



County Council

12 September 2017

Agenda

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.

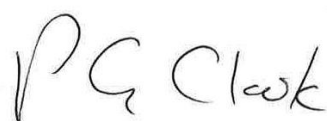
If you have any special requirements (such as a large print version of these papers or special access facilities) please contact the officer named on the front page, but please give as much notice as possible before the meeting.

To: Members of the County Council

Notice of a Meeting of the County Council

Tuesday, 12 September 2017 at 10.30 am

Council Chamber, County Hall, Oxford OX1 1ND



P.G. Clark
Chief Executive

September 2017

Committee Officer: **Deborah Miller**
Tel: 07920 084239; E-Mail: deborah.miller@oxfordshire.gov.uk

In order to comply with the Data Protection Act 1998, notice is given that Items 3, 7 and 8 will be recorded. The purpose of recording proceedings is to provide an *aide-memoire* to assist the clerk of the meeting in the drafting of minutes.

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

A buffet luncheon will be provided

AGENDA

1. Minutes (Pages 1 - 36)

To approve the minutes of the meeting held on 11 July 2017 (**CC1**) and to receive information arising from them.

2. Apologies for Absence

3. Declarations of Interest - see guidance note

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

4. Official Communications

5. Appointments

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

6. Petitions and Public Address

7. Questions with Notice from Members of the Public

8. Questions with Notice from Members of the Council

9. Report of the Cabinet (Pages 37 - 40)

Report of the Cabinet Meeting held on 18 July 2017 (**CC9**).

10. Treasury Management 2016/17 Outturn (Pages 41 - 58)

Report by Director of Finance (**CC10**).

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.

Council is RECOMMENDED to note the Council's Treasury Management Activity in 2016/17.

11. Oxfordshire Minerals & Waste Local Plan: Part 1 - Core Strategy - Inspector's Report and Adoption (Pages 59 - 440)

Report by the Director for Planning and Place (**CC11**).

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 representations 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 policies 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 policies. A schedule of additional modifications has been drawn up. Adoption of the Plan requires a resolution of the Council. The Cabinet, on 18 July 2017, resolved to recommend to Council that the Core Strategy with the main modifications recommended by the Inspector and necessary additional modifications be adopted.

Council is RECOMMENDED to:

- (a) 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, the additional modifications at Annex 4 and any further minor additional modifications made under b) i below, in accordance with the Planning and Compulsory Purchase Act 2004 section 23(3) (as amended);***

- (b) **authorise the Director for Planning & Place to:**
- (i) **make any further minor additional modifications which may be necessary, such as formatting changes and typographical corrections, in order to publish the plan; and**
 - (ii) **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.**

MOTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL

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

12. Motion from Councillor Liz Leffman

“This Council notes that in spite of repeatedly advertising vacancies, the Oxfordshire Clinical Commissioning Group has been unable to recruit enough GPs and other clinical staff to meet local need.

Many patients now have to wait for at least 4 weeks for a non-emergency appointment with their GP. This is in part due to the difficulty of attracting GP’s to serve in rural areas, especially where house prices are high and GP premises require significant investment. It is a problem shared with other counties, and is acknowledged by the SPARSE Rural Group of the Rural Services Network, which has given backing to a proposal to offer GPs a “rural weighting” as part of their remuneration. Similar to the accepted practice of ‘London weighting’, such a scheme would aim to attract the needed physicians and in turn facilitate better provision of health services across the county.

This Council believes that a “rural weighting” is needed in order to attract GPs to the county and relieve pressure on accident and emergency services. This Council therefore asks the Leader of the Council to request Oxfordshire MPs to lobby the Secretary of State for Health to introduce a scheme of ‘rural weighting’ for GPs who accept positions in rural counties such as Oxfordshire.”

13. Motion from Councillor Mark Cherry

"Oxfordshire County Council Highways Department needs at least £165 million pounds to get Oxfordshire roads fit for purpose. Unfortunately though, it has to work with a highways budget for Oxfordshire roads of around £20 million a year.

Council asks the leader of Oxfordshire County Council write to the Minister for Transport to ask that he give urgent consideration to the importance of extra funding for our failing roads in Oxfordshire.”

14. Motion from Councillor Emma Turnbull

Oxfordshire has a growing number of children identified as having complex social, emotional and mental health needs. Some of these children have experienced conflict and need specialist psychological assessment, counselling or therapy to help them through the crisis and rebuild their lives.

The local CAMHS has been struggling to meet the needs of these young people. Figures for June 2017 show that only 53% of young people get their first routine appointment within 12 weeks of referral (target is 75%). There are currently 1,114 children waiting to access mental health services in Oxfordshire.

The CAMHS provides excellent care, but is a service currently unable to offer quick, flexible intervention to help young people in distress. This is having a detrimental effect on schools, which lack the expertise, training and resources to manage their pupils' complex needs.

There is a real, growing need to provide young people in distress with access to one-to-one or group-based specialist services that help alleviate trauma and build resilience while they wait for longer term assessment. These services should be freely accessible to young people through the locality teams working from our family and children's centres.

This Council, recognising this need, calls on Cabinet to set up a specialist emotional and mental wellbeing service and allocate the necessary funds for it in the 2018 budget. This service would complement and support the mental health awareness work that is being done in schools, but would focus on providing rapid, flexible support for young people in distress.

15. Motion from Councillor John Sanders

"This Council welcomes in principle the Government's announcement that it intends to ban the production of diesel and petrol-driven cars by the year 2040 in order to reduce the effects of air pollution on public health. Recognising that, in the meanwhile, it is incumbent on all councils to play their part in reducing air pollution.

This Council instructs the Cabinet to co-operate with all Oxfordshire's district councils urgently to identify measures that will reduce such pollution. In particular, Council calls on Cabinet to propose a councillor-led inter-council Air Pollution Action Group to produce plans for zero-emission or low-emission zones in areas of high air pollution such as in Oxford, Banbury and Didcot and to restrict the access of polluting traffic in such areas."

16. Motion from Councillor Jamila Begum Azad

"We all have right to be treated without discrimination. I am gravely concerned with reports of significant increase in racially motivated crimes in Oxford, and across the County. This Council takes pride in Oxfordshire's diversity and Community cohesion

and condemns all acts of racism, islamophobia, xenophobia and homophobia. This Council is committed to work with all our partners to challenge prejudice.

All Hate Crimes are wrong, but that which is motivated by hatred and prejudice because of race, faith, sexual orientation or Gender identity are particularly offensive. In Britain today we are from rich mix of race, culture, believes, attitudes and life styles. Tackling hate crimes matters because of the damage it causes to the victim and his/her family, also effectively tackling it can help foster strong and positive relations between different section of community and support community cohesion.

The lead from tackling hate crimes must come from local level, with professionals, the voluntary sector and communities working together to deal with local issues. This Council asks the Leader of Oxfordshire County Council to write to the Prime Minister with a request for an independent review of hate crime legislation, including measures to tackle online hatred and abuse.”

17. Motion from Councillor Kirsten Johnson

“Oxfordshire’s growing population includes increasing numbers of both very young people and those of retirement age. Both groups are key users of public transport and especially buses. Public transport has proven environmental benefits in supporting the county’s move towards a low-carbon future.

The Council calls on Cabinet to work towards:

- a set of principles whereby every resident has access to daily public transport. Not only would this help promote the development of communities, integrate society and allow both young and old to reside anywhere in the county, it would also be in line with the Local Transport Plan whereby “accessible bus connections will enable disabled people, the elderly and those unable to drive to travel more.”
- creating a spider-web of bus networks within the county, with key hubs linking the strands. These hubs, serving the rural villages, would be intrinsic to connecting our towns and Oxford city. The buses would range in sizes, from minivans to full-scale buses, depending on demand.

This Council instructs Cabinet to write to bus companies encouraging them to use fares from high-use runs to subsidise those of less use within the hub network. All bus services should be frequent and reliable. As franchises come to an end, tenders should be sought from companies to run inclusive networks, with profit from high-use routes subsidising low-use. Co-operative, mutual and social enterprise models should be encouraged in providing these services with new technological solutions, for example app-based hail-n-ride, can be part of the solution.”

Pre-Meeting Briefing

There will be a pre-meeting briefing at County Hall on **Monday 10 September at 10.15 am** for the Chairman, Vice-Chairman, Group Leaders and Deputy Group Leaders

OXFORDSHIRE COUNTY COUNCIL

MINUTES of the meeting held on Tuesday, 11 July 2017 commencing at 10.30 am and finishing at 3.30 pm.

Present:

Councillor Zoé Patrick – in the Chair

Councillors:

| | | |
|------------------------------|-----------------------|-------------------|
| Sobia Afridi | Mike Fox-Davies | Jeannette Matelot |
| Lynda Atkins | Stefan Gawrysiak | Charles Mathew |
| Jamila Begum Azad | Mark Gray | Glynis Phillips |
| Hannah Banfield | Carmen Griffiths | Susanna Pressel |
| David Bartholomew | Pete Handley | Laura Price |
| S.E. Bartington | Jenny Hannaby | Eddie Reeves |
| Maurice Billington | Neville F. Harris | G.A. Reynolds |
| Liz Brighouse OBE | Steve Harrod | Judy Roberts |
| Paul Buckley | Mrs Judith Heathcoat | Alison Rooke |
| Kevin Bulmer | Hilary Hibbert-Biles | Dan Sames |
| Nick Carter | John Howson | Gill Sanders |
| Mark Cherry | Ian Hudspeth | John Sanders |
| Dr Simon Clarke | Tony Ilott | Les Sibley |
| Yvonne Constance OBE | Dr Kirsten Johnson | Emily Smith |
| Ian Corkin | Bob Johnston | Roz Smith |
| Helen Evans | Liz Leffman | Lawrie Stratford |
| Arash Fatemian | Lorraine Lindsay-Gale | Alan Thompson |
| Neil Fawcett | Mark Lygo | Emma Turnbull |
| Nicholas Field-Johnson | D. McIlveen | Michael Waive |
| Mrs Anda Fitzgerald-O'Connor | Kieron Mallon | Richard Webber |

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

136/17 MINUTES

(Agenda Item 1)

The Minutes of the Meeting held on 21 March 2017 and 16 May 2017 were approved and signed subject to the revised list of those present at Annex 3 to the schedule of business and removing the text 'failed' from Minute 127/17 and adding Councillor Judith Heathcoat to 3rd paragraph of Minute 135/17.

137/17 OFFICIAL COMMUNICATIONS

(Agenda Item 4)

The Chairman reported as follows:

The Chairman reminded members that following the meeting, the Assistant Chief Fire Officer would provide a briefing for all members on Emergency Planning in light of the Grenfell incident and recent terrorist attacks.

The Chairman invited members to support or join her on the Maggie's Culture Crawl of Oxford which would be held on 29th September to raise funds for these excellent centres all over the country which have been set up to support anyone or their relatives and friends who are touched by cancer. A link to the JustGiving page would be sent round.

Council congratulated those who had received the Oxfordshire Internships Awards, volunteer certificates and those receiving the BEM awards from the Queen's New Year's Honours list for service given in Oxfordshire.

Council congratulated officers and school staff for Oxfordshire being named as one of the best in the country for tackling anti-LGBT bullying in schools. Stonewall, Britain's lesbian, gay, bi and trans equality charity, listed the council in third place out of around 40 councils in its Education Equality index 2017, which rates local areas for combating this form of bullying and celebrating difference in schools.

138/17 QUESTIONS WITH NOTICE FROM MEMBERS OF THE PUBLIC

(Agenda Item 7)

Question from Mr Tom Hayes to Councillor Ian Hudspeth, Leader of the Council

Air pollution has gone up in parts of Oxford and the problem is likely to get worse before it gets better, contributing to hundreds of avoidable deaths every year. [Public Health England report that 5.3% of deaths in the county are attributable to particulate air pollution.](#)

Everybody visiting, living, and working in St Clement's is breathing air that is getting worse, possibly causing them to get very ill. St Clement's is the most polluted part of the city and latest figures show its air quality getting worse, in large part because of emissions from local transportation.

Oxford City Council monitors air quality because it has a statutory duty to review local air quality. The results are used to assess air pollution in relation to guidelines and objectives that are set by the European Union and the UK Government. That same Government is calling on local councils like my own to draw up action plans for tackling poor air quality. However, the council which controls the roads and how they are used in the city is this one. My council has to engage with yours on all measures to improve air quality in Oxford.

Can you tell me what five specific steps this county council is taking as local transport authority to clean the air that St Clement's breathes every day, and the total sum of money being spent this municipal year? In choosing your five steps, I would welcome you picking those which you believe are leading to the largest and quickest impacts on air quality.

Thank you in advance for answering this question in detail."

Councillor Hudspeth answered as follows:

Based on 2016 monitoring undertaken by the City Council, NO₂ levels across Oxford have dropped by 35% in the last ten years. Monitoring also confirms that air quality in St Clement's has improved albeit it is recognised that levels here are now above other areas and what are considered to be more acceptable values.

Air pollution is clearly an important factor to people's health and the Public Health England Indicator is useful in highlighting this issue and enabling us to keep it under surveillance. The report quoted is from 2014 and later figures are available for 2015 which show the estimate for Oxfordshire is now 4.7%, however the indicator is based on a model and it is widely accepted that the actual figure could vary widely from these estimates.

Long-term exposure to air pollution contributes a small amount to the deaths of a large number of individuals rather than being solely responsible for deaths as demonstrated below:

| Risk Factor | Annual attributable mortality in England | Deaths for which the risk factor is the main cause of death |
|---|--|---|
| Long-term exposure to particulate air pollution | 25,000 | Small number |
| Alcohol | 22,481 | 6,000 |
| Smoking | 79,700 | 43,400 |

Overall, monitoring trends in the city are very encouraging and confirm that air quality in Oxford is getting better; a reflection of the positive work both councils have done over the years.

This includes, in 2013, the implementation of the Low Emission Zone in Oxford city centre. Developed by both councils the LEZ requires all bus and coach services travelling through certain city centre streets to meet minimum emissions standards. The benefit of the LEZ is much wider given a majority of the buses and coaches that travel to the city centre also pass through other areas including St Clement's.

There is clearly more work to do though. Enabling and delivering more housing including more affordable housing in the city would have a positive impact by reducing demand on the network. This is the current challenge for

the City Council's Local Plan currently out for consultation. In the meantime, the County Council has an ambitious Local Transport Plan, which puts forward proposals, as part of the Oxford Transport Strategy (OTS), to introduce a zero emission zone in Oxford city centre by 2020. A joint County-City study is already underway and due to be published soon.

The transport strategy also includes proposals for mass transit and a step change in walking and cycling that will be enabled and supported by an ambitious agenda of road space reallocation, and a much stronger focus on reducing the causes and impacts of congestion, which is a major contributor to air pollution in the city.

Since the adoption of the OTS the County has been working on a number of corridor studies to develop further proposals for mass transit, pedestrian and cycle improvements on the city's main transport corridors. The corridor studies mean we are better positioned to secure improvements or funding directly from development and take advantage of central government funding opportunities when they become available. Already completed studies are published on the County's website with further studies planned in the future including, but not limited to, St Clement's.

The strategy also suggests a Workplace Parking Levy or congestion charge scheme could be implemented in the city, and in November last year, the County Council's Cabinet resolved to consider whether either would be right for Oxford and to report the findings of an outline business case at a future Cabinet meeting. If implemented this would help to manage traffic growth in the city and provide a more reliable funding stream to help deliver the ambitions of the OTS, including reducing transport-related air pollution in the city.

Advances in technology will also be key to improving air quality and the County have already been supporting trials of wireless induction charged electric buses, which run fully on electricity. As technology continues to develop, with increasing speed, we expect electric buses and other types of low (or zero emission) public transport to become more widespread and we will support pilots where appropriate, working with businesses and research institutions.

Mr Hayes asked the following Supplementary Question:

Clearly the zero emission zone is the one policy area in which the city and county can have the largest and quickest impact. I'm interested in the steps that the County are taking in moving towards that zone and specifically whether it will apply to buses by 2020 and whether you yourself have received the personal assurances from those bus companies that they will be able to meet the zero emission zone standards and in particular I would like to know whether you can give any assurances that St. Clement's will see an improvement in pollution levels as a result of that zone.

Councillor Hudspeth answered as follows:

Back in 2007 when I first became Cabinet member for Transport one of the first projects we embarked upon was the low emission zone in the centre of the City, working jointly very well with the executive member in the City and at that stage, 2013 seemed a long way off. At that stage the bus companies were not guaranteeing a low emission or euro6. They have got better than that and have enhanced that. Working together is really key to delivering the zero emission zone within the city.

It is very difficult to say what funding and implementation has a direct impact of St. Clement's. For example the £12.5m Scheme in Headington providing segregated bus/cycleway, improving bus services may achieve an air quality improvement for St. Clement's. St. Clement's will benefit from overall strategy, not just a strategy in that area.

A zero emission zone by its definition should include all vehicles, at the moment there have been no guarantees from anybody regarding whether that will be achieved, but we are working towards it, which is what the City Council is also doing working towards it. I think it would be unwise for anyone, even with a zero emission zone to say the air quality in one particular area will improve without knowing the impact of other emissions within that area. Therefore guarantees cannot be given.

139/17 QUESTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL

(Agenda Item 8)

15 Questions with notice were asked. Details of the questions and answers and supplementary questions and answers (where asked) are set out in Annex 1 to the Minutes.

In relation to question 1 (Question to Councillor Constance from Councillor Johnston) Councillor Constance gave an assurance that it was her intention to revive the LTP4 working Group once the reports had been received.

In relation to question 3 (Question to Councillor Hibbert-Biles from Councillor Howson) Councillor Hibbert-Biles gave an undertaking to look into the issue of whether a group of schools could pool funds through county arrangements for an apprentice at graduate level.

In relation to question 5 (Question to Councillor Bartholomew from Councillor Howson) Councillor Bartholomew gave an undertaking to look into the ongoing reporting of claims against the Council should members express an interest in receiving it.

140/17 REPORT OF THE CABINET

(Agenda Item 9)

The report of the Cabinet was received.

In relation to paragraph 6 (Adopt Thames Valley) (Question from Councillor Gill Sanders to Councillor Harrod), Councillor Harrod undertook to provide Councillor Sanders with a written answer detailing the financial impact to the Council of being involved and whether all the other authorities involved had taken their share of the cost.

In relation to paragraph 6 (Adopt Thames Valley) (Question from Councillor Howson to Councillor Harrod), Councillor Harrod undertook to provide Councillor Howson with a written answer detailing whether the transitional Budget arrangements delegated to Councillor Harrod were now approved and whether the paperwork had now been signed or whether the County were still in negotiations.

In relation to paragraph 6 (Adopt Thames Valley) (Question from Councillor Mallon to Councillor Harrod), Councillor Harrod gave an assurance that no applications would be refused on the grounds of religion or Ethnicity and that the Council did adhere to the 2011 Guidance.

In relation to paragraph 7 (2016/17 Financial Monitoring & Business Strategy Delivery Report) (Question from Councillor Roberts to Councillor Bartholomew), Councillor Bartholomew undertook to provide Councillor Roberts with a written answer detailing how much money has been paid in redundancy payments thus far and how many of those people who have received redundancy have been redeployed by the Council.

In relation to paragraph 8 (2016/17) (Question from Councillor Mathew to Councillor Bartholomew), Councillor Bartholomew undertook to provide Councillor Mathew with a written answer detailing what funding has been sought from OVO Cycling Tour of Britain and the Countryfile weekend to offset the County funds that have been spent in that area.

141/17 AUDIT & GOVERNANCE ANNUAL REPORT

(Agenda Item 10)

The Council had before them the Audit & Governance Annual Report (CC10) which set out the role of the Audit & Governance Committee and summarised the work that had been undertaken both as a Committee and through the support of the Audit Working Group in 2016/17.

Councillor Carter moved and Councillor Ilott seconded that Council receive the Annual report of the Audit & Governance Committee. In moving the motion, Councillor Carter paid tribute to the Independent Chairman of the Audit Working Group, Dr Geoff Jones for all his work.

Following debate, the motion was put to the vote and was carried nem con.

RESOLVED: (nem con) to receive the report.

142/17 COUNTY COUNCIL MEETING DATES

(Agenda Item 11)

Council had before them a report (CC11) which sought agreement to the schedule of meeting dates proposed for the 2018/19 Council Year. The schedule had been drawn up to reflect the various rules regarding frequency of meetings set out in the Council's Constitution.

Councillor Zoe Patrick proposed and Councillor Gill Sanders seconded that the recommendations set out in the report and on the face of the Agenda be adopted. In moving the motion, Councillor Patrick drew members' attention to the correction set out in the schedule of business.

The motion was the put to the vote and was carried nem con.

RESOLVED: (nem con) to agree the schedule of meeting dates for 2018/19 and in particular to agree to waive Rule 2.1 of the Council Procedure Rules to allow the April 2018 meeting and February 2019 budget meeting of full Council to be held on 27 March 2018 and 12 February 2019 respectively.

143/17 VIREMENTS TO COUNCIL

(Agenda Item 12)

Council had before them a number of Virement requests to offset over and underspends with and between directorates which were larger than £1.0m and therefore, under the Council's Financial Procedure Rules, required Council approval.

RESOLVED: (on a motion by Councillor Bartholomew, seconded by Councillor Hudspeth and carried nem con) to approve the virements greater than £1.0m for Children, Education & Families, Social & Community Services and Environment & Economy as set out in Annex 1.

144/17 MOTION FROM COUNCILLOR IAN HUDSPETH

(Agenda Item 13)

With the agreement of Council, Councillor Hudspeth moved and Councillor Brighouse seconded his motion as amended at the suggestion of Councillor Brighouse below in bold italics and strikethrough:

"Oxfordshire County Council congratulates all the newly elected Oxfordshire MPs following the recent General Election. We look forward to working with them all in the future and would like to invite them to ***address attend a question and answer session at*** a Council meeting in the future.

This Council asks the Chairman to write to each MP congratulating them on their successful campaign, inviting them to address a Council meeting."

Councillor Leffman moved and Councillor Johnson seconded the following Motion shown in bold italics and strikethrough:

“Oxfordshire County Council congratulates all the newly elected Oxfordshire MPs following the recent General Election. We look forward to working with them all in the future and would like to invite them to attend a question and answer session at a Council meeting in the future.

This Council asks the Chairman to ~~write to each MP congratulating them on their successful campaign, inviting them to address a Council meeting.~~ ***invite Oxfordshire MPs to a meeting with members to share mutual concerns with relevance to the County.***”

Following debate, the amendment was put to the vote and was lost by 47 votes to 13, with 1 abstention.

The substantive motion as amended was then put to the vote and was carried by 59 votes to 1.

RESOLVED: (59 votes to 1)

“Oxfordshire County Council congratulates all the newly elected Oxfordshire MPs following the recent General Election. We look forward to working with them all in the future and would like to invite them to attend a question and answer session at a Council meeting in the future.

This Council asks the Chairman to write to each MP congratulating them on their successful campaign, inviting them to address a Council meeting.”

145/17 MOTION FROM COUNCILLOR LIZ BRIGHOUSE

(Agenda Item 14)

With the agreement of Council, Councillor Brighouse moved and Councillor Webber seconded an amendment to her motion at the suggestion of Councillor Webber as follows in bold italics and stikethrough:

“This Council, wishing to ensure that governance arrangements for the County are transparent, inclusive and reflect the political situation which exists, asks the Cabinet to work with Political Group Leaders to come forward with a plan to replace the Cabinet with ~~3 Committees to cover each of the Strategic Directorates.~~ ***a committee structure.***”

These Committees would have delegated decision making powers from the Council and would be politically balanced. ~~The Locality Groups would become Committees for each of the District Council Areas (there is already a Locality Group for the City). These Locality Committees would be consulted on policy and budget matters by the Directorate Committees. Robust Scrutiny Structures would be put in place. The Plan to be worked on with a view to the change in the structure being put in place by May 2018.~~”

Councillor Fatemian Moved and Councillor Bulmer seconded the following amendment shown in bold italics and underline

This Council, wishing to ensure that governance arrangements for the County are transparent, inclusive and reflect the political situation which exists, asks the Cabinet to work with Political Group Leaders to come forward with a plan to replace the Cabinet with ~~3 Committees to cover each of the Strategic Directorates.~~ **a committee structure.” or alternitve governance and committee models which could further strengthen the work of the Council.**

These Committees would have delegated decision making powers from the Council and would be politically balanced. ~~The Locality Groups would become Committees for each of the District Council Areas (there is already a Locality Group for the City).~~ These Locality Committees would be consulted on policy and budget matters by the ~~Directorate~~ Committees. Robust Scrutiny Structures would be put in place. The Plan to be worked on with a view to the change in the structure being put in place ~~by May 2018.~~ **as soon as practicable.**

Following debate, the amendmet by Councillor Fatemian was put to the vote and was carried by 31 votes to 29, with 1 abstention:

The substantive motion as amended was put to the vote and was carried by 60 votes to 1.

RESOLVED: (by 60 votes to1)

This Council, wishing to ensure that governance arrangements for the County are transparent, inclusive and reflect the political situation which exists, asks the Cabinet to work with Political Group Leaders to come forward with a plan to replace the Cabinet with a committee structure or alternative governance and committee models which could further strengthen the work of the Council.

These Committees would have delegated decision making powers from the Council and would be politically balanced. Locality Committees would be consulted on policy and budget matters by the Committees. Robust Scrutiny Structures would be put in place. The Plan to be worked on with a view to the change in the structure being put in place as soon as practicable.

146/17 MOTION FROM COUNCILLOR DAVID BARTHOLOMEW

(Agenda Item 15)

Councillor Bartholomew moved and Councillor Roz Smith seconded the following motion:

“At meetings of the County Planning & Regulation Committee (PRC), District or City Councillors have historically been allotted their own speaking slot. However, at District and City planning meetings, County Councillors are treated as members of the public and have to share a speaking slot with anyone else who wants to speak.

.....

In the interest of fairness, this Council instructs the Monitoring Officer and Chairman of the PRC to write to District and City Monitoring Officers and Planning Chairmen advising them that from 1st January 2018 this Council will introduce a policy of reciprocity to ensure parity of treatment. This means that District or City Councils that allow County Councillors their own speaking slot will enjoy the same privilege for their Councillors at County PRC meetings and those that do not, will not get their own speaking slot.

Council delegates to the Monitoring Officer the authority to make the necessary changes to the Constitution to reflect the above arrangements.”

Following debate, the motion was put to the vote and was carried by 39 votes to 1, with 14 abstentions.

RESOLVED: Accordingly.

..... in the Chair

Date of signing

QUESTIONS WITH NOTICE FROM MEMBERS OF THE COUNCIL

| Questions | Answers |
|--|--|
| <p>1. COUNCILLOR BOB JOHNSTON</p> <p>In the light of the rising concern about road produced air pollution in general and diesel generated oxides of nitrogen in particular, will she agree to convene an early meeting of the Local Transport Plan 4 (LTP4) Cabinet Advisory Group to seek to upgrade LTP4 accordingly in its next iteration?</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>I share the growing concern about air pollution. We updated LTP4 last year to strengthen our position on air quality in accordance with a motion passed by members. We have just responded to the latest Government consultation on this subject, stressing the importance of walking and cycling in achieving a cleaner environment, and seeking clarification of the Government’s position on Clean Air Zones. In Oxford, we are awaiting a report from consultants on the recently completed Zero Emission Zone study (commissioned in partnership with the city council) focusing on central Oxford.</p> <p>The LTP Members Working Group, which I was part of, performed a very useful role and in principle I would be happy to revive this. It was originally set up as a sub-group of the Transport Advisory Panel but the Panel proved less useful and ceased to meet, while the LTP Members Working Group carried on with its work. In reviving this we need to consider and get the Council to agree issues of membership and governance and its exact remit.</p> <p>This is something we will look at in relation to the timing of the next LTP update - whilst primarily for us to decide, this will be influenced by other factors including the National Infrastructure Commission final report in the Oxford to Cambridge corridor due in the autumn, but I hope we can agree something. This update work will need to cover a number of issues, including an early examination of air quality. For this to be most useful, we should await the Government’s response to the recent consultation and the report of the Zero Emission Zone study, both due by the end of July.</p> |

| Questions | Answers |
|--|--|
| <p>SUPPLEMENTARY QUESTION</p> <p>Could we anticipate a meeting of the LTP4 Working Advisory Group say in early Autumn?</p> | <p>SUPPLEMENTARY ANSWER</p> <p>I have checked this out with the officers and I think there is every expectation that we will revive the LTP4 Working Group. I can't promise you when it will happen. At the moment the officers are suggesting that we should wait for the reports to come in so that there is work to comment on.</p> |
| <p>2. COUNCILLOR BOB JOHNSTON</p> <p>On the 13th of December 2016, I moved a motion calling on the Railway Minister to reverse his shelving of the Didcot to Oxford electrification. This was passed nem con, what action(s) has been taken to follow up this motion?</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>Network Rail is midway through an ambitious £38 billion five-year investment programme up to 2019, funded by the UK Government, which includes electrification of the Great Western Mainline as part of a major route upgrade. With the cost of electrification having tripled in cost to an estimated £2.8 billion, the Secretary of State asked Sir Peter Hendy, the chairman of Network Rail to review of their Enhancement Delivery Plan to see what could be delivered in an affordable way and more efficiently with a better understanding of cost and the delivery challenges, and within the funding available from the Treasury in the current funding period until March 2019.</p> <p>The Hendy Report was published in November 2015 and concluded that replanning of some works would enable them to be delivered faster and with better value-for-money. The report confirmed that electrification will still go ahead, albeit some route sections will be delivered to a different timescale than originally planned, including the line between Didcot Parkway and Oxford which was to be delivered by June 2019 rather than in 2016.</p> <p>In a written statement to Parliament on 8 November 2016, Transport Minister Paul Maynard MP announced that electrification between Didcot Parkway and Oxford would be deferred; no completion date has been given. In addition, electrification has been removed from the scope of East West Rail meaning the railway between Oxford and Milton Keynes will remain a diesel-operated route for</p> |

| Questions | Answers |
|-----------|--|
| | <p>the foreseeable future.</p> <p>Whilst we are disappointed that the planned investment has been deferred, many of the benefits of electrification will be delivered in other ways:</p> <ol style="list-style-type: none"> 1. The order for new Class 800/801 InterCity Express Trains has been changed so all trains will be bi-mode electro-diesel (rather than a mix of bi-mode and fully electric as originally proposed). It is worth noting that many of the Oxford-London 'fast' services will have used bi-mode trains anyway as they continue beyond Oxford to Worcester on the North Cotswolds Line which is not electrified; the changeover from electric to diesel will occur whilst the trains are on the move near Didcot rather than at Oxford. The only downside is that a bi-mode train when used in diesel mode is noisier and emits more pollution than a fully-electric train as they are heavier. 2. In addition, Great Western Railway has invested £490 million in an additional fleet of new Class 802 trains to bolster the number of bi-mode trains, and some of these will be used on 'fast' services to Oxford. 3. From January 2018, new Class 387 electric trains will begin operating Outer Thames Valley services from Didcot to Reading/London. To enable that to happen the existing 'stopping' service from Oxford to Reading will be replaced with a diesel shuttle service between Oxford and Didcot Parkway calling at Radley, Culham and Appleford stations, and this will connect with the new electric trains. Most passengers from these stations already change trains at Didcot onto fast trains to Reading and London so there will be minimal inconvenience. <p>Oxfordshire will not have to make do with existing trains as the new electric rolling stock is not being put into store. The vast majority of people travelling from Oxford and Didcot will still benefit from new state-of-the-art trains, using electric power for most of their journey. The trains will be powered by diesel engines complying with the latest European Stage IIIB emissions regulations for</p> |

| Questions | Answers |
|-----------|--|
| | <p>non-road machinery, making them more environmentally friendly compared to the trains they are replacing.</p> <p>Electrification itself will not have delivered the step-change in rail services that we think are needed to support a growing economy, and will not have provided the extra connectivity for residents and businesses.</p> <p>Since electrification was confirmed in 2010, it has become obvious that a lack of capacity to operate more trains will become a major constraint in less than five years. This now has to be the top priority for rail investment in Oxfordshire.</p> <p>The railway south of Oxford is already operating over 90% of its capacity and without extra infrastructure it will not be possible to increase the number of trains beyond those expected to be running in 2019, regardless of whether they are diesel or electric-powered trains.</p> <p>Deferring electrification is therefore an opportunity to develop this nationally important rail corridor through the Knowledge Spine so it has better capability and more capacity to deal with the demand as Oxfordshire's, and the United Kingdom, economy and population grows.</p> <p>Without extra track and station capacity between Oxford and Didcot, it will be very difficult, if not impossible, to achieve the following key rail objectives:</p> <ul style="list-style-type: none"> • East West Rail Phase 2 services being extended from Oxford to Didcot and Reading; • New services to Cowley, with stations at Oxford Science Park and Oxford Business Park having potential to facilitate sustainable new housing at Grenoble Road; • Direct services from Oxford/Didcot to Heathrow Airport once the new rail link into the airport opens in 2024; • A half-hourly service from Oxford (and beyond, via East West Rail) to Swindon, Bath and Bristol; |

| Questions | Answers |
|-----------|---|
| | <ul style="list-style-type: none"> • Increased service frequency between centres of growth in the Knowledge Spine, for example at Didcot, Culham and Oxford, with more trains calling at Culham linked to new housing and employment around the station; • New rail links within Oxfordshire, for example by extending the diesel shuttle service beyond Oxford to Hanborough, and improving services to Banbury. <p>It is not in our best interest to seek a review of the government’s decision. We cannot wait for decades before the railway catches up with our growth agenda; expanding the existing railway will be less complicated and less expensive without electrification.</p> <p>When electrification does take place, it should be of an upgraded, higher capacity railway. In the meantime we will strive for a better deal for Oxfordshire by:</p> <ol style="list-style-type: none"> 1. Working with Great Western Railway to understand how the passenger benefits of electrification, such as more seats and faster journeys, are going to be secured; 2. Working with Network Rail to identify and bring-forward enhancements that deliver extra track and station capacity and, where necessary, seek to safeguard the land required in the relevant Local Plan; 3. Work with OxLEP, the Growth Board and other partners to lobby the Department for Transport to commit funding that will allow Network Rail to start development work on enhancements to be delivered before 2024, in the same way that £27 million has been committed to further develop the Oxford-Cambridge expressway; 4. Seeking to better align investment in strategic transport infrastructure, including rail, with the location of strategic development sites to maximise their viability and value for money; |

| Questions | Answers |
|---|--|
| | 5. Submitting proposals to the Department for Transport setting out our ambitions for the next Great Western franchise, due to commence in April 2020. |
| <p>SUPPLEMENTARY QUESTION</p> <p>Does what the Cabinet Member has set out in the answer mean that for the indefinite future that the shuttle service from Oxford to Didcot will continue to use the aging, highly polluting and very noisy class 165 and 166 turbo diesels and does it also mean that people commuting from Cholsey having arrived in a very swish 387 will now be forced to change onto the same said polluting diesels at Didcot in order to continue their journey to Oxford.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>The answer stands as reported here. The old lines will not have the new electric trains. As expected the pressure to do that continues and Oxfordshire County will be continuing to do that. There will be work on the new franchise for GWR that may affect those lines and we will keep you updated with all developments.</p> |
| <p>3. COUNCILLOR JOHN HOWSON</p> <p>What steps is the county council taking to ensure that the small primary schools across the County forced to pay the Apprenticeship Levy will be able to see a return on their investment in skills development?</p> | <p>COUNCILLOR HIBBERT-BILES, CABINET MEMBER FOR PUBLIC HEALTH & EDUCATION</p> <p>The Apprenticeship Levy came into effect on 1st May 2017, and the council is keen to ensure we get maximum return on investment from the Levy across all our services and schools. The council is supporting those schools that are liable for the Levy where the local authority is the employer. These are:</p> <ul style="list-style-type: none"> • Community schools • Voluntary Controlled schools • Foundation or Voluntary Aided schools which have an annual payroll bill of more than £3m <p>The Council's pot of Levy funding includes c.£640,000 for schools where the local authority is the employer. This money can only be used to pay for formal apprenticeship training, and takes the form of digital vouchers provided by the</p> |

| Questions | Answers |
|-----------|---|
| | <p>Education and Skills Funding Agency in an online account.</p> <p>The County Council's HR service has been engaging schools in planning for the Levy since clear guidance from central government was published in 2016. Information and support has been provided in a diverse range of ways including:</p> <ul style="list-style-type: none"> • Presenting information and answering queries at meetings with School Business Managers • Individual advice and guidance provided via face to face visits to schools, over the phone and email • Updates regarding the practical process to source relevant training options via Schools News • Providing information to Heads and Chairs briefings <p>Schools can access digital Levy vouchers via the council's HR service. We will help to identify a good quality training provider, and provide guidance on apprentice recruitment for new entrants. We will also support the school to ensure they comply with all regulations around training an apprentice, for example allowing sufficient time for off-the-job training, and completing a health and safety risk assessment for a young person where applicable.</p> <p>There are a wide range of Apprenticeship training options that can be funded by the Levy either for entry-level roles or as career development for existing staff in schools. For example:</p> <ul style="list-style-type: none"> ❖ Supporting teaching and learning in schools ❖ Early years educator ❖ Business Administration ❖ IT technician ❖ Caretaker/property maintenance ❖ PE teaching ❖ Catering ❖ Cleaning and support services <p>The range of qualifications available is increasing all the time, so for example a</p> |

| Questions | Answers |
|--|---|
| | teaching apprenticeship for graduate entry is in development, and due to be available in September 2018. There is no age restriction applied to apprenticeship training. Candidates may be eligible for funding even if they have existing or higher level qualifications. Some time off normal work duties will be required. All qualifications take at least one year to complete, longer if staff are employed on a term-time only basis. |
| <p>SUPPLEMENTARY QUESTION</p> <p>Many small schools will receive only tiny amounts of money. Is there any way in which a group of schools can pool funds through the County arrangements and if so would the Cabinet Member investigate whether such pooled funds could be used in the developments that are taking place to produce an apprenticeship at the graduate level for initial teacher training which might help to bolster the number of teachers trained in Oxfordshire as we know we have a recruitment and also a retention issue in that area.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>Yes I will look into that and it is something that possibly could be done, but I will check on that.</p> |
| <p>4. COUNCILLOR JOHN HOWSON</p> <p>What is the current outcome for Ofsted judgments on secondary schools funded by the State in Oxfordshire and how does it compare with our statistical neighbours?</p> | <p>COUNCILLOR HIBBERT-BILES, CABINET MEMBER FOR PUBLIC HEALTH & EDUCATION</p> <p>The vast majority of our secondary schools are now academies, with only three secondary schools currently in local authority control. We expect to only have one maintained secondary school by the end of this financial year. Our responsibility for school improvement of secondary schools is very much diminished for this reason. However we have developed a strong school to school support model in Oxfordshire, working with our partners through the Strategic School Partnership Board. It is our number one aspiration that all of</p> |

| Questions | Answers |
|--|---|
| | <p>Oxfordshire's young people should attend a good school, and I am pleased to report that as of 31st May 2017, 83% of Oxfordshire's state funded secondary schools were judged to be good or better, which ranks us 6th within our statistical neighbour group. (Lower than Wiltshire, where 93% of schools are good or better, but higher than Cambridgeshire (80%) and Buckinghamshire with 73%). In Oxfordshire:</p> <p>17% (6) are outstanding, 66% (23) good, 9%(3) requiring improvement and 9%(3) judged inadequate.</p> <p>Of the 3 secondary schools remaining in Local Authority control, 2 are good and one was recently judged as inadequate.</p> |
| <p>SUPPLEMENTARY QUESTION</p> <p>Will the Cabinet Member press to ensure that wherever possible the County (although the direction of travel in the past has been to remove the ability for local authorities to assist schools of all types in school improvement even though we are best placed both to anticipate what is happening rather than rely on random selection of schools by OFSTED, but also we are in some ways best placed) will help those schools not deteriorate too far and get into situation where they go into special measures.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>I don't know that we are best placed because if it is an academy of course we are pretty limited as to what we can do. However, what I would like to do is to grow rapport with the schools so that we actually (although it is not our remit to do that within the academy) help them along the process. I wouldn't like it to get to the stage certainly within our maintained schools that we have the OFSTED reports that we have had previously, that has turned the corner now though hopefully.</p> |
| <p>5. COUNCILLOR JOHN HOWSON</p> <p>How much has the County paid out in damages in each of the last four financial</p> | <p>COUCILLOR DAVID BARTHOLOMEW, CABINET MEMBER FOR FINANCE</p> <p>The total amount paid out over the last four years in respect of all policy types (the significant types being Employers Liability, Fire, Motor Fleet, Officials</p> |

