permitted except where the need for and benefits of the development in that location clearly outweigh the loss.**

(iii) **Development shall ensure that no significant harm would be caused to:**

- **Local Nature Reserves;**
- **Local Wildlife Sites;**
- **Local Geology Sites;**
- **Sites of Local Importance for Nature Conservation;**
- **Protected, priority or notable species and habitats,**

except where the need for and benefits of the development in that location clearly outweigh the harm.

All proposals for mineral working and landfill shall demonstrate how the development will make an appropriate contribution to the maintenance and enhancement of local habitats, biodiversity or geodiversity (including fossil remains and trace fossils), including contributing to the objectives of the Conservation Target Areas wherever possible. Satisfactory long-term management arrangements for restored sites shall be clearly set out and included in proposals. These should include a commitment to ecological monitoring and remediation (should habitat creation and/or mitigation prove unsuccessful).

Landscape

6.41 When considering proposals for minerals and waste development in Areas of Outstanding Natural Beauty (AONB) the County Council has a statutory duty to have regard to the purpose of conserving and enhancing the natural beauty of those areas. 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[~~101~~107]. National policy requires great weight to be given to conserving landscape and scenic beauty in AONBs, which have the highest status of protection[~~102~~108]. Major development

[~~101~~107] The relevant AONB Management Plan should inform the consideration of proposals for development within or in proximity to an AONB.
[~~102~~108] National Planning Policy Framework (2012) paragraph 115.

should not take place in AONBs unless there are exceptional circumstances and such development is 'in the public interest'[~~103~~109].

6.42 A key aim of planning in AONBs is to take account of the need to safeguard agriculture, forestry, other rural industries and the economic and social needs of local communities[~~104~~110]. This points to development being small scale to serve local needs. In Oxfordshire this is likely to rule out most mineral development with the possible exception of small quarries supplying local building stone, for example, a quarry in the Cotswolds AONB supplying building or walling stone to meet needs within the AONB and surrounding areas where this is the local traditional building material.

6.43 Parts of the Cotswolds~~,~~ and North Wessex Downs ~~and Chilterns~~ AONBs are situated close to ~~towns~~ the large towns of Witney, Wantage and Didcot, which are locations where growth is expected and additional waste will be produced, and are included in the towns specified in Policy W4. The small towns of Chipping Norton, Henley, and Wallingford, which are also specified in policy W4 as locations for waste facilities, are situated close to the Cotswolds, Chilterns and North Wessex Downs AONBs respectively. Small scale[111] waste management facilities for local needs could be acceptable in AONBs where the development would not compromise the objectives of their designation[~~105~~112]. Policy W4 looks to steer larger scale ~~Any new~~ waste facilities ~~that are required should be located~~[113] to be in or close to ~~these towns and~~ specified towns, but at Witney, Wantage, Didcot, Chipping Norton, Henley, and Wallingford, such facilities will need to be located in a way that does not adversely affect the character or setting of the AONB. Larger scale facilities are unlikely to be acceptable in or close to the AONB. ~~Small scale waste management facilities for local needs could be acceptable where the development would not compromise the objectives of their designation~~. Proposals for development (both minerals and waste) within AONBs should have regard to the relevant AONB Management Plan.

6.44 National planning policy recognises the importance of the countryside[~~106~~114]. Across the county proposals for minerals and waste development should be designed to minimise visual impact and where possible enhance the quality and character of the countryside and landscape. Restoration and after use of mineral working should take account of the landscape character areas set out in the Oxfordshire Wildlife and Landscape study and other relevant landscape character assessments. Any local landscape designations in district local plans should also be taken into account.

[~~103~~109] National Planning Policy Framework (2012) paragraph 116.
[~~104~~110] Natural England website guidance.
[111] Facilities less than 20,000 tonnes per annum (small-scale facilities in Policy W4)
[~~105~~112] ~~In May 2013 an appeal decision in West Berkshire (APP/W0340/A/12/2188549) found that a proposal for a MRF of 25-30,000tpa capacity would be "out of character with the beauty and tranquillity of the AONB."~~ The Waste Strategy Topic Paper provides information on appeal decisions where waste facilities of this size have been proposed in AONBs.
[113] Facilities 20,000 tonnes per annum and over (strategic and non-strategic facilities in Policy W4)
[~~106~~114] National Planning Policy Framework – Core Planning Principles (paragraph 17).

6.45 Minerals and waste development close to a settlement should take account of the character and setting of the settlement. Proposals should set out measures for an acceptable separation distance with landscaping and planting that is appropriate to the character of the area and that would be consistent with the proposed after-use of the site. Where development is considered acceptable, consideration should be given to after-uses that help develop a network of green infrastructure for the benefit of the local community, wildlife and habitat.

6.46 **Policy C8: Landscape**

Proposals for minerals and waste development shall demonstrate that they respect and where possible enhance local landscape character, and are informed by landscape character assessment. Proposals shall include adequate and appropriate measures to mitigate adverse impacts on landscape, including careful siting, design and landscaping. Where significant adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.

Great weight will be given to conserving the landscape and scenic beauty of Areas of Outstanding Natural Beauty (AONB) and high priority will be given to the enhancement of their natural beauty. Proposals for minerals and waste development within an AONB or that would significantly affect an AONB shall demonstrate that they take this into account and that they have regard to the relevant AONB Management Plan. Major developments within AONBs will not be permitted except in exceptional circumstances and where it can be demonstrated they are in the public interest, in accordance with the 'major developments test' in the NPPF (paragraph 116). Development within AONBs shall normally only be small-scale, to meet local needs and should be sensitively located and designed.

~~**Where adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.**~~

Historic environment and archaeology

6.47 Oxfordshire has a wide range of heritage assets including the Blenheim Palace World Heritage Site, listed buildings, historic parks and gardens and scheduled monuments, 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. There are also many conservation areas across the county. National policy[~~107~~115] requires that great weight be given to the conservation of heritage assets; and the more important the asset, the greater the weight that should be given. Heritage assets are irreplaceable and therefore any harm or loss should require clear

[~~107~~115] National Planning Policy Framework (2012), paragraph 132.

and convincing justification. National policy is that harm to or loss of a grade II listed building, park or garden should be exceptional; and that harm to or loss of designated heritage assets of the highest significance (including scheduled monuments, battlefields, grade I and II* listed buildings and registered parks and gardens, and World Heritage Sites) should be wholly exceptional.

6.48 The non-designated heritage assets within Oxfordshire are also of importance. National policy[~~108~~116] requires that the effect of development proposals on the significance of non-designated heritage assets be taken into account; and that non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments should be considered subject to the policies for designated assets. Proposals for minerals and waste development should as appropriate include measures to conserve both designated and non-designated heritage assets and to protect them from loss or harm.

6.49 Before determining an application for mineral extraction or waste development the County Council will normally require the applicant to describe the significance of any heritage assets affected, and any contribution made by their setting. The level of detail should be proportionate to the asset's importance but sufficient to understand the potential impact of the proposal on their significance.

6.50 Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, the applicant should carry out a preliminary desk-based archaeological assessment to determine the nature and significance of any archaeological assets, and the contribution of the setting to that significance, as well as any potential impacts on the assets or their setting. This preliminary assessment should also identify any previously unrecorded heritage assets on which information is available. The County Council may, subject to the results of this initial assessment, require an archaeological field evaluation of the site to inform the determination of the application. This information should identify any means for mitigating the impact of extraction on the heritage assets.[~~109~~117]

6.51 **Policy C9: Historic environment and archaeology**

Proposals for minerals and waste development will not be permitted unless it is demonstrated, including where necessary through prior investigation, that they or associated activities will not have an unacceptable adverse impact on the historic environment.

Great weight will be given to the conservation of designated heritage assets: Blenheim Palace World Heritage Site; scheduled monuments; listed buildings; conservation areas; historic battlefields; registered parks and gardens; and non-designated archaeological assets which are

[~~108~~116] National Planning Policy Framework (2012), paragraphs 135 & 139.
[~~109~~117] See also Mineral Extraction and Archaeology: A Practice Guide, English Heritage and others 2008.

demonstrably of equivalent significance to a scheduled monument; and the setting of those assets.

Where an application would affect a non-designated heritage asset, the benefits of the proposal will be balanced against the scale of harm to or loss of the heritage asset and its significance.

Where, following assessment of an application, the loss (wholly or in part) of a heritage asset is considered acceptable in principle, the applicant will be required to record and advance understanding of that asset, proportionate to the nature and level of the asset's significance, and to publish their findings.

Proposals for mineral working and landfill shall wherever possible demonstrate how the development will make an appropriate contribution to the conservation and enhancement of the historic environment.

Transport

6.52 The Oxfordshire Local Transport Plan ~~2011 – 2030 (LTP3)~~ 2015 – 2031 (LTP4) aims to reduce carbon emissions from transport, improve air quality and reduce other environmental impacts. The County Council recognises that the transport network should be operated in a way that balances the protection of the local environment with efficient and effective access for freight and distribution. To ensure that traffic from new development can be accommodated safely and efficiently on the transport network, contributions are often sought to mitigate adverse impacts: commuted sums can also be sought toward the operation and maintenance of facilities, services and infrastructure[~~110~~118].

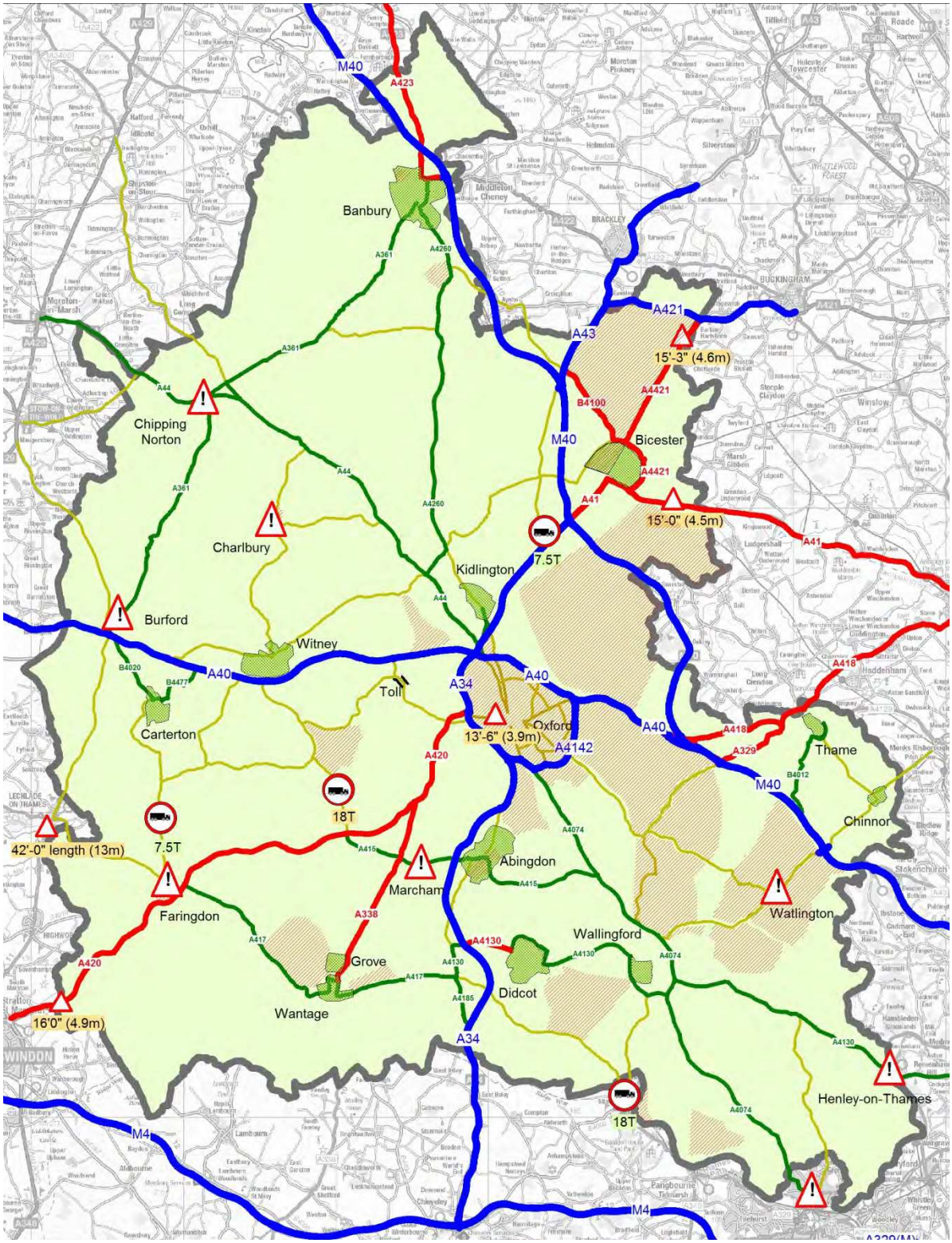
6.53 The impact of traffic associated with minerals and waste development must always be taken into account when considering the suitability of a site in relation to local communities and the environment generally. Account should also be taken of the need to minimise the distances materials need to be transported, to achieve a commensurate reduction in air pollution, greenhouse gas emissions and overall impact on the environment.

6.54 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. These alternatives can be practicable where movement of large quantities over long distances is involved or in particular local circumstances[~~111~~119]. However, it may not be economically viable or practicable for quarries and waste facilities to use such alternatives where minerals are distributed mostly to local markets or where waste is produced and handled locally. For these reasons aggregates and waste in Oxfordshire are likely to continue to be transported mainly by road.

[~~110~~118] ~~Policy SD2 of the Oxfordshire Local Transport Plan 2011-2030 (revised April 2012).~~ Policy 34 of the Oxfordshire Local Transport Plan 2015 – 2031 (2016)

[~~111~~119] Oxfordshire's need for hard crushed rock is largely met by material being transported by rail to depots at Banbury, Kidlington and Sutton Courtenay.

Figure 13: Oxfordshire Lorry Route Map



Source: ~~Oxfordshire Lorry Routes (Feb 2012) Oxfordshire County Council~~ Oxfordshire Local Transport Plan 2015 – 2031 (2016)

6.55 Most of the traffic associated with minerals and waste development involves heavy goods vehicles, and it is important that sites have safe and suitable access[~~112~~120] to roads that are suitable for such traffic. Figure 13 shows the network of roads that make up the County Council's preferred routes for use by heavy goods vehicles to get to the major destinations across Oxfordshire (the Oxfordshire Lorry Route Map). The County Council has also published detailed lorry route maps for the main urban areas. Direct access to these advisory lorry routes 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 or which pass through rural settlements.

6.56 The provision of safe and suitable access to the Oxfordshire lorry route network from minerals and waste developments may require alteration of road junctions or improvements to roads. Where this is the case, the developer will be expected to provide the required alteration or improvement, or the Council will seek and the developer will be expected to make an appropriate contribution to enable the required alteration or improvement to be carried out, before the development starts. Where traffic impacts cross the county boundary, the County Council will liaise with the relevant adjoining local authority over any alterations or improvements that may be required and the mechanism for their provision. Lorries can damage highways and lead to a need for more frequent maintenance and commuted sums towards on-going maintenance of part of a route to access the lorry route network may also be sought, in line with the Local Transport Plan.

6.57 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 lorry route network (figure 13) taking into account road standard, settlements, road safety issues and other factors. This also needs to be balanced against the likelihood of vehicles travelling further, increasing carbon emissions and pollution. If appropriate mitigation of unacceptable traffic impacts cannot be secured, the site is unlikely to be suitable for the type of development proposed. Where appropriate, agreements may also be used to control lorry movements at particular times, for example to reduce trips during peak traffic periods or in relation to school arrival and leaving times.

6.58 Preparation of the Site Allocations Document will be supported by a transport assessment or transport statement, as that document will allocate sites for specific development proposals that would generate traffic. A transport assessment or transport statement, as appropriate, will also be required to support planning applications for development proposals that would generate significant traffic movements. The need for such an assessment or statement, its scope and the information that should be included will be considered on a case by case basis having regard to National Planning Practice Guidance.

[~~112~~120] Paragraph 32 of the National Planning Policy Framework.

6.59 **Policy C10: Transport**

Minerals and waste development will be expected to make provision for safe and suitable access to the advisory lorry routes shown on the Oxfordshire Lorry Route Maps in ways that maintain and, if possible, lead to improvements in:

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

Where development leads to a need for improvement to the transport network to achieve this, developers will be expected to provide such improvement 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 minerals and waste development that would generate significant amounts of traffic will be expected to be supported by a transport assessment or transport statement, as appropriate, including mitigation measures where applicable.

Rights of way

6.60 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.

6.61 Proposals to enhance, promote and improve the rights of way network and to increase permissive access to the countryside should be brought forward as

part of restoration plans for mineral workings and landfill sites[~~113~~121]. Operators and landowners can usefully discuss plans with the local community before finalising such proposals. Proposals should consider arrangements for future management of access routes in the longer term.

6.62 Where a proposal for mineral extraction or other form of minerals or waste development would affect a right of way, the impact on its amenity value should be considered in addition to the impact on it as a route. If a proposal for development 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 of the proposed diversion, the materials to be used and the access implications for users, which demonstrate that a safe, attractive 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.

6.63 Public access to restored mineral workings should be carefully managed so as not to impact adversely on any sensitive habitats and species in the restored area.

6.64 **Policy C11: Rights of way**

The integrity and amenity value of the rights of way network shall be maintained and if possible it shall be retained in situ in safe and useable condition. Diversions should be safe, attractive and convenient and, if temporary, shall 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 and aftercare scheme.

The Oxford Green Belt

~~Most~~ In accordance with the NPPF (paragraphs 87-88), proposals ~~for waste management facilities~~ that constitute inappropriate development are, by definition, harmful to the Green Belt and should not be approved except in very special circumstances. When considering planning applications, substantial weight should be given to any harm to the Green Belt. 'Very special circumstances' will not exist unless the potential harm to the Green

[~~113~~121] Paragraph 75 of the National Planning Policy Framework.

Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. ~~are likely to be inappropriate in the Green Belt. The National Planning Policy Framework requires that substantial weight be given to any harm that is likely to be caused by development in the Green Belt. Development that is harmful to the Green Belt should only be approved in very special circumstances; and where the potential harm to the Green Belt is clearly outweighed by other planning considerations.~~ National Policy (NPPF paragraph 90) is that mineral extraction in the Green Belt is not inappropriate development, provided it preserves the openness of the Green Belt, and does not conflict with the purposes of including land in Green Belt.

In the past, planning permissions have been granted for some waste development to take place in the Oxford Green Belt, recognising the difficulty of finding suitable sites in and close to Oxford. ~~Until recently~~ Previous national policy stated that the particular locational needs of some types of waste management facilities, together with the ~~allowed for 'significant weight' to be given to the~~ wider environmental and economic benefits of sustainable waste management are material considerations that should be given significant weight in determining whether proposals should be given planning permission. ~~when considering sites for waste development in the Green Belt. This is no longer the case~~. The National Planning Policy for Waste states that in preparing Local Plans, waste planning authorities should first look for suitable sites and areas outside the Green Belt for waste management facilities that, if located in the Green Belt, would be inappropriate development; and that the particular locational needs of some types of waste management facilities should be recognised in the preparation of Local Plans. ~~does, however, recognise that some types of waste management facilities may still have to be located in the Green Belt due to their particular locational needs.~~

Any proposal for inappropriate development in the Green Belt must make clear why there are very special circumstances for it to be sited there, including why that type of facility needs to be located in the Green Belt. Consideration should be given as to why other locations, ~~in particular areas around Didcot and Bicester (policy W4) that are~~ outside the Oxford Green Belt, do not provide suitable alternatives ~~options~~. If it is demonstrated that there are very special circumstances for development on land in the Green Belt, conditions are likely to be imposed to ensure that the permitted ~~any waste~~ facility only serves to meet a need that has been identified as forming part of the very special circumstances. These considerations apply equally to facilities that are intended to operate for a temporary period.

Policy C12: Green Belt

Proposals that constitute inappropriate development in the Green Belt, will not be permitted except in very special circumstances. 'Very special circumstances' will not exist unless the potential harm to the Green Belt by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations.