| Questions | Answers | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|--|--------------------|--------------------|--------------------|---------|---------|----------------------------------|-----------|-----------|-------------|-----------|-----------------------------|----------|----------|----------|----------|------------------|----------|----------|-----------|-----------|-----------------------|-----------|-----------|-------------|-----------|--------------------|----------|----------|---------|-----|--------------|--------------------|--------------------|--------------------|--------------------|
| <p>years apportioned by the directorates in force at the time and what sum has been set aside for claims still under discussion or within the time limit for making a claim?</p> | <p>Indemnity; Public Liability & Storm and Water damage)is set out below;</p> <table border="1" data-bbox="887 293 1962 536"> <thead> <tr> <th>Directorate</th> <th>2013-2014</th> <th>2014-15</th> <th>2015-16</th> <th>2016-17</th> </tr> </thead> <tbody> <tr> <td>Children Young People & Families</td> <td>£ 465,352</td> <td>£ 637,179</td> <td>£ 2,021,207</td> <td>£ 465,654</td> </tr> <tr> <td>Social & Community Services</td> <td>£ 47,731</td> <td>£ 17,913</td> <td>£ 12,346</td> <td>£ 31,821</td> </tr> <tr> <td>Community Safety</td> <td>£ 95,615</td> <td>£ 41,026</td> <td>£ 235,216</td> <td>£ 152,340</td> </tr> <tr> <td>Environment & Economy</td> <td>£ 750,499</td> <td>£ 819,771</td> <td>£ 1,162,935</td> <td>£ 915,150</td> </tr> <tr> <td>Corporate Services</td> <td>£ 29,877</td> <td>£ 11,179</td> <td>£ 2,564</td> <td>£ -</td> </tr> <tr> <td>TOTAL</td> <td>£ 1,389,074</td> <td>£ 1,527,068</td> <td>£ 3,434,268</td> <td>£ 1,564,964</td> </tr> </tbody> </table> <p>The Council has set aside £5.6m in provisions for claims which remain open at 31 March 2017 and £4.8m in provisions for claims relating to previous years that have not yet been received.</p> | Directorate | 2013-2014 | 2014-15 | 2015-16 | 2016-17 | Children Young People & Families | £ 465,352 | £ 637,179 | £ 2,021,207 | £ 465,654 | Social & Community Services | £ 47,731 | £ 17,913 | £ 12,346 | £ 31,821 | Community Safety | £ 95,615 | £ 41,026 | £ 235,216 | £ 152,340 | Environment & Economy | £ 750,499 | £ 819,771 | £ 1,162,935 | £ 915,150 | Corporate Services | £ 29,877 | £ 11,179 | £ 2,564 | £ - | TOTAL | £ 1,389,074 | £ 1,527,068 | £ 3,434,268 | £ 1,564,964 |
| Directorate | 2013-2014 | 2014-15 | 2015-16 | 2016-17 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Children Young People & Families | £ 465,352 | £ 637,179 | £ 2,021,207 | £ 465,654 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Social & Community Services | £ 47,731 | £ 17,913 | £ 12,346 | £ 31,821 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Community Safety | £ 95,615 | £ 41,026 | £ 235,216 | £ 152,340 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Environment & Economy | £ 750,499 | £ 819,771 | £ 1,162,935 | £ 915,150 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Corporate Services | £ 29,877 | £ 11,179 | £ 2,564 | £ - | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| TOTAL | £ 1,389,074 | £ 1,527,068 | £ 3,434,268 | £ 1,564,964 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>SUPPLEMENTARY QUESTION</p> <p>How will Council members in general be kept up to date with what is happening in this particular area. Is there a mechanism through either reports to Cabinet or Audit & Governance or Performance Scrutiny where the amount that the Council is having to pay out in damages is reported to ordinary Councillors.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>In answer to why the provisions for future years are higher, his supposition is correct it is because they are open claims and estimated claims so those numbers may come down. With regard to a regular reporting mechanism, I am unsure how many councillors would be interested in receiving this information, but those that are; if they would let me know then I'll be delighted to set up some form of regular reporting mechanism.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <p>6. COUNCILLOR EMMA TURNBILL</p> <p>What assessment has been made of the impact of recent cuts to the County Council's housing related support budget, and the ending of automatic entitlement to housing support for out-of-work 18 to 21 year olds</p> | <p>COUCILLOR LAWRIE STRATFORD, CABINET MEMBER FOR ADULT SOCIAL CARE</p> <p>People become homeless for a variety of reasons such as having lost a job, not being able to afford the rent or mortgage on their home, or following a relationship breakdown. Each individual's situation is unique and requires personalised support that helps them to improve their situation.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Questions | Answers |
|---|--|
| <p>nationally, on the number of rough sleepers and vulnerably housed individuals in Oxford city centre and across the county?</p> | <p>In Oxfordshire, responsibility for homelessness is shared between the local housing authorities and the County Council, as the provider of social care, and is covered by different legislation.</p> <p>The County Council is committed to supporting homeless people to address immediate issues they are facing and to find sustainable long term solutions that work for them.</p> <p>We have retained this commitment at the time when our overall funding is continuing to reduce, whilst demand for statutory services continues to grow.</p> <p>What we are doing to prevent and address homelessness within limited resources</p> <ol style="list-style-type: none"> <li data-bbox="891 738 2033 1214"> <p>1) New housing related support plan - From April 2017 we have pooled resources with all five local housing authorities and the clinical commissioning group to continue providing accommodation based services with support for 203 people. This provides £3 million of pooled funding over three years. Funding reductions are being jointly managed and monitored by all partners. The first reduction was to stop funding 83 units of low support accommodation. This has been implemented on 1 June 2017, with half of the people securing alternative accommodation in a planned way and other half planning to do so by the end of September. To date there was one eviction. The full impact of this decommissioning this service will be assessed in September. The second reduction in funding is planned in 1 April 2018. We are developing a robust plan with the providers and funding partners.</p> <li data-bbox="891 1257 2033 1434"> <p>2) Community support service – We are continuing to invest £600k in a countywide community based service for 315 people at any point in time who are vulnerably housed or need support to sustain their tenancies. This service is provided by Connection Support and they respond quickly and work very effectively with young people, single adults and families.</p> |

| Questions | Answers |
|--|--|
| | <p>3) Homelessness prevention trailblazer – We recognise that the best answer to homelessness is to prevent it from happening in the first place. This is why we have supported our partners to bid for Department for Communities and Local Government Trailblazer fund. Together we have secured £790,000 over two years to develop county-wide innovative approaches to tackle root causes of homelessness. This work is being led by Oxford City Council and will be starting this summer.</p> <p>Housing support for out-of-work 18 to 21 year olds</p> <p>Central government decision to end automatic entitlement to housing support for out-of-work 18 to 21 year olds are of concern to us and our housing partners. As a system we monitor potential impact of the national welfare reform on housing and homelessness under the auspices of the Health Improvement Board. The board receives regular reports on a set of housing indicators, which takes into account local intelligence about various types of households, including young people. This work will continue this year and will link into our prevention work under the Trailblazer programme.</p> |
| <p>SUPPLEMENTARY QUESTION</p> <p>Given the prevalence of mental health among homeless people especially those sleeping rough, it is essential that mental health support services have the flexibility needed to deliver effective treatment and consider multiply needs. Is there room therefore for better partnership work between Homeless Services, Oxfordshire Clinical Commissioning Group and NHS Mental Health Services?</p> | <p>SUPPLEMENTARY ANSWER</p> <p>Yes of course there is always room for improved communications. Part of the challenge on a number of issues – homelessness is one of them is partnership working for us as the County and with District and that needs to go beyond just housing services and housing services are primarily the responsibility of our District colleagues. To date we have worked well in trying to deal with those issues, even though we are not legal obliged. The concern I have got about homelessness is more for those people who for whatever reason are suffering from mental health issues and we have two communities. Those with the young and we have other issues with CAMS but also with our former Armed Service people who come back and find it quite difficult to resettle after some terrible experiences. I think there is every opportunity that future working with, not CCG</p> |

| Questions | Answers |
|--|---|
| | <p>but a much wider range of voluntary organisations to improve their lot. However one of the issues that we must recognise is not all homelessness is unwanted. An incident in Bicester not long ago where somebody who was quite capable of living on his own had plenty of money chose to sleep rough in the town centre. We had all services involved, we managed to get him moved on, he was fined heavily for vagrancy came in wrote a cheque and the next day he was back on the bench again. So not all homelessness is a challenge but the special area you have mentioned about mental health is something that we have to address.</p> |
| <p>7. COUNCILLOR PAUL BUCKLEY</p> <p>“In view of the benefits to track-side Oxfordshire residents, in terms of reduce noise and diesel pollution, that would result from electrification of the main railway line northwards from Didcot, what action is the Cabinet Member for E&E proposing, to apply pressure to Network Rail to revive the Didcot-Oxford electrification scheme that has been ‘paused’ since 2016?”</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>Network Rail is midway through an ambitious £38 billion five-year investment programme up to 2019, funded by the UK Government, which includes electrification of the Great Western Mainline as part of a major route upgrade. With the cost of electrification having tripled in cost to an estimated £2.8 billion, the Secretary of State asked Sir Peter Hendy, the chairman of Network Rail to review of their Enhancement Delivery Plan to see what could be delivered in an affordable way and more efficiently with a better understanding of cost and the delivery challenges, and within the funding available from the Treasury in the current funding period until March 2019.</p> <p>The Hendy Report was published in November 2015 and concluded that replanning of some works would enable them to be delivered faster and with better value-for-money. The report confirmed that electrification will still go ahead, albeit some route sections will be delivered to a different timescale than originally planned, including the line between Didcot Parkway and Oxford which was to be delivered by June 2019 rather than in 2016.</p> <p>In a written statement to Parliament on 8 November 2016, Transport Minister Paul Maynard MP announced that electrification between Didcot Parkway and Oxford would be deferred; no completion date has been given. In addition, electrification has been removed from the scope of East West Rail meaning the</p> |

| Questions | Answers |
|-----------|---|
| | <p>railway between Oxford and Milton Keynes will remain a diesel-operated route for the foreseeable future.</p> <p>Whilst we are disappointed that the planned investment has been deferred, many of the benefits of electrification will be delivered in other ways:</p> <ol style="list-style-type: none"> 1. The order for new Class 800/801 InterCity Express Trains has been changed so all trains will be bi-mode electro-diesel (rather than a mix of bi-mode and fully electric as originally proposed). It is worth noting that many of the Oxford-London 'fast' services will have used bi-mode trains anyway as they continue beyond Oxford to Worcester on the North Cotswolds Line which is not electrified; the changeover from electric to diesel will occur whilst the trains are on the move near Didcot rather than at Oxford. The only downside is that a bi-mode train when used in diesel mode is noisier and emits more pollution than a fully-electric train as they are heavier. 2. In addition, Great Western Railway has invested £490 million in an additional fleet of new Class 802 trains to bolster the number of bi-mode trains, and some of these will be used on 'fast' services to Oxford. 3. From January 2018, new Class 387 electric trains will begin operating Outer Thames Valley services from Didcot to Reading/London. To enable that to happen the existing 'stopping' service from Oxford to Reading will be replaced with a diesel shuttle service between Oxford and Didcot Parkway calling at Radley, Culham and Appleford stations, and this will connect with the new electric trains. Most passengers from these stations already change trains at Didcot onto fast trains to Reading and London so there will be minimal inconvenience. <p>Oxfordshire will not have to make do with existing trains as the new electric rolling stock is not being put into store. The vast majority of people travelling from Oxford and Didcot will still benefit from new state-of-the-art trains, using electric power for most of their journey. The trains will be powered by diesel engines complying with the latest European Stage IIIB emissions regulations for non-road machinery, making them more environmentally friendly compared to</p> |

| Questions | Answers |
|-----------|--|
| | <p>the trains they are replacing.</p> <p>Electrification itself will not have delivered the step-change in rail services that we think are needed to support a growing economy, and will not have provided the extra connectivity for residents and businesses.</p> <p>Since electrification was confirmed in 2010, it has become obvious that a lack of capacity to operate more trains will become a major constraint in less than five years. This now has to be the top priority for rail investment in Oxfordshire.</p> <p>The railway south of Oxford is already operating over 90% of its capacity and without extra infrastructure it will not be possible to increase the number of trains beyond those expected to be running in 2019, regardless of whether they are diesel or electric-powered trains.</p> <p>Deferring electrification is therefore an opportunity to develop this nationally important rail corridor through the Knowledge Spine so it has better capability and more capacity to deal with the demand as Oxfordshire's, and the United Kingdom, economy and population grows.</p> <p>Without extra track and station capacity between Oxford and Didcot, it will be very difficult, if not impossible, to achieve the following key rail objectives:</p> <ul style="list-style-type: none"> • East West Rail Phase 2 services being extended from Oxford to Didcot and Reading; • New services to Cowley, with stations at Oxford Science Park and Oxford Business Park having potential to facilitate sustainable new housing at Grenoble Road; • Direct services from Oxford/Didcot to Heathrow Airport once the new rail link into the airport opens in 2024; • A half-hourly service from Oxford (and beyond, via East West Rail) to Swindon, Bath and Bristol; • Increased service frequency between centres of growth in the Knowledge |

| Questions | Answers |
|-----------|--|
| | <p>Spine, for example at Didcot, Culham and Oxford, with more trains calling at Culham linked to new housing and employment around the station;</p> <ul style="list-style-type: none"> • New rail links within Oxfordshire, for example by extending the diesel shuttle service beyond Oxford to Hanborough, and improving services to Banbury. <p>It is not in our best interest to seek a review of the government's decision. We cannot wait for decades before the railway catches up with our growth agenda; expanding the existing railway will be less complicated and less expensive without electrification.</p> <p>When electrification does take place, it should be of an upgraded, higher capacity railway. In the meantime we will strive for a better deal for Oxfordshire by:</p> <ol style="list-style-type: none"> 1. Working with Great Western Railway to understand how the passenger benefits of electrification, such as more seats and faster journeys, are going to be secured; 2. Working with Network Rail to identify and bring-forward enhancements that deliver extra track and station capacity and, where necessary, seek to safeguard the land required in the relevant Local Plan; 3. Work with OxLEP, the Growth Board and other partners to lobby the Department for Transport to commit funding that will allow Network Rail to start development work on enhancements to be delivered before 2024, in the same way that £27 million has been committed to further develop the Oxford-Cambridge expressway; 4. Seeking to better align investment in strategic transport infrastructure, including rail, with the location of strategic development sites to maximise their viability and value for money; 5. Submitting proposals to the Department for Transport setting out our ambitions for the next Great Western franchise, due to commence in April 2020. |

| Questions | Answers |
|--|--|
| <p>SUPPLEMENTARY QUESTION</p> <p>In Councillor Constance’s reply she says and I quote “It is not in our interests to seek a review of the Government’s decision” and I must say I was surprised by this answer because I know that there are many Oxfordshire residents living alongside the railway line who would have benefited greatly from the reduction in diesel fumes and noise that would have come with electrification and so my question is – Is she not prepared to seek a review of the Government’s decision for the sake of these many Oxfordshire residents.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>I think it is an excellent question for highlighting the important paragraph I did want to stress. The reason it is not in our best interest is that once funding is decided it is best to leave the terms and specifications for that funding untouched at least until the funding round is completed. Work does go on to attempt to ensure that there would be electrification beyond the current programme but that is not currently in the schedule. There are other areas in which the officers work constantly to keep the interests of Oxfordshire residents high on the agenda. but it is not right now that we could make public a review of that decision it remains on the agenda.</p> |
| <p>8. COUNCILLOR LIZ LEFFMAN</p> <p>“The OVO Cycling Tour of Britain will be crossing Oxfordshire in the 7th stage of the race on September 9th. Many of Oxfordshire’s minor roads are in poor state, notably some of those that the race will be using. Can the Cabinet Member for Environment reassure members that the route will be inspected before the event, and can she tell members what steps will be taken to remedy any defects that this might throw up, which could compromise the safety of this high profile event?”</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>Oxfordshire County Council Highway Coordination Team (HCT) met with the OVO Energy Tour of Britain organisers in early June to discuss the race route and traffic management requirements.</p> <p>A road condition survey of the route within Oxfordshire has already been arranged to be undertaken by a Highway Inspector. Any serious highway defects reported during this inspection will be scheduled for repair prior to the race taking place, in line with current defect repair procedures. This race last took place in Oxfordshire in 2012 and a similar procedure was undertaken to ensure defects were repaired.</p> <p>The HCT work closely with event organisers to ensure public highways are suitable (if the activity is appropriate) for events such as cycling races and to coordinate these activities to avoid clashes with roadworks and other events.</p> |

| Questions | Answers |
|--|---|
| | <p>The team attends Safety Advisory Groups to advise event organisers regarding 'best practice' guidance and relevant legislation requirements in the planning and execution of their events. We will be receiving event documentation regarding the Tour of Britain from the event organiser in due course for review and comment.</p> |
| <p>SUPPLEMENTARY QUESTION</p> <p>How much money has been put aside for this particular exercise and how is that going to affect the roads programme for the rest of the County.</p> | <p>SUPPLEMENTARY ANSWER</p> <p>Thank you, I cannot answer the questions as to how much has been put aside because of course it will depend upon the condition of the road. There is a provision in the budget for urgent and necessary works and it would seem to me that this would fit entirely within it. I will be sure to check the details insofar as they can be given and let you know in writing.</p> |
| <p>9. COUNCILLOR SUSANNA PRESSEL</p> <p>One of the best ways to reduce pollution and congestion is to encourage people to leave their cars at home and use other forms of transport. In Oxford about 17% of people travel to work by bike. That's not bad. However, in Cambridge it is 29% and in several cities in mainland Europe it is about 40%. What is our aspiration and by when?</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>I agree that one of the best ways to reduce pollution and congestion is to encourage people to leave their cars at home and use other forms of transport. There would also be significant physical and mental health benefits.</p> <p>As part of our LTP adoption, an amendment was passed at Full Council which stated that LTP4 should be strengthened in its aim to reduce air pollution and that walking and cycling should be encouraged more positively. In response to this amendment, the LTP4 update included a new Active & Healthy Travel Strategy (AHTS) which outlines how walking, cycling and Door to Door travel can become a feasible choice for all. Implementation of the Strategy is overseen by an Active & Healthy Travel Steering Group that includes representatives from OCC Transport and Public Health, the City & District Councils, Oxfordshire Sport & Physical Activity and user representatives.</p> <p>While several cities in mainland Europe have significantly higher levels of walking and cycling than the UK, at this stage we have not proposed specific</p> |

| Questions | Answers |
|--|---|
| | <p>targets for levels of cycle use, although this is something we could consider as we develop this work further. It is important to state that Oxfordshire County Council does not have its own capital funding, so we are dependent on funding bids and developer funding. With this in mind, we have recently updated our Walking & Cycling Design Standards to reflect best practice and help us secure more funding.</p> |
| <p>SUPPLEMENTARY QUESTION</p> <p>Surely we ought to have an aspiration to match Cambridge with the proportion of people cycling or at least draw half way close to it and I hope she will agree that we should come up with an aspiration and publish it because it could help us to achieve more and if she doesn't agree with that I would like to know why not?</p> | <p>SUPPLEMENTARY ANSWER</p> <p>It is much easier to agree with you Councillor Pressel.</p> |
| <p>10. COUNCILLOR SUSANNA PRESSEL</p> <p>Various measures are being planned or discussed to improve air quality in Oxfordshire. However, things are moving much too slowly. In some parts of my division air quality is <i>getting worse</i>. There is quite rightly huge public concern about this, as the serious health impacts become better known. How can we speed up the planned improvements?</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>Whilst air quality monitoring by the City Council confirms NO2 levels across Oxford have dropped by 35% in the last ten years, air quality levels on Botley Road, between 2015 and 2016, have increased at a number of monitoring stations.</p> <p>A review of the long term traffic trends for Botley Road confirms that traffic is reducing on the inner cordon (i.e. near Osney Bridge) and is generally stable at the outer cordon (west of Seacourt Park & Ride). There was however a reduction in traffic levels on Botley Road during the construction of Frideswide Square</p> |

| Questions | Answers |
|-----------|---|
| | <p>(during 2014 and 2015) which may explain why pollution levels increased in 2016. Further monitoring is required before we can be certain of this and so we look for to analysing future results when they become available.</p> <p>Whilst the longer term trends are positive there is clearly more work to be done to improve air quality in Oxfordshire. The County Council's Local Transport Plan, which, as part of the Oxford Transport Strategy, has an ambition agenda and a much stronger focus on mass transit, walking and cycling, in combination with measures to reduce traffic congestion whilst improving air quality.</p> <p>Proposals include introducing a zero emission zone in Oxford city centre by 2020, enabling the creation of a city-wide zero-emission zone by 2035. A joint County and City Council study on this is already underway and is due to be published soon.</p> <p>The County Council has also been developing further proposals for mass transit, pedestrian and cycle improvements on the city's main transport corridors. This will put us in a stronger position to secure specific improvements or funding from developments and take advantage of central government funding opportunities when they arise. We are already delivering the Access to Headington project, a £12.5m package of improvements that will deliver the first phase of infrastructure required to achieve mass transit and cycle networks in that area. And very recently we submitted a bid for £5m of government funding to implement public transport, pedestrian and cycle improvements along the Botley Road corridor, and if successful, these measures would be in place by 2020.</p> <p>Work is also being undertaken to consider whether a workplace parking levy or a congestion charging scheme would be right for Oxford and this is to be reported in an outline business case at a future Cabinet meeting. If implemented this would help to manage traffic growth in the city and provide a more reliable funding stream to help deliver the ambitions of the Oxford Transport Strategy, including reducing transport-related air pollution in Oxford and beyond.</p> |

| Questions | Answers |
|--|--|
| <p>SUPPLEMENTARY QUESTION</p> <p>We keep hearing about the aspiration for a zero emission zone in Oxford City Centre by 2020. I would like to know please exactly what that means. Does it mean that only electric vehicles will be able to drive in Oxford City Centre by 2020 because if so that gives us only 2 or 3 years to sell our vehicles and buy different ones if we want to drive through Oxford City Centre so please could you explain?</p> | <p>SUPPLEMENTARY ANSWER</p> <p>The answer is that the intention for a lower and no emission zone must depend essentially upon electric vehicles and of course walking and cycling and those are very much part of the scheme that is being considered for all of the City and as far as possible for many of those coming into the City.</p> |
| <p>11. COUNCILLOR SUSANNA PRESSEL</p> <p>Some councils, e.g. Gateshead and Brighton are being praised for managing their grass verges for wildlife and wildflowers. How does Oxfordshire compare?</p> | <p>COUNCILLOR YVONNE CONSTANCE, CABINET MEMBER FOR ENVIRONMENT</p> <p>We are not aware of any bench marking data and can therefore not comment on how we measure up against other councils. However we do maintain Road Side Nature Reserves, identify and save rare plants i.e. Lizard Orchid on A4074 and avoid premature cuts when possible. The following link gives guidance on how to look after and designate road verge nature reserves - https://www.oxfordshire.gov.uk/cms/content/road-verge-nature-reserves</p> |
| <p>SUPPLEMENTARY QUESTION</p> <p>I gather we have only about 35 roadside nature reserves. Can we designate more of them and what more can we do to improve the biodiversity of our County?</p> | <p>SUPPLEMENTARY ANSWER</p> <p>It is a relief to have a question that actually asks for more overgrown verges in my part of the County. The great difficulty is that with only one cut a year we can barely see our way through some of the narrow unclassified roads. There is probably at the moment with only one cut a year no need to have identified separate specific nature reserves, but the answer is that there is a lot of attention given to the guidance on this and our current policies serves that well.</p> |

| Questions | Answers |
|---|--|
| <p>12. COUNCILLOR NICK CARTER</p> <p>As it is now a year since the County Council embarked on its ambitious transformation programme, 'Fit for the Future', it would be timely for members to understand what has been delivered so far, how much has been invested and how much saved. Will the Cabinet member explain the project's progress, in the context of its overall investment programme and intended business outcomes?</p> | <p>COUNCILLOR LINDSAY-GALE, CABINET MEMBER FOR PROPERTY & CULTURAL SERVICES</p> <p>In total, one-off funding of £6.9m has been identified for the Fit for the Future Programme which was approved by Cabinet in April 2017. The planning and preparation began in 2016/17 but the majority of costs will fall in 2017/18 and 2018/19. This one-off investment will enable services to transform and through re-design allow the delivery of £15m on-going savings across the Council expected from April 2018 onwards.</p> <p>A cross-council Project Management Office (PMO) to support and coordinate all projects and programmes has been in place from April 2017 and most of the digital technology we require will be in place by the end of July. The refresh of ICT equipment and provision of new collaboration tools to support flexible working is underway and is expected to complete in December.</p> <p>The next stage of the Management Review will commence this summer and report in the Autumn. This month all staff will contribute to an Activity Analysis which to establish a full profile of the current operational work of the Council. In some libraries we are trialling digital assistance for customers. The first examples of digital services for Fire & Rescue Service and Adult Social Care will go live in July and September respectively. Locality reviews to establish the best use of community assets are now underway in a schedule that will ultimately embrace the whole county.</p> <p>These and other actions will inform the service redesign work being led by Directors to deliver the expected savings.</p> <p>Key features of the investment programme are:</p> <ul style="list-style-type: none"> • External expertise to support the implementation of a one council approach on data management and business intelligence • Additional temporary resources in the areas of technology, project |

| Questions | Answers |
|---|--|
| | <p>management and business analysis and to ensure that some OCC staff can be dedicated to the Fit for the Future programme without prejudicing day to day operations</p> <ul style="list-style-type: none"> • Securing the technology to enable the broadest range of services to be available on-line and self-service, putting in place the necessary support in place to help those who need it • Establishing locality reviews to make the best use of community assets and to move services and support closer to local • Additional support to actively manage demand and reduce running costs – particularly in Children’s Services <p>The intended outcomes of the Fit for the Future Programme are that:</p> <ul style="list-style-type: none"> • It will improve and simplify the customer experience, • It will reshape our services ensuring they is a digital offer where possible • It will integrate and streamline systems and processes • It will ensure we take a whole place approach to our service delivery and make the most of our assets. |
| <p>13. COUNCILLOR JEANNETTE MATELOT</p> <p>Ten years ago St Andrew's primary school, Chinnor, was scheduled to be rebuilt under the 'Building Schools for the Future' programme. Then, in 2010, the new Coalition government realised the devastating scale of the UK's deficit, and the BSF programme had to be halted as a result. This was just as the work was due to start at St Andrew's. It is now a decade since the County Council agreed that St Andrew's was in a dilapidated</p> | <p>COUNCILLOR LINDSAY-GALE, CABINET MEMBER FOR PROPERTY & CULTURAL SERVICES</p> <p>I am as frustrated as the local member by the choices we have had to make in respect of St Andrew’s school, for as the member says, all of us wanted to rebuild the school rather than repair it.</p> <p>The local member is right that in 2009/10 the replacement of the school buildings was identified as a priority by the Council, and that we worked with St Andrews School to submit a bid for inclusion in the Government’s Primary Capital Programme, a national programme intended to rebuild or refurbish at least half of all primary schools over a 15 year period</p> |

| Questions | Answers |
|--|---|
| <p>state and supported the school's bid for BSF funding. Does the Cabinet member agree that patching and mending have become a false economy, and it's time to take radical measures for the sake of this outstanding school's future?</p> | <p>He is also right that, as part of the deficit reduction measures implemented by the coalition government in 2010 the Primary Capital Programme was cancelled and the scheme at St Andrews School was therefore unable to be taken forward as originally proposed.</p> <p>This meant that the option to rebuild St Nicholas was no longer available to us and we had instead to focus on how we could use the grants we get for maintenance and basic need to improve the school site.</p> <p>The Council has worked closely with the Headteacher and governors to invest around £1.7m in the existing buildings to both address the priority repair and maintenance needs and plan for future growth in pupil numbers.</p> <p>The Council would have much preferred to construct a new school rather than patching and repair old buildings. However, I hope the member can see that we have worked hard with St Andrew's to use the funds we do have in the most effective way we can, and that whilst this is not what either us or the school would have wanted, it is the best use of the money in circumstances that were not of our making. It is also serves as another example of why the Council is now focused on investment to use our estate to raise capital so that we can better manage our buildings and support all the services we deliver from them.</p> <p>Finally it is worth celebrating that despite the difficulties of their building St Andrew's gained an 'Outstanding' rating by Ofsted following inspection in May 2013 and we do hope that the further investment planned will help to maintain this outstanding standard going forward.</p> |
| <p>14. COUNCILLOR NICK CARTER</p> <p>Following the Government's business rates review, I am being asked by residents in the Thame & Chinnor area how the new rates have been assessed for local pubs. Their</p> | <p>COUNCILLOR DAVID BARTHOLOMEW, CABINET MEMBER FOR FINANCE</p> <p>In accordance with the changes announced by the Chancellor of the Exchequer in the budget in March this year, from April 2017, all pubs are eligible for a £1,000 discount on their rates bill. Furthermore, where a pub is the only one in a village and the rateable value is less that £12,000, they are entitled to rural rate</p> |

| Questions | Answers |
|---|--|
| <p>interest stems from recent reports by the pub industry that 1 in every 5 of pub closures nationwide since 2010 was directly attributable to high business rates. There is, therefore, a need for clarity about what discounts and relief are available to pubs in Oxfordshire, even successful ones, under the new scheme and what the 'local discretionary fund' consists of. Can the Cabinet member reassure pubs such as the multi-award-winning 'Cross Keys' in Thame that the business rates review will not merely penalise successful pubs for their success?</p> | <p>relief. The new local discretionary fund is targeted at those businesses that, as a result of the revaluation which took effect this April, saw the most significant increases in their bills. The details of the scheme are determined locally by district councils and consultation is required with businesses and the relevant precepting authority (the county council). The funding has been allocated to district councils based on the number of properties with rateable values of under £200,000 and experiencing an increase in rates from the previous year before other reliefs of more than 12.5%. The city and district councils are proposing a standard scheme for Oxfordshire, but allowing for local discretion. It is expected that details of the scheme will be agreed by each of the authorities by the end of August.</p> |
| <p>15. COUNCILLOR NICK CARTER</p> <p>The National Literacy Trust has reported recently that the reading habit is declining among children between the ages of 8 and 16, and this trend is particularly prevalent among boys. The Trust has found that among boys, reading enjoyment fell from 72% at ages 8-11 to 36% at ages 14-16. For girls at ages 8-11, 83% said they enjoyed reading, but this dropped to 53% at ages 14-16. In the light of the Trust's report, will the Cabinet member recap on the County Council's reading project, which was showing encouraging results a couple of years ago?</p> | <p>COUNCILLOR HIBBERT-BILES, CABINET MEMBER FOR PUBLIC HEALTH & EDUCATION</p> <p>Oxfordshire's Reading Campaign, initiated in 2012, focused on the recruitment, training and coordination of volunteers to hear children read in Oxfordshire primary schools. Leadership of the Campaign was contracted to the National Literacy Trust.</p> <ul style="list-style-type: none"> • 63 Oxfordshire primary schools took part • 85 teaching assistants and 126 teachers were trained • Over 800 pupils received the Project X Code intervention • 209 volunteers worked with 269 pupils <p>The <u>2014 evaluation report</u> details the achievements and challenges. Some positive impact on pupil outcomes in reading are recorded.</p> <p>Since 2014 several other reading projects have run in Oxfordshire, for example 'Every Child a Reader', funded through Schools Forum, and the Gaining Momentum project, funded by OCC and delivered in secondary schools by the</p> |

| Questions | Answers |
|------------------|---|
| | <p>National Literacy Trust. A voluntary sector project to support volunteers in schools 'ARCh' currently covers 100 Oxfordshire primary schools with volunteers hearing 750 children read each week.</p> <p>Local authorities are no longer in a position to commission large-scale projects such as the Reading Campaign, and schools, particularly academies, are now more autonomous, responsible for choosing and developing their own improvement programmes. The local authority role is as an enabler, working with partner organisations, such as ARCh.</p> <p>Oxfordshire primary school data from 2016 shows that compared with the national figure, Oxfordshire's children achieve more highly in reading than in writing. This is also likely to be the case in 2017.</p> <p>Once the 2017 data for reading and writing outcomes at Key Stages 1 and 2 is available, it is proposed that a 'Think Tank' approach is employed enabling a wide range of schools and partners to evaluate what currently makes a difference in reading, but particularly in writing, and for vulnerable pupils, as these are areas of current underperformance in Oxfordshire.</p> |

Division(s): N/A

COUNTY COUNCIL – 12 SEPTEMBER 2017

REPORT OF THE CABINET

Cabinet Member: Adult Social Care

1. Section 75 Agreement - Update 2017

(Cabinet, 18 July 2017)

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. In order to build on this shared work Cabinet considered a report 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 would bring 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 would bring 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.

Cabinet approved the outline proposed pooled budget arrangements with Oxfordshire Clinical Commissioning Group, including the creation of the two pooled budgets for Adults with Care and Support Needs and for the Better Care Fund.

Cabinet Member: Environment

2. City Centre Transport Improvements and Experimental Queen Street Closure

(Cabinet, 18 July 2017)

Cabinet had before them a report summarising 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 and other associated proposals. The report sought approval on moving the project forward to achieve the desired delivery date of October 2017 to coincide with the opening of the re-developed Westgate.

Cabinet approved 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 and other associated proposals. Cabinet instructed officers to develop a monitoring framework for the experimental

closure of Queen Street and to continue to develop options for city centre bus routeing.

3. Minerals and Waste Local Plan, Part 1 (Core Strategy)

(Cabinet, 18 July 2017)

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. Following an extensive statutory process Cabinet considered a report on the outcomes and agreed to RECOMMEND to Council to adopt the Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy.

N.B. The report is included elsewhere on the Council agenda.

4. East West Rail Western Section Phase 2: Public Consultation

(Cabinet, 18 July 2017)

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 report considered by Cabinet was primarily concerned with the Western Section, which included the EWR route in Oxfordshire and it set out the proposed Oxfordshire County Council response to the Network Rail consultation on the proposals. The report also covered the proposed status and approach to the London Road Level Crossing, which while not within the scope of this stage of the project was closely linked to the future development of East West Rail.

Cabinet reconfirmed the Council's strong support for the East West Rail scheme set out in the consultation proposals, as a strategic investment priority and agreed the response to be submitted to the consultation.

Cabinet Member: Finance

5. 2017/18 Financial Monitoring & Business Strategy Delivery Report - May 2017

(Cabinet, 18 July 2017)

The report was the first in a series of financial monitoring reports for 2017/18 and focused on the delivery of the 2017/18 budget based on projections at the end of May 2017. Part 1 set out the projections for revenue; part 2 included the forecast position for reserves and balances and part 3 set out the Capital Programme monitoring and update.

Cabinet approved virements, approved the use of £6.3m improved Better Care Fund ring-fenced grant funding with money for: improving flow, market

resilience, strategic review of home support and additional capacity. Cabinet noted the Treasury Management lending list, approved the updated Capital Programme and the associated changes, approved the capital funding for the A4155 Henley Road (Flowing Springs) embankment repair works and delegated authority to officers to contractually commit to the construction of the Faringdon Community College two form entry expansion project.

6. Treasury Management 2016/17 Outturn

(Cabinet, 18 July 2017)

Cabinet considered a report that set out the Treasury Management activity undertaken in the financial year 2016/17 in compliance with the CIPFA Code of Practice. The report included Debt and Investment activity, Prudential Indicator Outturn, Investment Strategy, and interest receivable and payable for the financial year. Cabinet noted the report and RECOMMENDED Council to note the Council's Treasury Management Activity in 2016/17.

N.B. The report is included elsewhere on the Council agenda.

Cabinet Member: Local Communities

7. Transition Fund for Community Initiatives for Open Access Children's Services

(Cabinet, 18 July 2017)

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 in June Cabinet deferred a number of bids for further investigation. Cabinet considered a report outlining the work undertaken. Cabinet approved the funding for the St Mary's Church, Chipping Norton bid and deferred the decisions until September Cabinet for the following items:

- a. Aspire & The Nature Effect (Florence Park Children's Centre)(Transition Fund bid
- b. Aflah Nursery (Florence Park Children's Centre) (asset transfer request)

Cabinet Member: Public Health & Education

8. The Future of Chiltern Edge School

(Cabinet, 18 July 2017)

Chiltern Edge School had been placed in Special Measures following an Ofsted rating of 'Inadequate' and the Council had 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 to

ensure that good educational opportunities are available to local families is met.

Cabinet considered a report that summarised the responses received and provided an update on developments since the consultation was launched on the 27 April 2017. Cabinet agreed not to proceed at this time with the publication of a statutory notice proposing the closure of Chiltern Edge School; to commission, 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 and to consider a further report at its November meeting.

IAN HUDSPETH

Leader of the Council

September 2017

Division(s): N/A

COUNCIL – 12 SEPTEMBER 2017

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.
18. **Treasury Management Activity**

Debt Financing

19. The Council's debt financing position for 2016/17 is shown in Annex 1.
20. 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.

21. No new borrowing was arranged during 2016/17 with either the Public Works Loan Board (PWLB) or through the money markets.
22. At 31 March 2017, the authority had 63 PWLB loans totalling £335.383m, 9 LOBO¹ 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%.
23. 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 provision of additional information on long-term borrowing and associated capital spending plans.

Maturing Debt

24. 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

25. In June 2016, the Council's 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

26. 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.
27. 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.
28. 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

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.

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.

29. 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

30. 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

31. 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.
32. 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.
33. 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.
34. 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.

35. 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.
36. 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.
37. 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

38. 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.
39. 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

40. 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

41. 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.
42. 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.
43. 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.

44. 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

45. This report is mostly concerned with finance and the implications are set out in the main body of the report.
46. 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

47. **Council is RECOMMENDED 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

OXFORDSHIRE COUNTY COUNCIL DEBT FINANCING 2016/17

| <u>Debt Profile</u> | | £m |
|---|-------------|---------------|
| 1. PWLB | 87% | 343.38 |
| 2. Money Market LOBO loans | 12% | 45.00 |
| 3. Money Market Fixed Rate loans | 1% | <u>5.00</u> |
| 4. Sub-total External Debt | | 393.38 |
| 5. Internal Balances | 0 % | <u>-36.86</u> |
| 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 | | <u>-15.00</u> |
| 11. Actual Debt at 31 March 2017 | | 350.25 |
| <u>Maturing Debt</u> | | |
| 12. PWLB loans maturing during the year | | 8.00 |
| 13. PWLB loans repaid prematurely in the course of debt restructuring | | <u>0.00</u> |
| 14. Total Maturing Debt | | 8.00 |
| <u>New External Borrowing</u> | | |
| 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 | | <u>0.00</u> |
| 19. Total New External Borrowing | | 0.00 |
| <u>Debt Profile Year End</u> | | |
| 20. PWLB | 87% | 335.38 |
| 21. Money Market LOBO loans | 12% | 45.00 |
| 22. Money Market Fixed Rate loans | 1% | <u>5.00</u> |
| 23. Sub-total External Debt | | 385.38 |
| 24. Internal Balances | 0 % | <u>-35.13</u> |
| 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.

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

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 | |

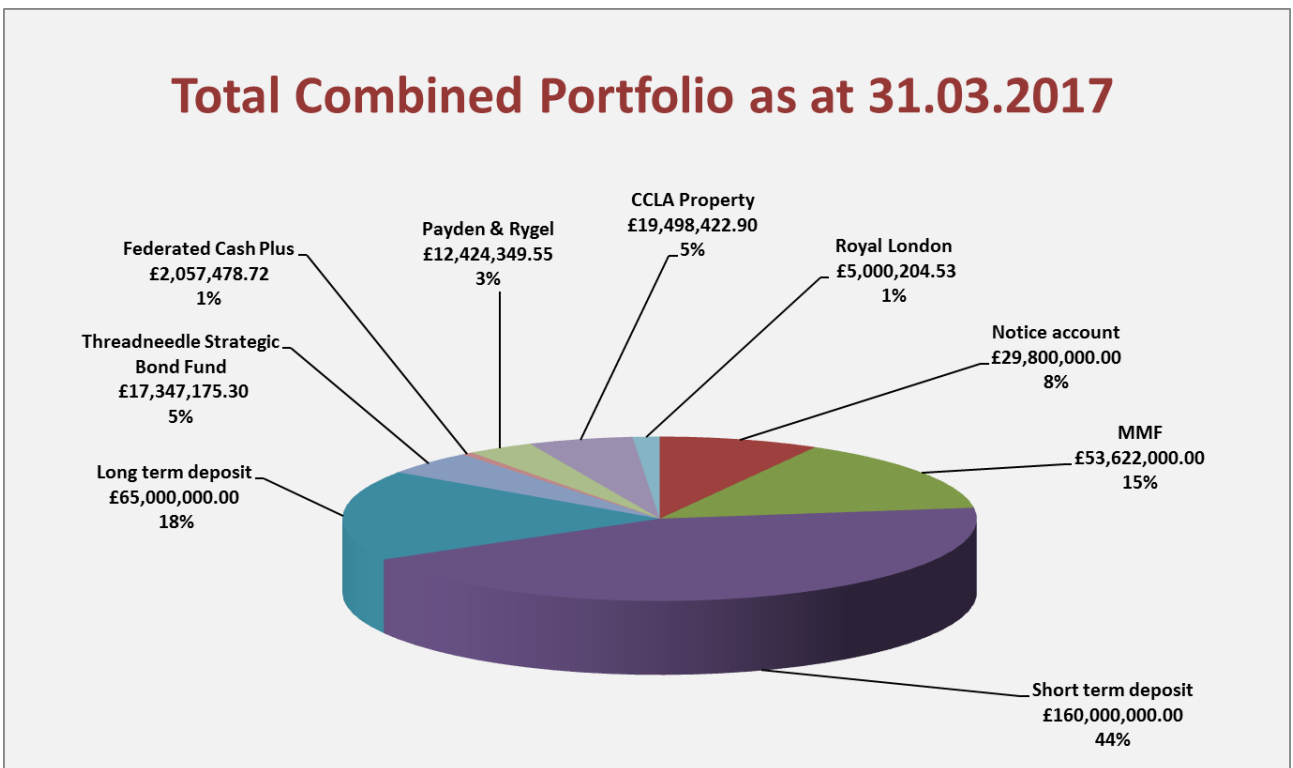
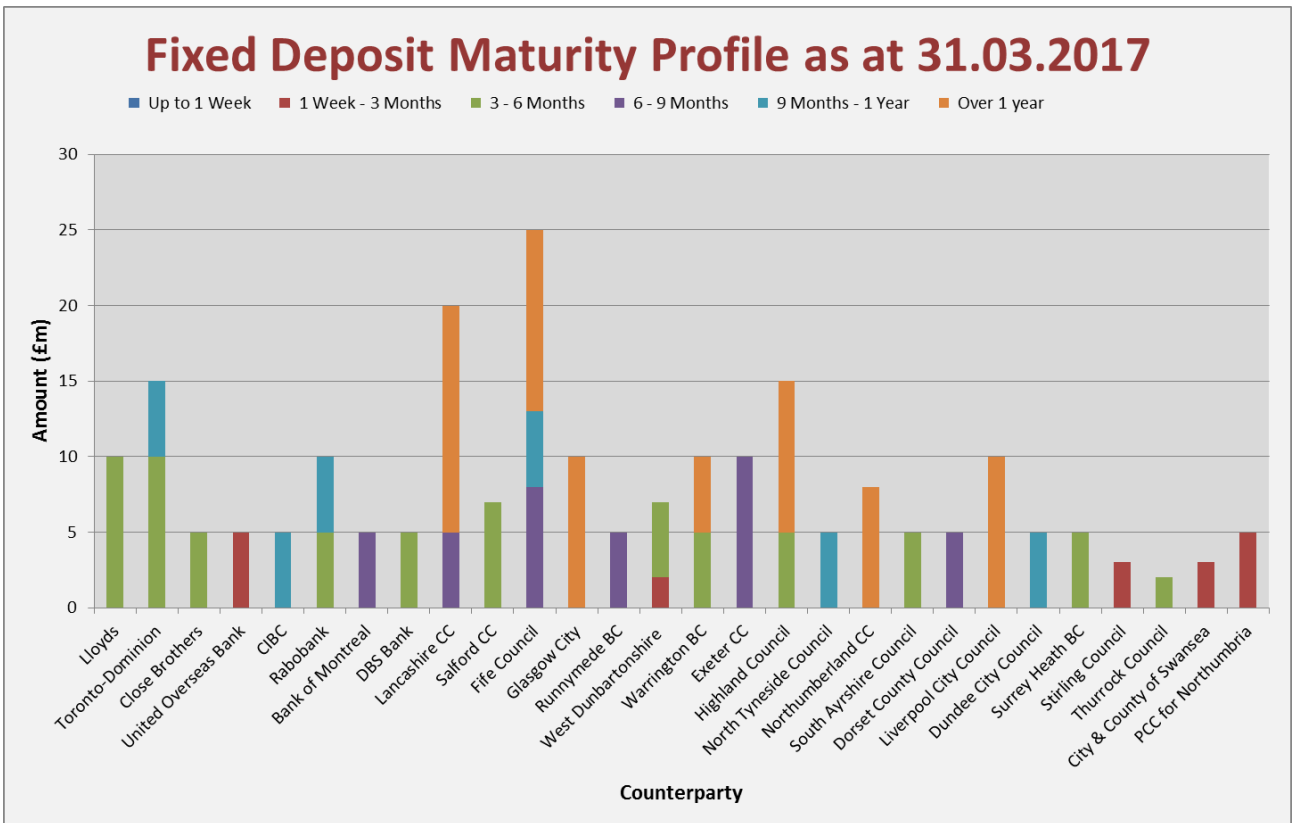
Strategic Bond Funds

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

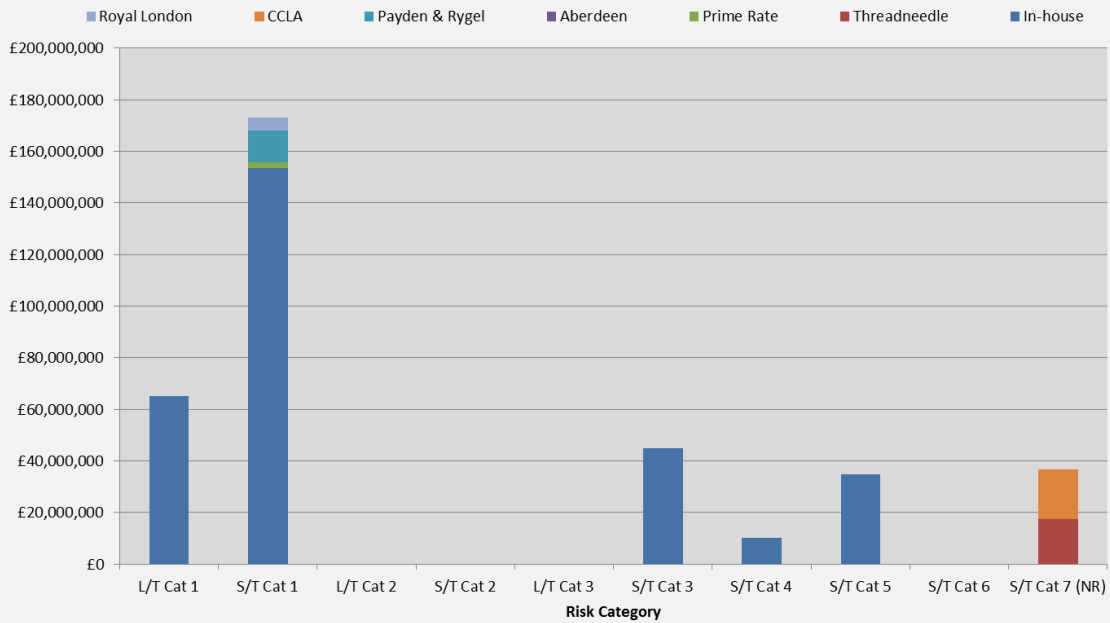
Property Funds

| 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 Profile - Total Combined Portfolio as at 31.03.2017



| 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

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 |

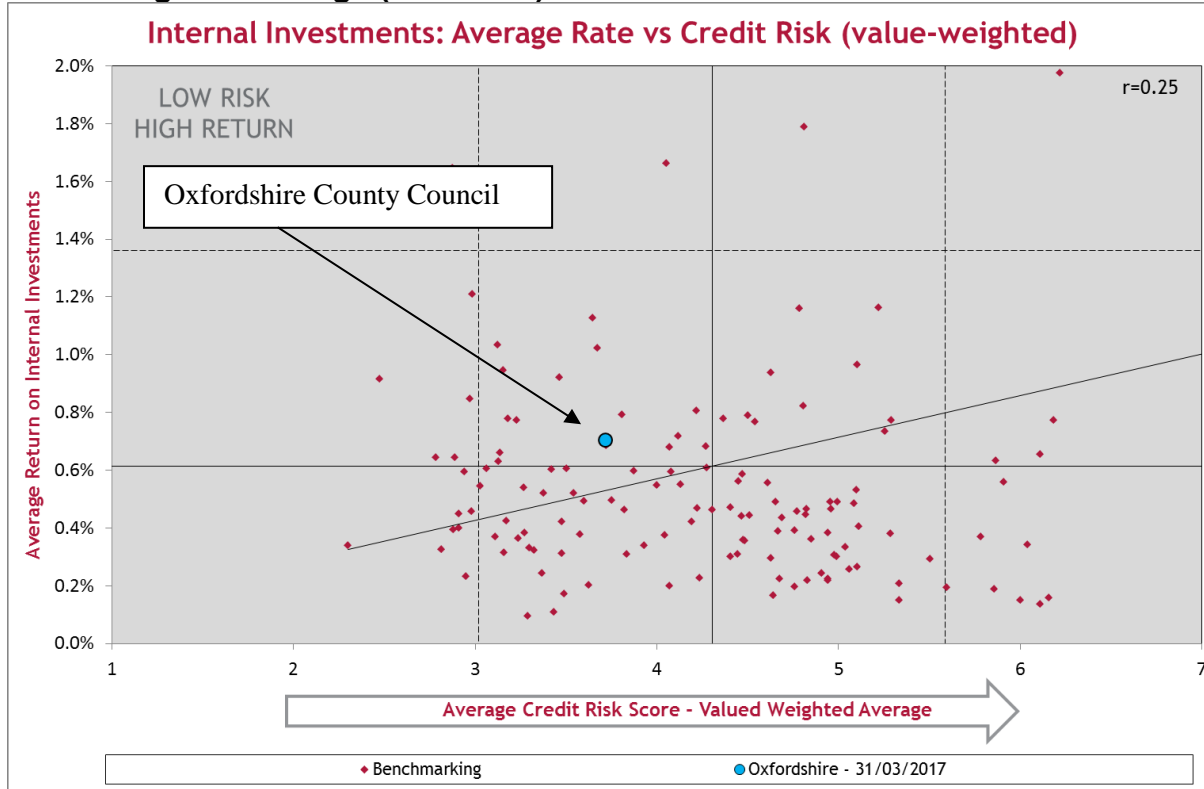
The Prudential Indicators for maturity structure are set with reference to the start of the financial year. The actual % shown above relates to the maturity period remaining at 01/04/16 on loans still outstanding at 31/03/17.

**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 |

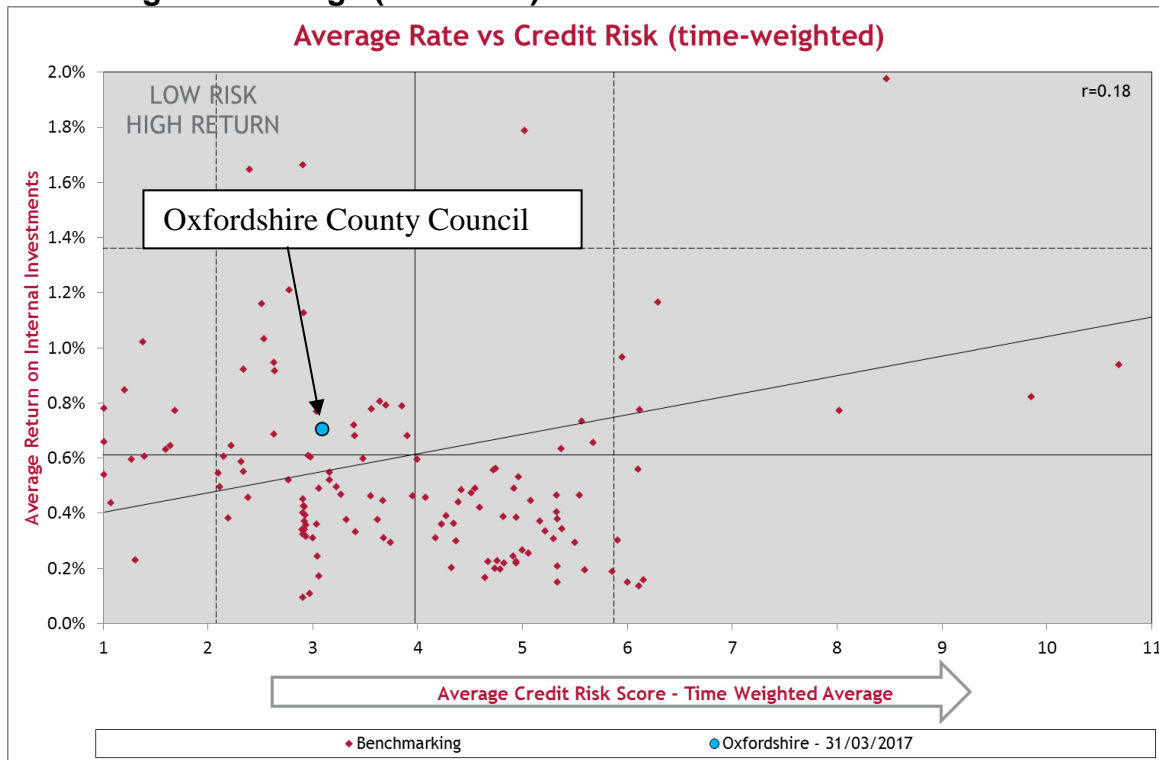
Value weighted average (all clients)

Annex 6



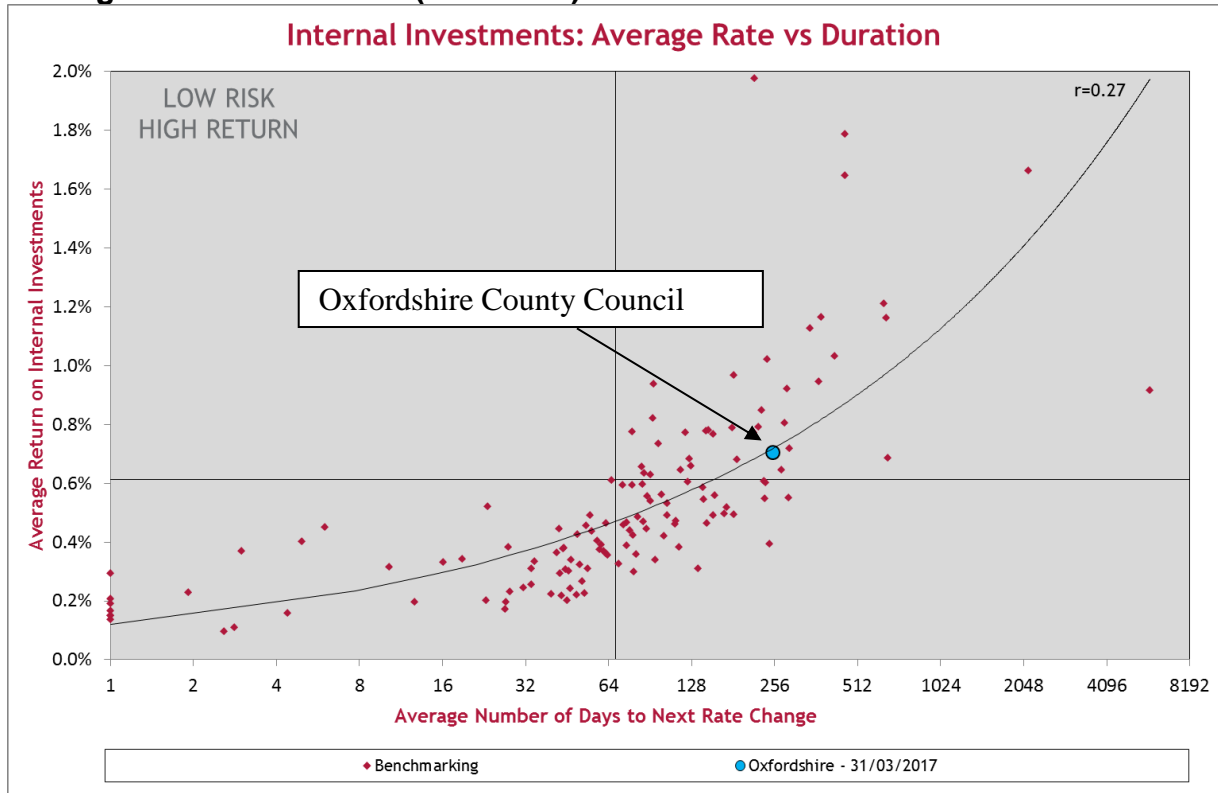
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average value weighted credit risk as at 31/03/2017.

Time weighted Average (all clients)



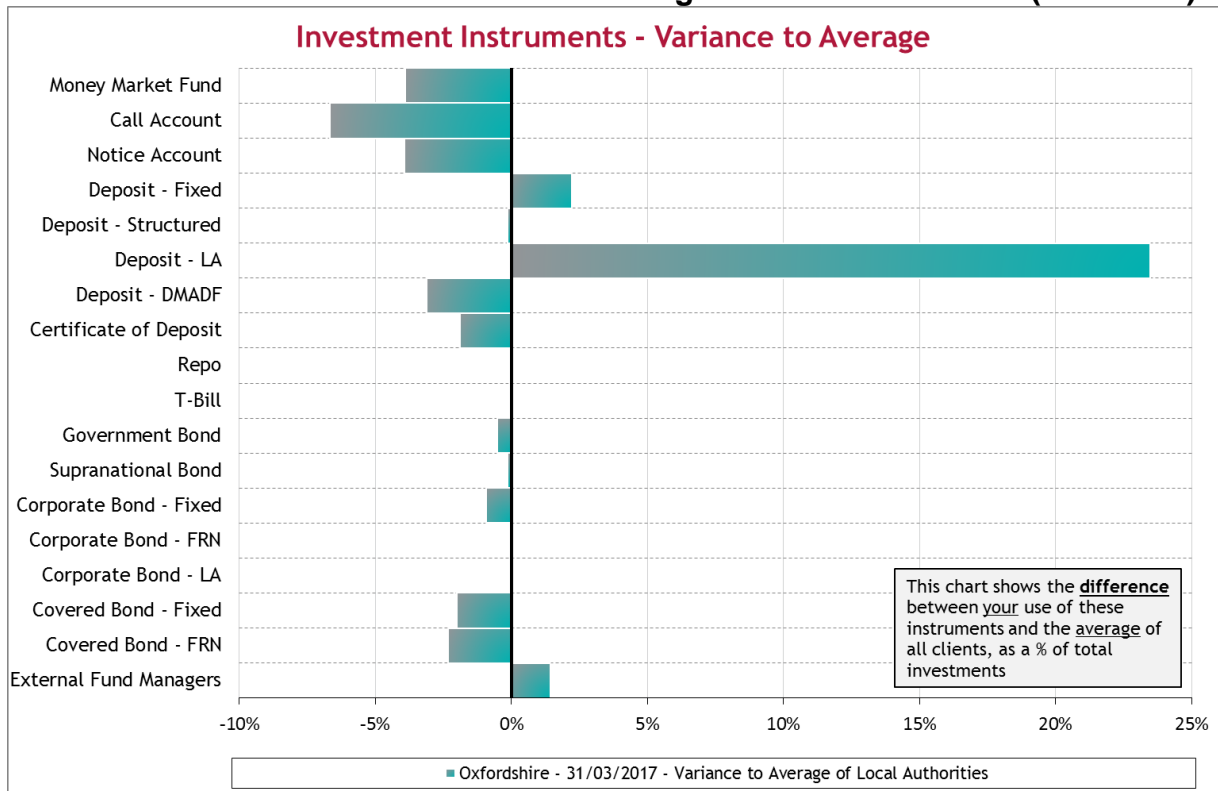
Oxfordshire County Council achieved a higher interest rate compared to the average achieved by all Arlingclose clients, whilst maintaining lower than average time weighted credit risk as at 31/03/2017.

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.

Division(s): All

COUNCIL – 12 SEPTEMBER 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/>
4. The Inspector issued an Interim Report on 12 October 2016. In the light of this, the Council published proposed modifications to the Plan and a comprehensive updated Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) report for six weeks consultation from 3 February 2017. Responses to this consultation were passed to the Inspector; and on 15 June 2017 he issued his Final Report.
5. The Inspector's Interim Report; the updated SEA/SA report and proposed modifications, and the full consultation responses received on them; and the Inspector's Final Report are available on the County Council website at:
<https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy>
6. Receipt of the Inspector's Final Report was reported to the Cabinet on 18 July 2017. The content of that report is included in this report. The recommendation of Cabinet to Council is set out in paragraph 36 below.

Inspector's Interim Report and Council's Proposed Modifications

7. During the hearing sessions in September 2016, 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.
8. 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.
9. 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 24 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.
10. 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.
11. 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.
12. 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.

13. 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.
14. 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).
15. The Inspector did not ask the Council to make any comments on or responses to the consultation responses, and therefore none were made.

Inspector's Final Report

16. 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.
17. 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.
18. 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.

19. 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.
20. 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.
21. 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 were drawn up to reflect 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 policies for the broad location and distribution of future mineral working and waste management sites;
 - the additional SEA/SA 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 SEA/SA, 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

22. The Inspector’s recommended main modifications are very little altered from those agreed by Cabinet in January 2017 and published as the Council’s proposed modifications for consultation. 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.
23. The Inspector does not require any further consultation to be carried out on these alterations to the main modifications.

24. 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 (policies 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).
25. The main modifications as recommended by the Inspector are set out in Appendix B to his Final Report (attached at Annex 3B).

Additional Modifications

26. 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.

27. Since January 2017, it has become apparent that some further additional modifications are required, including in particular:
- Changes to Section 1 – Introduction to reflect the final stage in the plan-making process;
 - Changes to figures in Section 2 – Background to provide the most up to date factual position (Figures 5, 6, & 7) and reference data sources (Figures 3 & 4);
 - Insertion of updated Figure 13 – Oxfordshire Lorry Route Map (from LTP4) in Section 6 – Core Policies;
 - Changes to Appendix 2 to remove the closed Tubney Wood recycling facility from list of safeguarded waste management facilities and correct the numbering of Anglian Water facilities;
 - Additions to the Glossary to include definitions of cumulative impact and feedstock, which the Inspector has removed from the main modifications.
28. In his Final Report (paragraph 53), the Inspector says he tends to agree with representors who suggested policy W3 could be more simply worded. However, he concludes that, with one alteration (see paragraph 22 c) above), the wording in main modification MM46 is not unsound; and he leaves it for the Council to consider the points raised and address them as appropriate by way of additional modifications. In my view, whilst policy W3 as now worded in MM46 is lengthy and may appear repetitive, this is necessary to make its meaning clear and avoid possible ambiguity. Also, unless they are very minor, changes to policies are usually considered to be main modifications rather than additional modifications, and the Council is not at liberty to make main modifications beyond those recommended by the Inspector (see paragraph 30 below).
29. An amended schedule of additional modifications is attached at Annex 4. This includes some changes from the additional modifications as reported to Cabinet on 18 July, as provided for in the decision of Cabinet (see paragraph 36 below).

Consideration of the Inspector's Report and Recommendation

30. 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.
31. 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.

32. 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.
33. My report to Cabinet on 18 July recommended that Cabinet recommend to Council that the Plan now be adopted with the main modifications recommended by the Inspector and the additional modifications that are necessary.
34. A complete final version of the Plan, including the main modifications recommended by the Inspector (as at Annex 3B) and the amended additional modifications (as at Annex 4), is attached at Annex 5. A composite version of the Plan, showing the main and additional modifications as insertions in or deletions from the plan as published and submitted in 2015, has been prepared for information and is available in the Members' Resource Centre.
35. The policies map, in two parts – north and south, is attached at Annexes 6A and 6B. 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.

Recommendation of Cabinet

36. At the meeting on 18 July 2017, Cabinet resolved 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.

Monitoring and Review

37. The Council is required to monitor and publish information on the extent to which local plan policies are being achieved. This is done through the Council's Minerals and Waste Annual Monitoring Reports, which are linked to the Local Aggregate Assessment and Waste Needs Assessment. The Plan with modifications (Annex 5) includes a monitoring framework in Section 7 – Implementation and Monitoring. 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 mineral supply is either insufficient or excessive, an earlier review of that part of the Core Strategy may be required.

Part 2 of Plan – Site Allocations

38. 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. Part 2 should be prepared in accordance with Part 1 of the Plan, including making provision for the minerals and waste requirements identified in policies in Part 1. Subject to the adoption of the Core Strategy, work will now start on the Site Allocations Plan. 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

39. 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 adoption process can be met from what remains in the reserve. There are no additional staff implications.

Legal Implications

40. 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

41. 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.

RECOMMENDATIONS

42. **Council is RECOMMENDED to:**
- (a) 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, the additional modifications at Annex 4 and any further minor additional modifications made under b) i below, in accordance with the Planning and Compulsory Purchase Act 2004 section 23(3) (as amended);**
 - (b) authorise the Director for Planning & Place to:**
 - (i) make any further minor additional modifications which may be necessary, such as formatting changes and typographical corrections, in order to publish the plan; and**
 - (ii) 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.**

SUSAN HALLIWELL

Director for Planning & Place

Background papers: Nil

Contact Officer: Peter Day, tel. 07392 318899

August 2017

This page is intentionally left blank

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 policies 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.

BEV HINDLE

Interim Strategic Director for Communities

Contact Officer Peter Day – Minerals and Waste Team Leader
peter.day@oxfordshire.gov.uk, tel: 07392 318899

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 Services Ltd | Not stated | Not stated | MM58: The modifications reflect the agreed statement of common ground. |
| 017mm | Oxfordshire Against Gravel Extraction (OXAGE) | Object | Sound – No Legal – No | <p>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.</p> <p>MM9, MM10: Annual adjustment of requirement figures should be reinstated.</p> <p>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.</p> <p><i>N.B. Some of the alternative wording suggested does include an additional tonnage requirement (calculated from a 2017 base year).</i></p> <p>MM12, MM14, MM16, MM20: The introduction of productive capacity is unworkable. Provision should only relate to the maintenance of landbanks.</p> <p>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.</p> <p>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.</p> <p>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.</p> |

| | | | | |
|-------|---|----------------|----------------------------------|--|
| 021mm | Anti-Gravel Group of Residents in Oxfordshire West (AGGROW) | Support | Not stated | MM20: Support the exclusion of the Bampton/Clanfield area from Policy M3. |
| 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 | MM21, MM22: The reference in Policy M4(l) and M5 to new Policy C12 (Green Belt) should be removed as minerals |

| | | | | |
|-------|--|-----------------|----------------------------|--|
| | | | stated | 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: <i>Europa Oil and gas Ltd. v Secretary of State for Communities and Local Government</i>) 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 | MM20: SRAs (SRA6 in particular) are too general and |

| | | | | |
|-------|-----------------------------------|----------------|--------------------|--|
| | | | Legal – Not stated | 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 | <p>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.</p> <p>MM12, MM13, MM14: Generally support the changes to Policy M2. Regard will still need to be had to the latest position when determining applications.</p> <p>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.</p> <p>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'.</p> <p>MM22: Support proposed changes in principle although it is important that the locational strategy in Policy M3 is applied.</p> <p>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.</p> <p>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</p> |

| | | | | |
|-------|-------------------------------------|----------------|--------------------------|---|
| | | | | <p>should be removed from the locational strategy.</p> <p>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.</p> <p>C10: No changes are proposed to this policy, however WODC has continuing concerns over the Oxfordshire Lorry Route Map.</p> |
| 113mm | Sheehan Haulage and Plant Hire Ltd. | Support/Object | Sound – No Legal – No | <p>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.</p> <p>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.</p> <p>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.</p> <p>MM38: Policy W1 should aim to deliver the waste management target levels, not provide theoretical capacity.</p> <p>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.</p> <p>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.</p> <p>MM46: As agreed at the examination, the waste figures were not discussed and so it is not appropriate to include</p> |

| | | | | |
|-------|-------------------------------------|-----------------|-----------------------------------|---|
| | | | | <p>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.</p> <p>MM47, MM48, MM51: Support waste spatial strategy.</p> <p>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.</p> <p>MM59: Policy W11 remains complicated and does not provide the clarity/certainty required by NPPF.</p> <p>MM61, MM63, MM66: Policies C4, C6 and C7 should be amended to accord with the seventh waste principle.</p> |
| 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 | Support broadly | Sound – No Legal – Yes | Support MM5, MM11, MM12, MM14, MM16, MM20, MM24, MM25, MM27. However regarding MM76 (Definition of |

| | | | | |
|-------|------------------------------------|----------------|----------------------------|--|
| | (OMPG) | | | 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. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 172mm | Margaret Williams | Object | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 173mm | Janet Rouse | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 174mm | The Hon Mrs Buchan | Object | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 175mm | Mark Mostyn | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 176mm | Nicola Saward | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 183mm | Mark McArthur | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for |

| | | | | |
|-------|-----------------------------------|------------|------------|---|
| | Christie | | | sand and gravel extraction. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 186mm | Robin & Veronica Baker | Object | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 193mm | Countess of Donoughmore | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 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. (<i>* see note below</i>) |
| 197mm | Carterton Town Council | Not stated | Not stated | MM20: Do not support Bampton/Clanfield as an area for sand and gravel extraction. (<i>* see note below</i>) |
| 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.*

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 policies 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 policies 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 update¹ 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 policies 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.

This page is intentionally left blank

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 agree¹.
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 PPG². 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 that we think have an interest in the minerals and waste development documents being prepared 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.

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 | <i>315,000</i> | <i>322,000</i> |
| C+I | <i>710,000</i> | <i>773,000</i> |
| CDE | <i>1,360,000</i> | <i>2,100,000</i> |

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 | <i>300,000</i> | <i>376,000</i> |
| C+I | <i>710,000</i> | <i>773,000</i> |
| CDE | <i>1,005,000/932,000</i> | <i>1,483,000/1,379,000</i> |

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 focused 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 made⁵. 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* judgement⁶. 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 clearer⁷. 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 so 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 supply⁸. 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 advice⁹ 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.

⁹ ID: 27-064-20140306

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

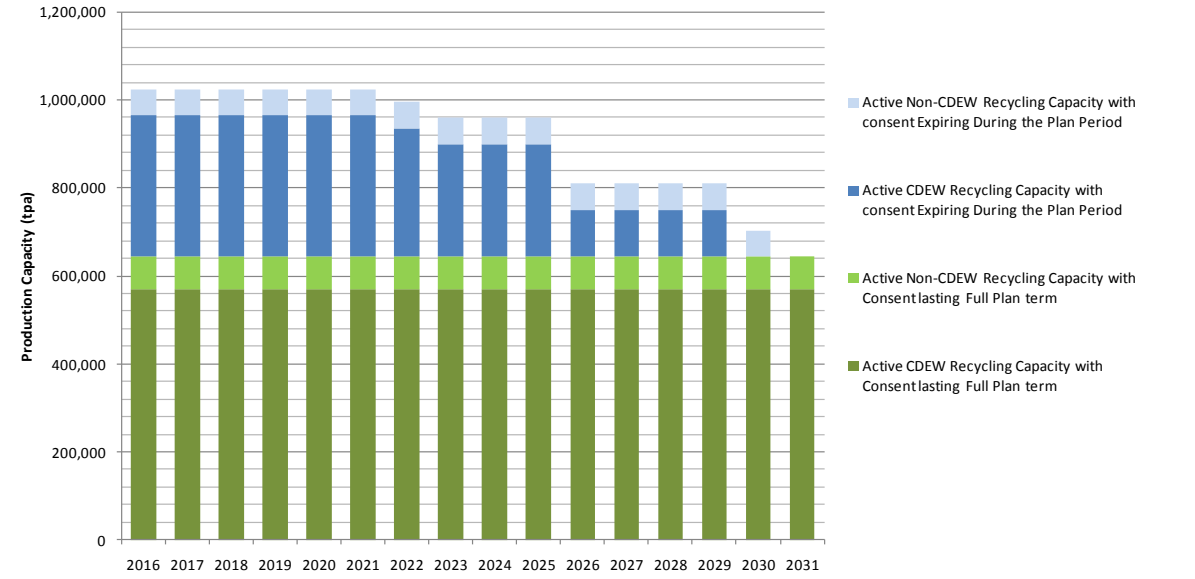
The modifications below are expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