Conditions may be imposed on any permission granted to ensure that the development only serves to meet a need that comprises or forms an 'other consideration' in the Green Belt balance leading to the demonstration of very special circumstances.

7. IMPLEMENTATION AND MONITORING

Implementation of the minerals planning strategy

7.1 Implementation of the minerals planning strategy will be achieved through preparation of part 2 of the Minerals and Waste Local Plan – the Site Allocations Document; and also through the determination of planning applications for mineral working and other minerals developments. In carrying out its responsibility 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 the assessment of site options for allocation in the Site Allocations Document; and also 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 planning 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 site nominations for possible allocation in the Site Allocations Document; and 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 Local Aggregate Assessment identifies the provision for minerals supply that needs to be made over the plan period, and that the minerals planning strategy needs to provide for. The strategy 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 that on the basis of the Local Aggregate Assessment 2014, currently the additional provision required for mineral working over the plan period is: 5.366 million tonnes of sharp sand and gravel; 1.238 million tonnes of soft sand; and no additional requirement for crushed rock. Locations where the required mineral working should take place are identified (policy M3).

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.

7.7 Three strategic resource areas are identified as principal locations for working of sharp sand and gravel (policy M3). Within these areas, specific sites for mineral working will be allocated in the Site Allocations Document. It is anticipated that current permitted reserves will on average last until around 2027. Priority is to be given to further working through extensions to existing quarries, but the strategy also provides for new quarries as these are expected to be needed to replace exhausted quarries. The strategy includes achieving a change in the balance of production capacity between the strategic resource areas in western and southern Oxfordshire to more closely reflect the distribution of demand for sharp sand and gravel in the county. This is to be achieved through the allocation of sites for working in the Site Allocations Document. It is expected that there will be a need for a new working area within southern Oxfordshire during the plan period, particularly since the existing Sutton Courtenay Quarry has only a few years' worth of permitted reserves remaining and limited possibilities for further extension. Implementation of the strategy will depend on sufficient site nominations and planning applications coming forward in acceptable locations to enable all areas to make an appropriate contribution to the overall level of supply, including a phased transition of working from existing quarries that become exhausted to new working areas.

7.8 Two strategic resource areas, within which there are existing workings, are identified as principal locations for further provision of soft sand (policy M3). Within these areas, specific sites for mineral working will be allocated in the Site Allocations Document. It is anticipated that current permitted reserves will on average last until around 2024. Continuation of supply is preferentially to be through extensions to existing quarries, to make the most efficient use of existing plant and infrastructure. However, new quarries will be permitted if sufficient supply cannot be made through extensions. Implementation of the strategy will depend on sufficient site nominations and planning applications coming forward in acceptable locations to enable each area to make an appropriate contribution to the overall level of supply.

7.9 Three strategic resource areas, within which there are existing workings, are identified as principal locations for further provision of crushed rock (policy M3). Within these areas, specific sites for mineral working will be allocated in the Site Allocations Document if required. It is anticipated that current permitted reserves will on average last until 2031, i.e. to the end of the plan period. However, additional provision may be needed towards the end of the

plan period 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, but new quarries will be permitted if sufficient supply cannot be made through extensions.

7.10 Site options for possible allocation in the Site Allocations Document will be assessed against the criteria in policy M4 and the core policies C1-C~~11~~12. Proposals for aggregate mineral working within sites that are allocated in the Site Allocations Document, and therefore accord with the minerals planning strategy, will normally be permitted under policy M5. 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, which shows that the minerals planning strategy is potentially capable of being delivered.

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 M7. Proposals for working other minerals, including chalk, fuller's earth and oil and gas, are not currently expected but policy M7 provides a policy basis for considering any such applications.

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. Appropriate financial contributions for such improvements will be sought from mineral developers and operators through legal agreement at the planning application stage. Where appropriate, financial contributions may also be sought to ensure the successful achievement of biodiversity, landscape or other gains through mineral working and restoration. 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. It also depends 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 Site Allocations Document, in accordance with policy M8); 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. Aggregate rail depots and other important minerals infrastructure will be safeguarded under policies M6 and M9, with

safeguarded sites being identified in the Site Allocations Document. Delivery of these parts of the strategy will require liaison with the District Councils.

7.15 The core policies C1 to C~~11~~12 have been developed to ensure the minerals strategy is delivered in an environmentally acceptable way, including by setting out criteria against which site options will be assessed and planning applications will be considered. These policies will be implemented by the County Council through the development management process.

Monitoring of the minerals planning 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 a Minerals and Waste Monitoring Report at least annually, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended). These reports will include an assessment of:

- the extent to which the policies in the Minerals and Waste Local Plan 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 local plan documents.

Any relevant changes in government or other policy will be addressed through the 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 England 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, Natural England and Historic England, and of other work carried out within the Council such as for transport planning and biodiversity, to monitor change.

7.~~21~~20 An implementation and monitoring framework for the Core Strategy minerals planning strategy ~~will be included in the Minerals and Waste Monitoring Reports~~ is included at the end of this section. Indicators and targets ~~will be~~ have been developed to provide a consistent basis for monitoring the performance of the Core Strategy's vision, objectives and policies for minerals development to 2031. The indicators ~~will~~ reflect the intent of the strategy

objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.

7.~~20~~21 Observations recorded in the monitoring reports will feed into reviews of the minerals planning strategy. It is intended that the Core Strategy will be reviewed and rolled forward every five years. However, monitoring may indicate a need for review of part or whole of the Core Strategy sooner. For example, if it becomes clear that the provision for minerals supply in the strategy is insufficient or excessive, or that insufficient sites can be allocated or are coming forward as planning applications within the strategic resource areas identified, an earlier review of the Core Strategy may be required. Unless otherwise stated in the monitoring framework, where a trigger is consistently breached for three consecutive years, this would indicate that a review of that policy or part of policy is necessary.

7.22 In the case of some of the core policies it will not be possible to set a specific target but it will still be possible to assess the effectiveness of these policies in relations to minerals development.

7.23 The results of monitoring against the implementation and monitoring framework will be reported in the monitoring reports.

Implementation of the waste planning strategy

7.24 The waste planning strategy seeks to ensure that sufficient waste management capacity is available throughout the period to 2031 to deliver the plan's aims and objectives. This is to be secured by:

- setting a locational strategy for the waste management provision that will be required
- safeguarding sites already in waste management use;
- allocation of sites suitable for waste management development in the Site Allocations Document;
- granting planning permission for waste development that accords with the plan's proposals and policies.

Other strategies, including the Oxfordshire Joint Municipal Waste Management Strategy, are also relevant and have informed the policies and proposals in the Core Strategy.

7.25 As waste planning authority the County Council will determine planning applications for waste development but will engage with and consult the relevant District Council (the local planning authority), in particular to ensure that the provisions of the District Local Plan are taken into account. 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. Where the District Councils deal with proposals for development which have potential implications for the management of waste, arrangements will be put in place (through the waste site safeguarding policy W11) to ensure the County Council is consulted.

7.26 To ensure that development delivers the objectives of the waste planning strategy, relevant policies and proposals will be raised in pre-application discussions and planning applications will be determined in accordance with the plan's policies unless material circumstances determine otherwise. Appropriate planning conditions will be imposed and, where necessary, legal agreements sought to ensure adequate controls over development as necessary.

7.27 The waste planning 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. For the principal waste streams sufficient waste management capacity is needed to deal with the waste that is expected to be produced in Oxfordshire, including from new developments, and also for some waste from outside the county. Such facilities and infrastructure is provided by the private sector. The plan's waste management targets help to identify the types of facilities required (in particular for recycling and recovery) but it is not appropriate for this plan to dictate which particular technologies should be used. Different technologies will be appropriate in different circumstances. This is largely a matter for the waste industry, as waste management technologies are likely to develop and change through the plan period.

7.28 In the case of municipal waste, any investment in facilities will be through contract or partnership arrangements between private contractors and the County or District Councils, as waste disposal and collection authorities. Implementation of the strategy will depend on proposals coming forward for sufficient facilities (particularly for composting, recycling and treatment of waste) in appropriate locations to enable waste management needs to be met. Planning applications will need to be made in time for the facilities to be available when they are required.

7.29 The provision for additional waste management capacity that needs to be made over the plan period (policy W3) will be identified, monitored and updated through the Minerals and Waste Monitoring Reports. The waste planning strategy identifies the broad locations where the additional waste management facilities to meet this requirement should be located (policy W4) and sets out criteria for the siting of facilities (policy W5).

7.30 Possible sites for waste development have been put forward (nominated) by waste operators and landowners; and a number of other possible sites have been identified during preparation of the Core Strategy. These potential sites have informed the generation of the options for provision of waste facilities. These have in turn informed the spatial planning strategy that will guide the location of new facilities.

7.31 For facilities that are needed in the short term, availability of potentially suitable sites 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 that are already known indicates that needs should be capable of being met in accordance with the strategy. A preliminary assessment of sites has been prepared to show that the waste planning strategy is potentially capable of being delivered.

7.32 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.

7.33 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 W3 or could be additional provision that accords with the policies of the Plan.

7.34 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. Appropriate financial contributions for such improvements will be sought from developers and waste operators through legal agreement at the planning application stage (policy C10). Where appropriate, financial contributions may also be sought to ensure the successful achievement of biodiversity, landscape or other gains through waste management development. 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.

7.35 The strategy depends on permitted permanent waste facility sites being available to operate to their full capacity throughout the plan period and not being prejudiced by other development. Existing and proposed permanent waste management sites will be safeguarded for waste use (policy W11). The District Councils are requested to consult the County Council on applications for other development that would prevent or prejudice the use of a safeguarded site for waste management. Delivery of this part of the strategy will require liaison and co-operation between the County Council and the District Councils.

7.36 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 waste management site options and planning applications for waste developments will be considered. These policies will guide the identification of sites for allocation in the Site Allocations Document

and will be implemented by the County Council through the development management process.

7.37 In its estimates of waste growth, the waste planning strategy takes into account the government's aim of reducing the amount of waste produced. Other agencies and strategies are better able to lead on influencing behaviour patterns and financial issues relating to waste generation, such as the Waste Resources Action Programme (WRAP) and European Pathway to Zero Waste. Locally, a Waste Prevention Strategy 2010-2020 was produced by the Oxfordshire Waste Partnership.

Monitoring of the waste planning strategy

7.38 The waste planning strategy is informed by the most up to date waste data available, 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.

7.39 The Council will produce a Minerals and Waste Monitoring Report at least annually, in accordance with the Planning and Compulsory Purchase Act 2004 (as amended). These reports will include an assessment of:

- the extent to which the policies in the Minerals and Waste Local Plan 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 local plan documents.

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

7.40 The Minerals and Waste Monitoring Reports will also be used to monitor the amount of waste management capacity required and that which can be provided by existing and committed facilities, taking into account facilities that may close during the plan period (see in particular policies W1 and W3). The list of safeguarded waste sites (policy W11) will be kept up to date through the monitoring reports, which will include confirmation of the maximum capacity each facility may be able to provide.

7.41 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 (SEWPAG), 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.

7.42 The Environment Agency's Waste Data Interrogator, published annually, allows for monitoring of the amounts of waste coming into Oxfordshire for management or disposal; and also the amounts of waste produced in Oxfordshire that are managed or disposed elsewhere. The Council will monitor these movements annually and liaise as necessary with other Waste Planning Authorities where waste movements exceed thresholds agreed by SEWPAG.

7.43 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, Natural England and Historic England, and on other work carried out within the Council such as for transport planning and biodiversity, to monitor change.

7.4544An implementation and monitoring framework for the Core Strategy waste planning strategy ~~will be included in the Minerals and Waste Monitoring Reports~~ is included at the end of this section. Indicators and targets ~~will be~~ have been developed to provide a consistent basis for monitoring the performance of the Core Strategy's vision, objectives and policies for waste development to 2031. The indicators ~~will~~ reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.

7.4445Observations recorded in the monitoring reports will feed into review of the waste planning strategy. It is intended that the Core Strategy will be reviewed and rolled forward every five years. However, monitoring may indicate a need for review of part or whole or the Core Strategy sooner. For example, if it becomes clear that the provision for additional waste facilities in the Core Strategy is insufficient, or that insufficient sites can be allocated or are coming forward as planning applications within the strategy locations identified, an earlier review of the Core Strategy may be required. Unless otherwise stated in the monitoring framework, where a trigger is consistently breached for three consecutive years, this would indicate that an update of the Waste Needs Assessment is required. Where an up to date Waste Needs Assessment indicates differences to the policy, a review of that policy or part of policy is necessary.

7.46 In the case of some of the core policies it will not be possible to set a specific target but it will still be possible to assess the effectiveness of these policies in relation to waste development.

7.47 The results of monitoring against the implementation and monitoring framework will be reported in the monitoring reports.

Monitoring Framework

Minerals Policy							
Policy	**Strategic Objective (Minerals Planning Objectives section 3.4)**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
M1 Recycled and secondary aggregates	i, v	• Permissions granted for recycled and secondary aggregates. • Capacity of recycled and secondary aggregate supply facilities. • Annual production of recycled and secondary aggregate. • Proportion of total aggregate supply from secondary and recycled aggregates. • Sites allocated for secondary and recycled aggregates in Part 2: Site Allocations Document.	OCC Recycled and secondary aggregate operators	DM decisions Part 2: Site Allocations Document	On-going (annual monitoring)	• To maintain capacity for recycled and secondary aggregate *at least* 0.926 million tonnes per year. • Sites allocated/ permission granted in accordance with policies W4, W5 and C1-C12.	• Processing capacity falling to below target capacity. • Proportion of total aggregate supply from secondary and recycled aggregate changes ±10%. • Sites for secondary and recycled aggregate allocated/permitted not in accordance with policies W4, W5 and C1-C12.
M2 Provision for working aggregate	ii, iii	• Permissions granted for working of land-won aggregate	OCC Aggregate	DM decisions	On-going (annual monitoring)	• Production capacity maintained at	• Production capacity less than annual requirement rate for

minerals		minerals. • Permitted reserves for sharp sand and gravel, soft sand and crushed rock. • Production capacity for sharp sand and gravel, soft sand and crushed rock. • Landbanks of permitted reserves for sharp sand and gravel, soft sand and crushed rock. • Annual sales of sharp sand and gravel, soft sand and crushed rock extracted in Oxfordshire.	mineral producers			annual requirement rates. • Landbanks maintained for at least: - 7 years for sharp sand and gravel; - 7 years for soft sand; and - 10 years for crushed rock.	three consecutive years. • Permitted reserves falling to 10% above landbank target.
M3 Principal locations for working aggregate minerals	ii, iii	• Sites allocated for aggregate minerals. • Production capacity for sharp sand and gravel, soft sand and crushed rock split between western Oxfordshire (West Oxfordshire District and Cherwell District) and southern Oxfordshire (South Oxfordshire and Vale	OCC Mineral industry	Part 2 Site Allocations Document	Adoption of Part 2: Site Allocations Document On-going (annual monitoring)	• All sites allocated for aggregate mineral extraction to be within locations specified. • Production capacity split 50:50 between western and Southern Oxfordshire by the end of the	• One site allocated that does not fall within the locations specified. • Production capacity increases proportionally in western Oxfordshire for two consecutive years.

		of White Horse.				plan period.	• Production capacity in southern Oxfordshire above 60%.
M4 Sites for working aggregate minerals	ii, iii	• Sites allocated for aggregate minerals.	OCC Mineral industry	Part 2 Site Allocations Document	Adoption of Part 2 Site Allocations Document On-going (annual monitoring)	• Sites allocated for aggregate mineral extraction to be in accordance with policy M4. • Sites allocated to meet requirements for provision in Policy M2 (taking into account permissions granted).	• One site allocated that is not in accordance with policy M4. • Allocated sites do not meet requirements for provision in Policy M2 (taking into account permissions granted).
M5 Working of aggregate minerals	ii, iii	• Permissions granted for working aggregate minerals – spatial distribution, quantity of resource. • Permissions granted for borrow pits.	OCC Mineral industry	DM decisions	On-going (annual monitoring)	• Prior to adoption of Site Allocations Document, permissions granted to meet requirements for provision in Policy M2, and in accordance with policies M3, M4 and C1-C12. • Following adoption of Site Allocations Document, permissions	• Prior to adoption of Site Allocations Document, one permission granted that is not required to meet provision requirements in Policy M2 and/or not in accordance with policies M3, M4 and C1-C12. • Following adoption of Site Allocations Document, one application

						granted only where requirements for provision in Policy M2 cannot be met from allocated sites, and in accordance with policies M3 and C1-C12. • Permission only granted in other circumstances where this is required prior to development to prevent sterilisation of resource. • Permission granted for borrow pits to meet the requirements set out in policy. • Working of ironstone only permitted where it is in exchange for an agreed revocation of an equivalent existing permission.	permitted outside allocated sites (unless it is to prevent sterilisation or because the requirement set out in policy M2 cannot be met from within the specific sites identified) and/or not in accordance with policies M3 and C1-C12. • Permission granted for borrow pit/s that do not meet the requirements of policy. • Working of ironstone permitted contrary to policy.

M6 Aggregate rail depots	iii, vii, xii	• Permissions granted for new aggregate rail depots.	OCC Minerals industry District councils	DM decisions	On-going (annual monitoring)	• All permissions granted for new aggregate rail depots to have suitable access to lorry route and meet requirements in policies C1-C12.	• One permission granted for new aggregate rail depot that does not have suitable access to lorry route and/or meet requirements in policies C1-C12.
M7 Non-aggregate mineral working	iv, v	• Permissions granted for non-aggregate mineral working	OCC Mineral industry	DM decisions	On-going (annual monitoring)	• All applications granted planning permission meet relevant policy requirements.	• One application permitted that does not meet relevant policy requirements.
M8 Safeguarding mineral resources	v, xi	• Number and area of applications granted for non-minerals development in mineral consultation areas, which sterilise mineral resources. • Number and area of site allocations made by District Planning Authorities for non-minerals development in mineral consultation areas, which sterilise mineral resources. • OCC objections to district development on safeguarding mineral resources	OCC District Councils Neighbourhood Development Authorities.	District Site Allocations District DM decisions OCC DM decisions Neighbourhood Plans	On-going (annual monitoring)	• No non-mineral applications permitted with an objection on mineral safeguarding grounds from OCC. • No District site allocations made with an objection from OCC on safeguarding grounds.	• One DC application approved with an objection from OCC on mineral safeguarding grounds. • One application permitted by OCC leading to development which would sterilise mineral resources. • One District site allocation made with an objection from OCC on mineral safeguarding grounds.

		grounds. • Number of applications consulted on from District to OCC within a Mineral Consultation Area.					
M9 Safeguarding mineral infrastructure	ii, iii, iv, v, vii, xii	• Number and type of safeguarded mineral infrastructure sites in Oxfordshire. • Number of safeguarded aggregate rail depots in Oxfordshire. • District development which is incompatible with or prejudicial to a safeguarded site. • OCC objections to district development on safeguarding mineral infrastructure grounds.	OCC District Councils Neighbourhood Development Authorities	OCC DM decisions District DM decisions District site allocations Neighbourhood Plans.	On-going (annual monitoring)	• No loss of a safeguarded mineral infrastructure site. • No permissions issued by District which would lead to significant harm or prejudice to a safeguarded site. • No District site allocations made which would sterilise mineral infrastructure. • No decline in the number of safeguarded rail depots	• One safeguarded mineral infrastructure site lost to other development. • One permission issued which would lead to significant harm or prejudice to a safeguarded site (permitted with an objection from OCC) • One District site allocation made that would sterilise mineral infrastructure with objection from OCC. • Reduction in number of safeguarded rail depots in Oxfordshire.
M10	v, viii, ix, x	• Number of approved	OCC	DM decisions	On-going	• All restoration	• One application

Restoration of mineral workings		mineral restoration schemes. • Proportion gain of biodiversity in restoration schemes.	Minerals industry Biodiversity partner organisations (including RSPB and BBOWT)		(annual monitoring)	plans for minerals applications approved take into account the considerations set out in policy. • All applications approved with restoration leading to a net gain in biodiversity.	approved for which the restoration does not take into account the considerations set out in the policy. • One application permitted including a restoration scheme which does not provide a net gain in biodiversity.