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: <u>firstly</u> by encouraging the <u>increased supply use</u> of secondary and recycled <u>recycled and secondary</u> aggregates; and <u>secondly as well as</u> by <u>making provision</u> identifying areas for <u>the remaining need to be met from mineral working to meet the need</u> 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. <u>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.</u> 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 | <p>Oxfordshire has permitted <u>and operational</u> capacity for recycling producing approximately 0.9 <u>1.0</u> million tonnes a year <u>per annum</u> of construction and demolition waste recycled and secondary aggregate (much of this <u>some of which is in temporary, sites being located at time-limited quarries and landfill sites).</u> <u>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.</u> Didcot A power station ceased to operate during 2013 and ash recycling at Didcot is not included in this figure. The processing of <u>around 75,000 tonnes per annum of incinerator bottom ash</u> from the new energy recovery facility at Ardley for use as a secondary aggregate commenced in 2015 <u>and is included in the figure.</u> 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. <u>Figure X shows the timeline for consented capacity in Oxfordshire over the plan period, as at August 2016.</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|-----|------|----------------------|--|
| | | |  <p data-bbox="600 863 1906 890">Figure X: Consented capacity for producing recycled and secondary aggregates in Oxfordshire 2016 – 2031 (August 2016).</p> |
| MM4 | 37 | 4.6 | <p data-bbox="607 932 2033 1182">The total <u>actual</u> 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 <u>recycled and secondary</u> aggregate producers in Oxfordshire in between 2012 and 2013 <u>2015</u> indicate a total <u>annual production</u> of around <u>450,000 tonnes</u> 470,000 tonnes are produced each year, but it is likely that the overall supply was higher <u>greater</u> than that, as the surveys were not comprehensive.</p> |
| MM5 | 38 | 4.8 | <p data-bbox="607 1230 2042 1369">The supply of recycled and secondary aggregates in Oxfordshire will be limited largely by the scale of construction and demolition activity <u>within or in the vicinity of the County</u> and the <u>type and quantity of feedstock</u> material available from that source for recycling. The aggregate materials produced generally vary in quality and cannot meet all specifications; for higher specification applications <u>such</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|-----|------|----------------------|--|
| | | | <u>as load bearing concrete</u> , use of high quality land-won aggregate is usually the only practicable option. |
| MM6 | 38 | 4.9 | <p>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.</p> <p><u>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.</u></p> |
| MM7 | 38 | 4.11 | <p>Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through the <u>allocation</u> identification of sites in the Site Allocations Document, in line with <u>policy M1</u>. policies W3, W4 and W5 on waste management capacity requirements and provision and siting of facilities. <u>Facilities that produce recycled aggregate from</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|-----|------|----------------------|---|
| | | | <p><u>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.</u></p> |
| MM8 | 39 | Policy M1 (4.12) | <p>Policy M1: Recycled and secondary aggregate</p> <p>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.</p> <p>The production and supply of recycled and secondary aggregate will be encouraged, in particular through:</p> <ul style="list-style-type: none"> • 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) | <p>to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.</p> <p><u>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.</u> Where practicable, the transport of recycled and secondary aggregate materials (<u>both feedstock and processed materials</u>) from <u>locations remote from sources distant to Oxfordshire</u> should be by rail.</p> <p>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 policies 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.</p> <p>Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.</p> <p>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.</p> <p><u>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.</u></p> <p><u>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</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|-----|------|----------------------|--|
| MM8 | 39 | Policy M1 (4.12) | <p><u>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.</u></p> <p><u>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.</u></p> <p><u>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.</u></p> |
| MM9 | 40 | 4.14 | <p>The County Council’s Oxfordshire Local Aggregate Assessment 2014 sets the following requirements for provision for land-won aggregate supply:</p> <ul style="list-style-type: none"> • 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. <p>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.</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM10 | 40 | 4.18 | <p>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.</p> |
| MM11 | 41 | 4.19 | <p>The current <u>Based on the Local Aggregate Assessment 2014 annual provision figures, the total requirements over the plan period 2014 to 2031 are:</u></p> <ul style="list-style-type: none"> • <u>Sharp sand and gravel – 18.270 million tonnes (1.015 x 18);</u> • <u>Soft sand – 3.402 million tonnes (0.189 x 18); and</u> • <u>Crushed rock – 10.512 million tonnes (0.584 x 18).</u> <p><u>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:</u></p> <ul style="list-style-type: none"> • Sharp sand and gravel – 8.866 <u>5.0</u> million tonnes; • Soft sand – 4.238 <u>1.3</u> million tonnes; and • Crushed rock – no additional requirement. <p>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.</p> <p><i>Footnotes:</i></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM11 | 41 | 4.19 | <p>* <u>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.</u></p> <p>** <u>Permissions granted in 2016 comprise:</u> <u>Sharp sand and gravel:</u> <u>Sutton Wick Quarry – extension (0.35 million tonnes) – permission granted 18 March 2016);</u> <u>Bridge Farm, Sutton Courtenay Quarry – deeper working (0.165 million tonnes) – permission granted 17 May 2016.</u></p> |
| MM12 | 41 | 4.20 | <p>This is the current position but this- <u>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 these 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.</u></p> |
| MM13 | 42 | Table 2 | <u>Table 2: Aggregate provision required over plan period 2014 – 2031</u> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| | | | <i>Delete Table 2</i> |
| MM14 | 43 | Policy M2 (4.21) | <p>Policy M2: Provision for working aggregate minerals</p> <p>Provision will be made through policies M3 and M4 to enable the supply of: aggregate minerals</p> <ul style="list-style-type: none"> • <u>sharp sand and gravel - 1.015 mtpa giving a total provision requirement of 18.270 million tonnes</u> • <u>soft sand - 0.189 mtpa giving a total provision requirement of 3.402 million tonnes</u> • <u>crushed rock - 0.584 mtpa giving a total provision requirement of 10.512 million tonnes</u> <p>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.</p> <p>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:</p> <ul style="list-style-type: none"> • at least 7 years for sharp sand and gravel; • at least 7 years for soft sand; • at least 10 years for crushed rock; <p>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.</p> |
| MM15 | 44 | 4.29 | <p><u>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).</u></p> <p>There is a broadly equal split in existing and forecast levels of economic growth and development</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <p>between the northern and southern parts of the county (taking Oxford as a mid-point), and consequently <u>Consequently</u>, it is expected that there will be a similar broadly <u>approximately</u> equal split in the demand for aggregate within the county <u>between northern and southern Oxfordshire over the plan period</u>. 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.</p> |
| MM16 | 45 | 4.30 | <p><u>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 <u>The</u> requirement for additional sites for sharp sand and gravel should <u>therefore</u> be met primarily in the southern part of the county, at least <u>particularly</u> over the first half of the plan period. Provision for additional <u>sharp</u> 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 <u>change in the balance</u> <u>distribution</u> of production capacity through the selection of sites to be allocated for sharp sand and gravel working in the Site Allocations Document <u>and through making decisions on planning applications.</u></u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM17 | 45 | 4.33 | <p>Within the northern part of the County, the only significant remaining resources of sharp sand and gravel lie within the strategic resource areas <u>are located</u> along the Thames Valley to the west/north west of Oxford and the related Lower Windrush and Lower Evenlode Valleys (mostly <u>almost all</u> in West Oxfordshire District, with a small part but partly in Cherwell District). Whilst any <u>the</u> requirement for additional sites for sharp sand and gravel should be met primarily in the southern part of the county, in the event that <u>some</u> further provision for working is also <u>expected to be</u> required from the northern part of the county in <u>before the end of</u> the plan period, <u>and this should be from within the Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton strategic resource area</u>, which includes the existing working areas of the Lower Windrush Valley and around Cassington.</p> <p><u>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.</u></p> |
| MM18 | 46 | 4.35 | <p>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.</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM18 | 46 | 4.35 | <u>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.</u> |
| 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. <u>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.</u> |
| 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 <u>shown on the Policies Map</u>: Sharp sand and gravel |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM20 | 48 | Policy M3 (4.45) | <p><u>in northern Oxfordshire (Cherwell District and West Oxfordshire District):</u></p> <ul style="list-style-type: none"> • The Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton; <p><u>in southern Oxfordshire (South Oxfordshire District and Vale of White Horse District):</u></p> <ul style="list-style-type: none"> • The Thames and Lower Thame Valleys area from Oxford to Cholsey; • The Thames Valley area from Caversham to Shiplake. <p>Soft sand</p> <ul style="list-style-type: none"> • The Corallian Ridge area from Oxford to Faringdon; • The Duns Tew area. <p>Crushed rock</p> <ul style="list-style-type: none"> • The area north west of Bicester; • The Burford area south of the A40; • The area east and south east of Faringdon. <p><u>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.</u></p> <p><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></p> <p><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></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <u>split of production capacity for sharp sand and gravel between northern and southern Oxfordshire by 2031.</u> |
| MM21 | 49 | Policy M4 (4.46) | <p>Policy M4: Sites for working aggregate minerals</p> <p><u>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:</u></p> <ul style="list-style-type: none"> 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; e) <u>b)</u> 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) <u>c)</u> potential for restoration and after-use and for achieving the restoration objectives of the Plan in accordance with policy M10; e) <u>d)</u> suitability & accessibility of the primary road network; f) <u>e)</u> proximity to large towns and other locations of significant demand to enable a reduction in overall journey distance from quarry to market; g) <u>f)</u> ability to provide more sustainable movement of excavated materials; |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM21 | 49 | Policy M4 (4.46) | <p>h) g) avoidance of locations within or significantly affecting an Area of Outstanding Natural Beauty;</p> <p>h) 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;</p> <p>h) i) avoidance of locations likely to have an adverse effect on <u>the significance of designated heritage assets, including World Heritage Sites, Scheduled Monuments, and Conservation Areas, Registered Parks and Gardens and Registered Battlefields,</u> or on archaeological assets which are demonstrably of equivalent significance to a Scheduled Monument;</p> <p>h) j) avoidance of, or ability to suitably mitigate, potential significant adverse impacts on:</p> <ul style="list-style-type: none"> i. locally designated areas of nature conservation and geological interest; ii. <u>non-designated heritage assets;</u> iii. local landscape character; iv. <u>water quality, water quantity, flood risk and groundwater flow;</u> v. <u>best and most versatile agricultural land and soil resources;</u> vi. local transport network; vii. land uses sensitive to nuisance (e.g. schools & hospitals); viii. residential amenity & human health; and |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM21 | 49 | Policy M4 (4.46) | <p>viii <u>ix.</u> character and setting of local settlements;</p> <p>h) <u>k)</u> potential cumulative impact of successive and/or simultaneous mineral development, including with non-mineral development, on local communities; <u>and</u></p> <p>m) <u>l)</u> ability to meet other objectives and policy expectations of this <u>Core Strategy Plan</u> (including policies C1 – C11 <u>C12</u>) and relevant policies <u>policies</u> in other development plans.</p> |
| MM22 | 50 | Policy M5 (4.47) | <p>Policy M5: Working of aggregate minerals</p> <p><u>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.</u></p> <p>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 <u>C12</u> are met.</p> <p>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 <u>and adequate</u> supply of aggregate in accordance with policy M2 cannot be met from within those sites <u>and provided that the proposal is in accordance with the locational strategy in policy M3 and the requirements of policies C1 – C12 are met.</u> 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.</p> <p>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</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM22 | 50 | Policy M5 (4.47) | <p>planned development in order to prevent the mineral resource being sterilised, having due regard to policies C1 – C11 <u>C12</u>.</p> <p>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.</p> <p><u>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:</u></p> <ul style="list-style-type: none"> • <u>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;</u> • <u>the mineral extracted will only be used in connection with the project;</u> • <u>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;</u> • <u>the borrow pit can be restored without the use of imported material, other than that generated by the project; and</u> • <u>use of the borrow pit is limited to the life of the project.</u> <p>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.</p> |
| MM23 | 51 | Policy M6 (4.51) | <p>Policy M6: Aggregate rail depots</p> <p>The following rail depot sites are safeguarded for the importation of aggregate into</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM23 | 51 | Policy M6 (4.51) | <p>Oxfordshire:</p> <ul style="list-style-type: none"> • 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. <p>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 <u>requirements of policies C1 – C14 C12.</u></p> <p>Safeguarded rail depot sites will be identified in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.</p> <p>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:</p> <ul style="list-style-type: none"> • 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. <p>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:</p> <ul style="list-style-type: none"> • 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) | <p>Policy M7: Non-aggregate mineral working</p> <p>All proposals for the working of non-aggregate minerals, including exploration and appraisal, shall meet the criteria in <u>requirements of policies C1 – C14 C12</u>.</p> <p><u>Building Stone</u> 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 <u>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.</u></p> <p><u>Clay</u> 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:</p> <ul style="list-style-type: none"> • 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. <p><u>Chalk</u> 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.</p> <p><u>Fuller's Earth</u> The working of fuller's earth will be permitted provided that a national need for the mineral</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM24 | 54 | Policy M7 (4.60) | <p>has been demonstrated.</p> <p><u>Oil and Gas</u> (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.</p> <p>The commercial production of oil and gas will be supported in the following circumstances:</p> <ul style="list-style-type: none"> • 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 <u>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).</u> |
| MM25 | 55 | 4.63 | <p>Mineral safeguarding areas will be <u>are</u> defined on <u>the Policies Map maps in the Site Allocations Document</u>, covering the following areas of mineral resource:</p> <ul style="list-style-type: none"> • <u>Sharp sand and gravel resources of significance in the main river valleys, in particular including the strategic resource areas identified in policy M3;</u> • <u>Soft sand within the strategic resource areas identified in policy M3;</u> • <u>Limestone within the strategic resource areas identified in policy M3;</u> • <u>Fuller's earth in the Baulking – Fernham area.</u> <p><u>Mineral safeguarding areas for other significant proven areas of important mineral resources may be defined when the Site Allocations Document is prepared.</u> The extent of safeguarded areas can be reviewed if economic or other considerations change.</p> |
| MM26 | 55 | 4.64 | District Councils in Oxfordshire are responsible for planning development (other than minerals and |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <p>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 <u>are</u> based on the minerals safeguarding areas and will include land within 250m of the boundary of a Minerals Safeguarding Area <u>minerals safeguarding area</u>. <u>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.</u></p> |
| MM27 | 55 | Policy M8 (4.65) | <p>Policy M8: Safeguarding mineral resources</p> <p>Mineral Safeguarding Areas will be defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document, covering the following mineral resources:</p> <ul style="list-style-type: none"> • 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. <p>Mineral resources in these <u>Mineral Safeguarding Areas shown on the Policies Map</u> 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:</p> <ul style="list-style-type: none"> • 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. <p><u>Mineral Consultation Areas, based on the Mineral Safeguarding Areas, are shown on the</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM27 | 55 | Policy M8 (4.65) | <u>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.</u> |
| MM28 | 57 | Policy M9 (4.71) | <p>Policy M9: Safeguarding mineral infrastructure</p> <p>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.</p> <p><u>Safeguarded sites include the following rail depot sites which are safeguarded for the importation of aggregate into Oxfordshire:</u></p> <ul style="list-style-type: none"> • <u>Hennef Way, Banbury (existing facility);</u> • <u>Kidlington (existing facility);</u> • <u>Appleford Sidings, Sutton Courtenay (existing facility); and</u> • <u>Shipton-on-Cherwell Quarry (permitted facility);</u> • <u>as shown on the Policies Map; and</u> • <u>any other aggregate rail depot sites which are permitted, as identified in the Annual Monitoring Report.</u> <p><u>Other safeguarded sites will be identified defined</u> in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.</p> <p>Proposals for development that would <u>directly or indirectly</u> prevent or prejudice the use of a site safeguarded for mineral infrastructure will not be permitted unless:</p> <ul style="list-style-type: none"> • 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) | <p>Policy M10: Restoration of mineral workings</p> <p>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 <u>and after-use</u> of mineral workings must take into account:</p> <ul style="list-style-type: none"> • 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, <u>including the restoration of best and most versatile agricultural land</u>; • <u>the conservation of soil resources</u> • flood risk and opportunities for increased flood storage capacity; • <u>the impacts on flooding and water quality of any use of imported material in the proposed restoration</u>; • 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; <u>and</u> • <u>consultation with local communities on options for after-use.</u> <p>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</p> |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | |
|-----------------------------------|---------------------------|---------------------------|--|--------------------------|-------------------------|----------------------|-----------|--------------|-------------|-----|--------------------------|---------------------------|---------------------------|-------------------------|--------------------------|-------------------------|----------------------|
| MM29 | 61 | Policy M10 (4.85) | 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. | | | | | | | | | | | | | | |
| MM30 | 62 | Figure 9 | <i>Delete Figure 9: Minerals Key Diagram and replace with Policies Map.</i> | | | | | | | | | | | | | | |
| 5. WASTE PLANNING STRATEGY | | | | | | | | | | | | | | | | | |
| MM31 | 64 | Table 3 | <p><u>Table 3: Waste produced in Oxfordshire in 2012 (tonnes) Baseline waste arising in Oxfordshire requiring provision for management (million tonnes per annum)</u></p> <table border="1"> <thead> <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> </thead> <tbody> <tr> <td>300,000 <u>0.300*</u></td> <td>710,000 <u>0.533**</u></td> <td>932,000 <u>1.033**</u></td> <td>50,000 <u>0.050*</u></td> <td>900,000 <u>0.900*</u></td> <td>23,000 <u>0.023*</u></td> <td>See table 4415</td> </tr> </tbody> </table> <p>* 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)</p> | MSW | C&I | CDE | Hazardous | Agricultural | Waste Water | LLW | 300,000 <u>0.300*</u> | 710,000 <u>0.533**</u> | 932,000 <u>1.033**</u> | 50,000 <u>0.050*</u> | 900,000 <u>0.900*</u> | 23,000 <u>0.023*</u> | See table 4415 |
| MSW | C&I | CDE | Hazardous | Agricultural | Waste Water | LLW | | | | | | | | | | | |
| 300,000 <u>0.300*</u> | 710,000 <u>0.533**</u> | 932,000 <u>1.033**</u> | 50,000 <u>0.050*</u> | 900,000 <u>0.900*</u> | 23,000 <u>0.023*</u> | See table 4415 | | | | | | | | | | | |
| MM32 | 64 | 5.5a (new Paragraph) | <u>The BPP Review of the Waste Needs Assessment (2014) established a point of production 'arising' 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%</u> | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <u>of the equivalent 'arising' 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.</u> |
| MM33 | 64 | 5.5b (new paragraph) | <u>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.</u> |
| 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. <u>No forecasts for CDE waste are included.</u> These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|-------|-------|----------------------|--|-------|-------|------|------|------|------|-----|-------|-------|-------|-------|-------|-----|-------|-------|-------|-------|-------|--|--|-------|-------|-------|-------|-----|-------|-------|-------|-------|-------|--|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|--|-------|-------|-------|-------|-------|
| | | | Reports. <u>The forecasts in Table 4 are included in policy W1.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM35 | 64 | Table 4 | <p>Table 4: Forecasts of amounts of principal waste streams to be managed — Oxfordshire waste arisings 2012 — 2031 (million tonnes)</p> <p><u>Table 4: Forecasts of amounts of principal waste streams (excluding CDE) to be managed – (million tonnes)</u></p> <table border="1"> <thead> <tr> <th></th> <th>2012</th> <th>2016</th> <th>2021</th> <th>2026</th> <th>2031</th> </tr> </thead> <tbody> <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</td> <td>0.758</td> <td>0.766</td> <td>0.773</td> </tr> <tr> <td></td> <td></td> <td>0.542</td> <td>0.564</td> <td>0.573</td> <td>0.583</td> </tr> <tr> <td>CDE</td> <td>1.005</td> <td>1.220</td> <td>1.483</td> <td>1.483</td> <td>1.483</td> </tr> <tr> <td></td> <td>0.932</td> <td>1.133</td> <td>1.379</td> <td>1.379</td> <td>1.379</td> </tr> <tr> <td>Total</td> <td>2.015</td> <td>2.276</td> <td>2.584</td> <td>2.609</td> <td>2.632</td> </tr> <tr> <td></td> <td>1.942</td> <td>2.189</td> <td>2.480</td> <td>2.505</td> <td>2.528</td> </tr> </tbody> </table> <p>Source: <u>Supplement to the Oxfordshire Waste Needs Assessment, BPP for OCC 2015 2016</u></p> | | 2012 | 2016 | 2021 | 2026 | 2031 | MSW | 0.300 | 0.320 | 0.343 | 0.360 | 0.376 | C&I | 0.710 | 0.736 | 0.758 | 0.766 | 0.773 | | | 0.542 | 0.564 | 0.573 | 0.583 | CDE | 1.005 | 1.220 | 1.483 | 1.483 | 1.483 | | 0.932 | 1.133 | 1.379 | 1.379 | 1.379 | Total | 2.015 | 2.276 | 2.584 | 2.609 | 2.632 | | 1.942 | 2.189 | 2.480 | 2.505 | 2.528 |
| | 2012 | 2016 | 2021 | 2026 | 2031 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MSW | 0.300 | 0.320 | 0.343 | 0.360 | 0.376 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| C&I | 0.710 | 0.736 | 0.758 | 0.766 | 0.773 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | 0.542 | 0.564 | 0.573 | 0.583 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| CDE | 1.005 | 1.220 | 1.483 | 1.483 | 1.483 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | 0.932 | 1.133 | 1.379 | 1.379 | 1.379 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Total | 2.015 | 2.276 | 2.584 | 2.609 | 2.632 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | 1.942 | 2.189 | 2.480 | 2.505 | 2.528 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM36 | 65 | 5.8 | <p>The commercial and industrial waste forecast takes account of economic growth forecasts for Oxfordshire and Defra national forecasts. A <u>high moderate</u> growth rate has been used (as explained in the <u>Supplement to the Waste Needs Assessment 2016</u>), 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 <u>the amount of waste to be managed of approximately 7% from the 2014 baseline figure to the forecast for 2031.</u> some 9% between 2012 and 2031.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM37 | 65 | 5.9 | <p>Future construction, demolition and excavation waste arisings will be largely governed by the rate of new building work. <u>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*</u>. Following this guidance, it can be taken that a minimum of 1.033</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| | | | <p>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 demands³⁵. An increase of 50% in this type of waste is possible, with waste levels stabilising thereafter.</p> <p><i>*Insert new footnote:</i> <u>National Planning Practice Guidance for waste, paragraph 033 (October 2014)</u></p> <p><i>Delete footnote 35:</i> Oxfordshire Strategic Housing Market Assessment, GL Hearn, March 2014</p> |
| MM38 | 66 | Policy W1 (5.12) | <p>Policy W1: Oxfordshire waste to be managed</p> <p>Provision will be made for waste management facilities <u>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.</u></p> <p><u>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:</u></p> <p><u>Forecasts of waste for which waste management capacity needs to be provided 2016 – 2031 (million tonnes per annum)</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | |
|--|---|----------------------|--|-------------|-------------|-------------|------|------|------------------------------|-------------|-------------|-------------|-------------|--|---|-------------|-------------|-------------|------------|
| MM38 | 66 | Policy W1 (5.12) | <table border="1"> <thead> <tr> <th>Waste Type</th> <th>2016</th> <th>2021</th> <th>2026</th> <th>2031</th> </tr> </thead> <tbody> <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> </tbody> </table> <p><u>These forecasts will be kept under review and updated as necessary in the Oxfordshire Minerals and Waste Annual Monitoring Reports.</u></p> <p>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.</p> | Waste Type | 2016 | 2021 | 2026 | 2031 | <u>Municipal Solid Waste</u> | <u>0.32</u> | <u>0.34</u> | <u>0.36</u> | <u>0.38</u> | <u>Commercial and Industrial Waste</u> | <u>0.54</u> | <u>0.56</u> | <u>0.57</u> | <u>0.58</u> | |
| Waste Type | 2016 | 2021 | 2026 | 2031 | | | | | | | | | | | | | | | |
| <u>Municipal Solid Waste</u> | <u>0.32</u> | <u>0.34</u> | <u>0.36</u> | <u>0.38</u> | | | | | | | | | | | | | | | |
| <u>Commercial and Industrial Waste</u> | <u>0.54</u> | <u>0.56</u> | <u>0.57</u> | <u>0.58</u> | | | | | | | | | | | | | | | |
| MM39 | 69 | Policy W2 (5.22) | <p>Policy W2: Oxfordshire waste management targets</p> <p>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:</p> <p><i>Delete current table and replace with:</i></p> <p><u>Oxfordshire waste management targets 2016 – 2031</u></p> <table border="1"> <thead> <tr> <th rowspan="2"></th> <th rowspan="2"></th> <th colspan="4"><u>Year</u></th> </tr> <tr> <th><u>2016</u></th> <th><u>2021</u></th> <th><u>2026</u></th> <th><u>2031</u></th> </tr> </thead> <tbody> <tr> <td>MUNI CIPAL WAST</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> </tbody> </table> | | | <u>Year</u> | | | | <u>2016</u> | <u>2021</u> | <u>2026</u> | <u>2031</u> | MUNI CIPAL WAST | <u>Composting & food waste treatment</u> | <u>29%</u> | <u>32%</u> | <u>35%</u> | <u>35%</u> |
| | | <u>Year</u> | | | | | | | | | | | | | | | | | |
| | | <u>2016</u> | <u>2021</u> | <u>2026</u> | <u>2031</u> | | | | | | | | | | | | | | |
| MUNI CIPAL WAST | <u>Composting & food waste treatment</u> | <u>29%</u> | <u>32%</u> | <u>35%</u> | <u>35%</u> | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | |
|------|------|----------------------|---|---|-------------|-------------|-------------|-------------|
| MM39 | 69 | Policy W2 (5.22) | | <u>Non-hazardous waste recycling</u> | <u>33%</u> | <u>33%</u> | <u>35%</u> | <u>35%</u> |
| | | | | <u>Non-hazardous residual waste treatment</u> | <u>30%</u> | <u>30%</u> | <u>25%</u> | <u>25%</u> |
| | | | | <u>Landfill</u> <u>(these percentages are not targets but are included for completeness)</u> | <u>8%</u> | <u>5%</u> | <u>5%</u> | <u>5%</u> |
| | | | | <u>Total</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> |
| | | | <u>COMMERCIAL & INDUSTRIAL WASTE</u> | <u>Composting & food waste treatment</u> | <u>5%</u> | <u>5%</u> | <u>5%</u> | <u>5%</u> |
| | | | | <u>Non-hazardous waste recycling</u> | <u>55%</u> | <u>60%</u> | <u>65%</u> | <u>65%</u> |
| | | | | <u>Non-hazardous residual waste treatment</u> | <u>15%</u> | <u>25%</u> | <u>25%</u> | <u>25%</u> |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | |
|------|------|----------------------|--|---|-------------|-------------|-------------|-------------|
| MM39 | 69 | Policy W2 (5.22) | | <u>Landfill</u> (these percentages are not targets but are included for completeness) | <u>25%</u> | <u>10%</u> | <u>5%</u> | <u>5%</u> |
| | | | | <u>Total</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> |
| | | | <u>CONSTRUCTION, DEMOLITION & EXCAVATION WASTE</u> | <u>Proportion of Projected Arisings taken to be Inert*</u> | <u>80%</u> | <u>80%</u> | <u>80%</u> | <u>80%</u> |
| | | | | <u>Inert waste recycling (as proportion of inert arisings)</u> | <u>55%</u> | <u>60%</u> | <u>65%</u> | <u>70%</u> |
| | | | | <u>Permanent deposit of inert waste other than for disposal to landfill** (as proportion of inert arisings)</u> | <u>25%</u> | <u>25%</u> | <u>25%</u> | <u>25%</u> |
| | | | | <u>Landfill (as proportion of inert arisings) (these percentages are not targets but are included for completeness)</u> | <u>20%</u> | <u>15%</u> | <u>10%</u> | <u>5%</u> |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | |
|------|------|----------------------|-------------------|--|-------------|-------------|-------------|-------------|
| MM39 | 69 | Policy W2 (5.22) | | <u>Total (inert arisings)</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> |
| | | | | <u>Proportion of Projected Arisings taken to be Non- Inert*</u> | <u>20%</u> | <u>20%</u> | <u>20%</u> | <u>20%</u> |
| | | | | <u>Composting (as proportion of non-inert arisings)</u> | <u>5%</u> | <u>5%</u> | <u>5%</u> | <u>5%</u> |
| | | | | <u>Non-hazardous waste recycling (as proportion of non-inert arisings)</u> | <u>55%</u> | <u>60%</u> | <u>65%</u> | <u>65%</u> |
| | | | | <u>Non-hazardous residual waste treatment (as proportion of non-inert arisings)</u> | <u>15%</u> | <u>25%</u> | <u>25%</u> | <u>25%</u> |
| | | | | <u>Landfill (as proportion of non-inert arisings) (these percentages are not targets but are included for completeness)</u> | <u>25%</u> | <u>10%</u> | <u>5%</u> | <u>5%</u> |
| | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | |
|------|---------------------------------------|----------------------|---|-------------|---------------------------------------|-------------|-------------|-------------|-------------|
| MM39 | 69 | Policy W2 (5.22) | <table border="1" data-bbox="607 272 1756 363"> <tr> <td data-bbox="607 272 734 363"></td> <td data-bbox="734 272 1171 363">Total (non-inert arisings)</td> <td data-bbox="1171 272 1323 363"><u>100%</u></td> <td data-bbox="1323 272 1456 363"><u>100%</u></td> <td data-bbox="1456 272 1608 363"><u>100%</u></td> <td data-bbox="1608 272 1756 363"><u>100%</u></td> </tr> </table> <p data-bbox="607 368 2051 475">* 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.</p> <p data-bbox="607 496 2051 571">** This includes the use of inert waste in backfilling of mineral workings & operational development such as noise bund construction and flood defence works.</p> <p data-bbox="607 619 2051 730">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.</p> | | Total (non-inert arisings) | <u>100%</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> |
| | Total (non-inert arisings) | <u>100%</u> | <u>100%</u> | <u>100%</u> | <u>100%</u> | | | | |
| MM40 | 69 | 5.23 | <p data-bbox="607 772 2051 1214">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></p> | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|----------------|----------------------|--|---------------------------------------|------------|----------------|---|------------------------|-------------|--|--|--|--|---|---------------|---------------|---------------|-----------------------|--------------------------------------|----------------|----------------|----------------|-----------------------|-------------------------------------|---------------|---------------|---------------|-----------------------|-------------|--|--|--|--|---|----------------|---------------|---------------|-----------------------|--------------------------------------|----------------|----------------|----------------|-----------------------|-------------------------------------|----------------|----------------|---------------|-----------------------|-------------|--|--|--|--|---|----------------|---------------|---------------|-----------------------|--------------------------------------|----------------|----------------|----------------|-----------------------|-------------------------------------|---------------|----------------|---------------|-----------------------|-------------|--|--|--|--|---|----------------|---------------|---------------|-----------------------|--------------------------------------|----------------|----------------|----------------|-----------------------|
| MM41 | 70 | Table 5 | <p>Delete current Table 5 and replace with:</p> <p><u>Table 5: Oxfordshire: estimated non-hazardous waste management capacity required 2016 – 2031 (tonnes per annum)</u></p> <table border="1"> <thead> <tr> <th><u>Projected Capacity Requirement</u></th> <th><u>MSW</u></th> <th><u>C&I</u></th> <th><u>CDE (non-inert proportion)</u></th> <th><u>Total (tpa)</u></th> </tr> </thead> <tbody> <tr> <td colspan="5" style="text-align: center;">2016</td> </tr> <tr> <td><u>Composting/ food waste treatment</u></td> <td><u>92,800</u></td> <td><u>27,100</u></td> <td><u>10,300</u></td> <td><u>130,200</u></td> </tr> <tr> <td><u>Non-hazardous waste recycling</u></td> <td><u>105,600</u></td> <td><u>298,100</u></td> <td><u>113,700</u></td> <td><u>517,400</u></td> </tr> <tr> <td><u>Non-hazardous waste residual</u></td> <td><u>96,000</u></td> <td><u>81,300</u></td> <td><u>31,000</u></td> <td><u>208,300</u></td> </tr> <tr> <td colspan="5" style="text-align: center;">2021</td> </tr> <tr> <td><u>Composting/ food waste treatment</u></td> <td><u>109,700</u></td> <td><u>28,200</u></td> <td><u>10,300</u></td> <td><u>148,200</u></td> </tr> <tr> <td><u>Non-hazardous waste recycling</u></td> <td><u>113,200</u></td> <td><u>338,100</u></td> <td><u>124,000</u></td> <td><u>575,300</u></td> </tr> <tr> <td><u>Non-hazardous waste residual</u></td> <td><u>102,900</u></td> <td><u>140,900</u></td> <td><u>51,700</u></td> <td><u>295,500</u></td> </tr> <tr> <td colspan="5" style="text-align: center;">2026</td> </tr> <tr> <td><u>Composting/ food waste treatment</u></td> <td><u>126,000</u></td> <td><u>28,700</u></td> <td><u>10,300</u></td> <td><u>165,000</u></td> </tr> <tr> <td><u>Non-hazardous waste recycling</u></td> <td><u>126,000</u></td> <td><u>372,500</u></td> <td><u>134,400</u></td> <td><u>632,900</u></td> </tr> <tr> <td><u>Non-hazardous waste residual</u></td> <td><u>90,000</u></td> <td><u>143,300</u></td> <td><u>51,700</u></td> <td><u>285,000</u></td> </tr> <tr> <td colspan="5" style="text-align: center;">2031</td> </tr> <tr> <td><u>Composting/ food waste treatment</u></td> <td><u>131,600</u></td> <td><u>29,100</u></td> <td><u>10,300</u></td> <td><u>171,000</u></td> </tr> <tr> <td><u>Non-hazardous waste recycling</u></td> <td><u>131,600</u></td> <td><u>378,600</u></td> <td><u>134,400</u></td> <td><u>644,600</u></td> </tr> </tbody> </table> | <u>Projected Capacity Requirement</u> | <u>MSW</u> | <u>C&I</u> | <u>CDE (non-inert proportion)</u> | <u>Total (tpa)</u> | 2016 | | | | | <u>Composting/ food waste treatment</u> | <u>92,800</u> | <u>27,100</u> | <u>10,300</u> | <u>130,200</u> | <u>Non-hazardous waste recycling</u> | <u>105,600</u> | <u>298,100</u> | <u>113,700</u> | <u>517,400</u> | <u>Non-hazardous waste residual</u> | <u>96,000</u> | <u>81,300</u> | <u>31,000</u> | <u>208,300</u> | 2021 | | | | | <u>Composting/ food waste treatment</u> | <u>109,700</u> | <u>28,200</u> | <u>10,300</u> | <u>148,200</u> | <u>Non-hazardous waste recycling</u> | <u>113,200</u> | <u>338,100</u> | <u>124,000</u> | <u>575,300</u> | <u>Non-hazardous waste residual</u> | <u>102,900</u> | <u>140,900</u> | <u>51,700</u> | <u>295,500</u> | 2026 | | | | | <u>Composting/ food waste treatment</u> | <u>126,000</u> | <u>28,700</u> | <u>10,300</u> | <u>165,000</u> | <u>Non-hazardous waste recycling</u> | <u>126,000</u> | <u>372,500</u> | <u>134,400</u> | <u>632,900</u> | <u>Non-hazardous waste residual</u> | <u>90,000</u> | <u>143,300</u> | <u>51,700</u> | <u>285,000</u> | 2031 | | | | | <u>Composting/ food waste treatment</u> | <u>131,600</u> | <u>29,100</u> | <u>10,300</u> | <u>171,000</u> | <u>Non-hazardous waste recycling</u> | <u>131,600</u> | <u>378,600</u> | <u>134,400</u> | <u>644,600</u> |
| <u>Projected Capacity Requirement</u> | <u>MSW</u> | <u>C&I</u> | <u>CDE (non-inert proportion)</u> | <u>Total (tpa)</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2016 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Composting/ food waste treatment</u> | <u>92,800</u> | <u>27,100</u> | <u>10,300</u> | <u>130,200</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste recycling</u> | <u>105,600</u> | <u>298,100</u> | <u>113,700</u> | <u>517,400</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste residual</u> | <u>96,000</u> | <u>81,300</u> | <u>31,000</u> | <u>208,300</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2021 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Composting/ food waste treatment</u> | <u>109,700</u> | <u>28,200</u> | <u>10,300</u> | <u>148,200</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste recycling</u> | <u>113,200</u> | <u>338,100</u> | <u>124,000</u> | <u>575,300</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste residual</u> | <u>102,900</u> | <u>140,900</u> | <u>51,700</u> | <u>295,500</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2026 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Composting/ food waste treatment</u> | <u>126,000</u> | <u>28,700</u> | <u>10,300</u> | <u>165,000</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste recycling</u> | <u>126,000</u> | <u>372,500</u> | <u>134,400</u> | <u>632,900</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste residual</u> | <u>90,000</u> | <u>143,300</u> | <u>51,700</u> | <u>285,000</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 2031 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Composting/ food waste treatment</u> | <u>131,600</u> | <u>29,100</u> | <u>10,300</u> | <u>171,000</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste recycling</u> | <u>131,600</u> | <u>378,600</u> | <u>134,400</u> | <u>644,600</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|--------------------|----------------------|--|----------------|---------|--|--|--|---------------|----------------|---------------|----------------|------|-------------------------------|--------------------|---------|---------|---------|---------|-----------------------------------|--------------------|---------|---------|---------|---------|--|--------------------|---------|---------|---------|---------|-----------------------|-----------|-----------|-----------|---------|---------|
| | | | <table border="1"> <tr> <td><u>Non-hazardous waste residual</u></td> <td><u>94,000</u></td> <td><u>145,600</u></td> <td><u>51,700</u></td> <td><u>291,300</u></td> <td></td> <td></td> </tr> </table> | | | | | <u>Non-hazardous waste residual</u> | <u>94,000</u> | <u>145,600</u> | <u>51,700</u> | <u>291,300</u> | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non-hazardous waste residual</u> | <u>94,000</u> | <u>145,600</u> | <u>51,700</u> | <u>291,300</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM42 | 71 | Table 6 | <p>Table 6: Oxfordshire – capacity available to manage waste at existing facilities 2012 <u>2016</u> – 2031 (tonnes per annum)</p> <table border="1"> <thead> <tr> <th><u>Facility type</u> <u>Type of waste management</u></th> <th>2012</th> <th>2016</th> <th>2021</th> <th>2026</th> <th>2031</th> </tr> </thead> <tbody> <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> </tbody> </table> <p>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</p> | | | | | <u>Facility type</u> <u>Type of waste management</u> | 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 |
| <u>Facility type</u> <u>Type of waste management</u> | 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 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM43 | 71 | 5.25 | <p>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.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|--|---|----------------------|---|----------------------|-----------------|--------------------|--|--|--|-------------|-------------|-------------|-------------|---|---|----------------|----------------|----------------|----------------|---|---|----------------|-----------------|-----------------|-----------------|--|---|----------------|---------------|----------------|---------------|
| | | | <p><u>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:</u></p> <ul style="list-style-type: none"> • <u>Permanent and established waste management facilities;</u> • <u>Time-limited waste management facilities;</u> • <u>Sites with planning permission for waste management facilities that have not yet been built;</u> • <u>Sites allocated for waste development in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document; and</u> • <u>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.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| MM44 | 71 | Table 7 | <p><i>Delete current Table 7 and replace with:</i></p> <p><u>Table 7: Oxfordshire – Capacity surplus/deficit available to manage the non-hazardous element of the principal waste streams 2016 – 2031 (tonnes per annum)</u></p> <table border="1"> <thead> <tr> <th rowspan="2"><u>Facility Type</u></th> <th rowspan="2"></th> <th colspan="4"><u>Target Year</u></th> </tr> <tr> <th><u>2016</u></th> <th><u>2021</u></th> <th><u>2026</u></th> <th><u>2031</u></th> </tr> </thead> <tbody> <tr> <td><u>Composting/ food waste treatment</u></td> <td><u>Capacity surplus or shortfall against target</u></td> <td><u>+89,400</u></td> <td><u>+71,400</u></td> <td><u>+49,600</u></td> <td><u>+43,600</u></td> </tr> <tr> <td><u>Non- hazardous waste recycling</u></td> <td><u>Capacity surplus or shortfall against target</u></td> <td><u>+81,500</u></td> <td><u>-145,400</u></td> <td><u>-203,000</u></td> <td><u>-326,800</u></td> </tr> <tr> <td><u>Non- hazardous residual waste treatment</u></td> <td><u>Capacity surplus or shortfall against target</u></td> <td><u>+91,700</u></td> <td><u>+4,500</u></td> <td><u>+15,000</u></td> <td><u>+8,700</u></td> </tr> </tbody> </table> | <u>Facility Type</u> | | <u>Target Year</u> | | | | <u>2016</u> | <u>2021</u> | <u>2026</u> | <u>2031</u> | <u>Composting/ food waste treatment</u> | <u>Capacity surplus or shortfall against target</u> | <u>+89,400</u> | <u>+71,400</u> | <u>+49,600</u> | <u>+43,600</u> | <u>Non- hazardous waste recycling</u> | <u>Capacity surplus or shortfall against target</u> | <u>+81,500</u> | <u>-145,400</u> | <u>-203,000</u> | <u>-326,800</u> | <u>Non- hazardous residual waste treatment</u> | <u>Capacity surplus or shortfall against target</u> | <u>+91,700</u> | <u>+4,500</u> | <u>+15,000</u> | <u>+8,700</u> |
| <u>Facility Type</u> | | <u>Target Year</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | <u>2016</u> | <u>2021</u> | <u>2026</u> | <u>2031</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Composting/ food waste treatment</u> | <u>Capacity surplus or shortfall against target</u> | <u>+89,400</u> | <u>+71,400</u> | <u>+49,600</u> | <u>+43,600</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non- hazardous waste recycling</u> | <u>Capacity surplus or shortfall against target</u> | <u>+81,500</u> | <u>-145,400</u> | <u>-203,000</u> | <u>-326,800</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>Non- hazardous residual waste treatment</u> | <u>Capacity surplus or shortfall against target</u> | <u>+91,700</u> | <u>+4,500</u> | <u>+15,000</u> | <u>+8,700</u> | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | |
|---|-----------------|----------------------|--|---|-----------------|----------------|-----------------|-----------------|
| | | | <table border="1" data-bbox="712 272 1939 344"> <tr> <td data-bbox="712 272 1245 344">Overall Non-Hazardous Waste Diversion Capacity Balance</td> <td data-bbox="1245 272 1429 344"><u>+262,600</u></td> <td data-bbox="1429 272 1610 344"><u>-69,500</u></td> <td data-bbox="1610 272 1771 344"><u>-138,400</u></td> <td data-bbox="1771 272 1939 344"><u>-274,500</u></td> </tr> </table> <p data-bbox="674 347 1088 400">N.B. + denotes a surplus capacity - denotes a shortfall in capacity</p> <p data-bbox="674 419 1099 448">Source: Oxfordshire County Council</p> | Overall Non-Hazardous Waste Diversion Capacity Balance | <u>+262,600</u> | <u>-69,500</u> | <u>-138,400</u> | <u>-274,500</u> |
| Overall Non-Hazardous Waste Diversion Capacity Balance | <u>+262,600</u> | <u>-69,500</u> | <u>-138,400</u> | <u>-274,500</u> | | | | |
| MM45 | 72 | 5.28 | <p data-bbox="607 491 1989 778">Facilities for <u>preparation for re-use, transfer, recycling, and composting of waste</u> and treatment (of food waste) help move the management of waste up the waste hierarchy. These types of facilities should <u>are</u> generally be encouraged, particularly having regard to the shortfall in <u>non-hazardous recycling capacity</u> that is expected to arise later in <u>over</u> the plan period. <u>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.</u> Recycling, and <u>composting and food waste treatment</u> facilities may manage some waste from other areas at the same time as providing capacity that helps to meet Oxfordshire’s waste management needs.</p> | | | | | |
| MM46 | 72 | Policy W3 (5.30) | <p data-bbox="600 825 1749 853">Policy W3: Provision for waste management capacity and facilities required</p> <p data-bbox="600 898 2029 1114"><u>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.</u></p> <p data-bbox="600 1158 1088 1187"><u>Non-hazardous waste recycling:</u></p> <ul data-bbox="745 1198 1223 1305" style="list-style-type: none"> <li data-bbox="745 1198 1223 1230">• <u>by 2021: at least 145,400 tpa</u> <li data-bbox="745 1238 1223 1270">• <u>by 2026: at least 203,000 tpa</u> <li data-bbox="745 1278 1223 1305">• <u>by 2031: at least 326,800 tpa</u> <p data-bbox="600 1350 1928 1378"><u>Waste management capacity requirements will be kept under review and updated in the</u></p> | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM46 | 72 | Policy W3 (5.30) | <p>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:</p> <ul style="list-style-type: none"> • 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. <p>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.</p> <p>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.</p> <p><u>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</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM46 | 72 | Policy W3 (5.30) | <p><u>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.</u></p> <p><u>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.</u></p> <p><u>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.</u></p> <p><u>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.</u></p> |

| 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 | <p>Strategic <u>waste management</u> facilities are likely to serve the county as a whole, or at least large parts of it. <u>Banbury, Bicester, Oxford, Abingdon and Didcot</u> (figure 2) are large centres of population linked by A34/M40. Bicester, Oxford and Didcot are expected to experience considerable growth and together with <u>Banbury and Abingdon</u> will account for a very significant portion of the county's waste <u>production</u>. Any strategic waste management facilities should normally be within <u>40 15 kilometres</u> of Oxford City centre (<u>which is approximately equivalent to a zone of 12km from the built up area of Oxford</u>) 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 <u>to large quantities of waste arisings</u>, 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 <u>by road</u> without directly impacting on local communities. Growth at <u>these towns, particularly the key growth areas of Bicester, Oxford and Didcot</u>, may also bring forward site opportunities for <u>new additional waste management</u> 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.</p> |
| MM48 | 74 | 5.34 | <p>Non-strategic waste <u>management</u> 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 <u>new additional waste management</u> facilities. <u>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.</u> Any non-strategic waste management facilities should normally be within <u>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</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification | | | | | | | | | | | | | | | | |
|--|-----------|----------------------|---|------|-----------|---------------|-------------|--|---|---|---|--|---|---|---|--------------|---|----------------|---|
| | | | <p>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.</p> | | | | | | | | | | | | | | | | |
| MM49 | 75 | 5.36 | <p>The hierarchical <u>sequential</u> nature of the <u>spatial</u> strategy is illustrated in Table 9.</p> <p><u>Table 9: Locations for different sizes of waste management facilities</u></p> <table border="1"> <thead> <tr> <th>Town</th> <th>Strategic</th> <th>Non-strategic</th> <th>Small scale</th> </tr> </thead> <tbody> <tr> <td>Abingdon, Bicester, Didcot, Oxford, <u>Banbury</u></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> </tbody> </table> <p>Source: Oxfordshire County Council * Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame, Wallingford</p> | Town | Strategic | Non-strategic | Small scale | Abingdon, Bicester, Didcot, Oxford, <u>Banbury</u> | ✓ | ✓ | ✓ | Banbury , Witney, Wantage & Grove | x | ✓ | ✓ | Small Towns* | x | x ✓ | ✓ |
| Town | Strategic | Non-strategic | Small scale | | | | | | | | | | | | | | | | |
| Abingdon, Bicester, Didcot, Oxford, <u>Banbury</u> | ✓ | ✓ | ✓ | | | | | | | | | | | | | | | | |
| Banbury , Witney, Wantage & Grove | x | ✓ | ✓ | | | | | | | | | | | | | | | | |
| Small Towns* | x | x ✓ | ✓ | | | | | | | | | | | | | | | | |
| MM50 | 75 | 5.37 | <p>One of the aims of the plan is to achieve a <u>more</u> balanced distribution of waste management capacity across the county in relation to population and consequent waste arisings. Table 10 shows that with</p> | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <p>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. <u>The spatial strategy in policy W4 provides opportunity for this imbalance to be addressed, subject to suitable sites for waste management facilities being available.</u> In particular, any opportunities that arise to add to <u>There is a particular need for additional</u> waste management capacity in <u>or close to</u> Oxford should where possible be taken, although <u>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.</u></p> |
| MM51 | 76 | Policy W4 (5.39) | <p>Policy W4: Locations for facilities to manage the principal waste streams</p> <p>Facilities (other than landfill) to manage the principal waste streams should be located as follows:</p> <ul style="list-style-type: none"> a) Strategic waste management facilities should normally be located in or close to <u>Banbury, Bicester, Oxford, Abingdon and Didcot</u>, as indicated on the <u>Key Waste Key Diagram</u>. <u>Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.</u> b) Non-strategic waste management facilities should normally be located in or close to <u>Banbury, Bicester, Oxford, Abingdon and Didcot</u>, and the other large towns (<u>Banbury, Witney and Wantage & Grove</u>) and the small towns (<u>Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford</u>), as indicated on the <u>Key Waste Key Diagram</u>. <u>Locations further from these towns may be appropriate where there is access to the Oxfordshire lorry route network in accordance with Policy C10.</u> 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) | <p><u>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.</u></p> <p><u>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.</u></p> <p>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.</p> |
| MM52 | 78 | Policy W5 (5.49) | <p>Policy W5: Siting of waste management facilities</p> <p>Priority will be given to siting waste management facilities on land that:</p> <ul style="list-style-type: none"> • 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. <p><u>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.</u></p> <p>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</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM52 | 78 | Policy W5 (5.49) | <p>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.</p> <p>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.</p> <p>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.</p> <p>Proposals for new waste management facilities shall meet the criteria in policies C1 – C11.</p> |
| MM53 | 84 | Policy W6 (5.65) | <p>Policy W6: <u>Landfill and other permanent deposit of waste to land</u></p> <p>Non-hazardous waste disposal facilities</p> <p>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.</p> <p>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.</p> <p>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,</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM53 | 84 | Policy W6 (5.65) | <p>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.</p> <p>Inert waste disposal facilities</p> <p>Provision for the <u>permanent deposit to land or disposal to landfill</u> 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.</p> <p>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 <u>permanent deposit or disposal</u> of inert waste on land unless there would be overall environmental benefit.</p> <p>General</p> <p>Proposals for landfill sites shall meet the <u>requirements of criteria in policies C1 – C14 C12</u>.</p> <p>Landfill sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.</p> |
| MM54 | 86 | Policy W7 (5.73) | <p>Policy W7: Management and disposal of hazardous waste</p> <p>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.</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| | | | <p>Proposals for new waste management facilities shall meet the criteria in <u>requirements of policies W4, W5 and C1 – C1112.</u></p> |
| MM55 | 87 | Policy W8 (5.78) | <p>Policy W8: Management of agricultural waste</p> <p>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.</p> <p>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.</p> <p>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.</p> <p>All proposals shall meet the criteria in <u>requirements of policies C1 – C1112.</u></p> |
| MM56 | 91 | Policy W9 (5.92) | <p>Policy W9: Management and disposal of radioactive waste</p> <p>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. <u>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 Pproposals relating to low level radioactive waste or intermediate level radioactive waste that provide for the needs of a</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| | | | <p>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></p> <p>The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will allocate sites to make specific provision for:</p> <ul style="list-style-type: none"> • 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. <p>All proposals shall meet the criteria in <u>requirements of</u> policies C1 – C4112.</p> |
| MM57 | 93 | Policy W10 (5.97) | <p>Policy W10: Management and disposal of waste water and sewage sludge</p> <p>Permission will be granted for proposals for the treatment and disposal of waste water and sewage sludge where they are:</p> <ul style="list-style-type: none"> • in the interests of long term waste water management; or • to improve operational efficiency; or • to enable planned development to be taken forward. <p>Proposals should accord with policies C1 – C4112 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.</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|-----------------------|--|
| MM58 | 94 | 5.103 | <p>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 <u>except sewage treatment works, where a 400m consultation zone will apply.</u></p> |
| MM59 | 94 | Policy W11 (5.105) | <p>Policy W11: Safeguarding waste management sites</p> <p>The Minerals and Waste Local Plan: Part 2 – Site Allocations Document will identify sites that will be safeguarded for waste <u>management</u> use for the duration of <u>their planning permission the plan period</u>, comprising:</p> <ul style="list-style-type: none"> • <u>operational waste management</u> 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 <u>management</u> use <u>which have not yet been brought into operation</u> but where the use or development permitted has not yet been undertaken; • vacant sites last used for waste <u>management</u> purposes; and • sites allocated for waste management development in the Site Allocations Document. <p>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 <u>the sites safeguarded for waste management use are specified in Appendix 2.</u></p> <p>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.</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|--|------|--|--|
| MM59 | 94 | Policy W11 (5.105) | <p>Proposals for development that would <u>directly or indirectly</u> prevent or prejudice the use of a site safeguarded for waste management will not be permitted unless:</p> <ul style="list-style-type: none"> • 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) | <p><u>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.</u></p> |
| MM61 | 101 | Policy C4 (6.21) | <p>Policy C4: Water environment</p> <p>Proposals for minerals and waste development will need to demonstrate that there would be no unacceptable adverse impact on or risk to:</p> <ul style="list-style-type: none"> • 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; <u>and</u> • The flow of groundwater at or in the vicinity of the site; <u>and</u> • <u>Waterlogged archaeological remains.</u> <p>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 <u>from unacceptable adverse impacts.</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|---|
| MM62 | 104 | 6.30 | <p><u>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.</u> Where BMV agricultural land is not restored, proposals must show how alternative and beneficial use is to be made of <u>any surplus</u> high quality soils that are not being replaced.</p> |
| MM63 | 105 | Policy C6 (6.31) | <p>Policy C6: Agricultural land and soils</p> <p>Proposals for minerals and waste development shall demonstrate that they take into account the presence of any best and most versatile agricultural land.</p> <p><u>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.</u></p> <p>Development proposals should make provision for the management and use of soils in order to maintain <u>agricultural land quality (where appropriate) and soil quality, including making a positive contribution to the long-term conservation of soils in any restoration.</u></p> |

| 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 <u>ensure that no significant harm would be caused to these areas.</u> |
| MM65 | 106 | 6.35a (new paragraph from second half of 6.35) | <u>In general (other than for SACs), if avoidance of adverse effects significant harm</u> 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) | <p>Policy C7: Biodiversity and geodiversity</p> <p>Minerals and waste development should conserve and, where possible, deliver a net gain in biodiversity.</p> <p>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.</p> <p><u>In all other cases,</u> Ddevelopment that would result in significant harm will not be permitted unless the harm can be <u>avoided</u>, 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. <u>In addition:</u></p> <p>(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</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| MM66 | 107 | Policy C7 (6.40) | <p style="text-align: center;">Scientific Interest.</p> <p>(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.</p> <p>(iii) Development shall ensure that no significant harm would be caused to:</p> <ul style="list-style-type: none"> - Local Nature Reserves; - Local Wildlife Sites; - Local Geology Sites; - Sites of Local Importance for Nature Conservation; - Protected, priority or notable species and habitats, <p><u>except where the need for and benefits of the development in that location clearly outweigh the harm.</u></p> <p>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).</p> |
| MM67 | 108 | 6.43 | <p><u>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</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|----------------------|--|
| | | | <p><u>where the development would not compromise the objectives of their designation¹⁰⁵. 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.</u></p> <p><i>*Insert new footnote:</i> <u>Facilities less than 20,000 tonnes per annum (small-scale facilities in Policy W4)</u></p> <p><i>Footnote 105:</i> <u>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.</u></p> <p><i>** Insert new footnote:</i> <u>Facilities 20,000 tonnes per annum and over (strategic and non-strategic facilities in Policy W4)</u></p> |
| MM68 | 109 | Policy C8 (6.46) | <p>Policy C8: Landscape</p> <p>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. <u>Where significant adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|---------------------------------------|---|
| | | | <p>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 <u>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)</u>. Development within AONBs shall normally only be small-scale, to meet local needs and should be sensitively located and designed.</p> <p>Where adverse impacts cannot be avoided or adequately mitigated, compensatory environmental enhancements shall be made to offset the residual landscape and visual impacts.</p> |
| MM69 | 115 | New paragraphs (based on 5.46 – 5.48) | <p><u>The Oxford Green Belt</u></p> <p>Most <u>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.</u></p> <p>In the past, planning permissions have been granted for some waste development to take place in the</p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|------|------|---------------------------------------|--|
| MM69 | 115 | New paragraphs (based on 5.46 – 5.48) | <p>Oxford Green Belt, recognising the difficulty of finding suitable sites in and close to Oxford. Until recently <u>Previous national policy stated that the particular locational needs of some types of waste management facilities, together with the</u> allowed for ‘significant weight’ to be given to the wider environmental and economic benefits of sustainable waste management <u>are material considerations that should be given significant weight in determining whether proposals should be given planning permission.</u> when considering sites for waste development in the Green Belt. This is no longer the case. The National Planning Policy for Waste <u>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.</u> 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.</p> <p>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 <u>options</u>. 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 <u>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.</u></p> |
| MM70 | 115 | Policy C12 | <p><u>Policy C12: Green Belt</u></p> <p><u>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.</u></p> |

| Ref | Page | Policy/ paragraph | Main Modification |
|---|------|--------------------------------|---|
| | | | <u>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.</u> |
| 7. IMPLEMENTATION AND MONITORING | | | |
| MM71 | 119 | 7.20 <u>7.21</u> | 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. <u>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.</u> |
| MM72 | 124 | 7.44 <u>7.45</u> | 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 of 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. <u>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.</u> |
| MM73 | 124 | Section 7 | <i>Monitoring framework to be included. (See Appendix A)</i> |
| MM76 | 145 | Glossary | <u>Strategic Resource Area</u> – 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 |
|-----|------|----------------------|---|
| | | | <p><u>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.</u></p> <p><u>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.</u></p> |

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 | <ul style="list-style-type: none"> • 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 | <p>OCC</p> <p>Recycled and secondary aggregate operators</p> | <p>DM decisions</p> <p>Part 2: Site Allocations Document</p> | On-going (annual monitoring) | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • Production capacity maintained at annual requirement rates. • Landbanks maintained for at least: <ul style="list-style-type: none"> - 7 years for sharp sand and gravel; - 7 years for soft sand; and - 10 years for crushed rock. | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • All sites allocated for aggregate mineral extraction to be within locations specified. • Production | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Sites allocated for aggregate minerals. | OCC Mineral industry | Part 2 Site Allocations Document | Adoption of Part 2 Site Allocations Document On-going (annual monitoring) | <ul style="list-style-type: none"> • 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). | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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. |

| | | | | | | | |
|--|--|--|--|--|--|--|--|
| | | | | | | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Permissions granted for new aggregate rail depots. | OCC Minerals industry District councils | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • All permissions granted for new aggregate rail depots to have suitable access to lorry route and meet requirements in policies C1-C12. | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Permissions granted for non-aggregate mineral working | OCC Mineral industry | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • All applications granted planning permission meet relevant policy requirements. | <ul style="list-style-type: none"> • One application permitted that does not meet relevant policy requirements. |
| M8 Safeguarding mineral resources | v, xi | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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 |

| | | | | | | | |
|--|---------------------------------|---|--|--|-------------------------------------|---|--|
| | | <p>mineral resources.</p> <ul style="list-style-type: none"> • OCC objections to district development on safeguarding mineral resources grounds. • Number of applications consulted on from District to OCC within a Mineral Consultation Area. | | | | | <p>allocation made with an objection from OCC on mineral safeguarding grounds.</p> |
| <p>M9 Safeguarding mineral infrastructure</p> | <p>ii, iii, iv, v, vii, xii</p> | <ul style="list-style-type: none"> • 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. | <p>OCC District Councils Neighbourhood Development Authorities</p> | <p>OCC DM decisions District DM decisions District site allocations Neighbourhood Plans.</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> Number of approved mineral restoration schemes. Proportion gain of biodiversity in restoration schemes. | <p>OCC</p> <p>Minerals industry</p> <p>Biodiversity partner organisations (including RSPB and BBOWT)</p> | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> 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. | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> Total amounts of waste managed within Oxfordshire for the specified waste streams. Waste management capacity in Oxfordshire for the specified waste | <p>OCC</p> <p>Waste management industry</p> | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> Oxfordshire's waste management capacity sufficient to meet the amount required in this policy. | <ul style="list-style-type: none"> 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. <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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) | <ul style="list-style-type: none"> Targets set out in the policy met. | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> Total amounts of waste managed within Oxfordshire for the specified waste streams. | OCC Waste management | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> Sufficient capacity to meet the additional capacity | <ul style="list-style-type: none"> Additional waste management capacity allocated below additional capacity |

| | | | | | | | |
|----------------------------|--|---|-----------------|--|--|---|---|
| <p>facilities required</p> | | <ul style="list-style-type: none"> • Waste management capacity in Oxfordshire for the specified waste streams. • Permissions granted for reuse, recycling, composting/food waste treatment and treatment of residual waste. | <p>industry</p> | | | <p>requirements in this policy.</p> <ul style="list-style-type: none"> • 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. | <p>requirements in this policy for this waste management stream, as updated by Annual Monitoring Report.</p> <ul style="list-style-type: none"> • 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. |
|----------------------------|--|---|-----------------|--|--|---|---|

| | | | | | | | |
|---|-------------|--|---|---|--|--|---|
| | | | | | | <ul style="list-style-type: none"> Sites allocated for new facilities in the Part 2 Site Allocations Document allocated in accordance with this policy. | <ul style="list-style-type: none"> One site allocated not in accordance with relevant provisions of the policy. |
| <p>W4 Locations for facilities to manage the principal waste streams</p> | i, iii, iv | <ul style="list-style-type: none"> 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. | <p>OCC</p> <p>Waste management industry</p> | <p>DM decisions</p> <p>Allocation of specific sites in Part 2 Site Allocations Document</p> | <p>Ongoing (annual monitoring)</p> <p>Adoption of Part 2 Site Allocations Document</p> | <ul style="list-style-type: none"> 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). | <ul style="list-style-type: none"> 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). |
| <p>W5 Siting of waste management facilities</p> | i, viii, ix | <ul style="list-style-type: none"> 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. | <p>OCC</p> <p>Waste management facility</p> | <p>DM decisions</p> | <p>Ongoing (annual monitoring)</p> | <ul style="list-style-type: none"> Facilities permitted/allocated in accordance with requirements of policy. | <ul style="list-style-type: none"> One planning permission granted/site allocated in not in accordance with relevant provisions of the policy. |

| | | | | | | | |
|-----------------------------------|--------|---|--------------------------------------|--------------|------------------------------|--|--|
| | | <ul style="list-style-type: none"> • Number of allocated sites located on green field land | | | | | |
| W6 Landfill | i, vii | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Number, type and capacity of existing and permitted hazardous | OCC | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • No reduction in total number of existing and | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> Number of applications approved for treatment of agricultural waste within a unit of agricultural production. | OCC | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> No applications approved contrary to the policy. | <ul style="list-style-type: none"> One application approved contrary to the policy. |
| W9 Management and disposal of radioactive waste | ii | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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. |

| | | | | | | | |
|--|---------------|--|-------------------------------------|---|-------------------------------------|--|--|
| | | | | | | <p>where demonstrated the need cannot be adequately provided for elsewhere and meet requirements C1-C12.</p> <ul style="list-style-type: none"> • Specific provision made in Part 2 Site Allocations in accordance with policy. | <ul style="list-style-type: none"> • Less than one site allocated in Part 2 Site Allocations document that does not accord with the policy. |
| <p>W10 Management and disposal of waste water and sewage sludge</p> | <p>ii, ix</p> | <ul style="list-style-type: none"> • Permissions granted for proposals for the management and disposal of waste water and sewage sludge. | <p>OCC</p> | <p>DM decisions</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • Applications granted for the management and disposal of waste water and sewage sludge planning permission is accordance with policy. | <ul style="list-style-type: none"> • One application permitted contrary to the policy. |
| <p>W11 Safeguarding waste management sites</p> | <p>i, ii</p> | <p>Decisions resulting in non-waste management uses on sites with permission for</p> <ul style="list-style-type: none"> • 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 | <p>OCC</p> <p>District Councils</p> | <p>District DM decisions</p> <p>OCC DM decisions on Regulation 3 and Minerals development</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • Refusal of applications with an objection from OCC, or contrary to the policy. | <ul style="list-style-type: none"> • 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. |

CC11

| | | | | | | | |
|--------------------------|-------------------------------|---|-----|--------------|------------------------------|--|---|
| | | | | | | 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) | | |

This page is intentionally left blank

**Oxfordshire County Council
Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy
Additional Modifications**

Schedule of the County Council's Additional Modifications to the Core Strategy, September 2017

The modifications below are expressed either in the conventional form of ~~strike through~~ 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 submitted Core Strategy (2015), 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 submitted Core Strategy (2015), and do not take into account any deletions or additions of footnotes.

Please also note that the numbering of additional modifications has changed from the Council's proposed additional modifications published in February 2017.

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------------------------|------|----------------------|---|----------------------|
| 1. INTRODUCTION | | | | |
| AM1 | 7 | 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). <u>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*}.</u> | For information |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-----|------|----------------------|---|--|
| | | | <p><i>* Move footnote 1 here</i></p> <p><i>Footnote 1: The Oxfordshire Minerals and Waste Development Scheme (Sixth <u>Seventh</u> Revision) 2014 2016 came into effect on 08 December 2014 <u>in February 2016</u> and is available on the County Council website</i></p> | |
| AM2 | 7 | 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 <u>have added</u> one to two years to the plan preparation process, due largely to the need to identify, assess and consult on site options. | To update the tense of this paragraph to reflect stage the Core Strategy is now at. |
| AM3 | 7 | 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 policies <u>policies</u> that would result <u>have resulted</u> from changing to a single plan, there is <u>was</u> a clear justification for continuing with the preparation of separate Core Strategy and Site Allocations Documents. | Typo and to update the tense of this paragraph to reflect stage the Core Strategy is now at. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-----|------|----------------------|--|----------------------|
| AM4 | 8 | 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 policies <u>policies</u> that are replaced by policies <u>policies</u> in the Core Strategy. It also lists existing saved development plan policies <u>policies</u> that will be replaced by policies <u>policies</u> in the Site Allocations Document. | Typos |
| AM5 | 8 | 1.8 | <p>Proposed submission document <u>Publication and examination</u></p> <p>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.</p> <p><u>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.</u></p> <p><u>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.</u></p> <p><u>In June 2017, the Council received the Inspector's final report which recommended</u></p> | Factual update |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-----|------|----------------------|---|---|
| | | | <u>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.</u> | |
| AM6 | 8 | 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 from the Council, 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. | Factual update |
| AM7 | 8 | 1.10 | Representations on the proposed submission document 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. | Remove as relates to previous consultation. |
| AM8 | 8 | 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. | Remove as relates to previous consultation. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|---|
| AM9 | 8 | 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. | Remove as relates to previous consultation. |
| AM10 | 8 | 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 | Remove as relates to previous consultation. |
| AM11 | 9 | 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 Scheme⁴ <i>Delete Footnote 1:</i> The Oxfordshire Minerals and Waste Development Scheme (Sixth Revision) 2014 came into effect on 08 December 2014 and is available on the County Council website. | To update consultation information |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|----------------------|------|----------------------|---|----------------------------------|
| 2. BACKGROUND | | | | |
| AM12 | 10 | 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 <u>and historic assets; Blenheim Palace World Heritage Site;</u> 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. | To address representation 120/2. |
| AM13 | 10 | 2.2 | The population of Oxfordshire is currently <u>(2016)</u> approximately 666,000 <u>684,000</u> . 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. <i>Footnote 2:</i> Oxfordshire's population is forecast to grow by a further 42% <u>26%</u> over the period to 2026 <u>2031</u> , to approximately 748,000 <u>860,000</u> . 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. | Factual updates |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|-----------------------------|
| AM14 | 14 | 2.8 | Annual production of aggregates (sand and gravel and crushed rock) in Oxfordshire has fallen <u>fell</u> over the ten year period 2004 to 2013 from two million tonnes to just over one million tonnes. <u>It increased again, to just under two million tonnes in 2015, comprising 52% sand and gravel and 48% crushed rock.</u> 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. | Factual updates |
| AM15 | 15 | Figure 3 | <i>Addition of figure source: <u>Licence No. 2006/085 British Geological Survey © NERC. All rights reserved</u> below Figure 3.</i> | To comply with BGS license. |
| AM16 | 16 | Figure 4 | <i>Addition of figure source: <u>Licence No. 2006/085 British Geological Survey © NERC. All rights reserved</u> below Figure 4.</i> | To comply with BGS license. |
| AM17 | 17 | Figure 5 | <i>Update Figure 5 with current information (See Appendix A).</i> | Factual update |
| AM18 | 18 | 2.11 | <p>Over <u>Nearly</u> two million tonnes of waste⁵ (excluding agricultural waste) are currently produced annually by Oxfordshire residents, businesses and organisations, mostly comprising:</p> <ul style="list-style-type: none"> • Municipal solid waste or local authority collected waste (mainly household waste) (collected, processed and disposed of by the district and county councils) – approximately 45<u>16</u>%; • Commercial and industrial waste (produced, processed and disposed of by the private sector) – approximately 35<u>36</u>%; • Construction, demolition and excavation waste (produced, processed and disposed of by the private sector) – approximately 50<u>48</u>%. <p><i>Footnote 5:</i> Oxfordshire Waste Needs Assessment 2015 and Report for Oxfordshire County</p> | Factual updates |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|------------|---------|----------------------|---|----------------------|---------|---------|----------------|----------------|------|------|------|------|-----------|---------|---------|---------|---------|--------|---------|----------------|----------------|--------|---------|---------|---------|---------|---------|---------|---------------|---------------|------------|--------|--------|--------|---------|---------|---------|----------------|----------------|-------|---------|---------|---------|---------|---------|---------|----------------|----------------|-----------------|
| | | | Council by BPP Consulting 2014. <u>Oxfordshire Minerals and Waste Annual Monitoring Report, 2015.</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| AM19 | 18 | 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 <u>2015</u> approximately 425,000 <u>413,000</u> tonnes of waste from other areas was disposed in Oxfordshire landfills, as shown in Table 1, <u>a small amount</u> half of which was inert waste from construction and demolition projects. Sutton Courtenay is the largest receiving landfill site. | Factual updates | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| AM20 | 18 | Table 1 | <p><u>Table 1: Waste disposed in Oxfordshire from other areas 2008 – 2013 (tonnes)</u></p> <table border="1"> <thead> <tr> <th>Area</th> <th>2008</th> <th>2009</th> <th>2010</th> <th>2011</th> <th>2012</th> <th>2013</th> <th>2014</th> <th>2015</th> </tr> </thead> <tbody> <tr> <td>Berkshire</td> <td>218,473</td> <td>185,139</td> <td>149,418</td> <td>108,173</td> <td>91,751</td> <td>126,351</td> <td><u>254,030</u></td> <td><u>172,350</u></td> </tr> <tr> <td>London</td> <td>254,457</td> <td>307,520</td> <td>580,236</td> <td>456,312</td> <td>185,797</td> <td>178,353</td> <td><u>82,306</u></td> <td><u>47,726</u></td> </tr> <tr> <td>Rest of UK</td> <td>67,628</td> <td>64,497</td> <td>65,655</td> <td>120,965</td> <td>109,477</td> <td>118,926</td> <td><u>137,472</u></td> <td><u>192,428</u></td> </tr> <tr> <td>Total</td> <td>540,558</td> <td>557,156</td> <td>795,309</td> <td>685,450</td> <td>386,955</td> <td>423,630</td> <td><u>473,808</u></td> <td><u>412,504</u></td> </tr> </tbody> </table> | Area | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | Berkshire | 218,473 | 185,139 | 149,418 | 108,173 | 91,751 | 126,351 | <u>254,030</u> | <u>172,350</u> | London | 254,457 | 307,520 | 580,236 | 456,312 | 185,797 | 178,353 | <u>82,306</u> | <u>47,726</u> | Rest of UK | 67,628 | 64,497 | 65,655 | 120,965 | 109,477 | 118,926 | <u>137,472</u> | <u>192,428</u> | Total | 540,558 | 557,156 | 795,309 | 685,450 | 386,955 | 423,630 | <u>473,808</u> | <u>412,504</u> | Factual updates |
| Area | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Berkshire | 218,473 | 185,139 | 149,418 | 108,173 | 91,751 | 126,351 | <u>254,030</u> | <u>172,350</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| London | 254,457 | 307,520 | 580,236 | 456,312 | 185,797 | 178,353 | <u>82,306</u> | <u>47,726</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Rest of UK | 67,628 | 64,497 | 65,655 | 120,965 | 109,477 | 118,926 | <u>137,472</u> | <u>192,428</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Total | 540,558 | 557,156 | 795,309 | 685,450 | 386,955 | 423,630 | <u>473,808</u> | <u>412,504</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| AM21 | 19 | Figure 6 | <i>Update Figure 6 with current information (See Appendix A).</i> | Factual update | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------|
| AM22 | 20 | Figure 7 | <i>Update Figure 7 with current information (See Appendix A).</i> | Factual update |
| AM23 | 21 | 2.16 | <p>The key international plans and programmes which are relevant to the draft minerals and waste plan are:</p> <ul style="list-style-type: none"> • 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); • <u>European Landscape Convention (2000)</u> • The World Summit on Sustainable Development and Johannesburg Declaration on Sustainable Development (2002). • <u>Environment 2010: Our Future, Our Choice (EU Sixth Environment Action Programme)</u> | Factual updates |
| AM24 | 21 | 2.17 | <p>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, <u>Management of Waste from Extractive Industries Directive *</u>, <u>Urban Wastewater Directive **</u> and the Landfill Directive. Other relevant Directives include the Habitats Directive, the Strategic Environmental Assessment Directive, <u>the Air Quality Framework Directive ***</u>, <u>The EU Directive on Ambient Air Quality and Cleaner Air for Europe ****</u> and the Water Framework Directive.</p> <p><i>*New Footnote:</i> <u>Management of Waste from Extractive Industries Directive (2006/21/EC) (transposed into English law under the Environmental Permitting (England and Wales) Regulations 2010)</u></p> <p><i>** New Footnote:</i> <u>Urban Waste Water Directive (91/271/EEC) (transposed into English law under the</u></p> | Factual updates |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|-------------------------|
| | | | <p><u>Urban Wastewater and Treatment (England and Wales) Regulations 1994</u> *** <i>New Footnote:</i> <u>The Air Quality Framework Directive (96/62/EC)</u> **** <i>New Footnote:</i> <u>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)</u></p> | |
| AM25 | 22 | 2.22 | <p>The Government published a new <u>the</u> 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 <u>more</u> sustainable economy.</p> | Points of clarification |
| AM26 | 22 | 2.23 | <p>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 <u>Government's ambitions for more sustainable waste management</u>, including through:</p> <ul style="list-style-type: none"> • 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. | Point of clarification |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change | | | | | | | | | | | | |
|---------------------|---|----------------------|--|-----------------------------------|--------------|----------|---|-------------|---|-------------------|---|---------------------|--|------------------|---|--|
| AM27 | 24 | 2.30 | <i>Footnote 16:</i> 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. | Update reference to Core Strategy | | | | | | | | | | | | |
| AM28 | 24 | 2.31 | <p>The Development Plan for Oxfordshire comprises the <u>City and District Councils'</u> 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 <u>at January 2017</u> is shown in the following table.</p> <table border="1" data-bbox="712 758 1827 1177"> <thead> <tr> <th>District Council</th> <th>Adopted Plan</th> </tr> </thead> <tbody> <tr> <td>Cherwell</td> <td><u>Local Plan 2011-2031 (Part 1) (December 2016)</u> Local Plan (1996)* - saved policies</td> </tr> <tr> <td>Oxford City</td> <td>Core Strategy <u>2026 (March 2011)</u>** <u>Sites and Housing Plan (February 2013)</u> <u>Local Plan 2001-2016 (2006) – saved policies</u></td> </tr> <tr> <td>South Oxfordshire</td> <td>Core Strategy (December 2012) *** <u>Local Plan 2011 (2006) – saved policies</u></td> </tr> <tr> <td>Vale of White Horse</td> <td><u>Local Plan 2031 Part 1 (December 2016)</u> Local Plan <u>2011 (July 2006) – saved policies</u></td> </tr> <tr> <td>West Oxfordshire</td> <td>Local Plan <u>2011 (June 2006) – saved policies</u></td> </tr> </tbody> </table> <p>* 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 Three 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).</p> | District Council | Adopted Plan | Cherwell | <u>Local Plan 2011-2031 (Part 1) (December 2016)</u> Local Plan (1996)* - saved policies | Oxford City | Core Strategy <u>2026 (March 2011)</u> ** <u>Sites and Housing Plan (February 2013)</u> <u>Local Plan 2001-2016 (2006) – saved policies</u> | South Oxfordshire | Core Strategy (December 2012) *** <u>Local Plan 2011 (2006) – saved policies</u> | Vale of White Horse | <u>Local Plan 2031 Part 1 (December 2016)</u> Local Plan <u>2011 (July 2006) – saved policies</u> | West Oxfordshire | Local Plan <u>2011 (June 2006) – saved policies</u> | To address representations 033/2 and 129/1 and clarification/up dates. |
| District Council | Adopted Plan | | | | | | | | | | | | | | | |
| Cherwell | <u>Local Plan 2011-2031 (Part 1) (December 2016)</u> Local Plan (1996)* - saved policies | | | | | | | | | | | | | | | |
| Oxford City | Core Strategy <u>2026 (March 2011)</u> ** <u>Sites and Housing Plan (February 2013)</u> <u>Local Plan 2001-2016 (2006) – saved policies</u> | | | | | | | | | | | | | | | |
| South Oxfordshire | Core Strategy (December 2012) *** <u>Local Plan 2011 (2006) – saved policies</u> | | | | | | | | | | | | | | | |
| Vale of White Horse | <u>Local Plan 2031 Part 1 (December 2016)</u> Local Plan <u>2011 (July 2006) – saved policies</u> | | | | | | | | | | | | | | | |
| West Oxfordshire | Local Plan <u>2011 (June 2006) – saved policies</u> | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| AM29 | 25 | 2.35 | <p>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:</p> <ul style="list-style-type: none"> • 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. <p><u>The LEP’s vision 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”. Its ‘place’ priorities are to:</u></p> <ul style="list-style-type: none"> • <u>Accelerate the delivery of new homes across the county;</u> • <u>Ensure housing is accessible and affordable for those already in and wanting to locate to Oxfordshire;</u> • <u>Deliver flagship gateway developments and projects that deliver growth;</u> • <u>Support Oxfordshire’s Flood Management Strategy.</u> | Updates |
| AM30 | 25 | 2.36 | <p><u>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.</u> 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. <u>An updated Strategic Economic Plan for</u></p> | Updated reference to Strategic Economic Plan |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|----------------------|
| | | | <p><u>Oxfordshire was published in December 2016. This sets out four programmes to achieve outcomes that stem from the LEP's vision:</u></p> <ul style="list-style-type: none"> • <u>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;</u> • <u>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;</u> • <u>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;</u> • <u>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.</u> | |
| AM31 | 26 | 2.41 | <p>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 <u>period to 2031</u> 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.</p> | Clarification |
| AM32 | 30 | 2.50 | <p>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</p> | Clarification |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------------------|
| | | | 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 (<u>technical supplement</u>) 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. | |
| AM33 | 30 | 2.51 | <p>The Habitats Regulations Assessment screening report has been reviewed and updated (<u>August 2015</u>) 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 (<u>technical supplement</u>) 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 policies <u>policies</u> and proposals of the Core Strategy are not considered to have a likely significant effect on any Special Area of Conservation.</p> <p><u>The Proposed Main and Additional Modifications to the Core Strategy (February 2017) have been screened and none of these 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). Some alterations have been made to the Main and Additional Modifications since February 2017 but these do not affect the conclusions of the screening.</u></p> | Clarifications, updates and typo |
| AM34 | 30 | 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. | Clarification |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------|
| | | | 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 (<u>now Historic England</u>) and this has been updated to form an appendix to the sustainability appraisal report update (<u>February 2017</u>). | |
| AM35 | 30 | 2.53 | <p>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 <u>at each relevant stage in the plan preparation process.</u></p> <p><u>Following receipt of the Inspector's interim Report (October 2016), further strategic environmental assessment / sustainability appraisal (SEA/SA) has been carried out by consultants and a comprehensive new sustainability appraisal report update has been prepared (February 2017) on the Core Strategy including Proposed Main Modifications (and Additional Modifications).</u></p> | Factual updates |
| AM36 | 31 | 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 Strategy. The consultants have produced a revised Level 1 Strategic Flood Risk Assessment (<u>August 2015</u>) 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 | Clarifications |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|---|------|----------------------|---|----------------------------------|
| | | | 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. <u>The proposed modifications to the Core Strategy do not alter this position.</u> | |
| 3. VISION AND OBJECTIVES FOR MINERALS AND WASTE IN OXFORDSHIRE | | | | |
| AM37 | 32 | 3.3 | <p>The vision for minerals planning in Oxfordshire in 2031 is that:</p> <p>b) Mineral workings and supply facilities will be located and managed to minimise:</p> <ul style="list-style-type: none"> • 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 <u>natural and historic</u> environment. | To address representation 120/5. |
| AM38 | 34 | 3.6 | <p>The vision for waste planning in Oxfordshire in 2031 is that:</p> <p>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 <u>natural and historic</u> 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.</p> | To address representation 120/7. |
| AM39 | 35 | 3.7 | The Oxfordshire Waste Planning Vision is supported by the following objectives which underpin the waste strategy and policies in this plan: | To address representation |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|--------------------------------------|------|----------------------|--|--|
| | | | iv Seek to provide for waste to be managed as close as possible to where it arises, and encourage other <u>Waste Planning Authorities</u> areas to become net self-sufficient in meeting their own waste needs, to: <ul style="list-style-type: none"> • 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. | 070/6 |
| 4. MINERALS PLANNING STRATEGY | | | | |
| AM40 | 37 | 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: <ul style="list-style-type: none"> • Locally derived construction, and demolition <u>and excavation</u> 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). | Clarification |
| AM41 | 38 | 4.7 | National policy is to aim to source mineral supplies indigenously but there may also be opportunities for recycled <u>aggregate</u> or secondary aggregate materials <u>or feedstock to produce these materials</u> 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. <u>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.</u> | Clarification and reference to updated policies. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|---|
| AM42 | 38 | 4.10 | The targets in policy W2 for recycling of construction, demolition and excavation waste (increasing to 60% by 2024 <u>70% by 2031</u>) and Policies <u>W1, W3, W4 and W5</u> on <u>making provision for waste management capacity and the location requirements</u> and provision and siting of facilities will operate in conjunction with policy M1 to <u>enable delivery of</u> facilities for recycled aggregate production, which is expected to form the majority of recycled and secondary aggregate supply in Oxfordshire. | Consequential update (CDE 70% recycling target) and clarifications. |
| AM43 | 40 | 4.15 | Due to particular factors in Oxfordshire, as identified in the Local Aggregate Assessment <u>2014</u> , 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 <u>in the case of sharp sand and gravel are higher than sales in 2014 and 2015.</u> They provide <u>significant</u> 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 <u>common</u> widely distributed mineral. | To address representation 070/8 in part and factual update. |
| AM44 | 43 | 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 <u>shown on the Policies Map.</u> The term ‘Strategic Resource | For clarification |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| | | | <u>Area</u> is defined in the Glossary, which explains that these areas differ from <u>'Areas of Search'</u> . | |
| AM45 | 43 | 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 policies <u>policies</u> of the Core Strategy. | Typo |
| AM46 | 43 | 4.24 | <p>The strategic resource areas have been broadly <u>drawn based on available geological information broadly</u> to encompass the <u>areas of</u> potentially workable mineral deposits within each area which, in terms of extent and <u>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).</u></p> <p><u>In defining the strategic resource areas, N</u>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.</p> | To provide clarification and additional factual explanation. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| | | | 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. | |
| AM47 | 43 | 4.25 | <p>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 <u>These factors</u> 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 <u>how applications submitted prior to the adoption of the Site Allocations Document will be considered and</u> the circumstances under which permission may exceptionally be granted for mineral working in locations that are not identified.</p> | For clarification and consequent to modifications to policies M4 and M5. |
| AM48 | 44 | 4.26 | <p>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.</p> | Consequent to modification to policy M2, to include provision figures, which renders this paragraph redundant. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| AM49 | 44 | 4.27 | At the current (2014) Local Aggregate Assessment <u>2014 requirement provision</u> 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 <u>2028</u> , 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* <u>in paragraph 4.19</u>). The strategy in this document makes provision for sharp sand and gravel for the rest of the plan period, to 2031. | For clarification and factual update. |
| AM50 | 44 | 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 <u>District</u> , 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 <u>period 2006 – 2015</u> , an average of 74% <u>70%</u> of production has been from northern Oxfordshire. <u>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.</u> Although there are extensive remaining sand and gravel resources in <u>the West Oxfordshire District part of northern Oxfordshire</u> , 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 <u>this</u> area and the consequent cumulative impact on local communities, generation of traffic, including on the A40, and impacts on local rivers and groundwater flows. | For clarification and factual update and to provide additional relevant information. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---------------------------------------|
| AM51 | 45 | 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 <u>has</u> 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. <u>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.</u> | Factual update and typo. |
| AM52 | 46 | 4.37 | At the current (2014) Local Aggregate Assessment <u>2014 requirement provision</u> 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. <u>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.</u> | Factual update and for clarification. |
| AM53 | 47 | 4.40 | At the current (2014) Local Aggregate Assessment <u>2014 requirement provision</u> rate (0.584 million tonnes a year per annum), current permitted reserves of crushed rock <u>remaining at the end of 2015</u> could on average last until 2034 <u>2030</u> , 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. | Factual update and for clarification. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---------------------------------------|
| AM54 | 47 | 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 <u>for aggregate use</u> 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. | For clarification. |
| AM55 | 47 | 4.43 | The Local Aggregate Assessment 2014 indicates no requirement for further areas for crushed rock working during the plan period, <u>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,</u> additional permissions could be needed towards the end of the plan period <u>and there could be a requirement for additional provisions to be made through the allocation of sites for working in the Site Allocations Document.</u> 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. | Factual update and for clarification. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---|
| AM56 | 51 | 4.48 | <p>Aggregates are imported <u>into Oxfordshire</u> through three rail depots at Banbury, Sutton Courtenay and Kidlington²³. 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 transshipment of rail ballast has been intermittent.</p> <p><i>Footnote 23:</i> The Kidlington rail depot is being <u>has been</u> relocated to a nearby permitted <u>an adjacent site to the north east</u> to enable the construction of a <u>the new Oxford Parkway railway</u> station at Water Eaton.</p> | Factual update and for clarification, typo. |
| AM57 | 51 | 4.49 | <p>There will be an ongoing need for importation of aggregate materials that cannot be quarried locally, particularly hard rock for roadstone. <u>There may also be opportunities for importation of recycled and secondary aggregate (see paragraph 4.7 and policy M1).</u> Rail and water transport should take priority over road, particularly for longer distance movements. Existing and permitted depots should therefore be safeguarded <u>under policy M9</u>; and additional depots should be permitted at suitable locations should the opportunity arise.</p> | For consistency with policy M1 and for clarification. |
| AM58 | 52 | 4.55 | <p>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 <u>strategic resource area</u> proposals for sand and gravel extraction must demonstrate that there <u>there</u> 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.</p> | Clarification and typo. |
| AM59 | 53 | 4.58 | <p>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</p> | Factual update. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|-------------------------|
| | | | <p>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. <u>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.</u></p> | |
| AM60 | 53 | 4.59 | <p>In the event that licences are awarded covering parts of Oxfordshire <u>under a future further licencing round</u>, 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 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.</p> | Factual update. |
| AM61 | 59 | 4.76 | <p>A biodiversity-led restoration strategy should include:</p> <ul style="list-style-type: none"> 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; | Consequential amendment |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-----------------------------------|------|----------------------|---|--|
| | | | <ul style="list-style-type: none"> 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. | |
| AM62 | 61 | 4.84 | Policy M10 sets out the general approach to restoration of mineral workings. Core policies C2 to C44 C11 <u>C12</u> are also relevant when considering the type of after-use that may be appropriate and the content of a restoration scheme. | Consequential to the addition of policy C12. |
| 5. WASTE PLANNING STRATEGY | | | | |
| AM63 | 63 | 5.1 | This section sets out the County Council's waste planning strategy and policies for the period to 2031. Provision must <u>is to</u> 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. | Clarifications |
| AM64 | 63 | 5.2 | How many and what sort of waste <u>management</u> 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 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. | Clarifications |
| AM65 | 63 | 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 | Clarifications |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------|
| | | | Document and against which planning applications for <u>new facilities that provide additional waste management facilities</u> capacity will be considered. | |
| AM66 | 63 | 5.4 | Attitudes and behaviour towards waste <u>and waste management practice</u> continue to change, and the The amount of waste <u>produced per person has fallen along with the amount of waste</u> disposed in landfill <u>has fallen and the amount of household waste produced per person has reduced</u> . However, the amount of waste produced arising in Oxfordshire <u>requiring provision for management</u> 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 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. | Clarifications |
| AM67 | 64 | 5.5 | <u>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</u> Just over two thirds of the total waste <u>produced requiring management</u> 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 <u>beyond</u> 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), | Clarifications. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------|
| | | | W9 (radioactive waste) and W10 (waste water). | |
| AM68 | 65 | 5.10 | <p>The National Planning Policy for Waste 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 <u>requiring disposed</u> or <u>mixed waste destined for recovery</u> 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 waste streams. In addition the National Planning Policy for Waste requires that waste planning authorities:</p> <ul style="list-style-type: none"> • 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. <p>Some cross boundary movement of waste is inevitable but planning for net self-sufficiency should reduce the level of movement that is necessary.</p> | Clarifications |
| AM69 | 66 | 5.11 | <p>For some time Oxfordshire has been receiving high levels <u>substantial quantities</u> 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). This reflects the availability of <u>non-hazardous waste</u> landfill space in Oxfordshire, the relative proximity of a number of urban centres (e.g. Reading, Wokingham, Bracknell and Newbury) and <u>reduction</u> a growing shortage of <u>non-hazardous waste</u> landfill capacity in other areas – in particular Berkshire and</p> | Clarifications |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|--|----------------------|
| | | | <p>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 reduce⁴⁰, but significant quantities imports of waste can still be <u>are anticipated to continue from other areas elsewhere</u> as long as Oxfordshire's landfills continue to operate. Policy W1 sets the basis for managing the <u>equivalent quantity of waste to that</u> 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).</p> <p><i>Footnote 40:</i> Waste from West London that was being disposed <u>under contract</u> at Sutton Courtenay is now being disposed in South Gloucestershire <u>managed elsewhere</u>. The London Plan expects the London Boroughs to become <u>net self-sufficient</u> in managing their waste by 2025 <u>and to cease sending recyclable or biodegradable waste to landfill at that time</u>.</p> | |
| AM70 | 67 | 5.13 | <p>The way that waste is managed <u>in Oxfordshire</u> has changed markedly in recent years. Most waste was previously disposed by <u>to</u> landfill, but available data shows that in Oxfordshire <u>over</u> half is now recycled or recovered for other use. The recycling and recovery of municipal waste is leading this trend (58% in 2012/13) and further improvement can be expected as a result of investment in new waste facilities.</p> | For clarification. |
| AM71 | 67 | 5.14 | <p>The Core Strategy seeks further improvement as quickly as is practical in the proportion of waste that is recycled, composted and recovered, to minimise <u>minimising</u> the amounts of waste disposed in landfill. Policy W2 sets targets for the way in which the principal waste streams should <u>are to</u> be managed and these help to determine the provision that needs to be made for different types of waste management facilities (see policy W3).</p> | For clarification. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|----------------------|
| AM72 | 67 | 5.15 | <p>The targets for future waste management in policy W2 reflect the aims and vision of this Core Strategy to:</p> <ul style="list-style-type: none"> • <u>move waste up the hierarchy; and</u> • <u>maximise landfill diversion.</u> <p><u>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 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.</u></p> <p>The targets set by policy W2 reflect:</p> <ul style="list-style-type: none"> • higher recycling (and composting) targets that are considered achievable in Oxfordshire; and • maximum diversion from landfill. | For clarification. |
| AM73 | 67 | 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 <u>treatment</u> . | Clarification |
| AM74 | 68 | 5.19 | The European Waste Framework Directive 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. Construction waste is far more varied in composition and it is estimated that little more than a third is currently recycled | For clarification. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| | | | and there may be some scope to improve on this. | |
| AM75 | 68 | 5.20 | Naturally occurring excavation waste material is not subject to the Directive target. This <u>waste stream</u> 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, <u>operational development</u> and associated engineering works. | For clarification. |
| AM76 | 68 | 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. | Update following changes to policy W2. |
| AM77 | 70 | 5.24 | Existing waste management facilities will provide much of the waste management capacity required, <u>as identified in Table 5</u> . Table 6 shows the capacity available: this reduces through the plan period as the capacity provided by temporary <u>temporary facilities with time-limited planning permissions</u> is deducted in accordance with the end dates of their planning permissions. | Clarifications |
| AM78 | 71 | 5.26 | For Oxfordshire to be net self-sufficient in managing its own waste, provision must <u>will</u> be made for sites that are sufficient to enable the waste management requirements set out in table 5 to be met. Policy W4 <u>W3</u> 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 | Clarification and consequential amendment. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---|
| | | | for new sites to meet the shortfalls identified in table 7. | |
| AM79 | 72 | 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 <u>non-hazardous</u> 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. | Consequential amendments |
| AM80 | 72 | 5.29 | In the case of facilities for the treatment of residual waste, a more cautious approach should be <u>is</u> 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 <u>mixed waste</u> being 'disposed' <u>managed</u> 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 <u>were developed</u> . 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. | Clarifications |
| AM81 | 73 | 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 | Clarifications and consequential changes. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change | | | | | | | | | | | | | | | | | | | |
|---------------|---|-------------------|---|-------------------|---|--|--|-------------|-------------|-------------|-----------|---|---|---|---------------|---|---|---|-------------|---|---|---|-------------------------|
| | | | <p>sites for <u>additional</u> waste management facilities <u>capacity</u> will be <u>identified and allocated</u> in the Site Allocations Document, taking into account the <u>criteria in policy W5 requirements of this policy, policy W5 (Siting of waste management facilities) and policies C1 – C412</u>.</p> | | | | | | | | | | | | | | | | | | | | |
| AM82 | 73 | 5.32 | <p>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 facilities⁴⁷. The following will be used as a guide to differentiation between different scales of facility^{47*}:</p> <ul style="list-style-type: none"> • <u>Strategic facilities are those that would manage at least 50,000tpa of waste;</u> • <u>Non-strategic facilities are those that manage between 20,000 and 50,000 tpa of waste; and</u> • <u>smaller scale facilities are those that manage less than 20,000 tpa waste or 25,000 tpa of inert waste for recycling.</u> <p><u>Table 8: Guide to defining the scale of waste management facilities</u></p> <table border="1"> <thead> <tr> <th rowspan="2">Scale</th> <th colspan="3">Recycling/Treatment/Recovery Facilities throughput (tonnes per annum)</th> </tr> <tr> <th>>50,000 tpa</th> <th><50,000 tpa</th> <th><20,000 tpa</th> </tr> </thead> <tbody> <tr> <td>Strategic</td> <td>✓</td> <td>✗</td> <td>✗</td> </tr> <tr> <td>Non Strategic</td> <td>✗</td> <td>✓</td> <td>✗</td> </tr> <tr> <td>Small scale</td> <td>✗</td> <td>✗</td> <td>✓</td> </tr> </tbody> </table> <p>Source: Oxfordshire County Council</p> <p><i>*move footnote 47 here</i></p> | Scale | Recycling/Treatment/Recovery Facilities throughput (tonnes per annum) | | | >50,000 tpa | <50,000 tpa | <20,000 tpa | Strategic | ✓ | ✗ | ✗ | Non Strategic | ✗ | ✓ | ✗ | Small scale | ✗ | ✗ | ✓ | Presentational changes. |
| Scale | Recycling/Treatment/Recovery Facilities throughput (tonnes per annum) | | | | | | | | | | | | | | | | | | | | | | |
| | >50,000 tpa | <50,000 tpa | <20,000 tpa | | | | | | | | | | | | | | | | | | | | |
| Strategic | ✓ | ✗ | ✗ | | | | | | | | | | | | | | | | | | | | |
| Non Strategic | ✗ | ✓ | ✗ | | | | | | | | | | | | | | | | | | | | |
| Small scale | ✗ | ✗ | ✓ | | | | | | | | | | | | | | | | | | | | |
| AM83 | 75 | 5.35 | <p>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</p> | Clarifications | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| | | | county comprises attractive countryside with small village communities. These rural areas are only likely to be suitable for small scale waste <u>management</u> 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 <u>such</u> facilities, to ensure they remain small scale and do not <u>give rise to</u> have unacceptable impacts. Locations close to towns (figure 2) are more likely to reduce the distances waste needs to be transported, but other locations <u>may</u> could be acceptable where the criteria in policy W5 and policies C1 – C11 <u>12</u> are met. | |
| AM84 | 76 | 5.38 | Policy W4 provides a locational framework for <u>the provision of additional waste management facilities capacity</u> 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. | Clarifications |
| AM85 | 76 | 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 <u>will</u> also be assessed against the criteria in policies C1 – C11 <u>C12</u> . 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. | Clarifications |
| AM86 | 77 | 5.44 | <u>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</u> <u>may</u> 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 | Consequential amendments as a result of changes to W5 and to address 033/11 in part. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|--|
| | | | existing site onto green field <u>greenfield</u> land is proposed. <u>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.</u> | |
| AM87 | 77 | 5.46 | <i>Delete whole paragraph; replaced by new paragraph in section 6, supporting new policy C12.</i> | Paragraph moved, consequent to new policy C12. |
| AM88 | 77 | 5.47 | <i>Delete whole paragraph; replaced by new paragraph in section 6, supporting new policy C12.</i> | Paragraph moved, consequent to new policy C12. |
| AM89 | 78 | 5.48 | <i>Delete whole paragraph; replaced by new paragraph in section 6, supporting new policy C12.</i> | Paragraph moved, consequent to new policy C12. |
| AM90 | 83 | 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 | Clarification |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|--|---|---|
| | | | 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. <u>Inert waste is also managed through operational development schemes and projects such as noise bund construction and flood defence works.</u> Otherwise <u>In such cases</u> , 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. | |
| AM91 | 86 | 5.72 | Proposals for the management of hazardous waste should also have regard to policies W4 (general locations) and W5 (specific locations) and policies C1-C44 <u>12</u> . | Consequential to the addition of policy C12 and typo. |
| AM92 | 87 | 5.76 | Policy W8 allows for the construction of facilities for the management of agricultural waste provided they comply with policies C1-C44 <u>12</u> . Treatment of agricultural waste by processes such as anaerobic digestion offer opportunity <u>opportunities</u> 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. | Consequential to the addition of policy C12 and typo. |
| AM93 | 88 | 5.XX (New paragraph to be inserted before 5.80) | <u>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</u> | Factual update to address representation 140/ac/1. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---|
| | | | <u>policy in the arena of radioactive waste management.</u> | |
| AM94 | 88 | 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 <u>Torus</u> (JET) facility at Culham, in South Oxfordshire District. Most of this waste will be from the decommissioning of facilities, as detailed in table 15. | Clarification to address representation 140/2. |
| AM95 | 89 | 5.84 | The former nuclear energy research facility at Harwell includes an area designated 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 <u>(an area separated from the main nuclear licensed site, and containing the Liquid Effluent Treatment Plant)</u> is within the recently designated Science Vale Enterprise Zone. The site is also within the North Wessex Downs Area of Outstanding Natural Beauty. | Clarification to address representation 140/2. |
| AM96 | 89 | 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. The site operator has not identified a need for further facilities to manage intermediate level radioactive waste <u>and planning permission has been granted for the development of an intermediate level waste store at the Harwell Nuclear licensed site.</u> <u>It is likely that the consented facility will meet the site operator's interim radioactive waste storage requirements throughout the plan period,</u> 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. | Clarification to address representation 140/2 and a consequential change. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|------|------|----------------------|---|---|
| AM97 | 90 | 5.89 | The Culham Science Centre <u>United Kingdom Atomic Energy Authority (UKAEA)</u> hosts and operates the Joint European Taurus-Torus (JET) project in building J <u>at Culham Science Centre</u> . 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 <u>UKAEA's</u> 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. | Clarifications to address representation 092/3 and a consequential amendment. |
| AM98 | 90 | 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. | Clarification to address representation 092/3. |
| AM99 | 91 | 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 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 <u>C12</u>). 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. | Consequential to the addition of policy C12. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|--|------|----------------------|---|--|
| AM100 | 92 | 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 <u>greenfield</u> 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-C4 <u>12</u> . 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 <u>C12</u> and C8). | Consequential to the update to policy W5 and the addition of policy C12. |
| AM101 | 96 | Figure 12 | <i>Update Figure 12: Update Waste Key Diagram as a result of changes to the waste spatial strategy in Policy W4. (see Appendix A)</i> | To ensure waste key diagram is up to date. |
| 6. CORE POLICIES FOR MINERALS AND WASTE | | | | |
| AM102 | 97 | Section 6 | <i>New paragraph at beginning of Section 6 – before sub-heading Sustainable development:</i> <u>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.</u> | Clarification |
| AM103 | 103 | 6.26 | Policy C5 addresses general environmental, and amenity <u>and economic</u> considerations only. Other core policies address areas associated with environmental protection, including water quality, the natural environment, the historic environment and landscape. | To address representation 026/3 and a consequential |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-------|------|----------------------|---|----------------------------------|
| | | | | amendment. |
| AM104 | 104 | 6.28 | Where significant development on agricultural land is <u>demonstrated to be necessary</u> , national policy 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). Where appropriate <u>not already available, detailed</u> agricultural land classification survey information should be <u>provided for proposals on agricultural land</u> . 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. | To address representation 126/2. |
| AM105 | 104 | 6.29 | The quality of the existing land <u>and the ability to restore it to high standards</u> 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 <u>for the future</u> wherever possible. Proposals for restoration need to be realistic, however, and 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. | To address representation 126/2. |
| AM106 | 111 | 6.52 | The Oxfordshire Local Transport Plan 2011 – 2030 (LTP3) <u>2015 – 2031 (LTP4)</u> aims to reduce carbon emissions from transport, improve air quality and reduce other environmental impacts. The County Council recognises that the transport network | Factual updates. |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|---|------|----------------------|---|---|
| | | | <p>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 infrastructure¹¹⁰.</p> <p><i>Footnote 110:</i> <u>Policy SD2 of the Oxfordshire Local Transport Plan 2011-2030 (revised April 2012).</u> <u>Policy 34 of the Oxfordshire Local Transport Plan 2015 – 2031 (2016)</u></p> | |
| AM107 | 112 | Figure 13 | <p><i>Delete Oxfordshire Lorry Route Map (Feb 2012) and replace with updated Oxfordshire Lorry Route Map from 'Connecting Oxfordshire: Local Transport Plan 2015 – 2031 – Oxfordshire Freight Strategy' (Figure 2) (2016).</i></p> <p><i>Update figure source: <u>Source: Oxfordshire Lorry Routes (Feb 2012) Oxfordshire County Council Connecting Oxfordshire: Local Transport Plan 2015 – 2031 – Oxfordshire Freight Strategy (Figure 2) (2016)</u></i></p> | To ensure the most up-to-date information is used in the Core Strategy. |
| 7. IMPLEMENTATION AND MONITORING | | | | |
| AM108 | 118 | 7.10 | <p>Site options for possible allocation in the Site Allocations Document will be assessed against the criteria in policy M4 and the core policies C1-C4412. 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.</p> | Consequential to the addition of policy C12. |
| AM109 | 119 | 7.15 | <p>The core policies C1 to C4412 have been developed to ensure the minerals strategy is delivered in an environmentally acceptable way, including by setting out criteria</p> | Consequential to the addition |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-------|------|--------------------------------|--|----------------------------|
| | | | 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. | of policy C12. |
| AM110 | 120 | 7.24 <u>7.20</u> | An implementation and monitoring framework for the Core Strategy minerals planning strategy will be included in the Minerals and Waste Monitoring Reports <u>is included at the end of this section</u> . Indicators and targets will be <u>have been</u> 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. | Clarifications |
| AM111 | 120 | 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. | Typo |
| AM112 | 124 | 7.45 <u>7.44</u> | An implementation and monitoring framework for the Core Strategy waste planning strategy will be included in the Minerals and Waste Monitoring Reports <u>is included at the end of this section</u> . Indicators and targets will be <u>have been</u> 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. | Clarifications |
| AM113 | 124 | 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. | Typo |
| AM114 | 128 | Appendix 2 | <i>N.B. only additions/deletions are shown for Appendix 2</i> | To address representations |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|------------------------------|--|------------------------------|---|------------------------------|--|--|--|--|-----|---------------------|--------|----------|------------------|------------|-----------------------------------|---------------|-----------------|------------------------------|------------|--------------------------------------|------------------|-----------------|------------------------------|------------|-------------------------------------|-----------------|-----------------|------------------------------|------------|--|------------------------------|-----------------|------------------------------|------------|----------------------------------|--------------|-----------------|------------------------------|------------|---------------------------------------|-------------------|-----------------|------------------------------|------------------------------|--|--|--|--|-----|---------------------|--------|----------|------------------|-----|---------------------|--------|-----------|---------------|-----|-----------------------------------|--------|-----------|------------------|--|
| | | | <p>Appendix 2. Existing and Permitted Waste management Sites Safeguarded under Policy W11</p> <p>These sites are safeguarded under Policy W11 pending adoption of the Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document</p> <table border="1"> <thead> <tr> <th colspan="5">CHERWELL DISTRICT</th> </tr> <tr> <th>No.</th> <th>Site and (Operator)</th> <th>Parish</th> <th>Grid Ref</th> <th>Type of Facility</th> </tr> </thead> <tbody> <tr> <td><u>284</u></td> <td><u>Ardley STW (Anglian Water)</u></td> <td><u>Ardley</u></td> <td><u>SP544280</u></td> <td><u>Waste Water Treatment</u></td> </tr> <tr> <td><u>285</u></td> <td><u>Fringford STW (Anglian Water)</u></td> <td><u>Fringford</u></td> <td><u>SP609290</u></td> <td><u>Waste Water Treatment</u></td> </tr> <tr> <td><u>286</u></td> <td><u>Fritwell STW (Anglian Water)</u></td> <td><u>Fritwell</u></td> <td><u>SP526287</u></td> <td><u>Waste Water Treatment</u></td> </tr> <tr> <td><u>287</u></td> <td><u>Hardwick Hethe Klargester STW (Anglian Water)</u></td> <td><u>Hardwick with Tusmore</u></td> <td><u>SP577295</u></td> <td><u>Waste Water Treatment</u></td> </tr> <tr> <td><u>288</u></td> <td><u>Hethe STW (Anglian Water)</u></td> <td><u>Hethe</u></td> <td><u>SP596294</u></td> <td><u>Waste Water Treatment</u></td> </tr> <tr> <td><u>289</u></td> <td><u>Stoke Lyne STW (Anglian Water)</u></td> <td><u>Stoke Lyne</u></td> <td><u>SP565284</u></td> <td><u>Waste Water Treatment</u></td> </tr> </tbody> </table> <table border="1"> <thead> <tr> <th colspan="5">VALE OF WHITE HORSE DISTRICT</th> </tr> <tr> <th>No.</th> <th>Site and (Operator)</th> <th>Parish</th> <th>Grid Ref</th> <th>Type of Facility</th> </tr> </thead> <tbody> <tr> <td>118</td> <td>Tubney Wood (Hills)</td> <td>Tubney</td> <td>SP 449006</td> <td>GDE Recycling</td> </tr> <tr> <td>255</td> <td>Didcot Power Station (RWE Npower)</td> <td>Milton</td> <td>SU 508918</td> <td>Recycle/Transfer</td> </tr> </tbody> </table> | CHERWELL DISTRICT | | | | | No. | Site and (Operator) | Parish | Grid Ref | Type of Facility | <u>284</u> | <u>Ardley STW (Anglian Water)</u> | <u>Ardley</u> | <u>SP544280</u> | <u>Waste Water Treatment</u> | <u>285</u> | <u>Fringford STW (Anglian Water)</u> | <u>Fringford</u> | <u>SP609290</u> | <u>Waste Water Treatment</u> | <u>286</u> | <u>Fritwell STW (Anglian Water)</u> | <u>Fritwell</u> | <u>SP526287</u> | <u>Waste Water Treatment</u> | <u>287</u> | <u>Hardwick Hethe Klargester STW (Anglian Water)</u> | <u>Hardwick with Tusmore</u> | <u>SP577295</u> | <u>Waste Water Treatment</u> | <u>288</u> | <u>Hethe STW (Anglian Water)</u> | <u>Hethe</u> | <u>SP596294</u> | <u>Waste Water Treatment</u> | <u>289</u> | <u>Stoke Lyne STW (Anglian Water)</u> | <u>Stoke Lyne</u> | <u>SP565284</u> | <u>Waste Water Treatment</u> | VALE OF WHITE HORSE DISTRICT | | | | | No. | Site and (Operator) | Parish | Grid Ref | Type of Facility | 118 | Tubney Wood (Hills) | Tubney | SP 449006 | GDE Recycling | 255 | Didcot Power Station (RWE Npower) | Milton | SU 508918 | Recycle/Transfer | 015/2 and 015/ac/2 and factual update. |
| CHERWELL DISTRICT | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| No. | Site and (Operator) | Parish | Grid Ref | Type of Facility | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>284</u> | <u>Ardley STW (Anglian Water)</u> | <u>Ardley</u> | <u>SP544280</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>285</u> | <u>Fringford STW (Anglian Water)</u> | <u>Fringford</u> | <u>SP609290</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>286</u> | <u>Fritwell STW (Anglian Water)</u> | <u>Fritwell</u> | <u>SP526287</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>287</u> | <u>Hardwick Hethe Klargester STW (Anglian Water)</u> | <u>Hardwick with Tusmore</u> | <u>SP577295</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>288</u> | <u>Hethe STW (Anglian Water)</u> | <u>Hethe</u> | <u>SP596294</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| <u>289</u> | <u>Stoke Lyne STW (Anglian Water)</u> | <u>Stoke Lyne</u> | <u>SP565284</u> | <u>Waste Water Treatment</u> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| VALE OF WHITE HORSE DISTRICT | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| No. | Site and (Operator) | Parish | Grid Ref | Type of Facility | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 118 | Tubney Wood (Hills) | Tubney | SP 449006 | GDE Recycling | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| 255 | Didcot Power Station (RWE Npower) | Milton | SU 508918 | Recycle/Transfer | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