Waste Policy							
Policy	**Strategic Objective (Waste Planning Objectives section 3.7)**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
W1 Oxfordshire waste to be managed	i, ii	• Total amounts of waste managed within Oxfordshire for the specified waste streams. • Waste management capacity in Oxfordshire for the specified waste streams.	OCC Waste management industry	DM decisions	On-going (annual monitoring)	• Oxfordshire's waste management capacity sufficient to meet the amount required in this policy.	• Amount of waste managed within Oxfordshire falls or rises to +/- 20% of the figures set out in the policy, as updated by the Oxfordshire Minerals and Waste Annual Monitoring Reports. • Waste management capacity falls below that required to manage the waste streams set out in the policy, as updated by the annual monitoring reports.
W2 Oxfordshire waste management targets	i, iii	• Quantity of waste managed in Oxfordshire. • Quantity of Oxon Non-haz waste to landfill. • Quantity of Oxon waste to genuine MRF. • Quantity of Oxon waste to	OCC Waste management industry Environment Agency	DM decisions	On-going (annual monitoring)	• Targets set out in the policy met.	• Percentage of waste diverted from landfill lower than set out in the policy for three consecutive years.

		EfW. • Quantity of Oxon waste to land recovery and inert landfill. • Recycled/secondary aggregate sales. • Quantity of Oxon waste to composting/AD plants.					
W3 Provision of waste management capacity and facilities required	i, iii	• Total amounts of waste managed within Oxfordshire for the specified waste streams. • Waste management capacity in Oxfordshire for the specified waste streams. • Permissions granted for reuse, recycling, composting/food waste treatment and treatment of residual waste.	OCC Waste management industry	DM decisions	On-going (annual monitoring)	• Sufficient capacity to meet the additional capacity requirements in this policy. • Permission granted for reuse, recycling, composting/food waste treatment and residual waste treatment in accordance with policies W4, W5 and C1-C12. • Proposals for treatment of residual waste recovered at one	• Additional waste management capacity allocated below additional capacity requirements in this policy for this waste management stream, as updated by Annual Monitoring Report. • One application permitted for reuse, recycling, composting/food waste treatment and residual waste treatment that does not accord with relevant spatial strategy and policy requirements. • One application for residual waste treatment permitted for which waste will not be recovered at one of

						of nearest appropriate installations. • Permissions for residual waste treatment not impeding movement of waste up waste hierarchy and in accordance with policies W4, W5 and C1-C12. • Sites allocated for new facilities in the Part 2 Site Allocations Document allocated in accordance with this policy.	the nearest appropriate installations. • Residual waste treatment capacity permitted above additional requirement set out in this policy for this waste management stream, as updated by Annual Monitoring Report or not in accordance with policies W4, W5 and C1-C12. • One site allocated not in accordance with relevant provisions of the policy.
W4 Locations for facilities to manage the principal waste streams	i, iii, iv	• Location of permissions for strategic, non-strategic and small scale waste management facilities/capacity. • Location of sites allocated for strategic and non-strategic waste management	OCC Waste management industry	DM decisions Allocation of specific sites in Part 2 Site Allocations	Ongoing (annual monitoring) Adoption of Part 2 Site Allocations Document	• Facilities to be permitted/allocated in accordance with the policy criteria (within the areas identified as appropriate for facilities of that scale in the policy or with access to	• One planning permission granted/site allocated for a facility which does not accord with the policy criteria (in areas within the areas identified as appropriate for facilities of that scale in the policy or with good access to the lorry route

		facilities/capacity.		Document		the lorry route network in accordance with Policy C10).	network).
W5 Siting of waste management facilities	i, viii, ix	• Number of approved facilities located on land given priority by the policy. • Number of approved facilities located on green field land. • Number of allocated sites located on land given priority by the policy. • Number of allocated sites located on green field land	OCC Waste management facility	DM decisions	Ongoing (annual monitoring)	• Facilities permitted/allocated in accordance with requirements of policy.	• One planning permission granted/site allocated in not in accordance with relevant provisions of the policy.
W6 Landfill	i, vii	• Number of applications permitted for inert waste landfilling for restoration purposes. • Number of applications permitted for the permanent deposit of waste to land, other than to landfill. • Existing and permitted landfill capacity relative to estimated requirements. • Number of developments	OCC Waste management industry	DM decisions	On-going (annual monitoring)	•Priority given to use of inert waste that cannot be recycled as infill material in quarry restoration – all inert waste disposal permissions at active or unrestored quarries, or where there would be an overall environmental benefit	• Permanent deposit of waste to land, other than to landfill permitted contrary to policy – where there would not be an overall environmental benefit

		permitted that would reduce non-hazardous landfill capacity.				• No additional capacity for inert landfill permitted contrary to policy. • Provision for disposal of Oxfordshire's non-hazardous waste will be made at existing non-hazardous waste facilities.	• Inert landfill capacity permitted contrary to policy. • Permission granted for additional non-hazardous landfill capacity.
W7 Management and disposal of hazardous waste	ii	• Number, type and capacity of existing and permitted hazardous waste facilities in Oxfordshire.	OCC	DM decisions	On-going (annual monitoring)	• No reduction in total number of existing and permitted hazardous waste facilities.	• Any reduction in total number of existing and permitted hazardous waste facilities.
W8 Management of agricultural waste	ii	• Number of applications approved for treatment of agricultural waste within a unit of agricultural production.	OCC	DM decisions	On-going (annual monitoring)	• No applications approved contrary to the policy.	• One application approved contrary to the policy.
W9 Management and disposal of radioactive waste	ii	• Permissions issued for management and disposal of low level and intermediate level radioactive waste. • Specific provision made in Part 2 Site Allocations Document for treatment and storage of low level	OCC	DM Decisions Part 2 Site Allocations Document	On-going (annual monitoring) Adoption of Part 2 Site Allocations Document	• Proposals for treatment or storage of low level radioactive waste to contribute to management or disposal of Oxon waste and meet requirements of C1-C12.	• One application approved for low level radioactive waste management that does not significantly contribute to meeting needs of Oxfordshire and wider needs can be adequately provided for elsewhere

		and intermediate level waste.				• Proposals for management of intermediate radioactive waste to be at Harwell nuclear licensed site and meet requirements of C1-C12. • Proposals meeting the needs of an area wider than Oxfordshire only where demonstrated the need cannot be adequately provided for elsewhere and meet requirements C1-C12. • Specific provision made in Part 2 Site Allocations in accordance with policy.	and/or does not meet requirements of C1-C12. • One application approved for intermediate radioactive waste management that is not at Harwell licensed nuclear site and/or contributes to wider needs that could be adequately provided for elsewhere and/or does not meet requirements of C1-C12. • Less than one site allocated in Part 2 Site Allocations document that does not accord with the policy.
W10 Management and disposal of waste water and	ii, ix	• Permissions granted for proposals for the management and disposal of waste water and sewage sludge.	OCC	DM decisions	On-going (annual monitoring)	• Applications granted for the management and disposal of waste water and sewage	• One application permitted contrary to the policy.

sewage sludge						sludge planning permission is accordance with policy.	
W11 Safeguarding waste management sites	i, ii	Decisions resulting in non-waste management uses on sites with permission for • operational waste sites with planning permission, • sites with planning permission for waste use not yet brought into operation. • vacant sites previously used for waste management uses or • sites allocated for waste management in the Site Allocations Document.	OCC District Councils	District DM decisions OCC DM decisions on Regulation 3 and Minerals development	On-going (annual monitoring)	• Refusal of applications with an objection from OCC, or contrary to the policy.	• One application permitted by District with an objection from OCC. • One application permitted by OCC leading to development which would prevent or prejudice the use of a site safeguarded for waste use.

Core Policies							
Policy	**Strategic Objective**	**Indicator(s)**	**Responsibility for implementation**	**How**	**Timescale for implementation**	**Target**	**Trigger**
C1 Sustainable development	Minerals i, viii, xi Waste i, iv , ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C2 Climate change	Minerals vi Waste iii, vi	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C3 Flooding	Minerals vi	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C4 Water environment	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All of approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C5 Local environment, amenity and economy	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements	One application permitted which does not take into account relevant requirements of the policy.

						of the policy.	
C6 Agricultural land and soils	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C7 Biodiversity and geodiversity	Minerals viii, ix, x Waste ix,	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C8 Landscape	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C9 Historic environment and archaeology	Minerals viii Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy.
C10 Transport	Minerals vii Waste iv,	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)	All approved applications taking into account relevant requirements of the policy.	One application permitted which does not take into account relevant requirements of the policy
C11 Rights of way	Minerals viii, ix	Permissions granted in	OCC	• DM decisions	On-going (annual	All approved applications	One application permitted which does not take into

	Waste ix	accordance with policy			monitoring)	taking into account relevant requirements of the policy.	account relevant requirements of the policy.
C12 Green Belt	Minerals viii, ix Waste ix	Permissions granted in accordance with policy	OCC	• DM decisions	On-going (annual monitoring)		

Appendix 1. Replacement of Saved Development Plan Policies

A. Policies replaced by policies in the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy

Plan	Policy No.	Subject of Policy
Oxfordshire Minerals and Waste Local Plan (1996)	SD1	Sand and gravel landbanks
Oxfordshire Minerals and Waste Local Plan (1996)	SD2	Small sand and gravel extensions
Oxfordshire Minerals and Waste Local Plan (1996)	SD3	Limestone and chalk quarries
Oxfordshire Minerals and Waste Local Plan (1996)	SD4	Ironstone extraction
Oxfordshire Minerals and Waste Local Plan (1996)	SD5	Clay extraction
Oxfordshire Minerals and Waste Local Plan (1996)	SD7	Rail head sites
Oxfordshire Minerals and Waste Local Plan (1996)	SD9	Rail head safeguarding
Oxfordshire Minerals and Waste Local Plan (1996)	SD10	Mineral safeguarding
Oxfordshire Minerals and Waste Local Plan (1996)	SD11	Prior extraction
Oxfordshire Minerals and Waste Local Plan (1996)	W2	Waste from elsewhere
Oxfordshire Minerals and Waste Local Plan (1996)	W3	Recycling proposals
Oxfordshire Minerals and Waste Local Plan (1996)	W4	Recycling in the countryside
Oxfordshire Minerals and Waste Local Plan (1996)	W5	Screening waste plant etc
Oxfordshire Minerals and Waste Local Plan (1996)	W6	Langford Lane site
Oxfordshire Minerals and Waste Local Plan (1996)	W7	Landfill
Oxfordshire Minerals and Waste Local Plan (1996)	PE2	Mineral working outside identified areas
Oxfordshire Minerals and Waste Local Plan (1996)	PE3	Buffer zones
Oxfordshire Minerals and Waste Local Plan (1996)	PE4	Groundwater
Oxfordshire Minerals and Waste Local Plan (1996)	PE5	River Thames etc
Oxfordshire Minerals and Waste Local Plan (1996)	PE7	Floodplain
Oxfordshire Minerals and Waste Local Plan (1996)	PE8	Archaeological assessment

Oxfordshire Minerals and Waste Local Plan (1996)	PE9	Archaeological remains
Oxfordshire Minerals and Waste Local Plan (1996)	PE10	Woodland and forestry
Oxfordshire Minerals and Waste Local Plan (1996)	PE11	Rights of way
Oxfordshire Minerals and Waste Local Plan (1996)	PE12	Public access
Oxfordshire Minerals and Waste Local Plan (1996)	PE13	Restoration and after-use
Oxfordshire Minerals and Waste Local Plan (1996)	PE14	Nature conservation
Oxfordshire Minerals and Waste Local Plan (1996)	PE18	Determining applications
Oxfordshire Minerals and Waste Local Plan (1996)	PB1	Processing plant etc
Oxfordshire Minerals and Waste Local Plan (1996)	PB2	Removal of plant etc

B. Policies to be replaced by policies in the Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document

Plan	Policy No.	Subject of Policy
Oxfordshire Minerals and Waste Local Plan (1996)	SC3	Sutton Courtenay: traffic routeing
Oxfordshire Minerals and Waste Local Plan (1996)	SW1	Sutton Wick: area for working
Oxfordshire Minerals and Waste Local Plan (1996)	SW2	Sutton Wick: access restriction
Oxfordshire Minerals and Waste Local Plan (1996)	SW3	Sutton Wick: access requirement
Oxfordshire Minerals and Waste Local Plan (1996)	SW4	Sutton Wick: rate of production
Oxfordshire Minerals and Waste Local Plan (1996)	SW5	Sutton Wick: after-uses
Oxfordshire Minerals and Waste Local Plan (1996)	SH1	Stanton Harcourt: areas for working
Oxfordshire Minerals and Waste Local Plan (1996)	SH2	Stanton Harcourt: Sutton bypass
Oxfordshire Minerals and Waste Local Plan (1996)	SH3	Stanton Harcourt: traffic routeing
Oxfordshire Minerals and Waste Local Plan (1996)	SH4	Stanton Harcourt: traffic routeing requirements
Oxfordshire Minerals and Waste Local Plan (1996)	SH5	Stanton Harcourt: after-uses
Oxfordshire Minerals and Waste Local Plan (1996)	SH6	Stanton Harcourt: after-use management

Oxfordshire Minerals and Waste Local Plan (1996)	CY1	Cassington – Yarnton: area for working
Oxfordshire Minerals and Waste Local Plan (1996)	CY2	Cassington – Yarnton: conveyors and haul routes
Oxfordshire Minerals and Waste Local Plan (1996)	CY3	Cassington – Yarnton: after-uses
Oxfordshire Minerals and Waste Local Plan (1996)	CY4	Cassington – Yarnton: pedestrian and cycle routes

Appendix 2. Existing and Permitted Waste Management Sites Safeguarded under Policy W11

These sites are safeguarded under Policy W11 pending adoption of the Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document

CHERWELL DISTRICT				
No.	**Site and (Operator)**	**Parish**	**Grid Ref**	**Type of Facility**
009	Worton Farm (M&M Skips) (Oxford Renewable)	Yarnton	SP 471113	Recycle/Transfer Biological Treatment CDE Recycling
011	Finmere Quarry (Opes)	Finmere	SP 628322	Recycle/Transfer Residual Treatment
014	Ashgrove Farm (Agrivert)	Ardley	SP 534256	Biological Treatment
019	Bicester STW (TWA Ltd)	Bicester	SP 579210	Waste Water Treatment
022	Ardley Landfill (Viridor)	Ardley	SP 543259	Residual Treatment Recycle/Transfer (HWRC) Recycle/Transfer
023	Alkerton landfill (W&S Recycling)	Alkerton	SP 383432	Recycle/Transfer (HWRC)
030	Shipton Quarry (Earthline)	Shipton-on-Cherwell	SP 478174	CDE Recycling
070	TWA Depot (part) (Clancy Docwra)	Kidlington	SP 476153	CDE Recycling
121	Old Brickworks Farm (Miller)	Bletchingdon	SP 518158	CDE Recycling
126	Varney's Garage Panozzo/Grazzi)	Hornton	SP 380457	Metal Recycling
127	Thorpe Mead 2a/3a (Banbury Motors)	Banbury	SP 469403	Metal Recycling
133	Newlands Farm (Smiths)	Bloxham	SP 439352	CDE Recycling Metal Recycling
137	Windmill Nursery (Dulcie Hughes)	Blackthorn	SP 609207	Metal Recycling
143	Banbury Transfer Station (Grundon)	Banbury	SP 469402	Recycling/Transfer
145	Ferris Hill Farm (Matthews)	Hook Norton	SP 355351	CDE Recycling
153	Merton Street Depot (Grundon)	Banbury	SP 465402	Hazardous
173	The Tyre Yard Charlett)	Yarnton	SP 480119	Recycle/Transfer

223	Allotment Land, Overthorpe Meade (Grundon)	Banbury	SP 467403	Recycle/Transfer Hazardous
232	Banbury STW (TWA Ltd)	Banbury	SP 471402	Waste Water Treatment Biological Treatment
258	Thorpe Lane Depot (Cherwell DC)	Banbury	SP 467406	Recycling/Transfer
269	Dewars Farm (Smiths of Bletchington + Raymond Brown)	Middleton Stoney	SP 537247	Residual Treatment
284	Ardley STW (Anglian Water)	Ardley	SP544280	Waste Water Treatment
285	Fringford STW (Anglian Water)	Fringford	SP609290	Waste Water Treatment
286	Fritwell STW (Anglian Water)	Fritwell	SP526287	Waste Water Treatment
287	Hardwick Hethe Klargester STW (Anglian Water)	Hardwick with Tusmore	SP577295	Waste Water Treatment
288	Hethe STW (Anglian Water)	Hethe	SP596294	Waste Water Treatment
289	Stoke Lyne STW (Anglian Water)	Stoke Lyne	SP565284	Waste Water Treatment

OXFORD CITY

No.	Site and (Operator)	Parish	Grid Ref	Type of Facility
150	Horspath Road Depot (Oxford City)	Oxford	SP 556046	Recycle/Transfer
156	Pony Lane (City Insulation)	Oxford	SP 557047	Hazardous
161	Redbridge HWRC (W&S Recycling)	Oxford	SP 518038	Recycle/Transfer (HWRC)
163	Cowley Marsh Depot (Oxford City)	Oxford	SP 541048	Recycle/Transfer
186	Jackdaw Lane (Metal Salvage)	Oxford	SP 524051	Metal Recycling

SOUTH OXFORDSHIRE DISTRICT

No.	Site and (Operator)	Parish	Grid Ref	Type of Facility
005	Playhatch Quarry (Grabloader)	Eye & Dunsden	SU 740765	CDE Recycling
013	Ewelme No.2	Ewelme	SP 646905	Recycle/Transfer

	(Grundon)			CDE Recycling
				Hazardous
017	Battle Farm (Agrivert)	Crowmarsh	SU 622905	Biological Treatment
024	Oakley Wood (W&S Recycling)	Nuffield	SU 640890	Recycle/Transfer (HWRC)
128	Berinsfield Car Breakers (Auto Storage)	Berinsfield	SU 570958	Metal Recycling
129	Milton Pools (R L Mead)	Gt. Haseley	SP 654032	Metal Recycling
138	Woodside (Mains Motors)	Ewelme	SU 649893	Metal Recycling
146	Oxford STW (TWA Ltd)	Sandford	SP 544019	Waste Water Treatment
152	Ewelme No.1 (Grundon)	Ewelme	SU 646902	Hazardous
182	The Tyre Depot (Philips Tyres)	Elsfield	SP 527092	Recycle/Transfer
184	Rumbolds Pit (R Hazell)	Ewelme	SU 645927	CDE Recycling
205	Greenwoods (Yassine Saleh)	Garsington	SP 576018	Metal Recycling
216	Culham No.1 (Verdant)	Culham	SU 531953	Recycle/Transfer
234	Didcot STW (TWA Ltd)	Didcot	SU 520913	Waste Water Treatment
239	Menlo Industrial Park (ASM Ltd)	Thame	SP 691054	Metal Recycling
242	Culham JET (CCFE)	Culham	SU 536958	Radioactive
252	Upper Farm (Midland Pig)	Warborough	SU 596943	Biological Treatment
256	Hundridge Farm (Onsyany Skips)	Ipsden	SU 669854	CDE Recycling
272	Fords Yard (McGhee)	Waterperry	SP 613098	Metal Recycling
273	The Metal Yard (Rogers)	Nuneham Courtenay	SU 553993	Metal Recycling
VALE OF WHITE HORSE DISTRICT				
No.	**Site and (Operator)**	**Parish**	**Grid Ref**	**Type of Facility**
002	Prospect Farm (Raymond Brown)	Chilton	SU 498851	Recycle/Transfer
				CDE Recycling
010	Sutton Courtenay Landfill	Sutton Courtenay	SU 515930	Recycle/Transfer
				Transfer (residual waste)