| Ref | Page | Policy/ paragraph | Suggested Proposed Modification | Reason for Change |
|-------|------|----------------------|--|---|
| AM115 | 136 | Glossary | <u>Best and Most Versatile (BMV) Agricultural Land</u> – 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) | Clarification |
| AM116 | 137 | Glossary | <u>Cumulative Impact</u> – changes caused by a development in combination with other similar developments either at the same time or successively over time. | To address representations 082/4, 125/3, 131/3 and 132/5. |
| AM117 | 139 | Glossary | <u>Feedstock</u> – Raw material to supply or fuel a machine or industrial process, such as a mineral processing plant or a waste recycling or treatment plant. | To address representations 082/4, 125/3, 131/3 and 132/5. |

Appendix A

Figure 5: Location of active mineral workings and sites with planning permission



Figure 6: Location of municipal and commercial & industrial waste facilities and sites with planning permission

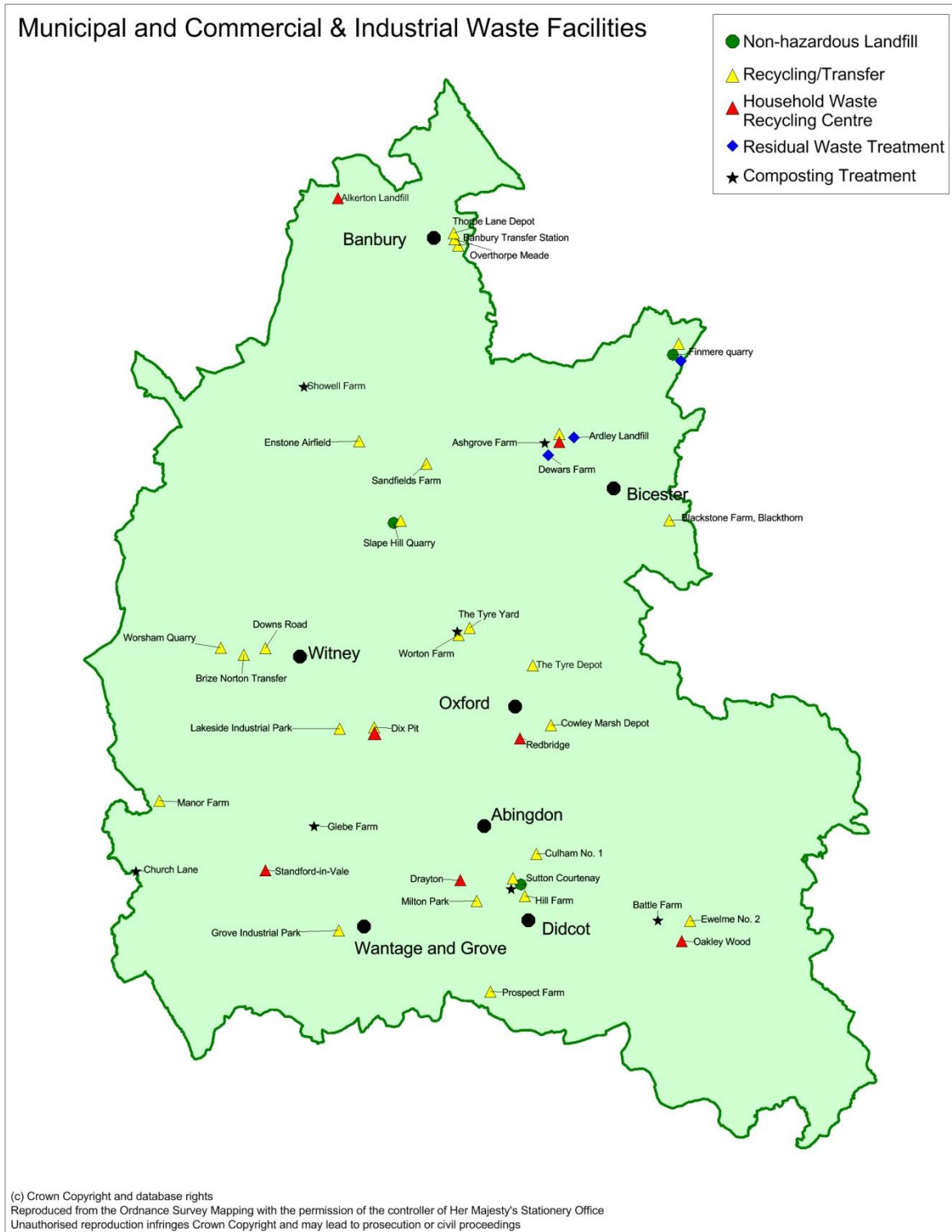


Figure 7: Location of construction, demolition & excavation waste facilities and sites with planning permission



Figure 12: Waste Key Diagram

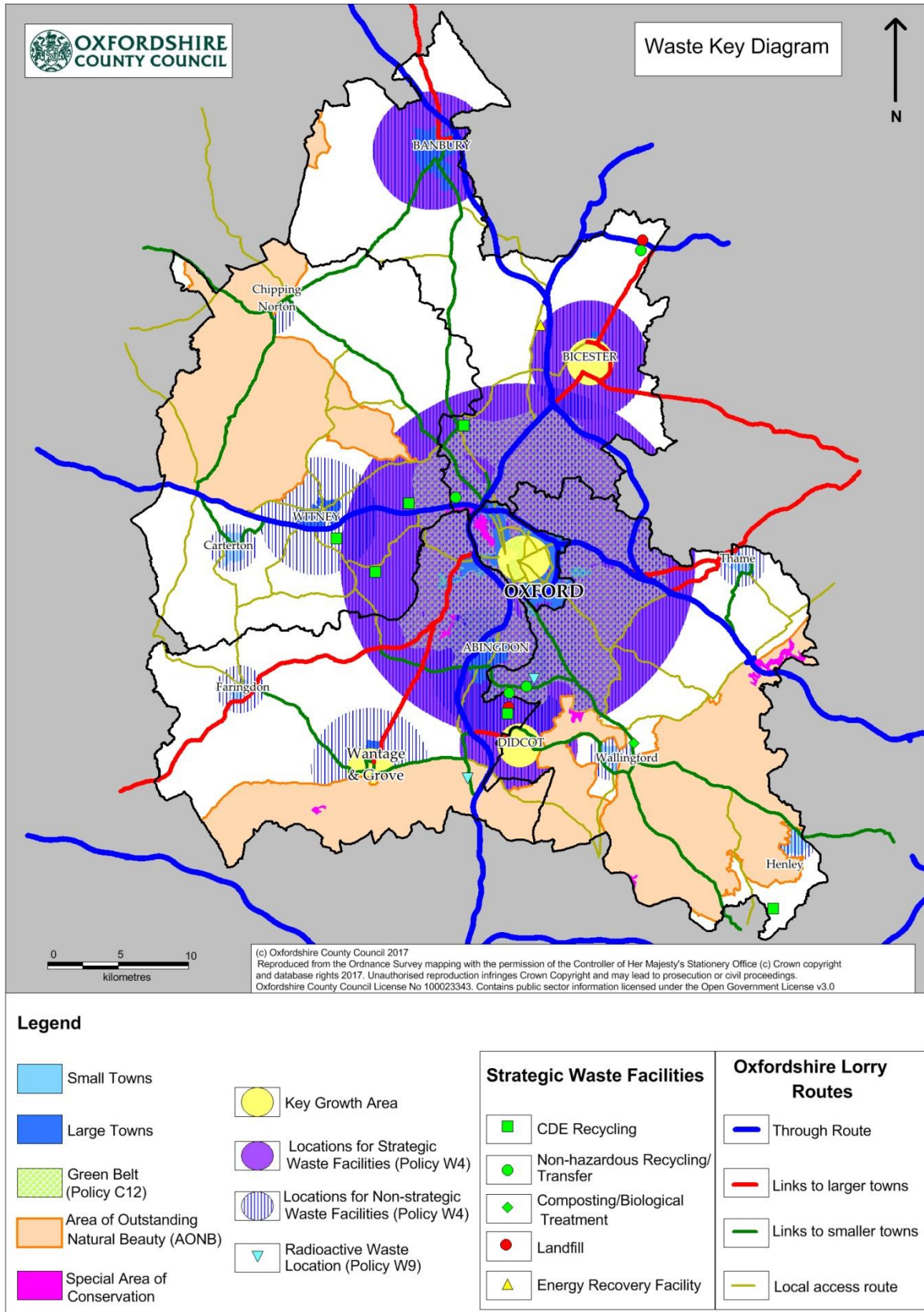
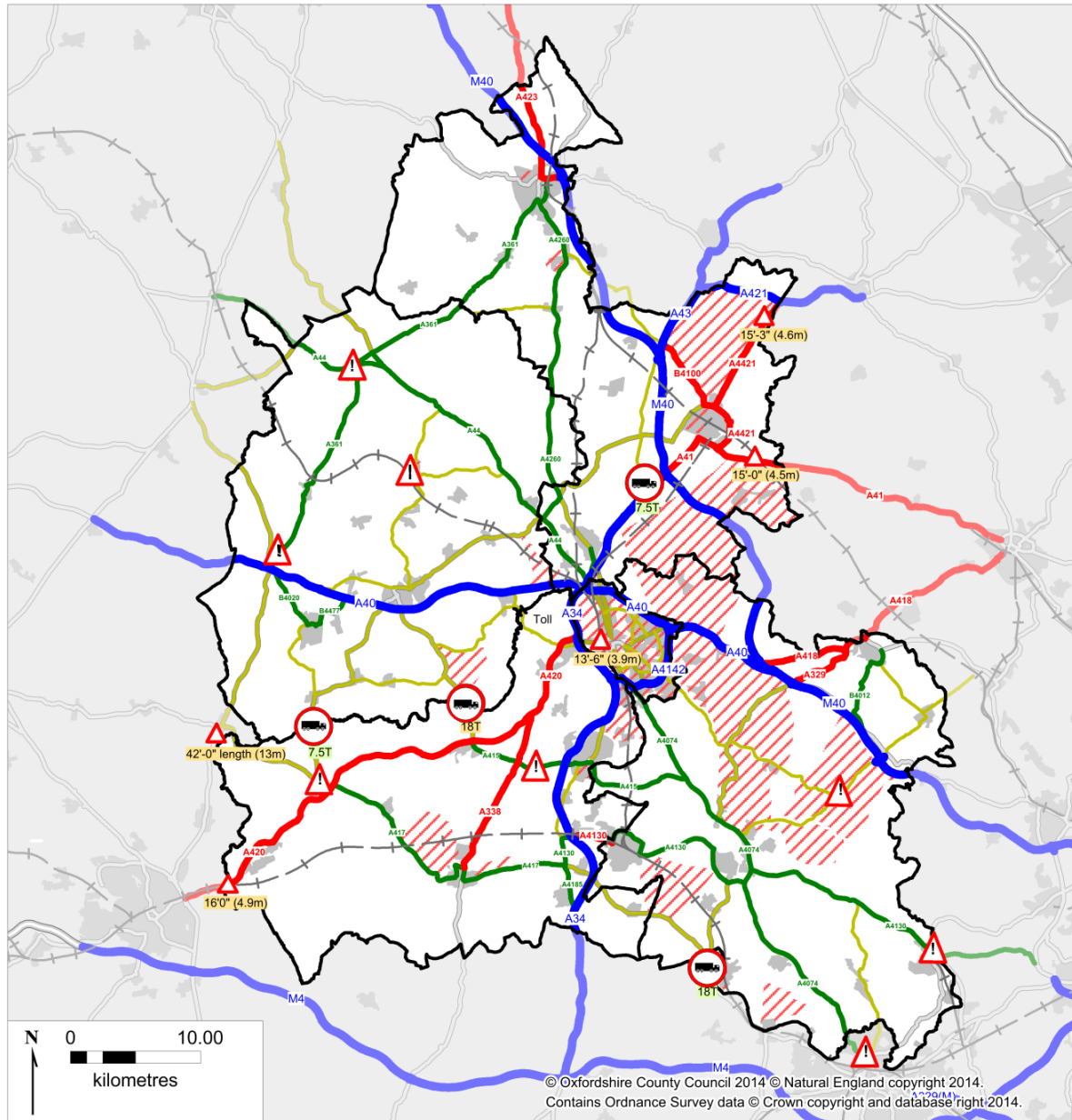


Figure 13: Oxfordshire Lorry Route Map



| Legend | | | |
|--------|--|--|--------------------------------------|
| | Through route | | Vehicle weight or length restriction |
| | Links to larger towns | | Structural restriction |
| | Links to smaller towns | | Environmental restriction |
| | Local access route | | 7.5 Tonne weight restriction zone |
| | Vehicle height, width or length restriction | | |
| | Environmentally sensitive area: avoid if at all possible | | |

Source: Connecting Oxfordshire: Local Transport Plan 2015 – 2031 – Oxfordshire Freight Strategy (Figure 2) (2016)

This page is intentionally left blank

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN

PART 1 – CORE STRATEGY

ADOPTION VERSION

for County Council 12 September 2017

Including Inspector's Main Modifications and Additional Modifications

September 2017



OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN

PART 1 – CORE STRATEGY

ADOPTION VERSION
for County Council 12 September 2017

Including Inspector's Main Modifications and Additional Modifications

September 2017

| Section | Content | Page |
|----------------|--|-------------|
| 1 | Introduction | 7 |
| | Introduction | 7 |
| | Replacement of existing development plan policies | 8 |
| | Publication and examination | 8 |
| 2 | Background | 8 |
| | The Oxfordshire Area | 8 |
| | Minerals in Oxfordshire | 13 |
| | Waste in Oxfordshire | 17 |
| | Policy context | 20 |
| | Issues | 26 |
| | Habitats Regulations Assessment | 29 |
| | Sustainability Appraisal/Strategic Environmental Assessment | 30 |
| | Strategic Flood Risk Assessment | 31 |
| 3 | Vision and Objectives for Minerals and Waste in Oxfordshire | 32 |
| | Introduction | 32 |
| | Minerals Planning Vision | 32 |
| | Minerals Planning Objectives | 33 |
| | Waste Planning Vision | 34 |
| | Waste Planning Objectives | 35 |
| 4 | Minerals Planning Strategy | 37 |
| | Recycled and secondary aggregate | 37 |
| | Provision for working aggregate minerals | 41 |
| | Locations for working aggregate minerals | 43 |
| | Imported aggregate and rail depots | 53 |
| | Non aggregate mineral working | 54 |
| | Safeguarding mineral resources | 57 |
| | Safeguarding mineral infrastructure | 58 |
| | Restoration and after-use of mineral workings | 60 |
| 5 | Waste Planning Strategy | 64 |
| | The amounts of waste to be managed | 64 |
| | Diverting waste from landfill | 68 |
| | Provision for waste management – capacity and facilities required | 73 |
| | General locational strategy for waste management facilities | 77 |
| | Siting of waste management facilities | 81 |
| | Landfill | 82 |
| | Hazardous waste | 88 |
| | Agricultural waste | 90 |
| | Radioactive waste | 91 |
| | Waste water (sewage) | 95 |

| | | |
|-----------------------------------|---|-----|
| | Safeguarding waste management sites | 97 |
| 6 | Core Policies for Minerals and Waste | 100 |
| | Sustainable development | 100 |
| | Climate change | 101 |
| | Flooding | 101 |
| | Water environment | 103 |
| | Local environment, amenity and economy | 105 |
| | Agricultural land and soils | 107 |
| | Biodiversity and geodiversity | 108 |
| | Landscape | 111 |
| | Historic environment and archaeology | 113 |
| | Transport | 115 |
| | Rights of way | 118 |
| | Green Belt | 119 |
| 7 | Implementation and Monitoring | 121 |
| | Implementation of the minerals planning strategy | 121 |
| | Monitoring of the minerals planning strategy | 124 |
| | Implementation of the waste planning strategy | 125 |
| | Monitoring of the waste planning strategy | 128 |
| | Monitoring Framework | 130 |
| Appendix 1 | Replacement of Saved Development Plan Policies | 147 |
| Appendix 2 | Existing and Permitted Waste Management Sites Safeguarded under Policy W11 | 150 |
| Appendix 3 | Flood Vulnerability Classification and Flood Zone Compatibility | 156 |
| | Glossary | 159 |
| Index of Minerals Policies | | |
| M1 | Recycled and secondary aggregate | 40 |
| M2 | Provision for working aggregate minerals | 43 |
| M3 | Principal locations for working aggregate minerals | 50 |
| M4 | Sites for working aggregate minerals | 51 |
| M5 | Working of aggregate minerals | 52 |
| M6 | Aggregate rail depots | 54 |
| M7 | Non-aggregate mineral working | 56 |
| M8 | Safeguarding mineral resources | 58 |
| M9 | Safeguarding mineral infrastructure | 59 |
| M10 | Restoration of mineral workings | 63 |
| Index of Waste Policies | | |
| W1 | Oxfordshire waste to be managed | 68 |
| W2 | Oxfordshire waste management targets | 70 |
| W3 | Provision for waste management capacity and facilities required | 76 |
| W4 | Locations for facilities to manage the principal waste streams | 80 |
| W5 | Siting of waste management facilities | 82 |

| | | |
|--------------------------------------|--|-----|
| W6 | Landfill and other permanent deposit of waste to land | 87 |
| W7 | Management and disposal of hazardous waste | 90 |
| W8 | Management of agricultural waste | 91 |
| W9 | Management and disposal of radioactive waste | 95 |
| W10 | Management and disposal of waste water and sewage sludge | 96 |
| W11 | Safeguarding waste management sites | 98 |
| Index of Common Core Policies | | |
| C1 | Sustainable development | 100 |
| C2 | Climate change | 101 |
| C3 | Flooding | 103 |
| C4 | Water environment | 105 |
| C5 | Local environment, amenity and economy | 106 |
| C6 | Agricultural land and soils | 108 |
| C7 | Biodiversity and geodiversity | 110 |
| C8 | Landscape | 112 |
| C9 | Historic environment and archaeology | 114 |
| C10 | Transport | 118 |
| C11 | Rights of way | 119 |
| C12 | Green Belt | 120 |
| Index of Figures | | |
| Fig 1 | Special Areas of Conservation, Sites of Special Scientific Interest, Areas of Outstanding Natural Beauty and Green Belt in Oxfordshire | 11 |
| Fig 2 | Oxfordshire growth areas, other large towns and smaller towns | 12 |
| Fig 3 | Sand and gravel resources in Oxfordshire | 14 |
| Fig 4 | Crushed rock resources in Oxfordshire | 15 |
| Fig 5 | Location of active mineral workings and sites with planning permission | 17 |
| Fig 6 | Location of municipal and commercial & industrial waste facilities and sites with planning permission | 18 |
| Fig 7 | Location of construction, demolition & excavation waste facilities and sites with planning permission | 19 |
| Fig 8 | Waste Hierarchy | 22 |
| Fig 9 | Consented capacity for producing recycled and secondary aggregates in Oxfordshire 2016 – 2031 (August 2016) | 39 |
| Fig 10 | Origin of waste disposed in Oxfordshire licensed landfill sites 2008 – 2013 | 83 |
| Fig 11 | Types of waste disposed in Oxfordshire licensed landfill sites 2008 – 2013 | 83 |
| Fig 12 | Waste Key Diagram | 99 |
| Fig 13 | Oxfordshire Lorry Route Map | 116 |

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 Scheme¹.
- 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 to a single plan document would have added 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 policies that would have resulted from changing to a single plan, there was a clear justification for continuing

¹ The Oxfordshire Minerals and Waste Development Scheme (Seventh Revision) 2016 came into effect in February 2016 and is available on the County Council website

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 replace policies in the Oxfordshire Minerals and Waste Local Plan (1996). Appendix 1 sets out a schedule of existing saved development plan policies that are replaced by policies in the Core Strategy. It also lists existing saved development plan policies that will be replaced by policies in the Site Allocations Document.

Publication and examination

- 1.8 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.
- 1.9 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.
- 1.10 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.
- 1.11 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.
- 1.12 The 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 are available from the Council.

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 684,000. Over the plan period, significant population growth, new housing, commercial and related development, investment in infrastructure and related traffic growth are expected². 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 2031³. 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 26% over the period to 2031, to approximately 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

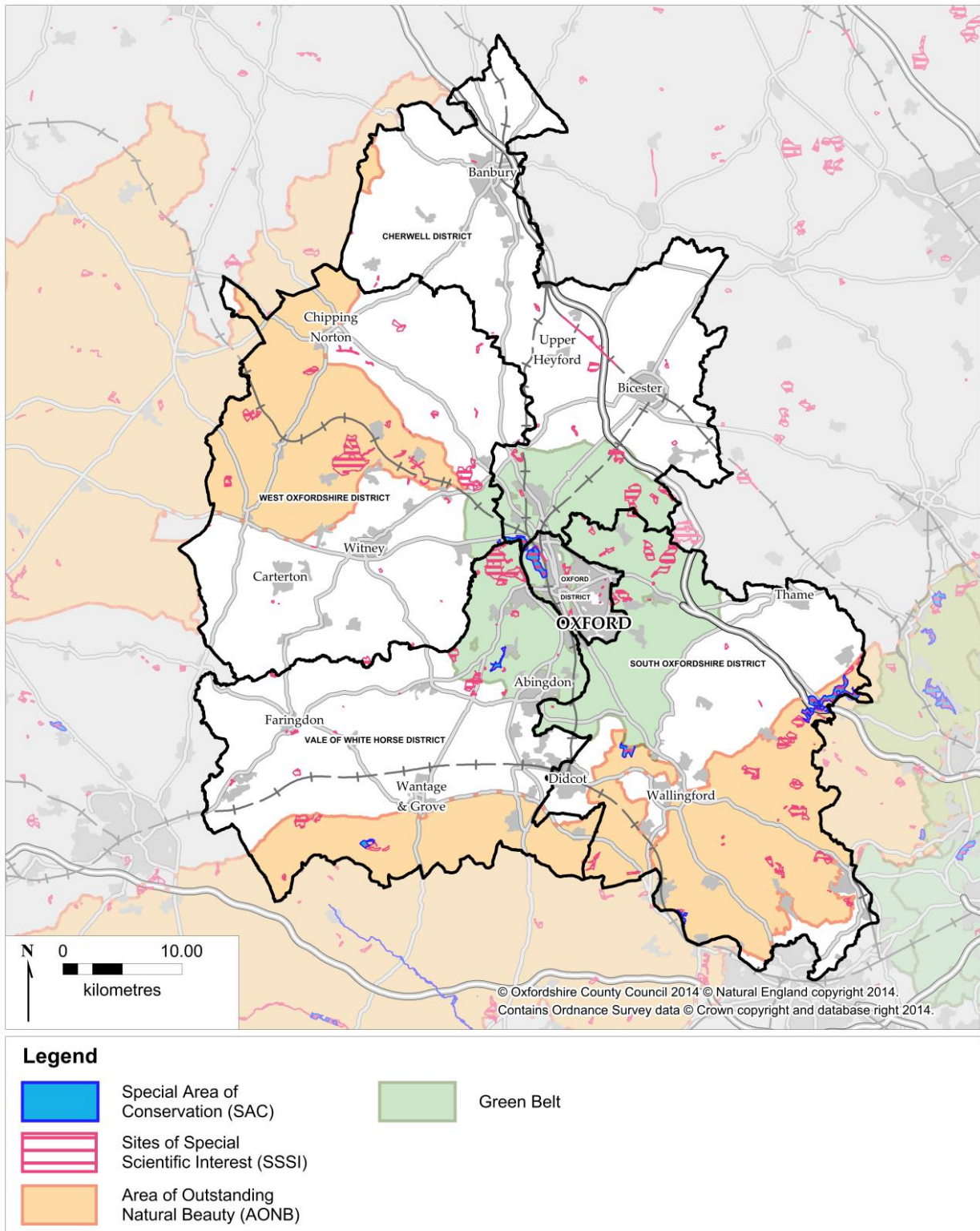
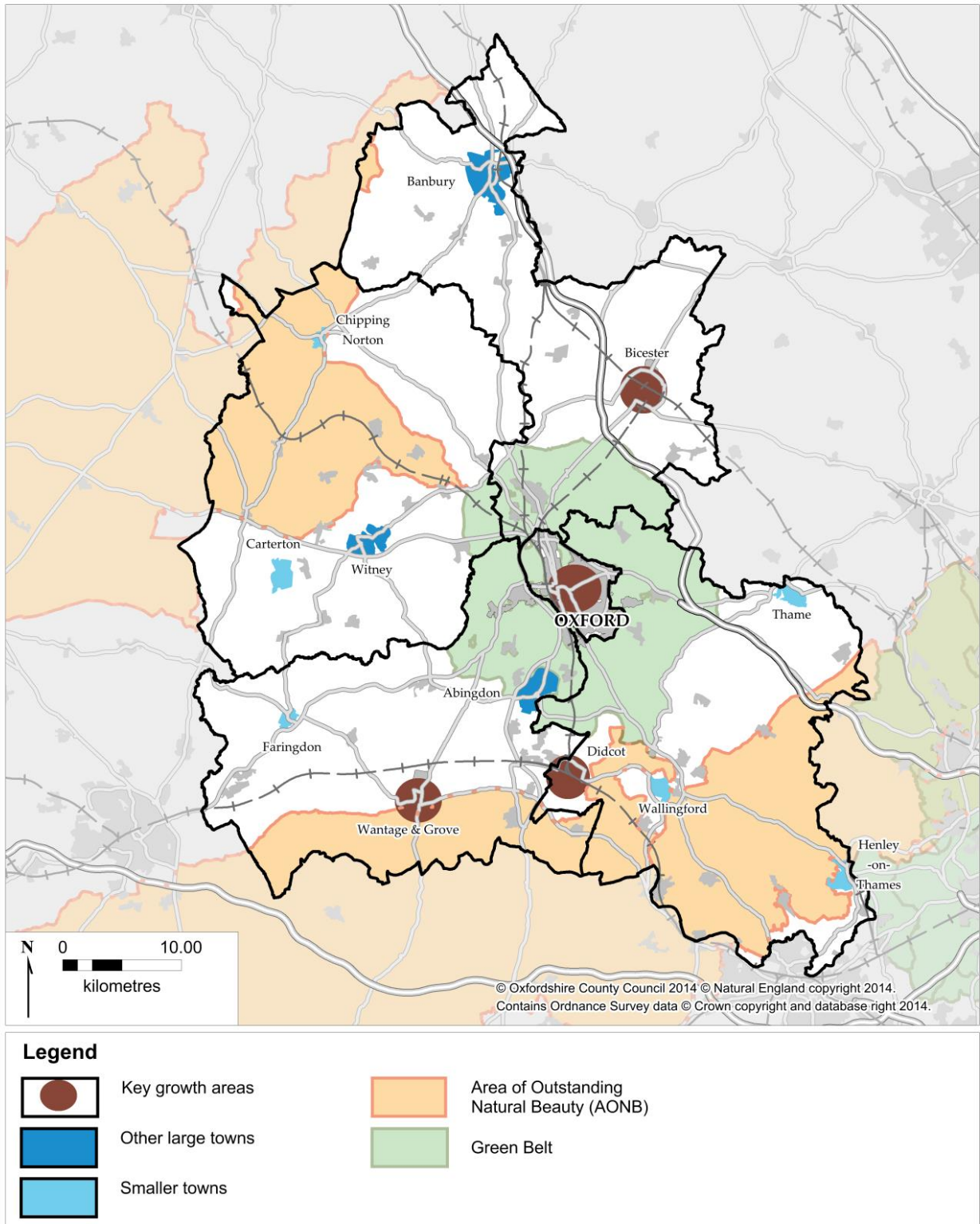


Figure 2: Oxfordshire growth areas, other large towns and smaller towns

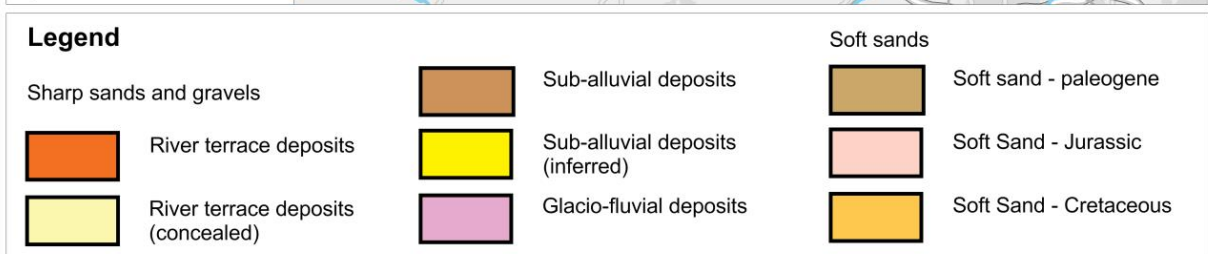
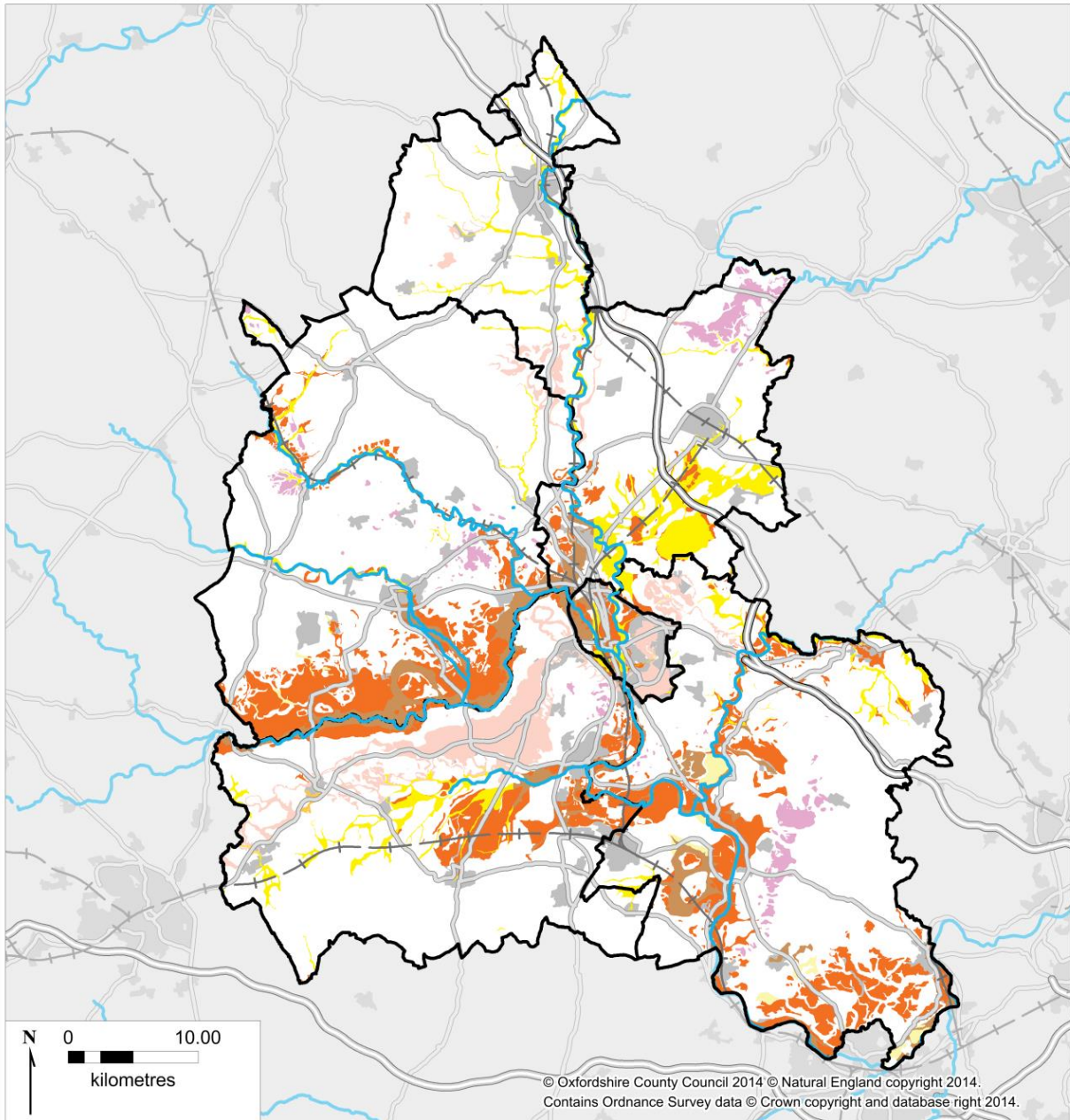


Minerals in Oxfordshire

- 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 fell over the ten year period 2004 to 2013 from two million tonnes to just over one million tonnes⁴. 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.

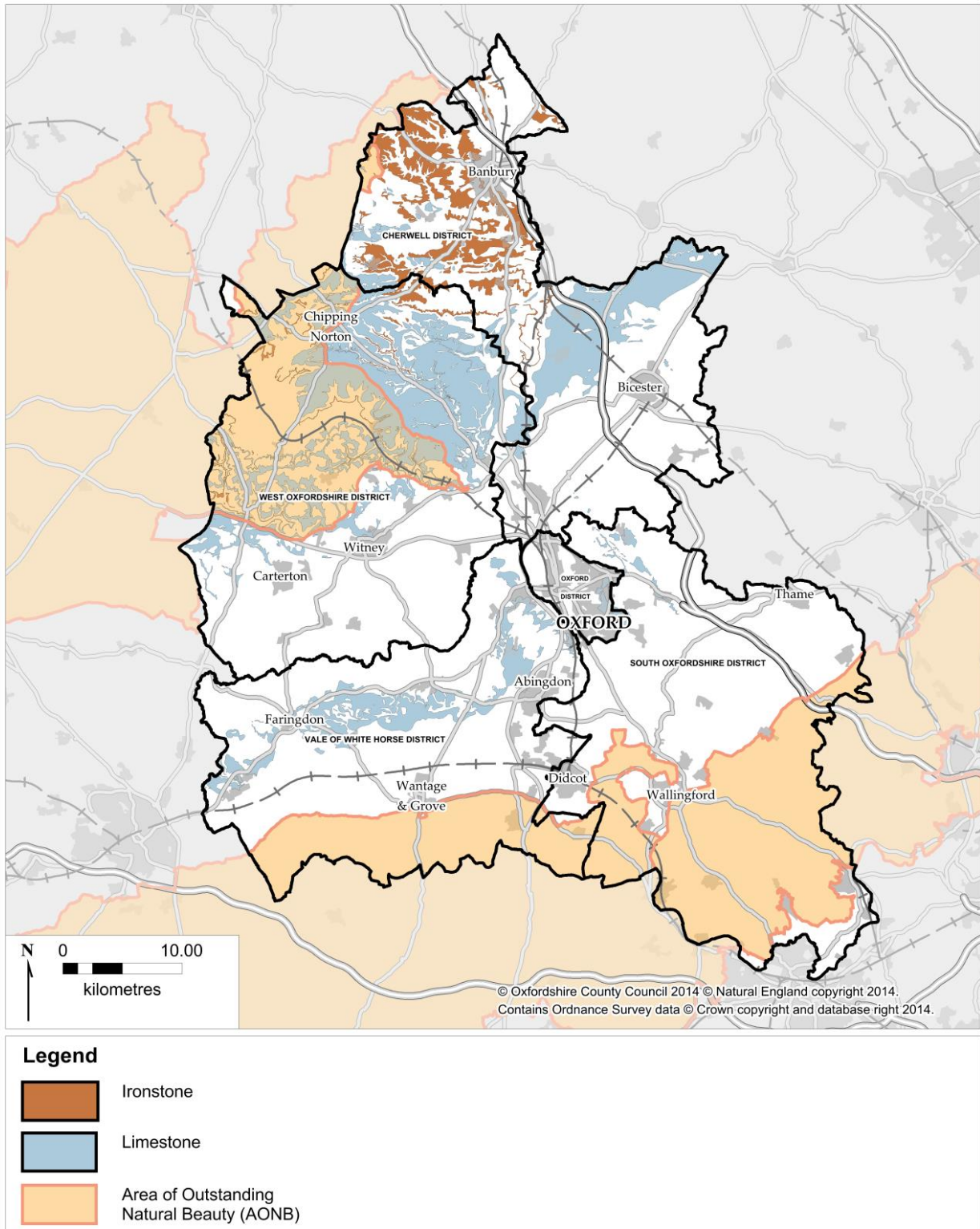
⁴ Oxfordshire County Council Local Aggregate Assessment 2014

Figure 3: Sand and gravel resources in Oxfordshire



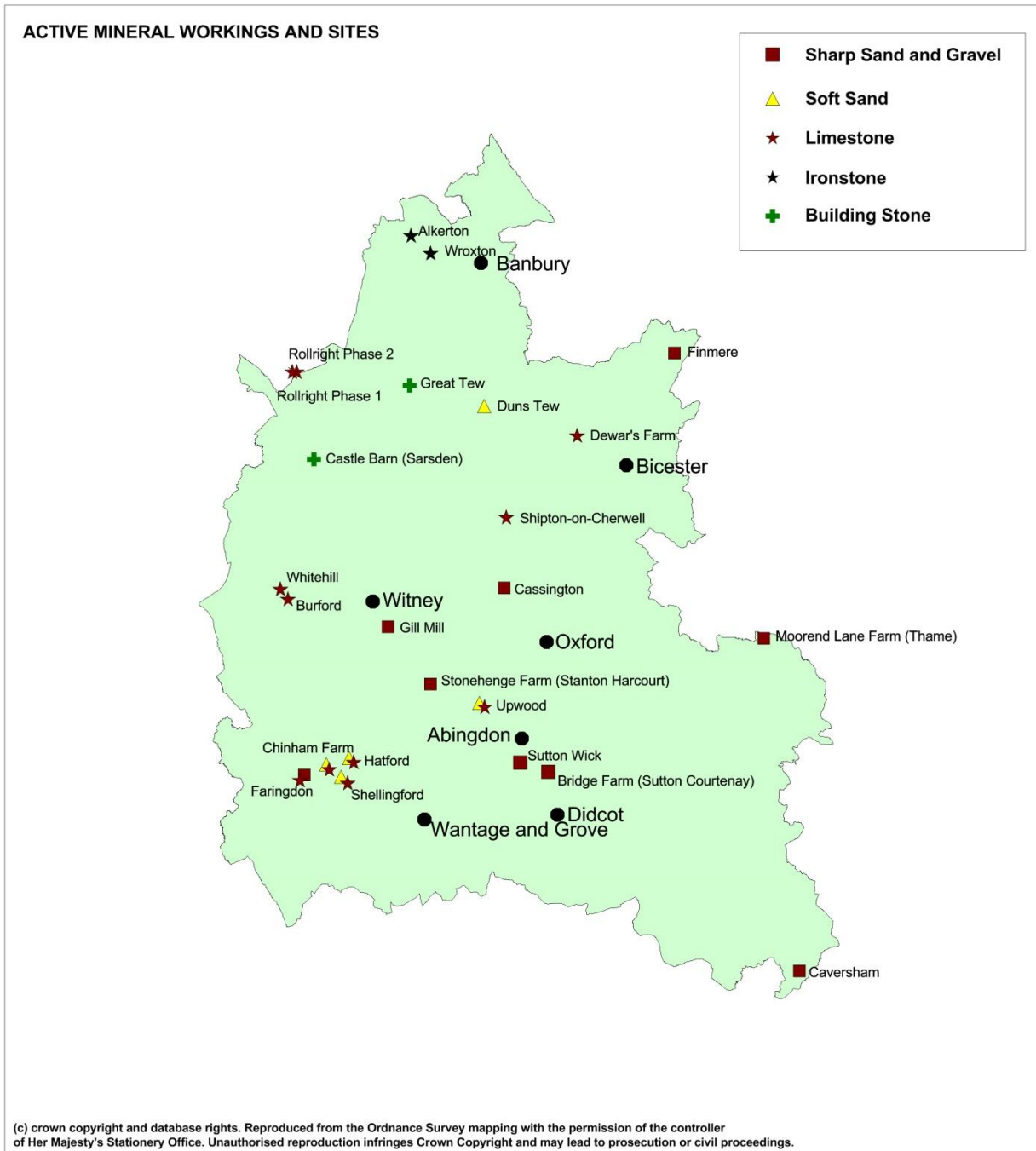
Licence No. 2006/085 British Geological Survey © NERC. All rights reserved

Figure 4: Crushed rock resources in Oxfordshire



Licence No. 2006/085 British Geological Survey © NERC. All rights reserved

Figure 5: Location of active mineral workings and sites with planning permission.



Waste in Oxfordshire

- 2.11 Nearly million tonnes of waste⁵ (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 16%;
 - Commercial and industrial waste (produced, processed and disposed of by the private sector) – approximately 36%;
 - Construction, demolition and excavation waste (produced, processed and disposed of by the private sector) – approximately 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 county⁶. 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 2015 approximately 413,000 tonnes of waste from other areas was disposed in Oxfordshire landfills, as shown in Table 1, a small amount 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 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 relevant⁷). 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 Directive⁸, Management of Waste from Extractive Industries Directive⁹, Urban Wastewater Directive¹⁰ and the Landfill Directive¹¹. Other relevant Directives include the Habitats Directive¹², the Strategic Environmental Assessment Directive¹³, the Air Quality Framework Directive¹⁴, The EU Directive on Ambient Air Quality and Cleaner Air for Europe¹⁵ and the Water Framework Directive¹⁶.

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)

¹¹ Directive on the Landfill of Waste (99/31/EC) (transposed into English law under the Landfill (England & Wales) Regulations 2002)

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).

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)

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’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 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.
- 2.23 The National Planning Policy for Waste was published in October 2014, replacing Planning Policy Statement 10 ‘Planning for Sustainable Waste

¹⁷ National Planning Policy Framework, paragraph 142.

Management', March 2011. It sets out the role that planning plays in delivering the 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 Directive¹⁸ 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’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 consultation²⁰. 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 Plan²¹.
- 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 position with local plans in Oxfordshire at January 2017 is shown in the following table.

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 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 <u>2011</u> (June 2006) – saved policies |

* The non-statutory Cherwell Local Plan 2011 is also relevant to the determination of planning applications.

** Three Area Action Plans have also been adopted

- 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.
- 2.36 The LEP's vision 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". Its '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.

2.37 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.

2.38 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.

2.39 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'.

- 2.40 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.

- 2.41 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

- 2.42 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 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.
- 2.43 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

- 2.44 National policy²² 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

²² National Planning Policy Framework: paragraph 142.

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.

2.45 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

- 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

- 2.46 National policy²³ 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.
- 2.47 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.
- 2.48 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.
- 2.49 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;

²³ National Planning Policy for Waste (October 2014)

- 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

2.50 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.

- 2.51 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.
- 2.52 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 policies and proposals of the Core Strategy are not considered to have a likely significant effect on any Special Area of Conservation.
- 2.53 The Proposed Main and Additional Modifications to the Core Strategy (February 2017) have been screened and none of these 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). Some alterations have been made to the Main and Additional Modifications since February 2017 but these do not affect the conclusions of the screening.

Sustainability Appraisal / Strategic Environmental Assessment

- 2.54 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).

- 2.55 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.
- 2.56 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

- 2.57 Local Authorities are expected to prepare a Strategic Flood Risk Assessment to inform the development of strategies and policies in local plans²⁴. 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.
- 2.58 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 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.

²⁴ National Planning Policy Framework: paragraph 100.

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 communities²⁵.

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.

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 wastes 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 hierarchy²⁶ 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 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.

²⁶ The waste hierarchy is shown in figure 7 at paragraph 2.24.

OMWLP Core Strategy

- 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.

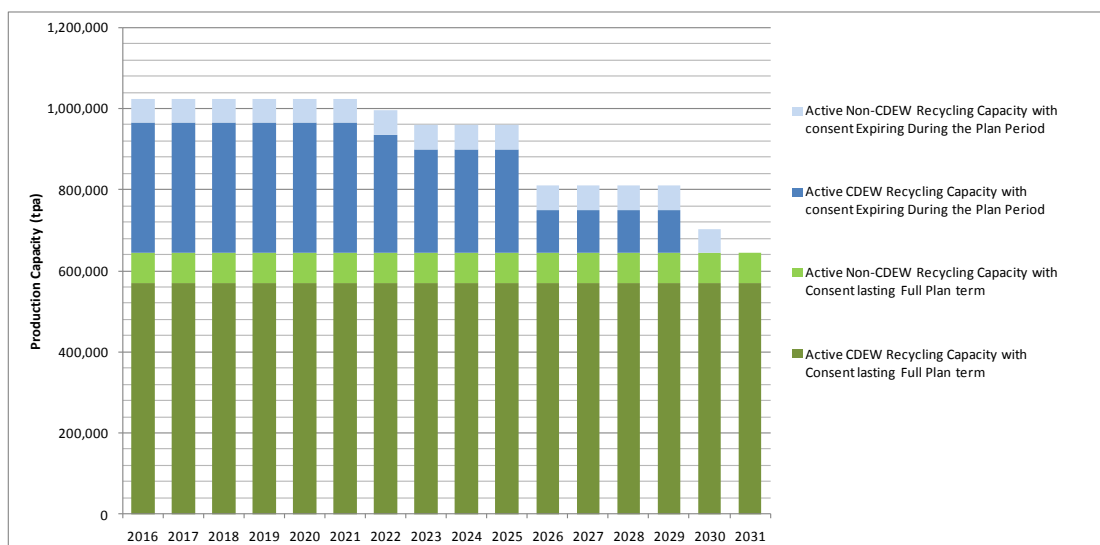
4. MINERALS PLANNING STRATEGY

- 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 of recycled and secondary aggregates; and secondly by making provision for the remaining need to be met from working 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, 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, 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 producing approximately 1.0 million tonnes per annum of recycled and secondary aggregate (some of which is temporary, 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. Figure 9 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 actual production of recycled and secondary aggregate is difficult to quantify because it includes, for example, material from mobile crushing plants at development sites which is recycled and sometimes re-used on site, and material which passes through waste transfer stations. Surveys of recycled and secondary aggregate producers in Oxfordshire between 2012 and 2015 indicate a total annual production of around 450,000 tonnes, but it is likely that the overall supply was 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 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 9 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 70% by 2031) and Policies W1, W3, W4 and W5 on making provision for waste management capacity and the location 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 of sites in the Site Allocations Document, in line with policy M1. 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 policies 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 C12 includes provision for recycling facilities to be located within the Green Belt where very special circumstances 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 will be safeguarded under policy M9 and/or policy W11 and safeguarded sites will be identified and defined in the Site Allocations Document. The sites of time-limited facilities 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, aggregate mineral supply to meet demand in Oxfordshire should be 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, 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 Oxfordshire should be by rail.

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.
- 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 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 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 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 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 period²⁷) and permissions granted in 2016²⁸, the additional requirements for which provision needs to be made over the plan period are approximately:

- Sharp sand and gravel – 5.0 million tonnes;
- Soft sand – 1.3 million tonnes; and
- Crushed rock – no additional requirement.

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 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 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. Provision to meet the requirements in policy M2 will be made through the allocation of specific sites for mineral working in the Site

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.

Allocations Document under policies M3 and M4, taking into account the need for appropriate flexibility to enable the plan to be delivered.

4.21 **Policy M2: Provision for working aggregate minerals**

Provision will be made through policies M3 and M4 to enable the supply of:

- **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 for the period 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 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 policies of the Core Strategy.

4.24 The strategic resource areas have been drawn based on available geological information broadly to encompass areas of potentially workable mineral deposits 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 4.34 below).

- 4.25 In defining the strategic resource areas, 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.
- 4.26 Policy M4 sets out the factors that will be taken into account in assessing potential sites for inclusion in the Site Allocations Document. These factors are not listed in any order of priority. The specific sites that are 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.

Sharp Sand and Gravel

- 4.27 At the Local Aggregate Assessment 2014 provision rate (1.015 million tonnes per annum), existing planning permissions could on average provide for a supply of sharp sand and gravel until 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 footnote 27 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 10 year period 2006 – 2015, an average of 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 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). Consequently, it is expected that there will be a similar approximately equal split in the demand for aggregate 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. The requirement for additional sites for sharp sand and gravel should therefore be met primarily in the southern part of the county, 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 change in the 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 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. 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 are located along the Thames Valley to the west/north west of Oxford and the related Lower Windrush and Lower Evenlode Valleys (almost all in West Oxfordshire District, with a small part in Cherwell District). Whilst the requirement for additional sites for sharp sand and gravel should be met primarily in the southern part of the county, some further provision for working is also expected to be required from the northern part of the county 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.
- 4.34 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 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 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.

- 4.35 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.
- 4.36 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

- 4.37 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.
- 4.38 At the Local Aggregate Assessment 2014 provision rate (0.189 million tonnes 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.

- 4.39 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.
- 4.40 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

- 4.41 At the Local Aggregate Assessment 2014 provision rate (0.584 million tonnes per annum), permitted reserves of crushed rock remaining at the end of 2015 could on average last until 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.
- 4.42 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.

- 4.43 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.
- 4.44 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, 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.

All aggregates

- 4.45 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.

4.46 Policy M3: Principal locations for working aggregate minerals

The principal locations for aggregate minerals extraction will be within the following strategic resource areas, as 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 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.

4.47 Policy M4: Sites for working aggregate minerals

Specific sites for working aggregate minerals 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:

- a) the quantity and quality of the mineral resource;**
- b) priority for the extension of existing quarries, where environmentally acceptable (including taking into consideration criteria c) to l)), before working new sites;**
- c) potential for restoration and after-use and for achieving the restoration objectives of the Plan in accordance with policy M10;**
- d) suitability & accessibility of the primary road network;**
- e) proximity to large towns and other locations of significant demand to enable a reduction in overall journey distance from quarry to market;**
- f) ability to provide more sustainable movement of excavated materials;**
- g) avoidance of locations within or significantly affecting an Area of Outstanding Natural Beauty;**
- 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;**
- i) avoidance of locations likely to have an adverse effect on the significance of designated heritage assets, including World Heritage Sites, Scheduled Monuments, Conservation Areas, Registered Parks and Gardens and Registered Battlefields, or on archaeological assets which are demonstrably of equivalent significance to a Scheduled Monument;**

- 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;**
 - iii. local landscape character;**
 - iv. water quality, water quantity, flood risk and groundwater flow;**
 - v. best and most versatile agricultural land and soil resources;**
 - vi. local transport network;**
 - vii. land uses sensitive to nuisance (e.g. schools & hospitals);**
 - viii. residential amenity & human health; and**
 - ix. character and setting of local settlements;**
- k) potential cumulative impact of successive and/or simultaneous mineral development, including with non-mineral development, on local communities; and**
- l) ability to meet other objectives and policy expectations of this Core Strategy (including policies C1 – C12) and relevant policies in other development plans.**

4.48 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 – 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.

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 –C12.

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

4.49 Aggregates are imported into Oxfordshire through three rail depots at Banbury, Sutton Courtenay and Kidlington²⁹. 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 transshipment of rail ballast has been intermittent³⁰.

4.50 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.

4.51 District Councils are requested to consult the County Council on all planning applications for non-mineral related development that affect a safeguarded

²⁹ The Kidlington rail depot has been relocated to an adjacent site to the north east to enable construction of the new Oxford Parkway railway station at Water Eaton.

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.

aggregate rail depot site as set out at paragraph 4.70 below, under safeguarding mineral infrastructure.

4.52 **Policy M6: Aggregate rail depots**

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 requirements of policies C1 – C12.

Non-aggregate mineral working

Building Stone

- 4.53 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).
- 4.54 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.
- 4.55 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

- 4.56 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 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

4.57 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

4.58 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

4.59 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 2013³¹. 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.

4.60 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 policy basis consistent with the National Planning Policy Framework and

³¹ Strategic Environmental Assessment for Further Onshore Oil and Gas Licensing – Environmental Report, AMEC for DECC, December 2013

national planning guidance on oil and gas against which any such planning applications can be considered.

4.61 **Policy M7: Non-aggregate mineral working**

All proposals for the working of non-aggregate minerals, including exploration and appraisal, shall meet the requirements of policies C1 – 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 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, in accordance with the ‘major developments test’ in the NPPF (Paragraph 116).**

Safeguarding mineral resources

4.62 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 safeguarding³².

4.63 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.

4.64 Mineral safeguarding areas are defined on the Policies Map, 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.

4.65 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 relevant district council must consult the County Council within these areas. The mineral consultation areas are based on the minerals safeguarding areas

³² Mineral Safeguarding in England: good practice guidance, British Geological Survey, 2011

and include land within 250m of the boundary of a minerals safeguarding area. They are also shown on the Policies Map. Further mineral consultation areas will be similarly defined around any additional minerals safeguarding areas that are defined when the Site Allocations Document is prepared.

4.66 **Policy M8: Safeguarding mineral resources**

Mineral resources in the 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.

Safeguarding mineral infrastructure

4.67 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.

4.68 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.

4.69 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.

4.70 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.

4.71 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 site³³.

4.72 **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 defined in the Minerals and Waste Local Plan: Part 2 – Site Allocations Document.

³³ Consultation zones are likely to be in the order of 250 metres around the safeguarded site boundary.

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

4.73 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.

4.74 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.

4.75 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.

- 4.76 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.
- 4.77 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 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.
- 4.78 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.
- 4.79 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.
- 4.80 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.

- 4.81 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.
- 4.82 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.
- 4.83 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 aerodrome³⁴. 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. 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.
- 4.84 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

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.

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 circumstances³⁵.

4.85 Policy M10 sets out the general approach to restoration of mineral workings. Core policies C2 to C12 are also relevant when considering the type of after-use that may be appropriate and the content of a restoration scheme.

4.86 **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;
- 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 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.

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.

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 is to be made for the facilities 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 Assessment³⁶ 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 facilities that provide additional waste management capacity will be considered.

The amounts of waste to be managed

- 5.4 Attitudes towards waste and waste management practice continue to change. 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 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 for³⁷ are shown in Table 3, which sets out the 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.

³⁶ OCC Waste Needs Assessment (2015)

³⁷ National Planning Practice Guidance for Waste, paragraph 013 (October 2014)

Table 3: Baseline waste arising in Oxfordshire requiring provision for management (million tonnes per annum)

| MSW | C&I | CDE | Hazardous | Agricultural | Waste Water | LLW |
|--------|---------|---------|-----------|--------------|-------------|--------------|
| 0.300* | 0.533** | 1.033** | 0.050* | 0.900* | 0.023* | See table 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 5.7)

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 two thirds of the total waste requiring management in the county. Collectively these are referred to as the principal waste streams and forecasts for 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 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).

5.6 The BPP Review of the Waste Needs Assessment (2014) established a point of production 'arising' 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 'arising' 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.

- 5.7 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 3 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.
- 5.8 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. 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 (excluding CDE) to be managed – (million tonnes)

| | 2016 | 2021 | 2026 | 2031 |
|-----|-------|-------|-------|-------|
| MSW | 0.320 | 0.343 | 0.360 | 0.376 |
| C&I | 0.542 | 0.564 | 0.573 | 0.583 |

Source: Supplement to the Oxfordshire Waste Needs Assessment, BPP for OCC 2016

- 5.9 Forecasts for municipal waste assume that from 2012 there is no increase in the amount of waste produced by each person each year³⁸. 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 need³⁹.
- 5.10 The commercial and industrial waste forecast takes account of economic growth forecasts for Oxfordshire and Defra national forecasts⁴⁰. A moderate growth rate has been used (as explained in the Supplement to the Waste Needs Assessment 2016). This results in an overall increase in the amount of

³⁸ Policy 3 of Oxfordshire Joint Municipal Waste Management Strategy 2013

³⁹ Oxfordshire Strategic Housing Market Assessment, GL Hearn, March 2014

⁴⁰ BPP Consulting Baseline, Forecasts & Targets for Commercial & Industrial Waste Generated in Oxfordshire, February 2014

waste to be managed of approximately 7% from the 2014 baseline figure to the forecast for 2031.

5.11 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 based⁴¹. 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.

5.12 The National Planning Policy for Waste⁴² 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 requiring disposal or mixed waste destined for recovery 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 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 necessary⁴³.

5.13 For some time Oxfordshire has been receiving 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)⁴⁴. This reflects the availability of non-hazardous waste landfill space in Oxfordshire⁴⁵, the relative proximity of a number of urban centres (e.g. Reading, Wokingham, Bracknell and Newbury) and reduction 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

⁴¹ National Planning Practice Guidance for waste, paragraph 033 (October 2014)

⁴² National Planning Policy for Waste, October 2014

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

⁴⁴ Oxfordshire Waste Needs Assessment, OCC 2015

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

Oxfordshire (much of this waste arrives by rail). The amount of waste from London is expected to reduce⁴⁶, but significant imports of waste are anticipated to continue from 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).

5.14 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 waste for which waste management capacity needs to be provided is as 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 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

5.15 The way that waste is managed in Oxfordshire has changed markedly in recent years. Most waste was previously disposed to landfill, but available data shows that over half is now recycled or recovered. The recycling and recovery of municipal waste is leading this trend (58% in 2012/13)⁴⁷ and further improvement can be expected as a result of investment in new waste facilities.

⁴⁶ Waste from West London that was being disposed under contract at Sutton Courtenay is now being 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.

⁴⁷ Household waste recycling rates are published annually by each District Council (as Waste Collection Authority).

- 5.16 The Core Strategy seeks further improvement as quickly as is practical in the proportion of waste that is recycled, composted and recovered, minimising the amounts of waste disposed in landfill. Policy W2 sets targets for the way in which the principal waste streams 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).
- 5.17 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. They reflect local circumstances in Oxfordshire, including the objectives and policies of the Oxfordshire Joint Municipal Waste Management Strategy 2013 (which aims to move management of municipal waste further up the waste hierarchy). They are considered to be ambitious but achievable.

- 5.18 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 food waste treatment.

Municipal solid waste

- 5.19 Oxfordshire's municipal waste strategy⁴⁸ 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 landfill⁴⁹.

Commercial and Industrial waste

- 5.20 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 composting⁵⁰ and dry recycling, but the composting target

⁴⁸ Oxfordshire Joint Municipal Waste Management Strategy 2013

⁴⁹ This does not include hazardous residues from waste treatment processes (policy W8)

⁵⁰ This includes food waste treatment

is lower than that set for municipal waste, reflecting the lower food and green waste content of this waste stream⁵¹. This makes the achievement of a 70% recycling and composting target for commercial and industrial waste challenging.

Construction, Demolition and Excavation waste

5.21 The European Waste Framework Directive⁵² 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. Construction waste is more varied in composition and it is estimated that little more than a third is currently recycled and there may be some scope to improve on this.

5.22 Naturally occurring excavation waste material is not subject to the Directive target. This waste stream 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 engineering works.

5.23 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.

5.24 **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 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% |

⁵¹ About 10% of commercial and industrial waste recycled/composted will be food or green waste

⁵² Directive 2008/98/EC on Waste (2008)

| | | | | | |
|--|---|------|------|------|------|
| | | | | | |
| | 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 & EXCAVATION WASTE | <i>Proportion of Projected Arisings taken to be Inert*</i> | 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% |
| <i>Proportion of Projected Arisings taken to be Non-Inert*</i> | 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

5.25 Table 5 shows how the forecast tonnages of non-hazardous waste for the principal waste streams in policy W1 should be managed for the waste management targets in policy W2 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 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 |

5.26 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 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 2016 – 2031 (tonnes per annum)

| Type of waste management | 2016 | 2021 | 2026 | 2031 |
|--|-------------|-------------|-------------|-------------|
| Non-hazardous waste recycling | 598,900 | 429,900 | 429,900 | 317,800 |
| Composting / food waste treatment | 219,600 | 219,600 | 214,600 | 214,600 |
| Non-hazardous residual waste treatment | 300,000 | 300,000 | 300,000 | 300,000 |

Source: Oxfordshire County Council

5.27 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). 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 – 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

- 5.28 For Oxfordshire to be net self-sufficient in managing its own waste, provision will be made for sites that are sufficient to enable the waste management requirements set out in table 5 to be met. Policy 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.
- 5.29 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 non-hazardous waste recycling facilities is likely to arise later in the plan period (table 7).
- 5.30 Facilities for preparation for re-use, recycling and composting of waste and treatment of food waste help move the management of waste up the waste hierarchy. These types of facilities are generally encouraged, particularly having regard to the shortfall in non-hazardous recycling capacity that is expected to arise 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, 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.

5.31 In the case of facilities for the treatment of residual waste, a more cautious approach 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 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 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 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 they would not impede the achievement of recycling and composting targets.

5.32 **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:

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**

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

- 5.33 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 capacity will be identified and allocated in the Site Allocations Document, taking into account the requirements of this policy, policy W5 (Siting of waste management facilities) and policies C1 – C12.
- 5.34 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. The following will be used as a guide to differentiation between different scales of facility⁵³:

- 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.

5.35 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 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 North Wessex Downs Area of Outstanding Natural Beauty (see policy C8). Facilities in these locations will be closer to waste arisings, thereby avoiding the need for long distance movements by 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 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).

5.36 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 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 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). The 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

⁵³ Other factors may also be relevant e.g. where there is clearly defined catchment area

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 C12 in line with the NPPF.