	(FCC + Hanson)			Biological Treatment
				CDE Recycling
016	Glebe Farm (Agrivert)	Hinton Waldrist	SU 366972	Biological Treatment
053	B462 complex (Magnox)	Harwell	SU 474866	Radioactive
				Groundwater Treatment
059	Sutton Wick Lane (Abingdon Car Breakers)	Drayton	SP 492946	Metal Recycling
061	Wantage STW (TWA Ltd)	Grove	SU 403915	Waste Water Treatment
114	Appleford Sidings (Hanson)	Sutton Courtenay	SU 520931	CDE Recycling
~~118~~	~~Tubney Wood (Hills)~~	~~Tubney~~	~~SP 449006~~	~~CDE Recycling~~
124	Church Lane (National Trust)	Coleshill	SU 234938	Biological Treatment
132	Whitecross Metals (Alumni Holdings)	Wootton	SP 483004	Metal Recycling
134	Quelches Orchard (W Brakspeare)	Wantage	SU 411887	Metal Recycling
135	Roadside Farm Haynes)	E. Challow	SU 378886	Metal Recycling
141	Grove Industrial Park (Aasvogel)	Grove	SU 385895	Recycle/Transfer
				CDE Recycling
144	Hill Farm (J James Ltd)	Appleford	SO 523922	Recycle/Transfer
151	Highway Depot (OCC)	Drayton	SU 489940	Hazardous
159	Drayton HWRC (W&S Recycling)	Drayton	SU 475933	Recycle/Transfer (HWRC)
160	Stanford-in-Vale HWRC (W&S Recycling)	Stanford-in-Vale	SU 330939	Recycle/Transfer (HWRC)
229	Shellingford Quarry (Eathline)	Shellingford	SU 328937	CDE Recycling
247	Upwood Park (Hills)	Tubney	SP 452003	CDE Recycling
251	Milton Park (part) (Oxford Wood)	Milton	SU 487918	Recycle/Transfer
~~255~~	~~Didcot Power Station (RWE Npower)~~	~~Milton~~	~~SU 508918~~	~~Recycle/Transfer~~
263	Swannybrook Farm (NAP Grab Hire)	Kingston Bagpuize	SU 407967	CDE Recycling
267	Oxford Road Depot (Vale Housing)	E. Hanney	SU 421932	Hazardous
WEST OXFORDSHIRE DISTRICT				

No.	Site and (Operator)	Parish	Grid Ref	Type of Facility
001	Shipton Hill (Hickman Bros)	Fulbrook	SP 267138	CDE Recycling
003	Dix Pit (FCC)	Stanton Harcourt	SP 410045	Recycle/Transfer (HWRC)
				Transfer (residual waste)
004	Slape Hill Quarry (Sheehan)	Glympton	SP 423196	Recycle/Transfer
008	New Wintles Farm (McKenna)	Eynsham	SP 431108	CDE Recycling
015	Showell Farm (Agrivert)	Chipping Norton	SP 356296	Biological Treatment
028	Gill Mill Quarry (Smiths of Bletchington)	Ducklington	SP 370078	CDE Recycling
067	Old Railway Halt (J Aldridge)	Gt. Rollright	SP 327303	Metal Recycling
103	Lakeside Industrial Park (part) (Ethos Recycling)	Standlake	SP 383044	CDE Recycling
116	Worsham Quarry (Fraser Evans)	Minster Lovell	SP 296103	Recycle/Transfer
130	South Estate (D) (Claridge Motors)	Carterton	SP 279060	Metal Recycling
131	62/64 West End (T&B Motors)	Witney	SP 358106	Metal Recycling
139	Sturt Farm (2a/4) (College Motors)	Shilton	SP 275105	Metal Recycling
142	Sandfields Farm (K J Millard)	Over Norton	SP 447240	Recycle/Transfer
				CDE Recycling
149	Brize Norton X-fer (Ebsworth)	Minster Lovell	SP 313098	Recycle/Transfer
157	Lower Yard (Unit 8) (Amity Insulation)	Eynsham	SP 431086	Hazardous
180	Elmwood Farm (Cotswold Wood)	Black Bourton	SP 283051	Recycle/Transfer
204	Downs Road (old FloGas site) (May Gurney)	Witney	SP 329103	Recycle/Transfer
214	Manor Farm (K W C Amor)	Kelmscott	SU 251990	Recycle/Transfer
228	Units 1/2, Enstone Airfield (Viridor)	Enstone	SP 397256	Recycle/Transfer
231	Lakeside (Plot J) (Adler & Allen)	Standlake	SP 384044	Hazardous
233	Witney STW (TWA Ltd)	Ducklington	SP 348084	Waste Water Treatment

236	Dix Pit Complex (Sheehan)	Stanton Harcourt	SP 403050	CDE Recycling
241	Lakeside Industrial Park (part) (Micks Skips)	Standlake	SP 384044	Recycle/Transfer CDE Recycling
257	(Adjoining) Cemex Batching Plant (Fergal)	Hardwick	SP 387057	CDE Recycling
259	Riding Lane Scrap Yard (Smith Bros)	Crawley	SP 330137	Metal Recycling
260	Burford Quarry (Pavestone UK)	Burford	SP 269107	CDE Recycling

Appendix 3. Flood Vulnerability Classification and Flood Zone Compatibility

Table A1: Minerals and Waste Flood Vulnerability Classification

Development Type	Vulnerability Classification	Flood Zone Compatibility
Aggregate Rail Depots	Essential Infrastructure	Flood Zone 1 and 2 (and exceptionally 3a/b)
Mineral or waste development requiring hazardous substances consent	Highly Vulnerable	Flood Zone 1 (and exceptionally 2)
Landfill sites*	More Vulnerable	Flood Zone 1 and 2 (and exceptionally 3a)
Waste management facilities handling hazardous waste	More Vulnerable	Flood Zone 1 and 2 (and exceptionally 3a)
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 processing (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

Table developed from Tables 2 and 3 in National Planning Practice Guidance, Flood Risk and Coastal Change, Flood Zone and Flood Risk Tables, March 2014. Waste management categories are based on guidance in National Planning Practice Guidance, Waste, October 2014.
* Inert waste imported for the restoration of sand and gravel workings not included where imported as part of a recovery operation (an increase in flood storage capacity is likely in these circumstances).

Table A2. Minerals and Waste Development – vulnerability to flood risk and compatibility with flood zones

Minerals & Waste Development Type	Use Category	FLOOD ZONE			
		1	2	3a	3b
Aggregate rail depots	Essential Infrastructure	✓	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 only appropriate if Sequential Test is passed ⇩ Use only appropriate if the Exception Test is passed ⇩ ✓
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*

Table developed from Tables 2 and 3 in National Planning Practice Guidance, Flood Risk and Coastal Change, Flood Zone and Flood Risk Tables, March 2014.

Glossary

Aggregates – sand, gravel and crushed rock that is used in the construction industry to make things like concrete, mortar, asphalt and drainage material. 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.

After-use – The long term use that land formerly used for mineral workings is restored to, e.g. agriculture, forestry, nature conservation, recreation 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 Natural England on the location and extent of ancient woodlands.

Annual Monitoring Report (AMR) – see Monitoring Report.

Apportionment – the allocation between minerals and waste authorities of an overall total amount of provision required for mineral production or waste management, for a particular period of time, e.g. 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.

Best and Most Versatile (BMV) Agricultural Land – The Agricultural Land Classification system classifies land into five grades, with Grade 3 subdivided into Sub-grades 3a and 3b. The best and most versatile land is defined as Grades 1, 2 and 3a and is the land which is most flexible, productive and efficient in response to inputs and which can best deliver food and non-food crops for future generations. Source: Planning Practice Guidance: Natural Environment – Brownfield land, soils and agricultural land (Paragraph: 024 Reference ID: 8-024-20140306; Revision date: 06 03 2014)

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

Biodiversity Action Plan (BAP) – strategy prepared by the local planning authority together with nature conservation organisations 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 – 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. They can also be used to prevent sterilisation of 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 breakdown 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, where the main aim is to restore biodiversity at a landscape-scale through the maintenance, restoration and creation of UK Priority Habitats.

Construction, Demolition and Excavation waste – waste arising from the building process comprising demolition and site clearance waste and builders' waste from the construction/demolition of buildings and infrastructure. Includes masonry, rubble and timber.

Core Strategy – sets out the long-term spatial vision for a 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.

Cumulative Impact – changes caused by a development in combination with other similar developments either at the same time or successively over time.

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 form part of a Local Plan or a Minerals and/or Waste Plan and are subject to independent examination. They have 'development plan' status. They can include Core Strategy and Site Allocations DPDs.

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 advisor and agency with statutory responsibilities 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).

Feedstock – Raw material to supply or fuel a machine or industrial process, such as a mineral processing plant or a waste recycling or treatment plant.

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) – an assessment of the likely impacts of the possible effects of a plan's policies on the integrity of European sites (including Special Areas of Conservation and Special Protection Areas), 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. 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 in 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 their report and recommendations to 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, demolition and excavation” waste is inert waste.

Industrial waste – wastes from any factory, transportation apparatus, 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, expressed in tonnage or years.

Landfill – permanent disposal of waste into the ground by the filling of voids or by landraising.

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; the allowances are tradeable between authorities.

Landfill gas – gas generated by the breakdown of biodegradable waste within landfill sites, consisting mainly of methane and carbon dioxide.

Landfill tax – Government tax on waste disposed of at landfill sites. Aims to encourage more sustainable waste management methods.

Landraise or **Landraising** – 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 (e.g. soil and landform) and/or human (e.g. settlement and development) in the landscape that makes one landscape different from another, rather than better or worse[122].

Local Development Framework (LDF) – folder of local development documents prepared planning authorities, that sets out the spatial planning strategy for the 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; usually managed by the local authority.

Local Plan – part of the statutory development plan that sets out policies on land use and development, prepared by planning authorities.

Local Wildlife Site – a locally designated area which includes important and rare habitats and species; there are approximately 42,000 local wildlife sites in England and they are essential in conserving wildlife in Britain and halting the loss of biodiversity.

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.

Marine-borne material – sand and gravel that is taken from the sea bed and imported to land.

[122] 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 wherein district planning authorities should consult the County Council on applications for development, to prevent mineral resources 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 considered to be of sufficient economic or conservation value (such as building stones) to warrant protection for generations to come.

Mineral Local Plan – part of the statutory development plan that sets out the land use policies for minerals for the plan area, prepared by a minerals planning authority (unitary or county council).

Minerals Planning Authority – the planning authority responsible for planning control of minerals development.

Minerals and Waste Development Framework (MWDF) – folder of local development documents prepared by minerals and waste planning authorities that sets out the spatial planning strategy for minerals and waste planning for the area.

Mitigation measures – actions to prevent, avoid, or minimise the actual or potential adverse effects of a development, action, project, plan, or policy.

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

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 Planning Policy Framework – Planning policy document (March 2012) for England issued by central Government which supersedes the majority of Planning Policy Statements, Planning Policy Guidance Notes, Minerals Policy Statements and Minerals Planning Guidance notes. Does not replace PPS 10.

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.

Net Self-Sufficiency (in waste management) – provision of waste management capacity equivalent to the amount of waste arising and requiring management within a plan area.

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 significant physical, chemical or biological change when deposited at a landfill site. Also referred to as “non-hazardous waste”.

Notable species – species of wildlife that are protected by British and often also by European legislation because of their rarity or historical persecution are called ‘protected species’; species with conservation designations but not having legal protection are called ‘notable species’.

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 polices for England on different areas of planning (with the removal of advice on practical implementation, which is better expressed as guidance rather than policy). Most were replaced by the National Planning Policy Framework (NPPF) in March 2012.

Planning permission – formal consent given by the planning authority to develop or use land.

Primary aggregates – naturally-occurring mineral deposits that are used for the first time as an aggregate.

Priority habitat – natural habitats that are identified as being the most threatened and requiring conservation action and are listed under Section 41 of the Natural Environment and Rural Communities Act 2006 as habitats of principal importance for the conservation of biodiversity in England.

Priority species – similar to the priority habitat designation, these are animals and plants that are identified as being the most threatened species and requiring conservation action and are listed under Section 41 of the Natural Environment and Rural Communities Act 2006 as species of principal importance for the conservation of biodiversity in England.

Protected species – species of wildlife that are protected by UK and also sometimes European legislation because of their rarity or historical persecution; a full list of protected species occurring in Oxfordshire, and the level of protection they receive, can be downloaded from the Protected and Notable Species page on the Thames Valley Environmental Record Centre website (http://www.tverc.org/cms/content/species).

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 – derived from reprocessing waste arising from construction and demolition activities (e.g. concrete, bricks and tiles), highway maintenance (e.g. asphalt planings), 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 – obtaining value from waste 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 minerals or waste 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 possible effects of a plan's policies on the integrity of European sites.

Secondary Aggregates – usually the by-products of other industrial processes, e.g. blast furnace slag, steel slag, pulverised-fuel ash (PFA), incinerator bottom ash, furnace bottom ash, recycled glass, slate waste, china clay sand and colliery spoil.

Self-Sufficiency – the ability of a geographical region or population to be able to supply its own needs without external assistance or input.

Sensitive Receptor – 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 these factors[123].

Sewage Sludge or **Sludge** – the semi-solid or liquid residue removed during the treatment of wastewater.

Site of Local Importance for Nature Conservation – a non-statutory designated site containing important habitats, plants and animals in the context of Oxford (within Oxfordshire this designation is only found in the Oxford City Council area).

Site of Special Scientific Interest – site notified by Natural England under Section 28 of the Wildlife and Countryside Act 1981 (as amended) as having special wildlife or geological features worthy of protection; SSSIs are a series of sites from across the UK, which provide a representative sample of the country's best habitats.

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 four tests of soundness in the National Planning Policy Framework.

South East Aggregates Working Party (SEEAWP) – a non-executive technical group covering the South East of England with the role of advising government (the Department for Communities and Local Government), Mineral Planning Authorities and industry on aggregates, including helping mineral planning authorities fulfil the duty to cooperate on strategic mineral planning issues, comprising officers of the

[123] Definition in EIA regulations

mineral planning authorities, representatives of the minerals industry and government representatives .

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 waste planning issues.

South East Plan – the Regional Spatial Strategy for the South East region, prepared by the former 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 of international importance for nature conservation made under the EU Birds Directive to conserve the best examples of the habitats of certain threatened species of birds.

Statement of Community Involvement – 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 on the preparation of its land use plan or in determining a planning application. For land use plans, this always includes the Environment Agency, Natural England and English Heritage.

Sterilisation – this occurs when developments such as housing, roads or industrial parks are built over mineral resources, preventing their possible future extraction.

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.

Strategic Resource Area – a broad area of aggregate mineral resources which, based on available geological information, contains potentially workable mineral deposits that, in terms of extent and probable depth of mineral, have the potential to provide new mineral working sites either in the form of new quarries or large extensions to existing quarries. Strategic resource areas are areas within which potential sites for mineral working will be identified and assessed for possible allocation in the Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document. They are defined by natural boundaries such as roads and rivers and by geological mapping information. They exclude Areas of Outstanding

Natural Beauty and Special Areas of Conservation, and buffer zones adjacent to the latter, as well as larger settlements, but other designations and constraints, individual and smaller groups of houses and other more isolated built developments are not excluded. Land allocated or proposed to be allocated for development in adopted or emerging district local plans and neighbourhood plans is also not necessarily excluded. These are all factors to be taken into account in the assessment of site options when the Site Allocations Document is prepared.

Strategic resource areas are different from 'Areas of Search'. Areas of search are defined in the National Planning Practice Guidance as "areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply" (Paragraph: 008; Reference ID: 27-008-20140306). Strategic resource areas differ in that permission will normally only be granted for mineral working within them at sites that are allocated in the Site Allocations Document (policy M5). Whilst permission may be granted within a strategic resource area but outside of an allocated site either prior to adoption of the Site Allocations Document or as an exception after adoption of the Site Allocations Document (see policy M5), the main purpose of the strategic resource areas is to define those areas of the county within which sites will be allocated and not areas where planning permission will necessarily be granted.

Structure Plan – framework of strategic planning policies, produced by the County Council. The Oxfordshire Structure Plan was largely replaced as a statutory planning document by the South East Plan in May 2009.

Sustainable Development / Sustainability – 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.

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 and to check policies against sustainability objectives. 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. The Planning and Compulsory Purchase Act 2004 requires a sustainability appraisal to be undertaken of all development plan documents.

Thermal Treatment – generic term encompassing incineration, gasification and pyrolysis.

Transport Assessment – an assessment to determine whether the transport impact of a development is acceptable; the National Planning Policy Framework states that

all developments that generate significant amounts of traffic movement should be supported by a transport assessment (or transport statement – see below).

Transport Statement – a statement that can be produced where the transport issues arising out of a development proposal may not require a full Transport Assessment to adequately inform the planning process; a Transport Statement is a simplified report in comparison to a Transport Assessment.

Transfer Station – a bulk collection point for waste prior to its onward transport to another facility 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 0.1m³ 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 0.1m³, 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 (including 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 – part of the statutory development plan that sets out the land-use policies for waste for the plan area, prepared by a waste planning authority (unitary or county council).

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 government body 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
SEEAWP	South East 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

Cyan Magenta Yellow Black

Oxfordshire Minerals and Waste Local Plan Policies Map

OXFORDSHIRE COUNTY COUNCIL



Photo credit: Lower Windrush Valley Project

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Banbury

Shipton-on-Cherwell

Key

- Boundary of Local Plan Area
- District Boundaries
- Mineral Strategic Resource Area (Policy M3)
  1. Burford – South of A40 *(Crushed Rock)*
  2. East/South East of Faringdon *(Crushed Rock)*
  3. North West of Bicester *(Crushed Rock)*
  4. Thames Valley – Caversham to Shiplake *(Sharp Sand and Gravel)*
  5. Thames & Lower Thame Valleys – Standlake to Yarnton *(Sharp Sand and Gravel)*
  6. Thames, Lower Windrush & Evenlode Valleys – Standlake to Yarnton *(Sharp Sand and Gravel)*
  7. Corallian Ridge – Oxford to Faringdon *(Soft Sand)*
  8. Duns Tew Area *(Soft Sand)*

Mineral Safeguarding Areas (Policy M8)

- Soft Sand
- Crushed Rock
- Sharp Sand and Gravel
- Fuller's Earth

- Mineral Consultation Areas
- Special Area of Conservation (Policies M4, W4, C7)
- Safeguarded Rail Depot (Policy M9)
- Area of Outstanding Natural Beauty (Policy C8)
- Green Belt (Policy C12)
- River Thames (Policy C4)

Strategic Lorry Routes (Policies W4, C10):

- Through route
- Links to larger towns
- Links to smaller towns
- Local access route

Proposals Map scale - 1:50,000

0 1 2 4 6 km

Inset map scale - 1:10,000

0 200 400 600 m

N

Banbury Inset

Shipton-on-Cherwell Inset

Kidlington Inset

1 BURFORD

3

6

8

WEST OXFORDSHIRE DISTRICT

CHERWELL DISTRICT

SOUTH NORTHAMPTONSHIRE DISTRICT

BANBURY

BICESTER

BRACKLEY

BUCKINGHAM

CHIPPING NORTON

WOODSTOCK

CHARLBURY

STOW-ON-THE-WOLD

OT MOOR

Maps produced by Lovell Johns Ltd

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Kidlington Inset

Sutton Courtenay Inset

WEST OXFORDSHIRE DISTRICT

VALE OF WHITE HORSE DISTRICT

SOUTH OXFORDSHIRE DISTRICT

OXFORD

ABINGDON-ON-THAMES

WANTAGE

DIDCOT

WALLINGFORD

FARINGDON

CARTERTON

LECHLADE ON THAMES

HIGHWORTH

THAME

HENLEY ON THAMES

LAMBOURN DOWNS

1

2

4

5

6

7

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  4. Thames Valley – Caversham to Shiplake *(Sharp Sand and Gravel)*
  5. Thames & Lower Thame Valleys – Standlake to Yarnton *(Sharp Sand and Gravel)*
  6. Thames, Lower Windrush & Evenlode Valleys – Standlake to Yarnton *(Sharp Sand and Gravel)*
  7. Corallian Ridge – Oxford to Faringdon *(Soft Sand)*
  8. Duns Tew Area *(Soft Sand)*

Mineral Safeguarding Areas (Policy M8)

- Soft Sand
- Crushed Rock
- Sharp Sand and Gravel
- Fuller's Earth
- Mineral Consultation Areas
- Special Area of Conservation (Policies M4, W4, C7)
- Safeguarded Rail Depot (Policy M9)
- Area of Outstanding Natural Beauty (Policy C8)
- Green Belt (Policy C12)
- River Thames (Policy C4)

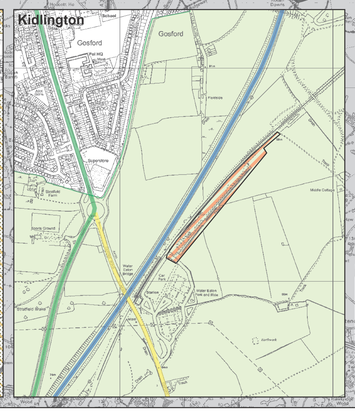
Strategic Lorry Routes (Policies W4, C10):

- Through route
- Links to larger towns
- Links to smaller towns
- Local access route

Sutton Courtenay



Kidlington



Proposals Map scale - 1:50,000

0 1 2 4 6 km

Inset map scale - 1:10,000

0 200 400 600 m

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Maps produced by Lovell Johns Ltd

OXFORDSHIRE MINERALS AND WASTE MAP SOUTH

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Division(s):

CABINET – 18 JULY 2017

EAST WEST RAIL WESTERN SECTION PHASE 2 – RESPONSE TO TRANSPORT & WORKS ACT ORDER CONSULTATION

Report by Director for Planning & Place

Introduction

1. East West Rail is a strategic national rail infrastructure proposal to reopen and upgrade the rail corridor connecting Oxford, Milton Keynes and Cambridge, extending on to Ipswich and Norwich. It is split into three distinct sections covering Oxford to Bedford and Milton Keynes to Princes Risborough (Western); Bedford to Cambridge (Central) and Cambridge to Norwich and Ipswich (Eastern). The plans in Annex 1 shows the East West Rail Network.

2. This report is primarily concerned with the Western Section, which includes the route in Oxfordshire. Phase 1 of the Western section, connecting Oxford to Bicester via Oxford Parkway, with services extending to London Marylebone, has already been constructed with services now running.

3. The powers are now being sought by Network Rail to construct and operate phase 2 of the Western section, which in Oxfordshire runs from east of Bicester town centre to the County Boundary, extending on to Milton Keynes and Bedford via Bletchley. A Strategic Alliance led by Network Rail is taking the project through approvals and implementation, and is seeking powers under the Transport & Works Act process to construct the railway.

4. This process necessitates the production of a draft Environmental Statement for the scheme, for consultation with the public and Stakeholders. This consultation began on 30th June and runs until 11th August. Details of the proposals are set out on the East West Rail website, www.eastwestrail.org.uk.

5. The purpose of this report is to set out what Oxfordshire's overall response to the consultation should be in principle, in the context of East West Rail programme as a whole and the Council's ambitions for the Oxford to Cambridge corridor. This response will be supplemented with more detailed comments on specific areas of the consultation, once all the information has been analysed. A schedule of these comments will be circulated as an addendum to the report, along with any issues raised at the consultation events arranged for Bicester (10 July) and Launton (13 July).

Background

6. The Western section of East West Rail has been developed and refined over many years by a Consortium of local authorities, of which Oxfordshire County Council is a founder Member. All these authorities have committed to

providing Government with significant local financial contributions to the project – for Oxfordshire, this amounts to some £11.06m, around £500k of which has been has already been contributed 'Work in Kind'. The East West Rail Consortium as a whole will also be responding to the consultation.

7. The Western section was approved in principle by central Government in its 2012 'High Level Output Statement' for the railway. Since then, further design and development work has taken place, with an initial public consultation on the proposed scheme held by Network Rail in autumn 2015. The response to this consultation was extremely positive, with over 70% of respondents either strongly supporting or supporting the scheme.

8. The proposals for the scheme have now been updated ready for Transport & Works Act submission (planned for early 2018), with a draft Environmental Statement produced. Details of this and the wider scheme are set out in the consultation materials, and the non-technical summary of project is set out in Annex 2. In summary the scheme infrastructure comprises:

    i. Reconstruction and upgrade of the railway between Bicester and Milton Keynes / Bedford via Bletchley with an additional connection from this line down to Aylesbury and Princes Risborough;

    ii. Associated new highway infrastructure in Bicester, in particular a new bridge crossing of the railway by the Bicester Eastern Perimeter Road (Charbridge Lane), and new bridges to replace some level crossings;

    iii. Two new bridges and associated highway approaches, to take the highway over the railway at each end of Launton Village, replacing an existing structure at the western (Bicester Road) end and a level crossing at the eastern (Station Road) end;

    iv. Some consolidation / realignment of parts of the Rights of Way network to tie in with the new crossing proposals;

    v. A new station at Winslow in Buckinghamshire.

9. As important as the infrastructure is the service patterns it creates for travellers. New journey opportunities include:

    i. Oxford to Milton Keynes and Bedford, stopping in Oxfordshire at Oxford Parkway and Bicester Village;
    ii. Milton Keynes to Aylesbury and London Marylebone: an extension of the existing service between Marylebone and Aylesbury Vale Parkway;
    iii. Within Oxfordshire, direct, frequent services linking Didcot, Oxford and Bicester (the Oxfordshire "Knowledge Spine").

10. There is also significant potential for new regional and national rail connections, extending not just to Cambridge and beyond, but westwards to Swindon/Bristol, south to Reading and Heathrow airport. Some of these connections will require investment in additional infrastructure, for example

upgrading the railway between Didcot and Oxford, and through Oxford Station.

Strategic Opportunity

11. East West Rail aims to provide infrastructure to support local authorities' ambition for substantial economic growth based on the creation of new private sector jobs and the development of major areas of new housing. So whilst at one level it is a railway proposal, East West Rail is much more than that – essentially it is a national infrastructure scheme that will enable and support growth and the economy in Oxfordshire, along the Oxford-Cambridge corridor, across the England's Economic Heartland Area and beyond.

12. Altogether, the East West Rail programme has the potential to support well over 250,000 new jobs and a similar number of homes across the corridor, with the Western section representing a significant proportion of these figures.

13. It is worth noting that the recent opening of Phase 1, connecting Oxford to Bicester and London, has already led to new sustainable growth opportunities coming forward, for example Cherwell District Council's proposals in their Local Plan to allocate land for housing in areas close to Oxford Parkway station, and the continued development of Bicester as a Garden Town.

14. Early delivery of East West Rail was a key recommendation arising from the National Infrastructure Commission interim report published last year. On that basis, £100m of additional funding was allocated to the project, to ensure that the project's interface with the High Speed 2 proposal could be taken forward ahead of other works, in line with the HS2 construction programme.

15. As well as the established Project Management and Governance through the Consortium and Network Rail-led delivery alliance, a new East West Rail company has been formed to oversee the approval and construction of the project, with an initial remit to deliver it as early as possible at a reduced cost. A report on how these are to be achieved is expected to be published soon.

16. In this context, there should be an opportunity to bring the operation of the scheme forward from the dates outlined in the consultation, with a reduced project cost. In considering these, it will be important that the scope of the project and the outcomes it would achieve, as set out, are maintained.

Detailed Considerations

17. While the section of Phase 2 of the route within Oxfordshire is relatively short, there are some important considerations and areas where the Council will need to be satisfied with the detail of the proposals, including arrangements for the construction of the project. Specific issues include:

    i. The requirement for a complete Transport Assessment (TA) of the proposals; a draft TA has been undertaken, but has not yet been finalised or agreed;

ii. Ensuring that bridges, structures and proposed highway alignments meet OCC standards, especially where new alignments are proposed;

iii. Proper and thorough consideration of Environmental Impacts, including landscape, ecology and architectural heritage, matters on which relevant Council officers are already engaged;

18. It will also be important that the East West Rail service patterns maximises the potential of the infrastructure investment, including the ability of services to extend beyond Oxford to connect with the Great Western Railway, Crossrail and services to Heathrow at Didcot / Reading.

Proposed Consultation Response

19. East West Rail has long been established as a priority for Oxfordshire and we have been working with partners on its development for over 20 years, with some frustration that it has not yet been constructed. It has been identified as a priority requirement in the Oxfordshire Rail Strategy, the Oxfordshire Infrastructure Strategy (OxIS) and underpins the potential of the Oxford to Cambridge strategic development corridor. It also directly supports growth and development elsewhere on the route, for example at Aylesbury. Within Oxfordshire, it greatly increases the potential for local rail trips – for example by providing 4 trains an hour in each direction between Bicester and Oxford.

20. In this context, the basis of the Council's response to the consultation is proposed to be based on the points below. It is proposed to agree the final consultation response in conjunction with the Cabinet Member for the Environment, who is the Council's representative as Deputy Chairman of the East West Rail Joint Delivery Board. The main points to make are:

i. Strong support for the project, as a major opportunity to enhance local, regional and national rail connectivity, stressing its role as a nationally important piece of economic infrastructure that is essential to support growth;

ii. Welcoming the infrastructure and associated proposals contained within the Transport & Works Act scheme to reopen and upgrade this rail corridor;

iii. Reinstatement of the Council's view that the infrastructure proposed in the Transport & Works Act proposal, identified as the 'core' scheme, is what is required to ensure the aims and outcomes of the project can be achieved; any changes to the project which reduce its scope such that these outcomes and benefits would not be achieved would not be acceptable;

iv. To press for as early as introduction of East West Rail services as possible, in order for the benefits to be maximised and realised at the earliest opportunity;

v. To welcome the enabling highway infrastructure around Bicester and Launton, including the proposed Charbridge Lane crossing, and ensuring that its design continues to make provision for the Bicester Eastern Perimeter Road to be upgraded to dual carriageway status in the future.

21. The overall strategic response would be accompanied by a schedule of detailed comments, as per the addendum to this report.

London Road Level Crossing, Bicester

22. One of the knock-on effects of the opening of East West Rail Phase 1 has been intensified use of this crossing, previously only occasionally used for rail freight services. The crossing was considered as part of the Transport & Works Act into EWR Phase 1 in 2011. The T&WA Inspector concluded that an at-grade level crossing was acceptable for that level of train service (2 trains per hour in each direction, now operating) *plus* the additional East-West Rail 'core' service envisaged to operate once Phase 2 was open (an additional 2 trains per hour in each direction, i.e. approximately doubling frequency).

23. Accordingly, an upgrade of this crossing – over and above that required for railway operations and safety, now in place - is not within scope of Phase 2. Although potential bridge and tunnel solutions have been examined, this type of solution would be extremely costly and disruptive to build, and there is currently no technical justification or funding identified for any scheme. However, it remains on the list of Oxfordshire Infrastructure requirements.

24. Typical current "barrier down" times are around 14 minutes in each hour, although they vary according to train direction. These are projected to go up to between 30 and 34 minutes with the introduction of the core EWR service.

25. It is acknowledged that future phases of EWR (extension of the scheme to Cambridge/the east when the Central and Eastern Sections come on stream, together with an enhanced service pattern with additional passenger and freight services) will place significant additional pressure on the crossing, significantly extending the barrier down time and road user delay period. However, these are not yet committed or funded and are very unlikely to come forward until the 2024-2029 rail investment period at the earliest.

26. It is therefore recommended that our consultation response makes clear that any further service upgrade for East West Rail *over and above the core service specification proposed for Phase 2* is contingent upon a solution for the London Road Level Crossing being approved and funded.

Financial and Staff Implications

27. The County Council, along with all the other authorities in the Consortium, has committed to provide a substantial local capital contribution to East West Rail, some £11.06m. This commitment, alongside the Business Case which outlined the extensive benefits of the project, were the two key factors behind the commitment made by Government to East West Rail in 2012.
28. Following agreement by Cabinet in October 2013, funding for this has been agreed through the Council's capital programme, where £0.737m is added to the programme each year over a 15 year period commencing in

2014/15. However, no direct payment from the capital programme has been made owing to the uncertainty as to when the Western section Phase 2 would be funded and built. The funding added to the capital programme since 2014/15 is being held in capital reserves until it is required.

29. The Council has previously allocated funding towards project development and, more recently, has contributed 'Work in Kind' towards the project. A total contribution of just over £500,000 has been made, leaving a residual commitment of around £10.5m. Some of this remaining commitment has already been secured from developer contributions.

30. Over and above the £100m allocation announced last year, funding to complete the scheme has not yet been confirmed by Government. However a decision on funding is expected to be made once the current work to fully evaluate the cost of the project has been completed.

31. Commitment of Government funding would require the Council to restate its commitment to the agreed local contribution and for a revised schedule of payments to be agreed with the Department for Transport, and included within the Council's Capital Programme. This would be reported separately.

32. In order to progress speedy delivery of East West Rail, a combination of Network Rail 'Permitted Development' and Transport & Works Act powers are likely to be used. As part of supporting the project, additional Council staff resources may be required to ensure that any issues are dealt with quickly without unnecessary delay to the project. These would be counted as Work in Kind, and deducted from the Council's total contribution.

Equalities Implications

33. There are no direct implications arising from this report.

RECOMMENDATION

34. **Cabinet is RECOMMENDED to:**

(a) Reconfirm the Council's strong support for the East West Rail scheme set out in the consultation proposals, as a strategic investment priority;

(b) Submit a response to the Western Section Phase 2 consultation, based on the points outlined in paragraph 20 above, with the final response to be agreed by the Cabinet Member for the Environment in consultation with the Director for Planning & Place;

(c) For this response to include a schedule of detailed points, as per the addendum circulated to this report.

SUE HALLIWELL
Director for Planning & Place

Background papers: None

Contact Officer: John Disley, Tel 07767 006742

July 2017

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Transport and Works Act 1992

The Network Rail (East West Rail Western Section Phase 2) Order

Draft Environmental Statement: Draft Non-Technical Summary

June 2017

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1. Introduction

Purpose of this Document

1.1. This document is a non-technical summary (NTS) of the Draft Environment Statement (Draft ES) which has been prepared to summarise the outcome of the Environmental Impact Assessment (EIA) process.

1.2. This Draft NTS is intended to offer an overview, in non-technical language, of the main findings of the more comprehensive Draft ES. It focusses on content that is likely to be of interest to people living in the area, to help them understand how the Project will affect them and the environment in which they live, in order for them to express their views on the effects of the Project.

1.3. It summarises the findings of the survey work undertaken to date, as well as any survey work that remains outstanding. It also summarises the current proposals to alleviate environmental issues.

1.4. This document is part of an on-going consultation programme and reflects the current stage of the Project. Not all the information is complete or final and it does not, and is not intended to, convey *all* of the information relating to the Project and its potential effects on the environment.

1.5. Comments received through this consultation process may affect the EIA and its findings. Any conclusions or mitigation proposals may therefore change in the final version.

Contents of this Document

1.6. This Draft NTS describes why the Project is necessary, the alternatives which have been considered, the likely significant effects on the environment and the measures incorporated to minimise these effects (mitigation).

1.7. It specifically:

- sets out the background to the Project;
- explains the need and benefits of the Project;
- describes the route and the works that form part of this application;
- sets out how the Project interfaces with HS2;
- explains how the Project will be constructed and the proposed working hours
- explains how rail services will be operated;
- presents the alternatives that have been considered in developing the Project;
- presents the assessment of environmental impacts and the significant effects that have been identified; and
- identifies the proposed measures that will minimise the environmental effects of the Project, this includes measures already incorporated into the Project design.

2. East West Rail

Overview

2.1 East West Rail (EWR) is split into three distinct sections (see Figure 1)

- Western (Oxford to Bedford and Milton Keynes to Princes Risborough);
- Central (Bedford to Cambridge); the original rail link between Bedford and Cambridge was closed in the 1960s, dismantled and the land disposed of; EWR Central Section would reintroduce a rail link between the two locations; and
- Eastern (Cambridge to Norwich and Ipswich).

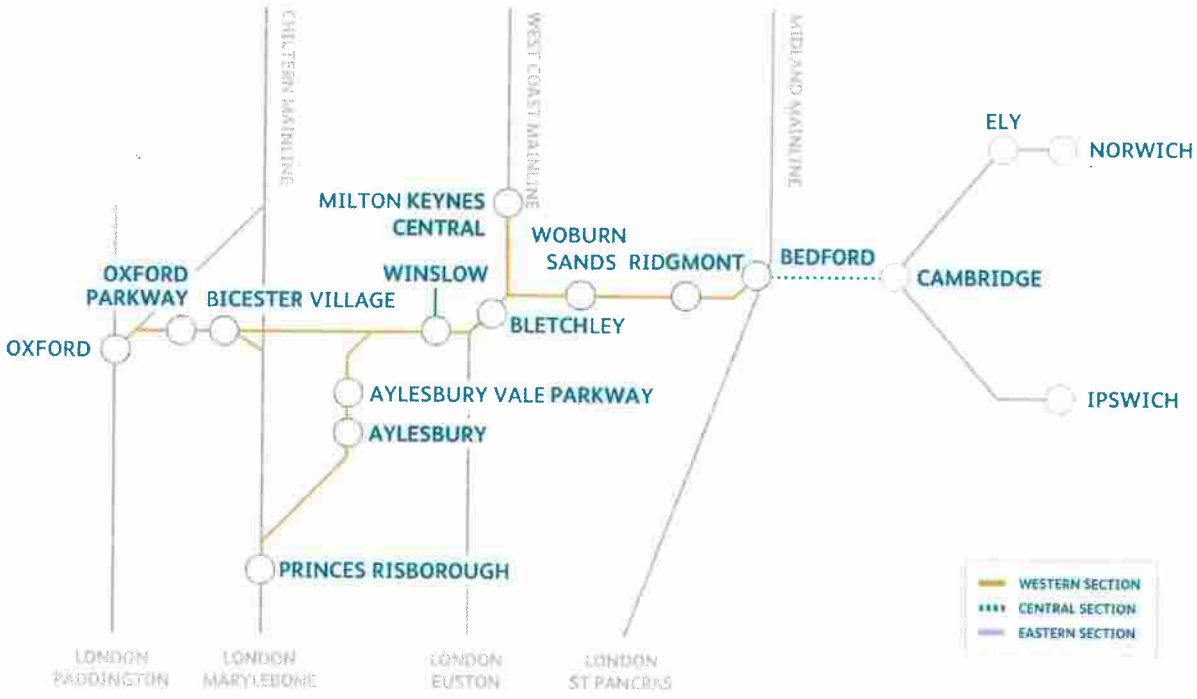


Figure 1 shows the three sections of East West Rail

2.2 Within the western section, there are two distinct phases of work; EWR Phase 1 (EWR1) and this project, EWR Phase 2 (EWR2) (see Figure 2).

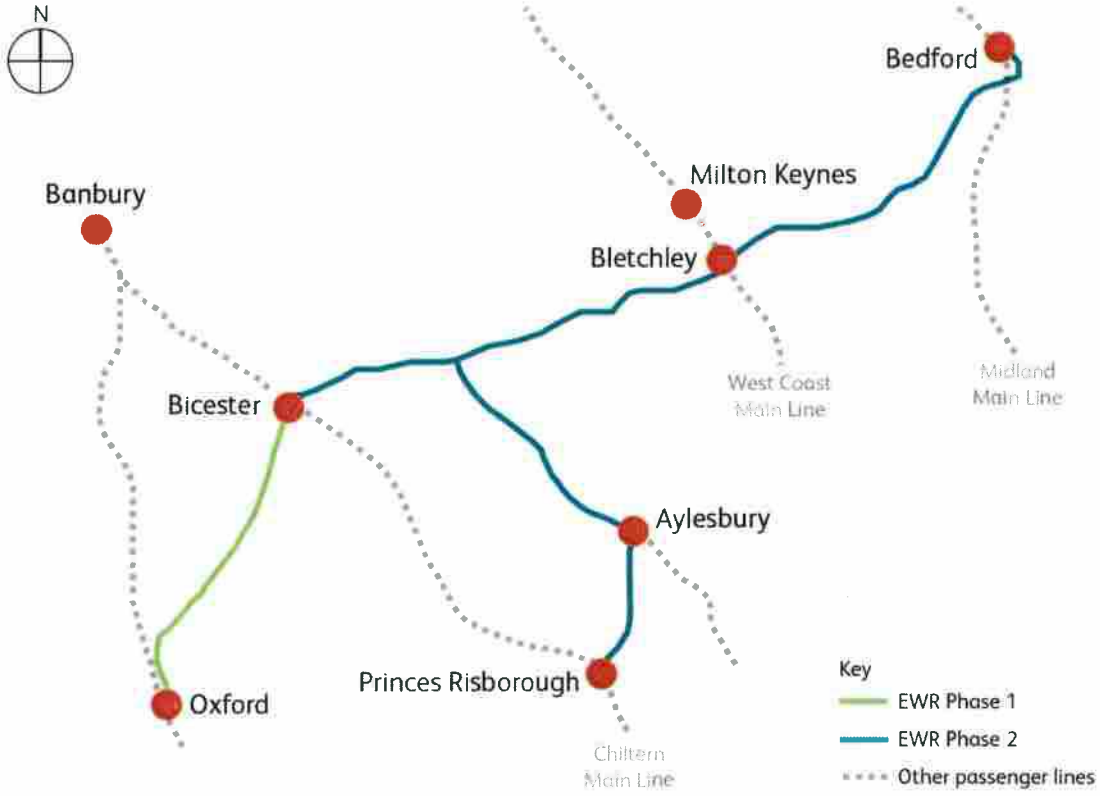


Figure 2 shows the two phases of EWR Western Section

2.3 EWR1 (shown in green in Figure 2) opened for train operations in December 2016. It involved widening the existing track bed; doubling over 18km of track; increasing the line speed to 100mph; constructing a new one kilometre section of track to connect the Oxford-Bicester line with the Chiltern mainline, new overbridges, underbridges and footbridges; closing 37 level crossings; building the new Oxford Parkway station at Water Eaton; upgrading Bicester Town (renamed Bicester Village) and Islip stations and installing a new signalling system.

2.4 The EWR2 project is shown in blue in Figure 2. The key proposals for EWR2 include alterations to, or replacement of, approximately 55 overbridges and underbridges along the route; improvement of facilities at approximately 40 level crossings, closure of approximately 15 highways, private roads and public rights of way (PRoW) level crossings; provision of replacement highway/PRoW bridges/underpasses or diversions at closed level crossings; a new railway station and ancillary facilities at Winslow, new platforms at Bletchley and Aylesbury Vale Parkway stations and platform extensions at Ridgmont, Woburn Sands and Princes Risborough stations to support the proposed new train services and increased passenger numbers.

2.5 The Project is approximately 60 miles (or nearly 100km) long. It crosses two County Council areas: Oxfordshire County Council (OCC) and Buckinghamshire County Council (BCC) and several local authority boundaries.

3. The Need for EWR

EWR Benefits

3.1 The strategic growth areas along the M11 corridor (Milton Keynes, Aylesbury, Bedford and Oxford) are key to the success of growing hi-tech, digital economic sectors.

3.2 The expected growth in demand for housing and employment within the EWR Corridor connecting the key hubs between Oxford and Cambridge will increase travel demands in an area where the existing transport networks are already congested, and this is expected to be worsened by the planned housing and employment growth.

3.3 Car is the most commonly used form of transport in the area and for the east-west route there is a lack of attractive public transport options.

3.4 Relying on private cars and congested roads leads to adverse consequences for the environment, including noise and air quality, for people's quality of life and for local businesses.

EWR benefits:

Provide infrastructure to support local authorities' ambition for substantial economic growth based on the creation of new private sector jobs and the development of major areas of new housing;

Provide connections between routes without passengers having to go via London. On completion, it will connect the Great Western, Chiltern, West Coast and Midland Main Lines north of London and become a vital strategic rail link in Britain's rail network;

Contribute positively to tackling climate change by providing a more sustainable means of meeting travel demands;

Enhance the capacity and flexibility of Network Rail's infrastructure by creating opportunities for alternative routing of passenger and freight services.

4. EWR2

Description of the Project

4.1 The majority of the Project is located in rural, predominantly arable, surroundings. Where the route passes through towns such as Bicester, Winslow, Bletchley, Milton Keynes, Bedford, Aylesbury and Princes Risborough, surroundings comprise residential, commercial, industrial and other urban land uses.

4.2 Between Bicester and Bletchley, the railway will be upgraded to two tracks and will see all level crossings replaced by bridges or alternative routes. New signalling and safety systems will be installed to allow trains to operate at speeds of up to 100 mph. Between the western edge of Grebe Lake to the level crossing with Queen Catherine Road, all necessary powers for the implementation of EWR2 have been authorised under the High Speed Rail (London - West Midlands) Act 2017 and will, therefore, not be included within the scope of the EWR2 TWAO.

4.3 Between Aylesbury and Claydon Junction, the upgraded railway will have two tracks and all level crossings will be replaced by bridges or alternative routes. New signalling and safety systems will be installed to allow trains to operate at line speeds of up to 90 mph. Between Station Road at the Buckinghamshire Railway Centre (near Quainton) to the connection with the Bicester/Bletchley railway (north of Calvert), the majority of powers for the implementation of EWR2 have been authorised under the High Speed Rail (London - West Midlands) Act and therefore only discrete areas will be included within the scope of the EWR2 TWAO.

4.4 Between Bletchley and Bedford some level crossings will be replaced by bridges or alternative routes.

4.5 To meet the operational requirements of a modern railway, it will be necessary to widen the railway corridor in many locations. In such locations earth retaining features may be installed as an appropriate means of achieving an acceptable engineering solution.

4.6 A new station at Winslow will be constructed with two platforms able to accommodate trains of up to nine carriages, with step free access throughout. Passenger facilities will include a ticket hall, space for retail units, a transport interchange, a car park with 360 spaces (342 standard spaces and 18 restricted mobility parking) and cycle racks.

4.7 New station facilities at Bletchley and Aylesbury Vale Parkway stations will be constructed. At Bletchley, the new facilities will include two platforms able to accommodate trains with up to nine carriages, with step free access throughout and will be connected to the existing Bletchley station platforms. At Aylesbury Vale Parkway, the new facilities will include two platforms able to accommodate trains with up to nine carriages, connected by lifts and a footbridge with steps.

4.8 Platforms will be extended at the existing stations of Ridgmont, Woburn Sands and Princes Risborough.

4.9 The waste transfer facility at Calvert will be relocated, with necessary authorisation being provided by the High Speed Rail (London - West Midlands) Act 2017.

Interaction with HS2

4.10 Between the western edge of Grebe Lake (Calvert), Queen Catherine Road (Steeple Claydon) and Station Road (Quainton), the Project crosses an area covered by the HS2 project. Figure 3 shows the effect of HS2 on the existing EWR2 railway. As a result of this, approximately 12.5km of works to EWR2 are required within this area and have authorisation under the High Speed Rail (London - West Midlands) Act 2017.

4.11 The operation of the new EWR2 services through the HS2 Area is assessed in the Draft ES; however, the construction of the infrastructure within the HS2 Area has already been assessed by HS2 and so is not repeated here.

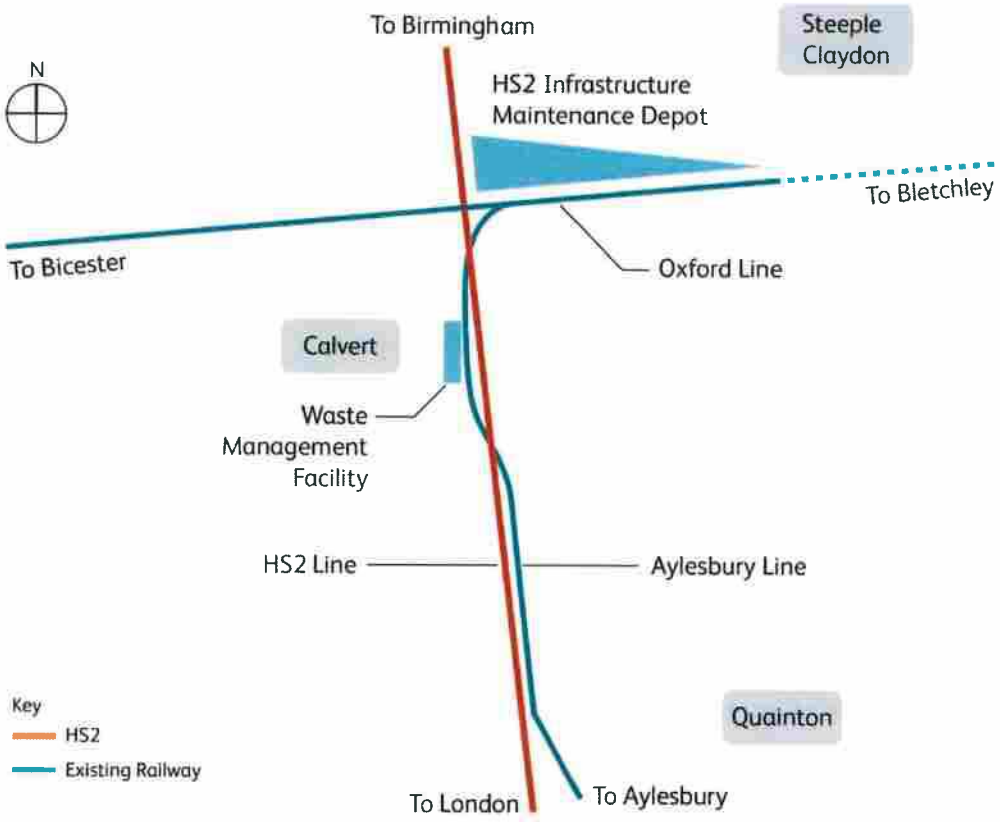


Figure 3 shows the effect of the HS2 project on EWR2

Construction of the Project

4.12 To assist construction planning, the Project area has been divided into five sub-sections; each approximately 5km in length.

4.13 As much of the Project area is operational railway, construction will require temporary restrictions on or closure of railway traffic.

4.14 The programme for construction works is in development and subject to the passage of the application through the public inquiry process. However, the current strategy of the EWR Alliance is for a five-year construction period for the main works between 2019 and 2024.

4.15 Each construction sub-section will include construction compounds and associated internal construction roads (where required). The size and location of the compounds depend upon the proposed works, access, consultation with landowners and environmental features

4.16 The main construction compounds are proposed at:

- Charbridge Lane, on the north side of the railway adjacent to Bicester Road, Bicester with access from the A4421 roundabout;
- Launton Road on the south side of the railway line, adjacent to and with access from Bicester Road, Launton.
- Little Horwood (Station Road)
- Akeman Street, near Aylesbury
- Adjacent to Junction 13 of the M1.
- Brickworks Compound, Stewartby, accessed from Green Lane.

4.17 These compounds will be used to store materials and machinery and provide facilities for staff.

4.18 A number of smaller compounds are also proposed. These are located where new bridges will require construction.

4.19 The existing line between Bicester-Claydon Junction will be closed for most of the construction period along this section. All current freight trains to and from Calvert will be redirected via Princes Risborough and Aylesbury.

Working Hours

4.20 Working hours will differ depending upon the nature of the activity, the location and the constraints imposed by existing railway operations

4.21 Where work takes place under 'greenfield' conditions (i.e. no restrictions in place because of operational railway), core working hours are proposed as follows:

- Monday to Friday 07.00 - 18.00
- Saturday 08.00 - 16.00

4.22 Where work takes place under a blockade (where the railway is closed to traffic for a period of time), subject to work scope and programme, working hours will generally be 24 hours, 7 days a week.

4.23 Where work takes place under smaller closures of the railway, known as possessions, working hours are proposed for the duration of the possession as follows:

- Typical weekend possessions from 2200 on Saturdays to 0800 on Sundays;
- Disruptive possessions taking place over a full weekend duration, which can include Bank Holidays (Saturday, Sunday and Monday).

Operation of the Project

4.24 EWR2 has been developed by the East West Rail Alliance (EWR Alliance), an alliance of four equal parts made up of Network Rail, Atkins, Laing O'Rourke, and VolkerRail.

4.25 An independent East West Rail organisation will deliver integrated rail operations involving the timetabling, management and running of services between Oxford and Cambridge.

4.26 The Draft ES has been based on diesel operated passenger trains running at a top speed of 100mph, or at the design speed for the track where this is lower.

Construction Features

4.27 The construction of the Project involves the following features:

Feature	Description
Track	Installation of new and reinstatement of existing track.
Earthworks	Construction of new and refurbishment of existing earthworks (cuttings and embankments) to accommodate new structures and widening of the railway to meet modern safety requirements.
Stations	Construction of a new station at Winslow. Provision of new platforms at Bletchley and Aylesbury Vale Parkway stations. Platform extensions at Princes Risborough, Ridgmont and Woburn Sands stations.
Highway crossings	Construction of new highway overbridge crossings of the railway where existing highway level crossings are to be closed.

Feature	Description
Foot crossings	Construction of new footbridge crossings of the railway where existing footpath level crossings are to be closed.
Structures	Construction of new and reconstruction, refurbishment or alteration of selected structures, such as bridges, to bring them up to date with modern railway standards.
Signalling	Provision of new and refurbishment of existing signalling and associated cabling.
Telecommunications	Provision of new telecommunications facilities and associated cabling.
Electrical and Power	Provision of power cables to serve railside and station infrastructure.
Drainage and culverts	Refurbishment and reconstruction of existing culverts and track drainage.
Ancillary infrastructure	Additional elements to ensure the Project is built and operated in a safe, efficient manner, such as fencing, lighting, electrical connections, pedestrian and vehicle access.
Maintenance infrastructure	Provision of permanent maintenance compounds and rail access points for vehicles and/or pedestrians.
Environmental infrastructure	Provision of planting, habitats and infrastructure for environmental mitigation.

5. Consideration of Alternatives and Design Evolution

5.1 An important part of the EIA process is to consider the 'alternatives' to the Project.

5.2 For this project there were no other 'alternative locations' for the Project as it is based on the existing railway.

5.3 However, options for various parts of the Project have been considered, for example, the location of new highway bridges, replacing a crossing with a stepped or ramped footbridge or diverting to another crossing and the location of compounds. Social and environmental factors were considered, along with a range of other issues such as safety, cost and how difficult it is to build, while weighing up these options. The EWR Alliance has refined the design to avoid or reduce the environmental and social impact of the Project.

5.4 Examples include, but are not limited to:

- Moving a replacement bridge to avoid loss of ancient woodland;
- Moving construction compounds to avoid floodplain or archaeology, or provide a buffer to people or animals;
- Moving temporary construction site roads to avoid ponds or woodland; and
- Review of locations of track junctions, keeping them away from people as far as possible, as these are where train noise can have a greater impact.

5.5 Chapter 3 (Consideration of Alternatives) of the Draft ES discusses the key alternatives considered in more detail.

The 'Do Nothing' Alternative

5.6 The EIA process requires the consideration of the 'do-nothing' scenario i.e. what would occur if the proposed development did not go ahead. Under the 'do-nothing' scenario, there would be no physical changes to the environment, whether positive or negative.

5.7 In general, the roads around the project area suffer from congestion and a lack of public transport. Without the Project, the existing highway network would need to support all transport requirements for the area. Given the expected population and economic growth in the area, traffic congestion levels in the 'do-nothing' scenario are likely to get worse, leading to a degraded quality of life for the local community because of environmental problems associated with air quality, noise, traffic, access to jobs and public services, and climate change. Further road building would be the only other option to manage these problems. Therefore, under the 'do nothing' scenario, the benefits from the project would not happen.

6. ENVIRONMENTAL IMPACT ASSESSMENT (EIA)

The EIA Process

6.1 The TWAO rules require an EIA to be carried out. The purpose of an EIA is to inform the decision-making process of the 'likely significant adverse effects' of a proposed project so that these can be assessed as part of the consenting process.

6.2 The EIA undertaken for the Project assesses the potential environmental effects from both the construction of the Project and the operation of the new rail services. The EIA predicts how significant the environmental effects will be and then puts forward measures (referred to as mitigation) to minimise the significant adverse effects. The EIA also predicts if and what effects remain even with these mitigation measures in place, these are called the 'residual effects'.

6.3 The EIA process and findings of the assessments are reported in the Environmental Statement (ES). A Draft ES is provided as part of the scope for Round Two Consultation. The Draft ES provides environmental information available to date and includes the environmental impacts assessed so far, as well as the proposed measures identified for managing and reducing them.

6.4 The Draft ES has assessed all elements of EWR2 to the extent that they have not already been environmentally assessed as part of a separate preceding authorisation process (e.g. the High Speed Rail (London - West Midlands) Act 2017, as authorised by Parliament). The Draft ES has assessed the cumulative effects (both construction and operational) of EWR2 with other authorised developments.

The Scope of the Assessment

6.5 To focus the assessment on the relevant issues, it was necessary to determine the correct 'scope' of the assessment. This meant agreeing the environmental topics that are to be assessed, the geographical area within which significant impacts are likely to occur and the duration of those impacts (whether they are temporary or permanent).

6.6 The assessment team identified the scope of the assessment in consultation with relevant local authorities and statutory bodies.

Topics Assessed

6.7 The following environmental topics have been assessed:

- Land Use and Agriculture;
- Cultural Heritage;
- Air Quality;
- Ecology;
- Noise and Vibration;
- Geology, Soil and Land Contamination;
- Landscape and Visual Impacts;
- Water Quality and Flood Risk; and
- Traffic and Transport.

6.8 In addition, the Project has been assessed with respect to its compliance with planning and other policies.





Assessing Significant Impacts

6.9 A significant impact has been defined as one that, in the opinion of the assessment team, based on a consideration of recognised assessment criteria, should be taken into account in the decision-making process.

6.10 The significance of an impact is derived from the magnitude of the effect and the sensitivity of the receptor (i.e. the person, species, habitat etc. that might be affected).

Mitigating Impacts

6.11 Mitigation is how the Project will, where reasonably practicable to do so, avoid, reduce or remedy significant adverse impacts. Mitigation of environmental impacts has been a key consideration throughout the planning and design of the Project.

6.12 Many of the predicted adverse impacts will occur during the construction phase.

6.13 The Project has defined a range of mitigation measures relating to the construction of the Project and how this will be managed, to ensure that impacts are controlled and mitigated. These measures represent a minimum level of mitigation that the Project will be committed to providing.

6.14 In many cases, mitigation will ensure that significant adverse impacts can be avoided. For example, there is the potential for dust nuisance during construction: we will use hard surfaces for haul routes and have localised areas of site hoarding boards between properties and construction site.

6.15 The following sections of this draft NTS set out what impacts the assessment for each topic has identified during construction and, where appropriate, operation, along with the proposed mitigation measures.

6.16 Because this is a summary, impacts are not described in detail and reference is not be made to every location.

7. ENVIRONMENTAL TOPICS ASSESSED

Land Use and Agriculture

Construction Phase

7.1 Temporary land take will be required for construction compounds, storage and construction roads. This includes mostly farmland, but also land across gardens of some properties. Access to several properties and other locations has also been identified as being affected.

Operational Phase

7.2 Land permanently required by the Project includes:

- A small strip of land within Pear Tree House, Steeple Claydon.
- Approximately 20% of the allotment gardens off Charbridge Lane, Bicester. However, replacement land will be provided for the allotments to ensure there is no net loss of plots.
- A narrow strip of land at the back of the gardens of properties on Highfield Road, Winslow.
- The area proposed for environmental mitigation at Woburn Sands has planning permission for a residential development. Permanent use of this area for habitat mitigation may therefore reduce the number of dwellings that can be developed.
- Land at Chuffer Cottage and an adjacent building by Marston Road, Lidlington. Permanent land take will be required for the overbridge earthworks and the buildings will be demolished.
- A property at Kempston Hardwick would be demolished.
- Land at the front gardens of four of the Eastwood Cottages, Kempston Hardwick.
- Land at the boundary of Springfield Farm and Oak Tree Park in Little Horwood.

Measures to Minimise Effects

7.3 The EWR Alliance has looked at how to reduce land take as far as practicable. Alterations to the temporary and permanent works have also been made to reduce the impact on farmers and businesses.

7.4 Arrangements will be put in place so that people will still be able to access their homes, farms or businesses as well as any services such as water supplies and drainage. Construction areas would be fenced off to prevent access onto adjacent areas of land.

7.5 Any temporary land take will be restored to their previous condition following the construction works.

7.6 Land holdings affected by the Project will be subject to appropriate compensation.

Cultural Heritage

7.7 The Project may have impacts upon both buried Archaeology and the setting of historic buildings and places.

Buried Archaeology

7.8 Construction works may lead to the loss of buried archaeology (where present). One example of this is the site of the proposed overbridge at Kempston Hardwick.

7.9 Further site investigation will be taking place to understand what buried archaeology exists.

Historic Buildings and Places

7.10 No protected historic buildings or places (registered parks and gardens, listed buildings or conservation areas) will be lost as a result of the Project. The Project may affect their 'setting'. This might be from a temporary or permanent change in a view from or around that historic building or place. The following are the most important examples of this:

- Construction works for Moat Farm overbridge and construction access routes, will permanently affect the settings of two non-designated heritage assets;
- Change in the setting of St. Mary's Church in Launton and of a listed barn south of Manor Farmhouse;
- The partial demolition of a platform (listed) at Quainton Railway Station, Quainton;
- The rolling rural views that were used as a design concept for the landscape of Claydon Estate will contain the upgraded EWR2 railway.

7.11 Some hedgerows classed as 'historic hedgerows' may be lost because of the Project. The full extent of this will be assessed in the final ES.

Measures to Minimise Effects

7.12 The design of the Project has considered both archaeology and historic buildings and places and has minimised impacts by considerate location and design wherever possible. These measures include: keeping current vegetation, reinstating planting and sensitive routeing of construction traffic. Temporary visual screening may also be considered in some key locations.

7.13 Surveys, investigative fieldwork and archaeological recording will take place prior to construction, in consultation with the County Council Archaeologists, so that any findings can be identified, recorded and removed before construction work starts. On this basis, there will be no significant impacts.

Air Quality

Construction Effects

7.14 Activities can result in air quality issues from both vehicles emissions and dust from activities such as demolition of bridges, moving earth or delivering track stone. These will be temporary (during construction only). Properties at risk of dust nuisance include those located less than 200m from the proposed compounds and overbridge construction sites.

Operational Effects

7.15 Operation of the Project will give rise to increased emissions to air from the operation of diesel locomotives or from new sections of highway being built closer to or further from residents.

Measures to Minimise Effects

7.16 Mitigation is proposed to minimise construction dust effects, including: use of hard surfaces for haul routes; regularly damping down surfaces; covering lorries leaving the construction site, monitoring of construction areas; localised areas of site hoarding boards between properties and construction site and seeding areas of long term soil storage. With these measures in place, there are no predicted significant effects from dust.

7.17 Monitoring of air quality will be carried out during the construction period and the Network Rail 24-hour phone line on 03457 114141 will be available to receive any complaints should they arise.

Ecology

Construction Effects

7.18 Construction of the Project will require the removal of areas of vegetation and land take which will result in the loss of habitat such as grassland, woodland, riverbank, waterbodies and scrub. A large proportion of this habitat loss will be between Queen Catherine Road, Steeple Claydon and Winslow, within the 'mothballed' section of railway which predominantly provides semi-natural grassland and scrub habitat. However, it will also extend to include land within Biological Notification Sites, Local Wildlife Sites and from the banks of the River Ouzel. The demolition of a building may also remove bat roosts.

7.19 The areas of habitat to be removed are suitable for great crested newts, otters, invertebrates, water voles, reptiles and the black hairstreak species of butterfly, amongst others.

7.20 Habitat loss will adversely affect animals present in these areas, as the habitat may be used for foraging, nesting or as flight paths between roosts.

7.21 In addition to removing habitat, vegetation removal from the banks of watercourses can degrade the ecology of the watercourse through increased erosion and sediment input.

7.22 Construction works may disturb species near to the area of works due to impacts such as noise, vibration, lighting and the movement of vehicles. For example, noise and vibration may adversely affect breeding birds at Sheephouse Wood and Grebe Lake, and may further disturb populations of water vole, otter and wintering gulls.

Operational Effects

7.23 Due to the increase in train operating frequencies, there is an increased risk of collision to species that use habitat nearby the railway, such as bats and Barn Owl.

7.24 A bat mitigation structure is proposed as part of the HS2 development within the Sheephouse Wood SSSI, and is proposed to be extended over the EWR lines in order to avoid killing bats from collisions from the operation of the EWR services. The structure extension itself will result in additional shading of an area within the ancient woodland, reduction in tree canopies and potential damage to tree roots.

Measures to Minimise Effects

7.25 The project design and Draft CoCP includes measures that avoid or minimise impacts upon ecology. This includes (amongst other measures):

- Reduction in the area of land required, therefore reducing habitat loss and impacts upon animals;
- Existing habitat will be enhanced and new habitat created, including woodland, hedgerow and grassland habitat as well as about 50 proposed ecological sites throughout the project area, which will provide new areas of habitat for impacted species;
- Areas of land which are required for construction but not operation will be restored;
- River restoration, will compensate for the loss of river habitat; and
- Strict measures will be followed during construction to avoid disturbance to species, including measures to control light, noise and vibration and monitoring to ensure effectiveness.

Noise and Vibration

7.26 A survey of existing noise and vibration conditions has been undertaken throughout the Project area, particularly residential homes near to the Project. Modelling software has then been used to predict the level of noise from construction and operation of the Project.

Construction Effects

7.27 Noise and vibration levels can go up during construction due to vehicle traffic and construction equipment such as excavators, cranes and hoists, asphalt spreaders, piling rigs, and assorted smaller equipment such as compressors, welding equipment and hand tools. The loudest source of construction vibration impacts will be from piling. Construction noise calculations have been based upon a worst-case scenario of this equipment being used simultaneously; this will be refined for the final ES.

7.28 Construction noise and vibration impacts are predicted, at mostly residential dwellings close to the works or compounds such as those at Calvert, Winslow, and Verney Junction. Construction vibration is unlikely to have an impact beyond 10m.

7.29 As consultation with the Local Authorities is currently on-going regarding construction and operational traffic information, the construction noise traffic assessment has not been completed at this stage, but will be presented in full in the final ES.

Operational Effects

7.30 Once the new train services are running, there will be some noise and vibration impacts. The impacts during operation are likely to be upon homes that are close to or adjacent to the railway.

7.31 Noise from vehicles on local roads will be brought closer or moved further away from some residents following works to close level crossings, including new replacement bridges and highway works.

7.32 Acoustic mitigation (for example, fencing or bunding) will be used to reduce operational noise for properties close to the railway line in the following areas: Steeple Claydon, Calvert, Quainton, Verney Junction, Winslow, Aylesbury, Waddesdon, and Quarrendon. Additionally, some properties will be eligible under the Noise Insulation Regulations for noise insulation compensation.

Measures to Minimise Effects

7.33 Measures to minimise noise and vibration impacts are incorporated within the project design where appropriate. This includes:

7.34 Locating operational noise and vibration 'hotspots' (such as at junctions) away from sensitive receptors;

- Planned routine track maintenance;
- use of acoustic barriers or bunding;
- Use of quiet machinery during construction and ensuring vehicles and equipment are fitted with exhaust silencers;
- Carrying out construction works during the day wherever practicable;
- Considerate positioning of noisy equipment.

Geology, Soils and Land Contamination

Construction Effects

7.35 Activities and works during the construction of the Project have the potential to result in the following:

- Excavation, storage and removal of potentially contaminated materials;
- Encountering landfill gasses at known historic landfills;
- Introduction of potentially polluting substances through storage of chemicals, solvent and the use of fuels/oils;
- Increased amounts of sediment and solid material in surface water;
- Exposing construction and future maintenance workers to contaminants; and
- The potential for contaminants to enter groundwater.

Measures to Minimise Effects

7.36 The project design includes measures to reduce impacts upon geology, soils and land contamination. This includes:

- Areas of contamination being identified and remediated by specialists prior to construction;
- Construction workers being provided with environmental awareness training, appropriate personal protective equipment and provided with hand washing facilities;
- Any work undertaken near known landfills will incorporate control measures for the possibility of encountering landfill gas into the risk assessment;
- Construction working areas being well delineated and kept secure to prevent trespass;
- Specific dust and silt mitigation measures being implemented; and
- Preventing re-fuelling from taking place within 10m of a watercourse.

7.37 With the measures outlined above in place, no significant effects are identified.

7.38 Drainage improvements associated with the Project will result in a beneficial effect by reducing the risk of pollution of groundwater.

Landscape and Visual

7.39 The landscape and visual assessment has identified landscape features that may be sensitive to change. Vegetation will be retained wherever possible. However, the presence of construction works, compounds, and the removal of vegetation will change some views along the route.

7.40 The most important changes are listed below:

- a significant effect on the character of the parkland setting of Horwood House: a listed building;
- effects on the tranquillity of several nearby villages including Launton;
- localised change in Landscape/Townscape Character Areas, such as Denbigh West and Fenny Stratford and the surrounding landscape along the route;
- diversion or closure of several local public rights of way, primarily because of the closure of level crossings and construction of new overbridges; and
- disturbance to National Cycle Route 51 due to land take requirements.

Measures to Minimise Effects

7.41 Some views of construction compounds will be screened by hoarding boards or earth banks and vegetation will be retained wherever practicable.

7.42 During the Project's opening year, areas of temporary land take will be restored, all stored topsoil will be replaced and grass will establish. Where possible along the route and in pockets of land adjacent to new overbridges, trees and hedgerows will be planted to help the Project blend in. However, the full extent of vegetation removed will not be replaced due to operational constraints. The new trees and hedgerows will not be mature.

Effects Remaining with Measures

7.43 New planting takes time to grow sufficiently to replace that lost. Until then, adverse landscape and visual effects will remain on the setting of Horwood House, several Local Character Areas, sensitive viewpoints and properties along the route. As tree and hedgerow planting grows, visual effects will be reduced; however significant effects on the Townscape Character Area at Denbigh West and Fenny Stratford remain.

7.44 Even with planting, the new highway bridge at Manor Road, Kempston Hardwick will appear at odds with the relatively flat surrounding landscape.

Water Quality, Hydrology and Flood Risk

Construction Phase

7.45 Compound and works close to watercourses include, amongst others, those near to Bear Brook, River Thame, River Ouzel and Swanary Pulman Lake. Accidental pollution from construction works could occur, including silt, oils or other hazardous substances from construction works and compounds.

7.46 Some construction compounds and areas of works are proposed in areas at risk of flooding or floodplains, such as the new footbridge at Woburn Road, Kempston. The location of construction works and compounds within areas identified at risk of flooding could also increase risk to adjacent properties and pose risk to construction workers.

7.47 Strengthening works to the railway bridge over the River Ouzel would require a temporary structure to be placed within the river in order to facilitate the works. This structure would be placed within an area at risk of flooding, therefore presenting an increased risk to construction workers during a flood event. The temporary structure would also obstruct the existing river flows and potentially increase the risk of flooding to nearby properties.

Operational Effects

7.48 Due to the widening of embankments or new bridges in areas at risk of flood, there will be a permanent loss of floodplain area (and therefore storage capacity). Affected rivers include Langford Brook, extension and replacement of culverts associated with Bear Brook and Fleet Marston Brook.

7.49 The Project crosses many watercourses and includes many bridges and culverts. Several existing culverts will need to be extended to cater for the widened embankments. Some of the watercourses within the vicinity of the Project may require diversion or realignment. This could lead to an increase in flood risk if the capacity of the watercourse is reduced, or to increased flood risk associated with changes to the existing flow of water in the area.

Measures to Minimise Effects

7.50 Potential impacts upon water have been avoided through considerate design, with measures including:

- avoiding locating compounds, new bridges or embankments in floodplains wherever possible;
- minimising the area of hard surfacing in areas of flood risk; and
- avoiding diversion or culverting watercourses.

7.51 Measures to minimise effects on water have been included in the project design; these are as follows:

- scrapes/land lowering providing like-for-like for loss of floodplain; and
- providing new modernised drainage systems.

7.52 Measures to protect the water environment during construction are included within the Draft CoCP, and will include the prevention of pollution, procedures in case of accidental spillages and monitoring. Where a construction compound is proposed within a flood risk area, a Flood Emergency Response Plan will be produced and implemented.

7.53 Good construction site practice will be undertaken to minimise flood risk impacts.

7.54 Any minor watercourse diversions, where culverts are extended, will be designed carefully and with the consent of the EA. The overall length of natural watercourse will be the same or increased.

7.55 Further work in developing mitigation measures is on-going as the design of the Project progresses.

Traffic and Transport

7.56 The assessment of construction and operational effects from traffic and transport changes brought about by the Project are the subject of on-going detailed consultation with Local Highway Authority stakeholders, with regards to traffic projections and methodology. The final ES will set out the results of this assessment.

7.57 Traffic and Transport has therefore not been considered further in this Draft NTS, but will be summarised in full within the NTS accompanying the final ES.

Cumulative effects

7.58 Cumulative effects are those caused by more than one environmental impact, or changes, which when added together create an effect over and above that created by each individual impact. Important cumulative effects are considered in the cumulative assessment.

7.59 Chapter 16 (Cumulative Effects) of the Draft ES considers inter-project and intra-project effects, which are explained and summarised below.

7.60 'Inter-project' effects consider other developments in the vicinity in addition to the Project, for example, one population of protected species affected by the Project as well as a new housing development.

7.61 All relevant planning applications or development plans submitted will be considered and reported in the final ES.

7.62 'Intra-project' effects consider more than one different environmental topic affecting the same place, for example, one residential property experiencing both excessive noise, vibration, traffic and changes to views.

7.63 To establish a common ground between the findings of each environmental topic, the assessment of intra-project effects considers the following groups:

- Human;
- Property;
- Ecological;
- Cultural heritage;
- Landscape;
- Controlled waters;
- Geological resources; and
- Commercial.

7.64 The assessment identified that intra-project cumulative effects are only predicted upon human and ecological receptors. Further details can be found in Chapter 15 of the Draft ES.

8. Providing Feedback

8.1 This document is a summary of the environmental assessment work undertaken to date and the key findings of the Draft ES. This information forms part of the suite of consultation materials for Round Two Consultation on the Project.

8.2 Round Two Consultation starts on 30 June and ends on 11 August 2017.

8.3 Comments on this document and suite of supporting consultation materials can be submitted online, by post or by email in the following ways:

- Download the East West Rail Consultation app by scanning the code appropriate to your device shown below (you may need to download a QR-code app first) and use the feedback facility;
- Write to FREEPOST EAST WEST RAIL CONSULTATION (no stamp required)
- Email ewrconsultation@networkrail.co.uk

Download the East West Rail Consultation App

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8.3 As part of the Round Two Consultation, 10 consultation events will take place between 10 and 21 July. Local communities and stakeholders will have the opportunity to view consultation materials, talk to members of the Project team and give feedback on the Round Two Consultation materials. Event dates, times and locations are detailed below:

Location	Date	Time	Address
Bicester	10 July	12-8pm	John Paul II Centre, Henley House, The Causeway, OX26 6AW
Bletchley	11 July	12-8pm	Scots Sports and Social Club, Selbourne Avenue, MK3 5BX
Winslow	12 July	12-8pm	Public Hall, Elmfields Gate, MK18 3JG
Launton	13 July	12-8pm	Sports and Social Club, Bicester Road, OX26 5DP
Waddesdon	14 July	12-8pm	Waddesdon Village Hall, Baker Street, HP18 0LQ
Newton Longville	17 July	3-7pm	Newton Longville Village Hall, 2 Paradise, MK17 0AQ
Bedford	18 July	12-8pm	Harpur Suite, St. Paul's Square, MK40 1SJ
Marston Moretaine	19 July	12-8pm	The Forest Centre, Station Road, MK43 0PR
Charndon	20 July	3-7pm	Charndon Community Centre, Steeple Claydon Road, OX27 0BL
Princes Risborough	21 July	12-8pm	Elim Church, Risborough, 9 Bell Street, HP27 0DE

Division(s): N/A

CABINET – 18 JULY 2017

Section 75 Agreement With Oxfordshire Clinical Commissioning Group For 2017-2018 To 2018-2019

Report by the Director for Adult Services

Summary

1. Oxfordshire County Council and Oxfordshire Clinical Commissioning Group are working together to improve services and support for the people of Oxfordshire.

2. Under Section 75 of the National Health Services Act 2006, the council has an existing and long-standing agreement with Oxfordshire Clinical Commissioning Group, to pool resources and deliver shared objectives. Oxfordshire has amongst the largest genuinely pooled budgets in the country. That reflects our commitment to joining up our commissioning and using resources flexibly for the benefit of people who need care.

3. The overarching intention is to work together across service areas will lead to better outcomes for service users, more effective decision making, and use of pooled resources.

4. In order to build on our shared work we are now proposing two pooled budgets, bringing resources together to make a real difference to the people of Oxfordshire and to meet the national Better Care Fund requirements.

    a) A pool for **Adults with Care and Support Needs** that that brings together the previous mental health and learning disability pools together with resources that support people living with acquired brain injury and autism.

    b) A **Better Care Fund** pool that brings together elements of the former Older People's and Physical Disability Pooled Budgets. This will be structured around three key elements – care homes, community resilience and hospital avoidance, prevention and carer support.

5. These pooled budgets will deliver the Joint Health and Wellbeing Strategy 2015 - 2019 key priorities for adult health and social care:

    Priority 5: Working together to improve quality and value for money in the Health and Social Care System

Priority 6: Living and working well: Adults with long-term conditions, physical disabilities, learning disabilities or mental health problems living independently and achieving their full potential
Priority 7: Support older people to live independently with dignity whilst reducing the need for care and support

Introduction

6. The purpose of this report is to seek approval for variations to the legal agreement under Section 75 of the NHS Act 2006. This governs the existing formal joint working arrangements and pooled budgets between Oxfordshire Clinical Commissioning Group and Oxfordshire County Council from April 2017 onwards.

7. This is an annual process that needs to consider:

   (a) The level of contribution each organisation makes
   (b) The way that risk is shared
   (c) The performance of the pooled budgets in terms of meeting key performance indicators
   (d) Arrangements for the governance and management of pooled budgets.

Background

8. Oxfordshire County Council has an existing and long-standing agreement with Oxfordshire Clinical Commissioning Group to pool resources and deliver shared objectives, often referred to as "pooled budgets". This agreement covers services for older people, adults with physical disabilities and acquired brain injury, adults with learning disabilities, and adults with mental health needs.

9. Last year it was agreed that the Section 75 agreement will broadly continue in its current form for a period of three years, 2016 to 2019. In May 2017, it was therefore agreed to extend the Section 75 agreement by simple letter agreement until 31 March 2019 (as originally agreed by Cabinet), and to work under the existing principles until the schedules to the agreement, which need to be revised and agreed annually are formally agreed.

10. The pooled fund arrangement made under the agreement will continue until either:

    (a) the Section 75 Agreement as a whole expires or is terminated earlier (on 6 months' notice by either party); or

    (b) the particular pooled fund arrangement is terminated (on 6 months' notice by either party, or on 3 months' notice by either party if no agreement on annual contribution or on shorter notice by one party if the other is in default).

Delivery of key strategic objectives

11. The pooled budgets are required to support the delivery of the local priorities identified in the Joint Health and Wellbeing Strategy, as well as ensuring that Oxfordshire delivers its national targets. The schedules to the Section 75 agreement outline how each budget addresses these priorities and set out a series of outcomes that the budget is aiming to deliver.

12. The proposed new structure of the pooled budgets sits alongside a new key performance indicator dashboard for each pool, which links the performance of the services funded from the pool with delivery of these priorities.

Implementation of the Oxfordshire Better Care Fund

13. The Better Care Fund (BCF) is a programme spanning both the NHS and local government which seeks to join-up health and care services, so that people can manage their own health and wellbeing, and live independently in their communities for as long as possible.

14. Better Care Fund planning for 2017/18 is ongoing as national guidance was released in May 2017. It is a national requirement that there is a local mechanism to host, monitor and assure delivery of schemes within the Better Care Fund.

15. Based on draft allocations, £40.9m from the Better Care Fund will be invested in the Oxfordshire system in 2017/18 to improve health and social care outcomes for local people. A total of £21.5m is available to support adult social care. The £5.0m Disabled Facilities Grant element of the Better Care Fund is required to be passed on to the District Councils.

16. As well as the on-going Better Care Fund, an additional £2bn funding for adult social care from 2017-2020 was announced in the Spring Budget in recognition of the pressures facing local government nationally. The conditions attached to the improved Better Care Fund (iBCF) ring-fenced revenue grant funding require it to be agreed between local authorities and the relevant Clinical Commissioning Group(s) and used to:

    - Meet adult social care needs;
    - Reduce pressures on the NHS, including supporting people to be discharged from hospital when they are ready;
    - Ensure the local social care market is supported.

17. Plans to respond to these conditions locally have been agreed with Oxfordshire Clinical Commissioning Group and by the Accident & Emergency Delivery Board. A recommendation for Cabinet to agree the

use of the £6.3m funding available in 2017/18 is included in the Financial Monitoring Report elsewhere on the agenda.

18. The iBCF grant funding and associated expenditure will need to be included in the Better Care Fund pool in line with national requirements.

Supporting the development of integrated commissioning

19. During 2017/18 Oxfordshire County Council and Oxfordshire Clinical Commissioning Group will continue to work together to develop a greater level of integration in their commissioning activity. Any proposals that impact on the current pooled budget would be subject to formal agreement of variations.

20. There are a number of proposals within the current paper that are designed to support the development of a more integrated approach. The new pooled budget structure proposed below supports this joint work and removes some of the barriers to integration which were created by separate service area pools.

Proposed Changes to the Pooled Budget agreement for 2017/18

21. The existing Section 75 agreement sets out the mechanisms by which the contributions from the Oxfordshire County Council and Oxfordshire Clinical Commissioning Group are managed and used. It details the aims and objectives of the pooled funds, the services that will be commissioned, the governance arrangements and agreement between the partners for management and contractual arrangements.

22. The schedules to the agreement include full detail of the contributions and risk share for a specific year. Further work to agree these schedules for 2017/18 is required because:

    (a) Based on the reported position as at the end of May 2017, there is an on-going review of budget monitoring forecasts to ensure that both the Council and Oxfordshire Clinical Commissioning Group are committing sufficient budget to the pools to meet forecast expenditure commitments.
    (b) The Better Care Fund plans have not yet been finalised due to the timing of the publication of the national guidance in May 2017.

Structure of the pooled budgets

23. The overarching intention is to jointly manage services where joint working across service areas will lead to better outcomes for service users, more effective decision making, and use of pooled resources. With that aim it is proposed to create two new pools as follows:

(a) A pooled budget for Adults with Care and Support Needs, covering services for people with learning disabilities (of any age), autism, mental health needs and acquired brain injuries. In some cases service users will have multiple needs and the aim of creating this pool is to achieve better outcomes for those people.

(b) A pooled budget for the Better Care Fund (and improved Better Care Fund), incorporating services for older people and for adults with physical disabilities. The pool would include elements covering:

(1) Care homes
(2) Prevention
(3) Hospital discharge and admission avoidance

24. Oxfordshire county council will continue to act as the lead organisation for the Learning Disabilities and Acquired Brain Injury elements within the pool for Adult with Care and Support Needs and for the Better Care Fund Pool. Oxfordshire Clinical Commissioning Group will retain its lead role for the Mental Health and autism elements.

Performance

25. There are opportunities to improve performance around mental health and learning disability and a need to rethink the role and purpose of the pooled budgets in managing flow through the whole health and social care system. Delayed discharges from hospital remain high, and there are significant challenges in the capacity and capability of our home care and residential/nursing home market to meet the needs of our population.

Priority 5: Working together to improve quality and value for money in the Health and Social Care System

26. Integrating the health and social care systems has been a goal of public policy for the past 40 years. It is imperative that Oxfordshire improves the capacity, capability and quality of our services to support the efficient and effective delivery of our health and social care system.

27. Our proposed outcomes for 2017 – 2018 are:

- Reduce the number of avoidable emergency admissions for acute conditions that should not usually require hospital admission for people of all ages from care homes
- Increase the percentage of people waiting a total time of less than 4 hours in Accident & Emergency (target of 95%)
- Reduction in the average length of “days delay” for people discharged from hospital to care homes

- Reduction in number of people placed out of county into care homes
- Reduction in the number of incidents relating to medication errors, falls and pressure ulcers
- Increase the number of providers described as outstanding or good, by the Care Quality Commission
- The proportion of people who use services who feel safe

Priority 6: Living and working well: Adults with long-term conditions, physical disabilities, learning disabilities or mental health problems living independently and achieving their full potential

28. Adults living with a physical disability, learning disability, severe mental illness or another long term condition consistently tell us that they want to be independent and to have choice and control so they are able to live "ordinary lives" as fully participating members of the wider community. This priority aims to support the increasing number of adults with long term conditions to meet their full potential in line with national strategy.

29. Our proposed outcomes for 2017 – 2018 are:
    - An increase in the number of people with mild to moderate mental illness accessing psychological therapies, with a focus on people with long-term physical health conditions
    - Reduction in number of people with severe mental illness accessing Emergency Departments in acute hospital for treatment for their mental illness
    - Reduction in use of Section 136 of the Mental Health Act 1983 so that fewer people are detained in police cells when they are unwell
    - Reduction in number of suicides
    - An increase in the number of people with severe mental illness in employment
    - An increase in the number of people with severe mental illness in settled accommodation
    - An Increase in the number of people with learning disability having annual health checks in primary care to 75% of all registered patients by 2019
    - A reduction in the number of admissions to specialist learning disability in-patient beds
    - A reduction in the number of people with learning disability and/or autism placed/living out of county
    - The proportion of people who use services who feel safe

Priority 7: Support older people to live independently with dignity whilst reducing the need for care and support

30. In Oxfordshire we know that the proportion of older people in the population continues to increase and that the number of referrals for

support is also increasing along with the cost of caring for older people which increases markedly with age. This is true for both health and social care.

31. Oxfordshire has one of the highest levels of delayed transfers of care from hospital in the country. All organisations continue to be committed to working together to improve the situation but we have not been able to address this during 2016/17.

32. Our proposed outcomes for 2017 – 2018 are
    - Increase the proportion of older people with an on-going care package supported to live at home
    - Reduce the number of older people placed in a care home
    - Reduction in the number of permanent admissions to care homes per 100,000 of population
    - Increase the percentage of people who receive reablement who then need no ongoing support (defined as no Council-funded long term service excluding low level preventative service).
    - Increase in the number of people still at home 90 days post reablement
    - Reduction in the beds days lost to delays in Oxfordshire
    - Reduction in the average length of days delay for people discharged from hospital to HART
    - Reduction in the average overall length of stay in stepdown pathways
    - Increase the number of carers receiving a social care assessment
    - 100% of patients with dementia who live are known to the Dementia Support Service
    - Reduction in the number of incidents relating to medication errors, falls and pressure ulcers
    - Increase the number of providers described as outstanding or good, by the Care Quality Commission
    - The proportion of people who use services who feel safe
    - Increase the number of carers receiving a social care assessment (from a baseline of 7,036 in 2015/16)
    - Increase the percentage of carers, as reported in the 2016 Carers Survey, who are extremely satisfied or very satisfied with support or services received (from a baseline of 43.8% in 2014)
    - Monitor the number of providers described as outstanding, good, requires improvement and inadequate by the Care Quality Commission and take appropriate action where required.

Indicative Pooled Budget Contributions for 2017/18

33. Oxfordshire County Council's budget for 2017/18 and Medium Term Financial Plan was agreed on 14 February 2017. This included the County Council's contributions to the Pooled Budgets based on the service area based pool structure in place for 2016/17. Oxfordshire Clinical Commissioning Group contributions included in this report are

indicative and are subject to approval by their Finance and Investment Committee on on 25 July 2017.

34. Contributions from both parties have been amended from 2016/17 to reflect demographic pressures, savings and efficiency targets that have been agreed, and pressures and underspends apparent from the end of year outturn. The existing service area based county council contributions have been allocated to each of the new pools as appropriate with the exception of most of the adult social care staffing budgets which will now be managed outside of the pools.

2017/18 Proposed Indicative Contributions

Pool 1: Adults with Care & Support Needs	**Oxfordshire County Council**	**OCCG**
	£'000	**£'000**
Contributions to Pool:		
Learning Disabilities	74,883	13,477
Mental Health	9,734	46,067
Acquired Brain Injury	621	1,672
Gross Contribution	**85,238**	**61,216**
Less service user income	-5,502	0
Net Contribution	**79,736**	**61,216**

Pool 2: Better Care Fund Pool	**Oxfordshire County Council**	**OCCG**
	£'000	**£'000**
Contributions to Pool		
Older People	84,167	54,583
Physical Disabilities	15,078	7,085
BCF expenditure	21,531	14,423
iBCF grant funded expenditure	6,276	0
Gross Contribution	**127,052**	**76,091**
iBCF Grant Funding	-6,276	0
Less service user income	-26,653	0
Net Contribution	**94,292**	**76,091**

35. Through the additional 2.0% precept for adult social care, £3.3m is available to address pressures in adult social care in 2017/18. £1.0m of the 2016/17 precept is also available to allocate on a permanent basis. Requests to utilise £2.7m of this funding to increase the council contributions to each pool to reflect on-going forecast pressures relating to expenditure on service users with Physical and Learning Disabilities are included in the Financial Monitoring Report elsewhere on the agenda. The contributions set out above assume these amounts have been added to the pools.

36. The relevant Joint Management Group will be responsible for ensuring that spending is contained within the resources available and for maximising the use of the Better Care Fund resources. Where financial pressures arise in year, the Joint Management Group must look at options to contain total spending within the resources available.

37. Where either party has allocated specific savings to the pooled budget, the expectation is that a clear and robust strategy will be in place to ensure they are delivered. Where commissioners do not agree an appropriate strategy is in place, the party moving the risk into the pool may still choose to do so but will be wholly responsible for funding any non-delivery of the saving.

38. Plans considered to be at risk will be agreed as part of the risk share and will be monitored closely by the Joint Management Group throughout the year to ensure appropriate action is being taken.

Joint Management Group meetings

39. It is proposed to have two Joint Management Groups, one for each pooled budget, with senior representatives from Oxfordshire County Council and Oxfordshire Clinical Commissioning Group to manage the pooled budgets for adults for effective delivery of health and social care in Oxfordshire. This would replace the single existing Joint Management Groups that currently meet to look at individual pooled budgets for older people, people with learning disabilities, people with mental health conditions and people with physical disabilities.

40. The two Joint Management Groups for adults will provide opportunities to
    - have different attendees from Oxfordshire County Council and Oxfordshire Clinical Commissioning Group, relevant to each services area
    - have specific commissioning discussions about each area;
    - link associated service user groups and services so that and common challenges and issues can be identified and resolved;

41. The Joint Management Groups will meet bi-monthly, with at least one meeting annually held in public and used to review the overall pool position. The Joint Management Groups will be supported by a Pooled Budget Officers Group that will meet on the alternating months. Commissioners, finance leads and others will meet outside these meetings as appropriate or required. Decision making in relation to the pooled budgets will rest with the Joint Management Groups unless delegated appropriately. The Better Care Fund pool will be chaired by the Council Cabinet Member for Adult Social Care, and the Adults pool by the Clinical Lead from Oxfordshire Clinical Commissioning Group. Further details of the membership and operation of the Joint Management Groups will be included in the schedules to the Section 75 agreement once agreed.

42. The Joint Management Groups will be responsible for managing and overseeing progress against key outcomes for adults within the Oxfordshire Health and Wellbeing Strategy, including reporting to each meeting of the Health and Wellbeing Board.

43. The Joint Management Groups will be responsible for the allocation of budget to cost centres. Budget holders are responsible for delivering the agreed strategy within their allocated budget.

44. The pooled budget manager for each pool will continue to retain oversight of the pool as a whole and retain responsibility for the submission of finance and performance reports to Joint Management Group meetings.

45. The Pooled Budget Officers Group will be responsible for reporting to the Joint Management Group on activity, spending and performance that standardises the approach across the pooled budgets. This will be used to assure the Joint Management Group regarding the level of activity, management of financial risk and the delivery of our strategic objectives.

Risks

46. The risk share arrangements for the pools, which are intended to drive better outcomes for service users and the wider system remain subject to agreement.

47. Failure to agree new arrangements, and to ensure those were in place on a retrospective basis back to 1 April 2017 would significantly impact on both partners' ability to ensure appropriate services are commissioned to meet people's needs across all client groups.

48. Failure to work together to develop and deliver coherent joint commissioning strategies will result in the failure to achieve financial efficiencies and better performance across the whole system.

Financial and Staff Implications

49. The Council's financial contribution reflects that set out in the budget agreed by Council on 14 February 2017 varied as set out in paragraph 34 and 35.

50. It is proposed that all pooled budgets will continue to include the County Council service user contribution budgets. There is no additional risk to the County Council from this proposal.

51. In line with the Section 75 Agreement dated 23 April 2013 as amended by a deed of variation dated 21 March 2014 between Oxfordshire Clinical Commissioning Group and Oxfordshire County Council, the partners agreed to extend the agreement for three years (until 31 March

2019). The agreement or a pooled fund arrangement can be terminated on 6 months' notice by either party.

Equalities Implications

52. In line with the Council's Equality Policy 2012-2016, the Service and Community Impact Assessment for 2016/17, which considers the implications of the Section 75 Agreement for all client groups, will be revised as part of the agreement of the key performance indicators.

53. There are not considered to be any direct implications of this agreement on individuals, communities, staff or providers of services as the agreement does not vary significantly from previous agreements and is essentially a mechanism for the delivery of joint commissioning strategies.

54. These joint commissioning strategies are all developed following significant consultation with clients, the public, providers and organisations involved in the commissioning and delivery of services. In most cases they are specifically targeted at improving outcomes for more vulnerable people, and each has its own impact assessment.

55. Similarly, individual impact assessments are completed for all commissioning activity, service changes and contracts awarded linked to the development and delivery of the joint commissioning strategies. Where appropriate, the outcomes of these assessments are reported to Cabinet to inform decision-making on new policies, contracts and service changes.

56. **The Cabinet is RECOMMENDED to:**

    (a) approve the outline proposed pooled budget arrangements with Oxfordshire Clinical Commissioning Group, including the creation of two pooled budgets for Adults with Care and Support Needs and for the Better Care Fund;

    (b) delegate responsibility for approving the detail of the schedules for 2017/18, including the final contributions and risk share arrangements, to the Director for Adult Services in consultation with the Cabinet Member for Adult Social Care;

    (c) approve the proposal to hold two joint management groups.

KATE TERRONI
Director for Adult Services

Contact Officers: Eleanor Crichton, Strategic Commissioner (Older People); Natalia Lachkou, Strategic Commissioner (Adults); Kathy Wilcox, Finance Business Partner (Adult Services and Public Health)

July 2017

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Division(s): N/A

CABINET – 18 JULY 2017

FORWARD PLAN AND FUTURE BUSINESS

Items identified from the Forward Plan for Forthcoming Decision

Topic/Decision	Portfolio/Ref
Cabinet, 19 September 2017	
▪ **Staffing Report - Quarter 1 - 2017** Quarterly staffing report providing details of key people numbers and analysis of main changes since the previous report.	Cabinet, Deputy Leader 2017/040
▪ **Progress Report on Looked After Children and those Leaving Care and Update on Placement Strategy** To note the report.	Cabinet, Children & Family Services 2016/148
▪ **Service & Resource Planning Report - 2018/19 - September 2017** To provide background and context to the service and resource planning process for 2018/19.	Cabinet, Finance 2017/039
Deputy Leader of the Council, 19 September 2017	
▪ **Draft Community Risk Management Plan (CRMP) Action Plan 2018/19** To approve the Draft CRMP Action Plan 2018/19 for consultation. The Draft CRMP Plan will then be sent to Performance Scrutiny Committee on 21 September 2017 prior to public consultation.	Deputy Leader of the Council, 2017/041
Cabinet Member for Children & Family Services, 19 September 2017	
▪ **A Strategy for Unaccompanied Asylum Seeking Children** To note and seek approval of the strategy.	Cabinet Member for Children & Family Services, 2016/116

Cabinet Member for Environment, 7 September 2017

▪ **Amendments to Waiting Restrictions - The Broadway, Didcot** To seek approval of the proposals.	Cabinet Member for Environment, 2017/068
▪ **Proposed 40mph Speed Limit - Milton Road/Harwell Road, Sutton Courtenay, Harwell and Didcot** To seek approval of the proposals.	Cabinet Member for Environment, 2017/065
▪ **Proposed Speed Limit - A417 Wantage to Lockinge** To seek approval of the proposals.	Cabinet Member for Environment, 2017/055
▪ **Proposed 30mph Speed Limit Extension - B4016 Appleford Road, Sutton Courtenay** To seek approval of the proposals.	Cabinet Member for Environment, 2017/054
▪ **Proposed Double Yellow Lines - Cromwell Way and Water Eaton Lane, Gosford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/046
▪ **Proposed Extension to Double Yellow Lines - Rock Road, Carterton** To seek approval of the proposals.	Cabinet Member for Environment, 2016/135
▪ **Proposed Amendments to Parking Restrictions - Frenchay Road, Oxford** To seek approval of the proposals.	Cabinet Member for Environment, 2016/083
▪ **Proposed Waiting Restrictions, Double Yellow Lines and Disabled Bay - Chilton Field Estate, Chilton** To seek approval of the proposals.	Cabinet Member for Environment, 2016/136
▪ **Revised Speed Limit and Traffic Calming - Grove Road, Harwell** To seek approval of the proposals.	Cabinet Member for Environment, 2016/137
▪ **Proposed 30mph Speed Limit - The Hale, Chesterton** To seek approval of the proposals.	Cabinet Member for Environment, 2017/022
▪ **Proposed Relocation of a Toucan Crossing and Right Turn Ban - Bicester Road, Gosford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/024
▪ **Proposed Loading Bay - School Lane, Grove** To seek approval of the proposals.	Cabinet Member for Environment, 2017/025
▪ **Proposed Area Weight Limit - Burford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/021

▪ **Public Realm Improvements by Radcliffe Observatory Quarter - A4144 Woodstock Road, Oxford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/026
▪ **Proposed Amendments to Waiting Restrictions and Bus Gate - Access to Headington Scheme** To seek approval of the proposals.	Cabinet Member for Environment, 2016/138
▪ **Proposed Waiting Restrictions - Greenwood Avenue, Chinnor** To seek approval of the proposals.	Cabinet Member for Environment, 2017/034
▪ **Proposed Double Yellow Lines - Hawksworth and Collett, Didcot** To seek approval of the proposals.	Cabinet Member for Environment, 2017/044
▪ **Proposed Double Yellow Lines - Mill Road, Shiplake** To seek approval of the proposals.	Cabinet Member for Environment, 2017/051
▪ **Proposed Double Yellow Lines - B481 Nettlebed** To seek approval of the proposals.	Cabinet Member for Environment, 2017/052
▪ **Proposed 20mph Speed Limit - Kidmore End** To seek approval of the proposals.	Cabinet Member for Environment, 2017/071
▪ **Proposed Disabled Parking Bays - Cherwell and Oxford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/078
▪ **Amendments to Parking Order - Water Eaton Park & Ride, Gosford** To seek approval of the proposals.	Cabinet Member for Environment, 2017/047
▪ **Proposed Waiting Restrictions - Radley** To seek approval of the proposals.	Cabinet Member for Environment, 2017/029
▪ **Proposed Revised Location of Road Hump - Spareacre Lane, Eynsham** To seek approval of the proposals.	Cabinet Member for Environment, 2017/028

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