5.37 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 appropriate to rural roads. Where necessary, controls may be imposed on the volume of waste to be handled at such facilities, to ensure they remain small scale and do not give rise to unacceptable impacts. Locations close to towns (figure 2) are more likely to reduce the distances waste needs to be transported, but other locations may be acceptable where the criteria in policy W5 and policies C1 – C12 are met.

5.38 The 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 | ✓ | ✓ | ✓ |
| Witney, Wantage & Grove | x | ✓ | ✓ |
| Small Towns* | x | ✓ | ✓ |

Source: Oxfordshire County Council

* Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame, Wallingford

5.39 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. The spatial strategy in policy W4 provides opportunity for this imbalance to be addressed, subject to suitable sites for waste management facilities being available. There is a particular need for additional waste management capacity in or close to Oxford, 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

5.40 Policy W4 provides a locational framework for the provision of additional waste management 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.

5.41 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 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, the other large towns (Witney and Wantage & Grove) and the small towns (Carterton, Chipping Norton, Faringdon, Henley-on-Thames, Thame and Wallingford), as indicated on the 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.

Siting of waste management facilities

- 5.42 Policy W5 identifies a number of land uses that are likely to be suitable for waste management. This is not an exhaustive list and the suitability of a specific site proposal will also be assessed against the criteria in policies C1 – 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.
- 5.43 The National Planning Policy Framework⁵⁴ 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 explored⁵⁵. The further development or extension of an existing site may also offer a better option than the development of a new facility elsewhere.
- 5.44 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 account⁵⁶.
- 5.45 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.
- 5.46 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. Other greenfield sites may be considered where they can be

⁵⁴ National Planning Policy Framework – paragraph 17

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.

⁵⁶ National Planning Policy for Waste (paragraph 5).

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 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.

5.47 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 6.46 on siting of waste management facilities and AONBs.)

5.48 **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.

Landfill

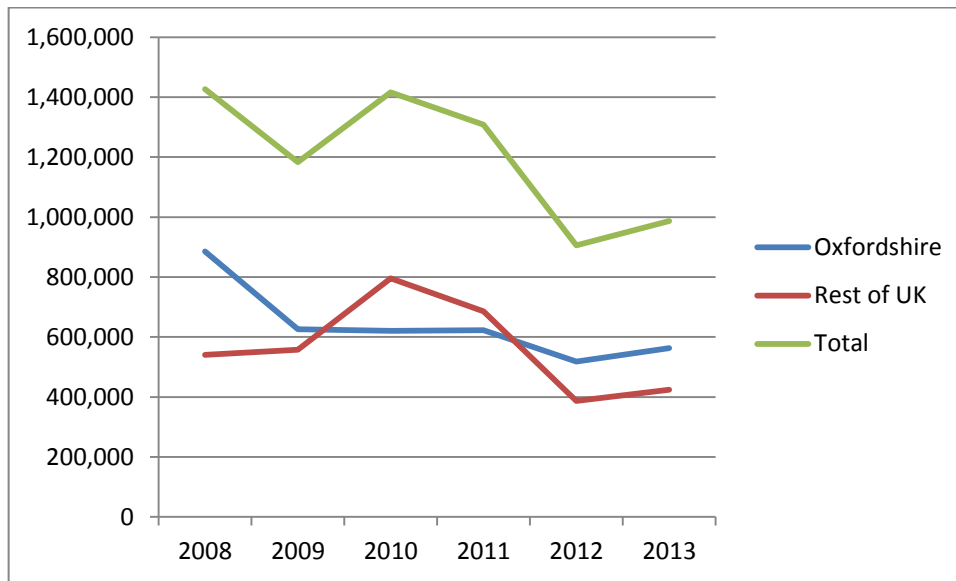
5.49 In terms of waste management, the disposal of waste in landfill is widely recognised as ‘the option of last resort’, reflecting its position at the bottom of the waste hierarchy. But some waste will continue to be disposed of in this way, pending the development of new waste management infrastructure, and landfill facilities are important in helping waste to be disposed of in one of the nearest appropriate installations⁵⁷. 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.

5.50 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 Oxfordshire⁵⁸.

⁵⁷ This is the ‘the proximity principle’, which is a requirement of the European Waste Framework Directive (2008) (see also paragraph 2.28)

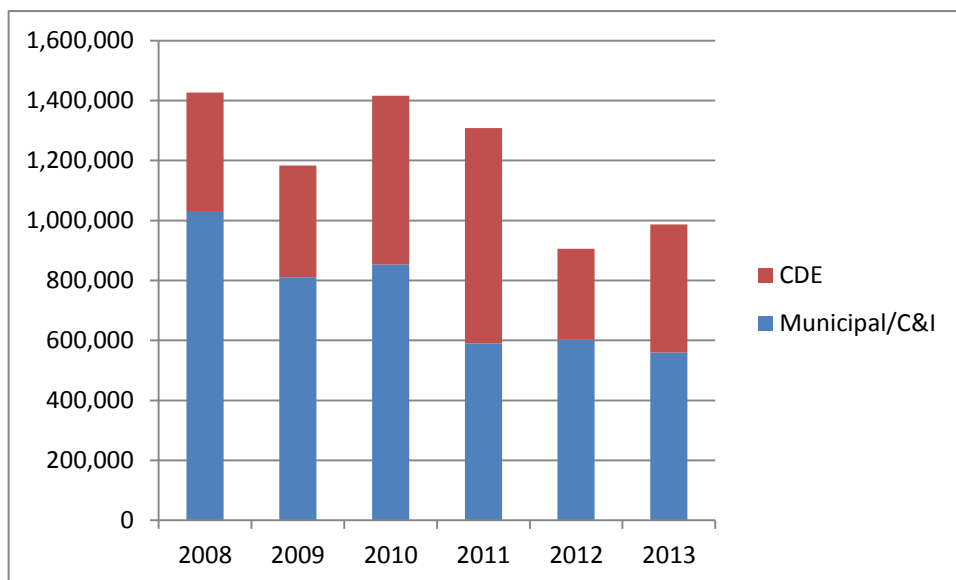
⁵⁸ This was not the case in 2010 and 2011 when a large amount of waste from the London Olympics site was disposed in Oxfordshire.

Figure 10: Origin of waste disposed in Oxfordshire licensed landfill sites 2008 – 2013 (tonnes)



5.51 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

5.52 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)

- 5.53 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 areas⁵⁹ the decline that has already been seen in the quantity of waste coming into Oxfordshire from other areas should continue⁶⁰. 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.
- 5.54 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 remaining⁶¹. 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.
- 5.55 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

⁵⁹ For example, a large energy from waste facility is currently under construction at Calvert Landfill in Buckinghamshire, close to the boundary with Oxfordshire

⁶⁰ 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

⁶¹ 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).

- 5.56 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 Berkshire⁶² 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

- 5.57 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

⁶² Reading, Wokingham and Bracknell Forest municipal waste disposal requirements

future use, and policy W6 provides flexibility for proposals^{64,63} to be considered on their individual merits.

- 5.58 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.
- 5.59 There has been speculation⁶⁴ 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 6.27).

Inert waste

- 5.60 In 2013 there were ten licensed inert waste ‘disposal’⁶⁵ 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

⁶³ 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

⁶⁴ A ‘tip mining’ operation was expected to commence in Belgium in 2014

⁶⁵ 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).

- 5.61 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)⁶⁶ at least until 2025.
- 5.62 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. 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.
- 5.63 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 disposal⁶⁷. 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 rail⁶⁸. 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.

5.64 **Policy W6: Landfill and other permanent deposit of waste to land**

Non-hazardous waste

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

⁶⁶ Further information is provided in the Oxfordshire Waste Needs Assessment 2015

⁶⁷ Of the 427,000 tonnes of inert waste 'disposed' in 2013, three quarters originated in Oxfordshire

⁶⁸ 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

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 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 policies C1 – C12.

Landfill sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.

Hazardous waste

5.65 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.

5.66 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).

- 5.67 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)

- 5.68 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.
- 5.69 The Strategy for Hazardous Waste Management in England⁶⁹ 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.
- 5.70 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.
- 5.71 Proposals for the management of hazardous waste should also have regard to policies W4 (general locations) and W5 (specific locations) and policies C1-C12.

⁶⁹ A Strategy for Hazardous Waste Management in England, Defra 2010

5.72 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 requirements of policies W4, W5 and C1 – C12.

Agricultural Waste

- 5.73 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.
- 5.74 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 order⁷⁰ (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.
- 5.75 Policy W8 allows for the construction of facilities for the management of agricultural waste provided they comply with policies C1-C12. Treatment of agricultural waste by processes such as anaerobic digestion offers 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.
- 5.76 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

⁷⁰ The Town and Country Planning General (Permitted Development) Order

agricultural unit and such proposals should be considered in accordance with policies W4 and W5

5.77 **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 requirements of policies C1 – C12.

Radioactive waste

- 5.78 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.
- 5.79 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 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’⁷¹. 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 landfill⁷², 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 safely⁷³.
- 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 project⁷⁴ the County Council would deal

⁷¹ UK Strategy for the Management of Solid Low Level Radioactive Waste from the Nuclear Industry (2010)

⁷² 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

⁷³ 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

⁷⁴ 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 designated⁷⁵ 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 2017⁷⁶. The site operator has not identified a need for further facilities to manage intermediate level radioactive waste⁷⁷ 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 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 Northamptonshire⁷⁸ 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 disposal beyond

⁷⁵ Nuclear licensed sites are controlled by the Office of Nuclear Regulation with involvement from other organisations, including the Environment Agency

⁷⁶ 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

⁷⁷ 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

⁷⁸ 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

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 undertaken⁷⁹ 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 Strategy⁸⁰ 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 United Kingdom Atomic Energy Authority (UKAEA) hosts and operates the Joint European Torus (JET) project 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 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 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 environmental considerations are likely to result in such waste being stored or disposed off-site. However, because of the uncertainties around the disposal

⁷⁹ The HVLA Waste Public Consultation at UKAEA Harwell (Update No.1) and the HVLA Waste Public Consultation at RSRL Harwell (Update No.3)

⁸⁰ 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

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 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 proposals relating to low level radioactive waste or intermediate level radioactive waste that provide for the needs of a wider area 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 requirements of policies C1 – C12.

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 greenfield land 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-C12. 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 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 – C12 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 policy⁸¹ is for existing, planned and potential sites for the handling, processing and distribution of substitute, recycled and secondary aggregate material to be safeguarded through local plans. The National Planning Policy for Waste⁸² 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 plan⁸³. 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 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

⁸¹ National Planning Policy Framework, paragraph 143 (March 2012)

⁸² National Planning Policy for Waste, paragraph 3 (October 2014)

⁸³ Further details are set out in the Waste Site Safeguarding Topic Paper

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 sites⁸⁴ 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, comprising:

- **operational waste management sites with planning permission;**
- **sites with planning permission for waste management use which have not yet been brought into operation;**
- **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 the sites safeguarded for waste management use are specified in Appendix 2.

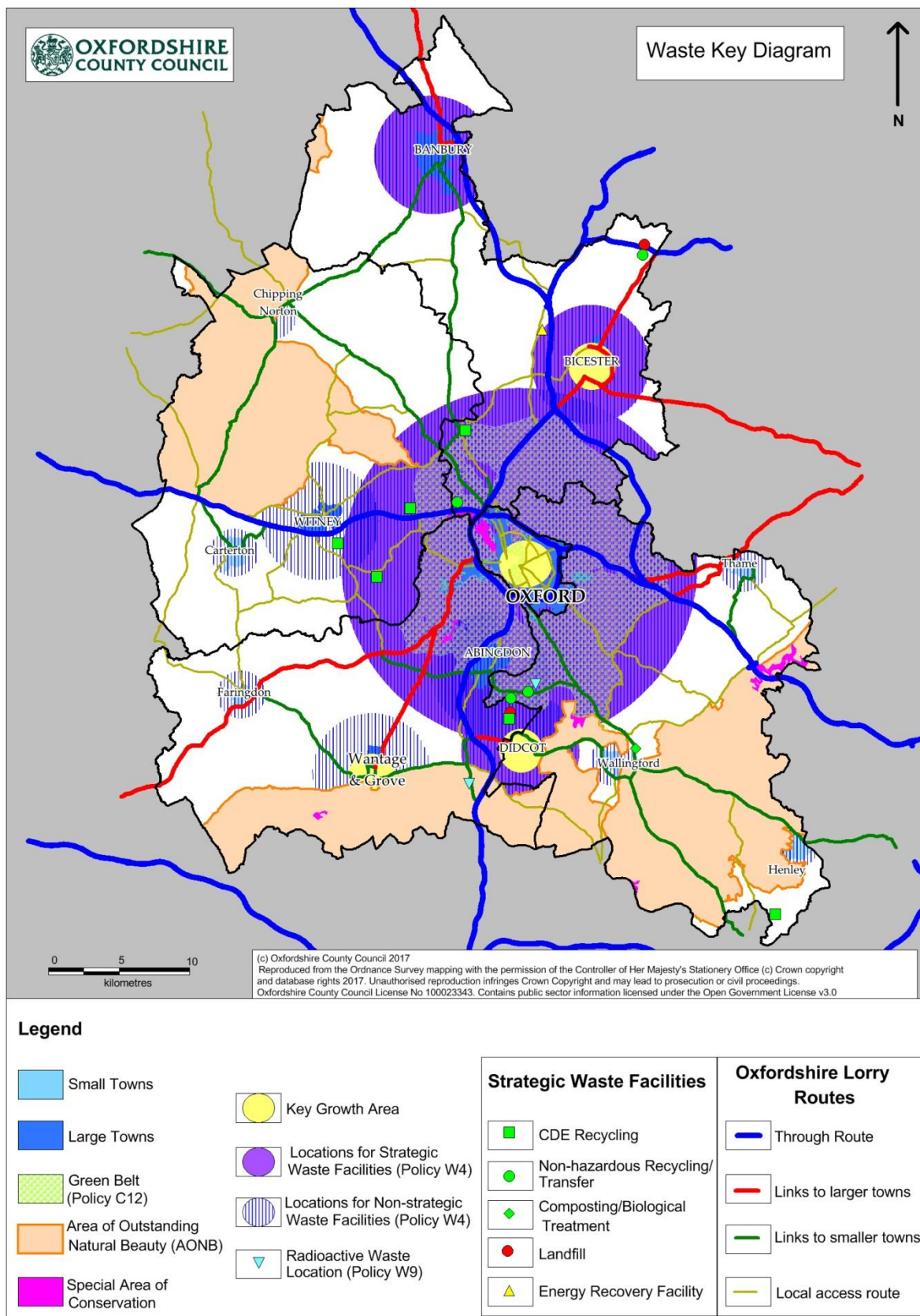
The list of sites safeguarded for future waste management use will be monitored and kept up to date in the Minerals and Waste Annual Monitoring Report.

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.**

⁸⁴ The adopted East Sussex Waste Minerals Plan (February 2013) applies a consultation zone of 250 metres around all waste sites

Figure 12: Waste Key Diagram



6. CORE POLICIES FOR MINERALS AND WASTE

- 6.1 This section sets out the County Council's general 'core' policies for the management of both minerals and waste development. These policies 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

- 6.2 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.

6.3 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.**⁸⁵

⁸⁵ 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

- 6.4 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.
- 6.5 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.
- 6.6 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.
- 6.7 **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

- 6.8 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.

- 6.9 Government policy and guidance⁸⁶ 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).
- 6.10 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.
- 6.11 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.
- 6.12 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.
- 6.13 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 capacity⁸⁷.
- 6.14 The Strategic Flood Risk Assessment (SFRA)⁸⁸ 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

⁸⁶ National Planning Policy Framework and National Planning Practice Guidance on Flooding.

⁸⁷ The disposal of waste in landfill in Flood Zone 3b (the functional flood plain) is contrary to the National Planning Practice Guidance on Flooding.

⁸⁸ 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.

- 6.15 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 SFRA⁸⁹.

6.16 **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

- 6.17 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.
- 6.18 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

⁸⁹ 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.

6.19 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 working⁹⁰ 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.

6.20 The Environment Agency can offer appropriate advice on groundwater impact⁹¹. 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.

6.21 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.

6.22 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.

⁹⁰ Within 1 kilometre of an area of existing or historic working, as recommended by the Environment Agency.

⁹¹ See also Environment Agency Groundwater Protection: Principles and Practice (November 2012)

6.23 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;**
- **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

6.24 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 harm⁹². 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 health⁹³. 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 impact⁹⁴ results from development and measures can normally be put in place to ensure that development meets appropriate standards.

6.25 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 arise⁹⁵. A buffer zone can help to mitigate potential harm from workings. Standard distances for buffer zones between workings and sensitive receptors⁹⁶ 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.

⁹² A key objective of the NPPF is that “planning should contribute to conserving and enhancing the natural environment and reducing pollution”.

⁹³ Paragraph 120 of the National Planning Policy Framework and paragraph 1 of the National Planning Policy for Waste.

⁹⁴ Paragraph 144 of the National Planning Policy Framework; paragraph 123 also draws attention to the need to avoid “significant adverse impact” from noise.

⁹⁵ Impacts arising from site restoration, including bird strike, are addressed in policy M10.

⁹⁶ Including housing, schools, hospitals and offices. This also applies to waste developments.

- 6.26 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 arise⁹⁷. 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.
- 6.27 The Environment Agency operates controls that overlap with the planning process. Planning focuses on the acceptable use of land and the impact of that use⁹⁸ 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.
- 6.28 Policy C5 addresses general environmental, 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.
- 6.29 **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;**

⁹⁷ A full list of considerations is set out in Appendix B of the National Planning Policy for Waste

⁹⁸ 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

- 6.30 Where significant development on agricultural land is demonstrated to be necessary, national policy⁹⁹ 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)¹⁰⁰. Where 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.
- 6.31 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. 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.
- 6.32 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

⁹⁹ National Planning Policy Framework (2012), paragraph 112.

¹⁰⁰ Agricultural Land Classification: Natural England Technical Information Note TIN049 (2012).

engineered landform) and that there is good planning reason to justify the development in that location. Other benefits, such as a net gain in biodiversity, that may result from a different form of 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 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.

6.33 **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

- 6.34 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.
- 6.35 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).

- 6.36 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.
- 6.37 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 ensure that no significant harm would be caused to these areas.
- 6.38 In general (other than for SACs), if avoidance of 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.
- 6.39 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.
- 6.40 36 Conservation Target Areas (CTAs) have been identified in Oxfordshire to help deliver the objectives of National and Local Biodiversity Action Plans¹⁰¹. 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 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.

¹⁰¹ 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.

- 6.41 Irreplaceable habitat, including ancient woodland, aged or veteran trees, ancient hedgerows, species rich grassland and fens¹⁰², 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.
- 6.42 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.
- 6.43 **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, 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). 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 Scientific Interest.**

¹⁰² Biodiversity and Planning in Oxfordshire, OCC and others March 2014

(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

6.44 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 proposals¹⁰³. National policy requires great weight to be given to conserving landscape and scenic beauty in AONBs, which have the highest status of protection¹⁰⁴. Major development should not take place in AONBs unless there are exceptional circumstances and such development is 'in the public interest'¹⁰⁵.

6.45 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 communities¹⁰⁶. This points to development being small scale to serve local needs. In Oxfordshire this is likely to rule out most mineral development

¹⁰³ The relevant AONB Management Plan should inform the consideration of proposals for development within or in proximity to an AONB.

¹⁰⁴ National Planning Policy Framework (2012) paragraph 115.

¹⁰⁵ National Planning Policy Framework (2012) paragraph 116.

¹⁰⁶ Natural England website guidance.

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.

- 6.46 Parts of the Cotswolds and North Wessex Downs AONBs are situated close to 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 scale¹⁰⁷ waste management facilities for local needs could be acceptable in AONBs where the development would not compromise the objectives of their designation¹⁰⁸. Policy W4 looks to steer larger scale waste facilities¹⁰⁹ to be in or close to 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. Proposals for development (both minerals and waste) within AONBs should have regard to the relevant AONB Management Plan.
- 6.47 National planning policy recognises the importance of the countryside¹¹⁰. 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.
- 6.48 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.

6.49 **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

¹⁰⁷ Facilities less than 20,000 tonnes per annum (small-scale facilities in Policy W4)

¹⁰⁸ The Waste Strategy Topic Paper provides information on appeal decisions where waste facilities of this size have been proposed in AONBs.

¹⁰⁹ Facilities 20,000 tonnes per annum and over (strategic and non-strategic facilities in Policy W4)

¹¹⁰ National Planning Policy Framework – Core Planning Principles (paragraph 17).

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.

Historic environment and archaeology

- 6.50 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 policy¹¹¹ 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 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.
- 6.51 The non-designated heritage assets within Oxfordshire are also of importance. National policy¹¹² 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.

¹¹¹ National Planning Policy Framework (2012), paragraph 132.

¹¹² National Planning Policy Framework (2012), paragraphs 135 & 139.

- 6.52 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.
- 6.53 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 assets¹¹³.
- 6.54 **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 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.

¹¹³ See also Mineral Extraction and Archaeology: A Practice Guide, English Heritage and others 2008.

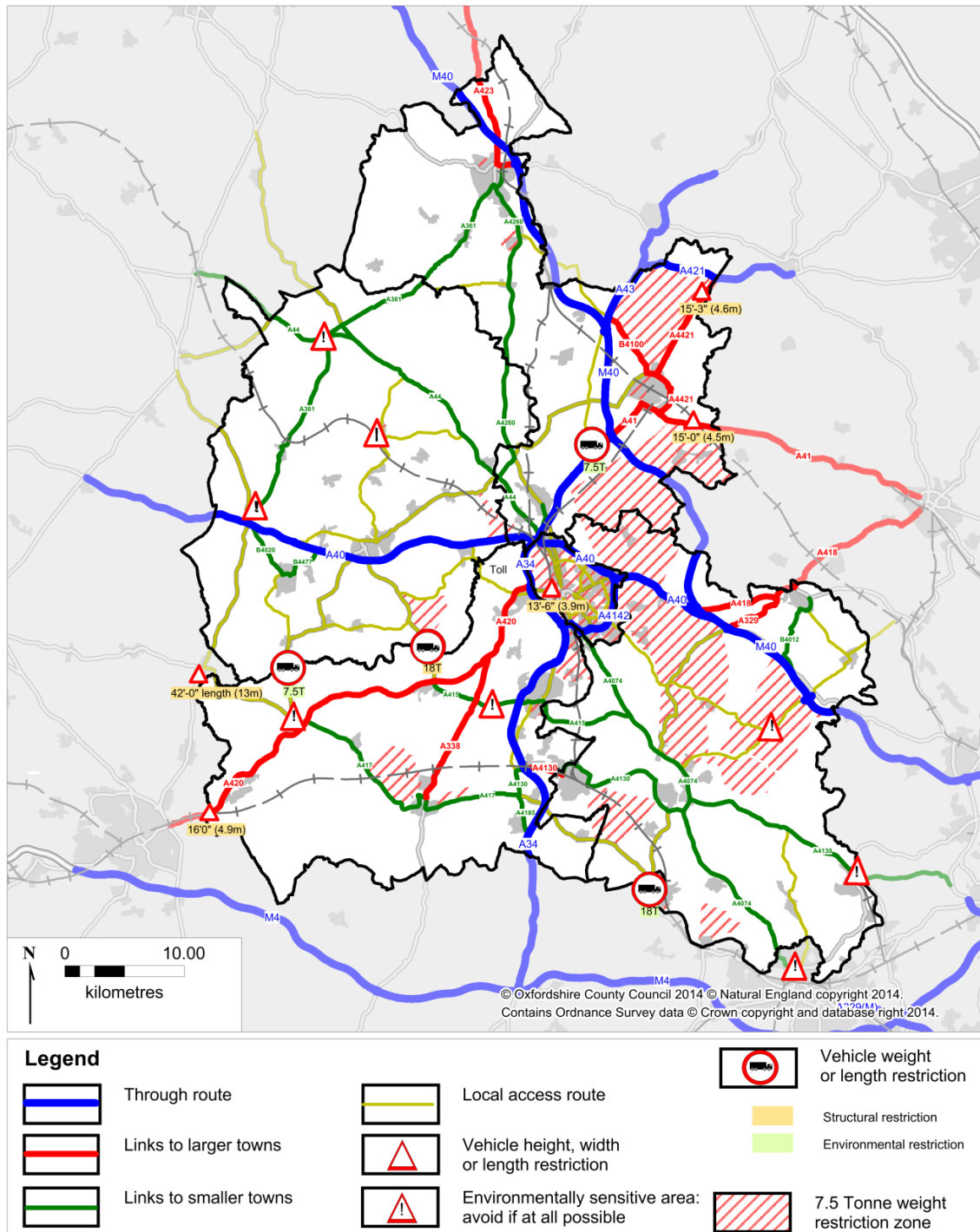
Transport

- 6.55 The Oxfordshire Local Transport Plan 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 infrastructure¹¹⁴.
- 6.56 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.
- 6.57 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 circumstances¹¹⁵. 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.

¹¹⁴ Policy 34 of the Oxfordshire Local Transport Plan 2015 – 2031 (2016)

¹¹⁵ 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: Connecting Oxfordshire: Local Transport Plan 2015 – 2031 – Oxfordshire Freight Strategy (Figure 2) (2016)

- 6.58 Most of the traffic associated with minerals and waste development involves heavy goods vehicles, and it is important that sites have safe and suitable access¹¹⁶ 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.
- 6.59 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.
- 6.60 The harmful impact of lorry traffic in environmentally sensitive locations and settlements can be reduced by routing 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.
- 6.61 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.

¹¹⁶ Paragraph 32 of the National Planning Policy Framework.

6.62 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

6.63 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.

6.64 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 sites¹¹⁷. 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.

- 6.65 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.
- 6.66 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.
- 6.67 **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

- 6.68 In accordance with the NPPF (paragraphs 87-88), proposals 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

¹¹⁷ Paragraph 75 of the National Planning Policy Framework.

other harm, is clearly outweighed by other 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.

- 6.69 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. Previous national policy stated that the particular locational needs of some types of waste management facilities, together with 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. 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.
- 6.70 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, outside the Oxford Green Belt, do not provide suitable alternatives. 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 facility only served 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

- 6.71 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-C12. 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 C12 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.
- 7.20 An implementation and monitoring framework for the Core Strategy minerals planning strategy is included at the end of this section. Indicators and targets 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 reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.

- 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.
- 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.
- 7.44 An implementation and monitoring framework for the Core Strategy waste planning strategy is included at the end of this section. Indicators and targets 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 reflect the intent of the strategy objectives and the sustainability appraisal framework identified in the Sustainability Appraisal Report.
- 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 of 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • To maintain capacity for recycled and secondary aggregate <i>at least</i> 0.926 million tonnes per year. • Sites allocated/ permission granted in accordance with policies W4, W5 and C1-C12. | <ul style="list-style-type: none"> • Processing capacity falling to below target capacity. • Proportion of total aggregate supply from secondary and recycled aggregate changes $\pm 10\%$. • 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 | <ul style="list-style-type: none"> • Permissions granted for working of land-won aggregate | OCC Aggregate | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • Production capacity maintained at | <ul style="list-style-type: none"> • Production capacity less than annual requirement rate for |

| | | | | | | | |
|--|---------|---|-------------------------|----------------------------------|---|---|---|
| minerals | | <p>minerals.</p> <ul style="list-style-type: none"> • 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 | | | <p>annual requirement rates.</p> <ul style="list-style-type: none"> • Landbanks maintained for at least: <ul style="list-style-type: none"> - 7 years for sharp sand and gravel; - 7 years for soft sand; and - 10 years for crushed rock. | <p>three consecutive years.</p> <ul style="list-style-type: none"> • Permitted reserves falling to 10% above landbank target. |
| M3 Principal locations for working aggregate minerals | ii, iii | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • Production capacity in southern Oxfordshire above 60%. |
| M4 Sites for working aggregate minerals | ii, iii | <ul style="list-style-type: none"> • Sites allocated for aggregate minerals. | OCC Mineral industry | Part 2 Site Allocations Document | Adoption of Part 2 Site Allocations Document On-going (annual monitoring) | <ul style="list-style-type: none"> • 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). | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 |

| | | | | | | | |
|--|--|--|--|--|--|---|---|
| | | | | | | <p>granted only where requirements for provision in Policy M2 cannot be met from allocated sites, and in accordance with policies M3 and C1-C12.</p> <ul style="list-style-type: none"> • 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. | <p>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.</p> <ul style="list-style-type: none"> • Permission granted for borrow pit/s that do not meet the requirements of policy. • Working of ironstone permitted contrary to policy. |
|--|--|--|--|--|--|---|---|

| | | | | | | | |
|---|----------------------|--|---|---|-------------------------------------|--|--|
| <p>M6 Aggregate rail depots</p> | <p>iii, vii, xii</p> | <ul style="list-style-type: none"> • Permissions granted for new aggregate rail depots. | <p>OCC Minerals industry District councils</p> | <p>DM decisions</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • All permissions granted for new aggregate rail depots to have suitable access to lorry route and meet requirements in policies C1-C12. | <ul style="list-style-type: none"> • 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. |
| <p>M7 Non-aggregate mineral working</p> | <p>iv, v</p> | <ul style="list-style-type: none"> • Permissions granted for non-aggregate mineral working | <p>OCC Mineral industry</p> | <p>DM decisions</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • All applications granted planning permission meet relevant policy requirements. | <ul style="list-style-type: none"> • One application permitted that does not meet relevant policy requirements. |
| <p>M8 Safeguarding mineral resources</p> | <p>v, xi</p> | <ul style="list-style-type: none"> • 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 | <p>OCC District Councils Neighbourhood Development Authorities.</p> | <p>District Site Allocations District DM decisions OCC DM decisions Neighbourhood Plans</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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. |

| | | | | | | | |
|--|--------------------------|---|--|---|------------------------------|---|--|
| | | <p>grounds.</p> <ul style="list-style-type: none"> • Number of applications consulted on from District to OCC within a Mineral Consultation Area. | | | | | |
| M9 Safeguarding mineral infrastructure | ii, iii, iv, v, vii, xii | <ul style="list-style-type: none"> • 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. | <p>OCC</p> <p>District Councils</p> <p>Neighbourhood Development Authorities</p> | <p>OCC DM decisions</p> <p>District DM decisions</p> <p>District site allocations</p> <p>Neighbourhood Plans.</p> | On-going (annual monitoring) | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • Number of approved | OCC | DM decisions | On-going | <ul style="list-style-type: none"> • All restoration | <ul style="list-style-type: none"> • One application |

| | | | | | | | |
|--|--|---|---|--|----------------------------|---|--|
| <p>Restoration of mineral workings</p> | | <p>mineral restoration schemes.</p> <ul style="list-style-type: none"> • Proportion gain of biodiversity in restoration schemes. | <p>Minerals industry</p> <p>Biodiversity partner organisations (including RSPB and BBOWT)</p> | | <p>(annual monitoring)</p> | <p>plans for minerals applications approved take into account the considerations set out in policy.</p> <ul style="list-style-type: none"> • All applications approved with restoration leading to a net gain in biodiversity. | <p>approved for which the restoration does not take into account the considerations set out in the policy.</p> <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> 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) | <ul style="list-style-type: none"> Oxfordshire's waste management capacity sufficient to meet the amount required in this policy. | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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) | <ul style="list-style-type: none"> Targets set out in the policy met. | <ul style="list-style-type: none"> Percentage of waste diverted from landfill lower than set out in the policy for three consecutive years. |

| | | | | | | | |
|---|---------------|---|---|---------------------|-------------------------------------|--|---|
| | | <p>EfW.</p> <ul style="list-style-type: none"> Quantity of Oxon waste to land recovery and inert landfill. Recycled/secondary aggregate sales. Quantity of Oxon waste to composting/AD plants. | | | | | |
| <p>W3 Provision of waste management capacity and facilities required</p> | <p>i, iii</p> | <ul style="list-style-type: none"> 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. | <p>OCC</p> <p>Waste management industry</p> | <p>DM decisions</p> | <p>On-going (annual monitoring)</p> | <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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 |

| | | | | | | | |
|---|-------------------|--|---|---|--|--|--|
| | | | | | | <p>of nearest appropriate installations.</p> <ul style="list-style-type: none"> • 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. | <p>the nearest appropriate installations.</p> <ul style="list-style-type: none"> • 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. |
| <p>W4 Locations for facilities to manage the principal waste streams</p> | <p>i, iii, iv</p> | <ul style="list-style-type: none"> • 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 | <p>OCC</p> <p>Waste management industry</p> | <p>DM decisions</p> <p>Allocation of specific sites in Part 2 Site Allocation s</p> | <p>Ongoing (annual monitoring)</p> <p>Adoption of Part 2 Site Allocations Document</p> | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • Facilities permitted/allocated in accordance with requirements of policy. | <ul style="list-style-type: none"> • One planning permission granted/site allocated in not in accordance with relevant provisions of the policy. |
| W6 Landfill | i, vii | <ul style="list-style-type: none"> • 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) | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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. | | | | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • Inert landfill capacity permitted contrary to policy. • Permission granted for additional non-hazardous landfill capacity. |
| W7 Management and disposal of hazardous waste | ii | <ul style="list-style-type: none"> • Number, type and capacity of existing and permitted hazardous waste facilities in Oxfordshire. | OCC | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • No reduction in total number of existing and permitted hazardous waste facilities. | <ul style="list-style-type: none"> • Any reduction in total number of existing and permitted hazardous waste facilities. |
| W8 Management of agricultural waste | ii | <ul style="list-style-type: none"> • Number of applications approved for treatment of agricultural waste within a unit of agricultural production. | OCC | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> • No applications approved contrary to the policy. | <ul style="list-style-type: none"> • One application approved contrary to the policy. |
| W9 Management and disposal of radioactive waste | ii | <ul style="list-style-type: none"> • 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 | <ul style="list-style-type: none"> • 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. | <ul style="list-style-type: none"> • 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. | | | | <ul style="list-style-type: none"> 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. | <p>and/or does not meet requirements of C1-C12.</p> <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> Permissions granted for proposals for the management and disposal of waste water and sewage sludge. | OCC | DM decisions | On-going (annual monitoring) | <ul style="list-style-type: none"> Applications granted for the management and disposal of waste water and sewage | <ul style="list-style-type: none"> 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 <ul style="list-style-type: none"> 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) | <ul style="list-style-type: none"> Refusal of applications with an objection from OCC, or contrary to the policy. | <ul style="list-style-type: none"> 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 |

OMWLP Core Strategy

| | | | | | | | |
|-----------------------|-------------------------------|---|-----|----------------|------------------------------|--|--|
| | 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 |

OMWLP Core Strategy

| | | |
|--|-----|---|
| 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) | Bletchington | 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 |

OMWLP Core Strategy

| | | | | |
|-------------------------------------|---|----------------------|-----------------|---|
| | (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) |

OMWLP Core Strategy

| | | | | |
|----------------------------------|--|-------------------|-----------------|---------------------------------------|
| | (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 |
| 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 |
| 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 | Fulbrook | SP 267138 | CDE Recycling |

OMWLP Core Strategy

| | | | | |
|-----|---|------------------|-----------|--|
| | (Hickman Bros) | | | |
| 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) | Standlake | SP 384044 | Recycle/Transfer CDE Recycling |

OMWLP Core Strategy

| | | | | |
|-----|---|----------|-----------|-----------------|
| | (Micks Skips) | | | |
| 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 ⇓ ✓ | x Use should not be permitted | x 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 ⇓ ✓ | x 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 ⇓ ✓ | x 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 worse¹¹⁸.

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.

¹¹⁸ 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 policies for England on different areas of planning (with the removal of advice on practical implementation, which is better expressed as guidance rather than policy). 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 plantings), excavation and utility operations. Examples include recycled concrete from construction and demolition waste material, spent rail ballast and recycled asphalt.

Recycling – the recovery of waste materials for use as or conversion into other products (including composting but excluding energy recovery).

Recovery – 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 factors¹¹⁹.

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

¹¹⁹ 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 |

OMWLP Core Strategy

| | |
|------|--------------------------------------|
| 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 |

Oxfordshire Minerals and Waste Local Plan Policies Map

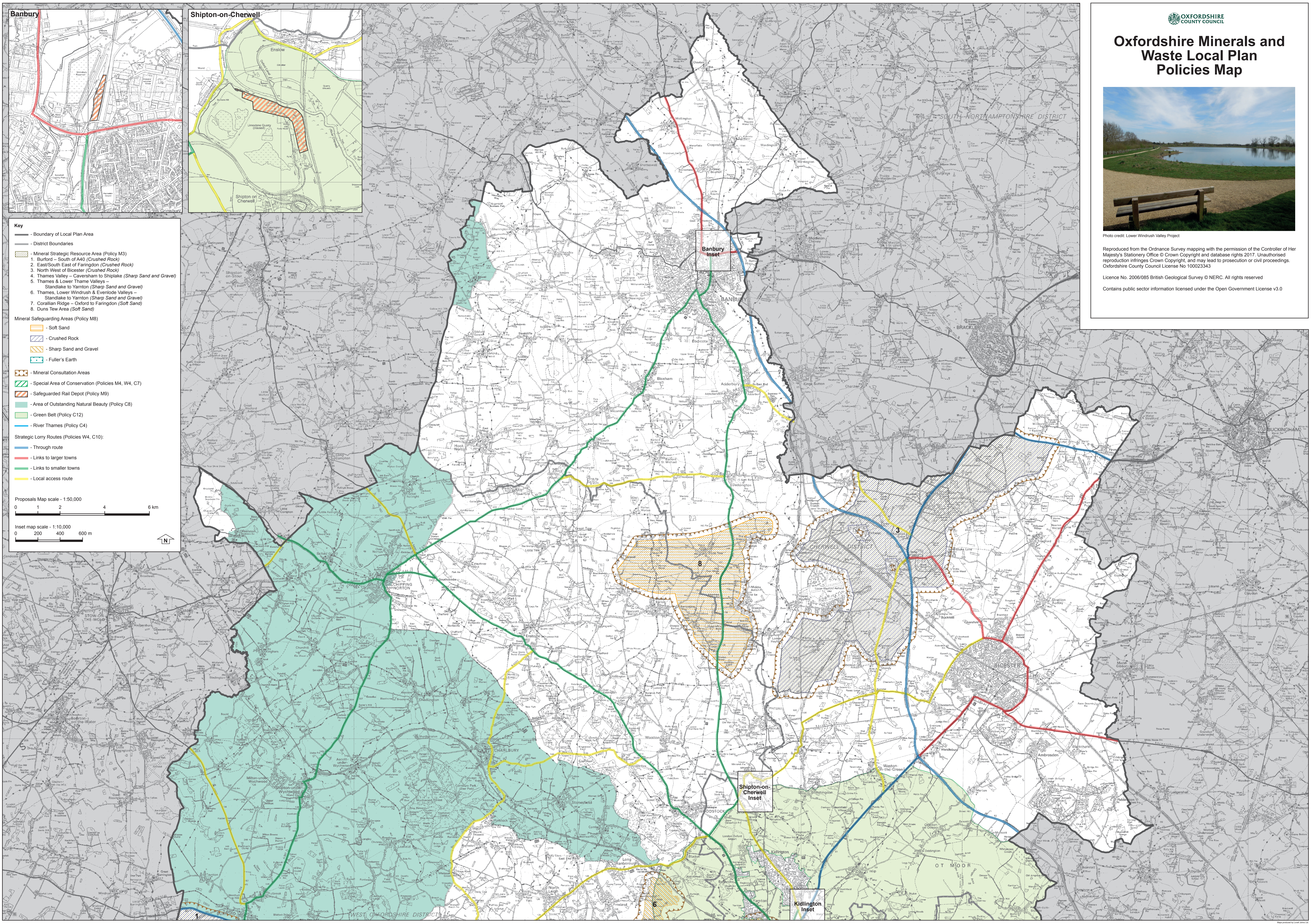


Photo credit: Lower Windrush Valley Project

Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright and database rights 2017. Unauthorised reproduction infringes Crown Copyright, and may lead to prosecution or civil proceedings. Oxfordshire County Council License No 100023443

Licence No. 2006/085 British Geological Survey © NERC. All rights reserved

Contains public sector information licensed under the Open Government License v3.0



Key

- Boundary of Local Plan Area
- District Boundaries
- Mineral Strategic Resource Area (Policy M3)
 - Burford – South of A40 (Crushed Rock)
 - East/South East of Farington (Crushed Rock)
 - North West of Bicester (Crushed Rock)
 - Thames Valley – Caversham to Shiplake (Sharp Sand and Gravel)
 - Thames & Lower Thames Valleys – Standlake to Yarnon (Sharp Sand and Gravel)
 - Thames, Lower Windrush & Eventide Valleys – Standlake to Yarnon (Sharp Sand and Gravel)
 - Corallian Ridge – Oxford to Farington (Soft Sand)
 - 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

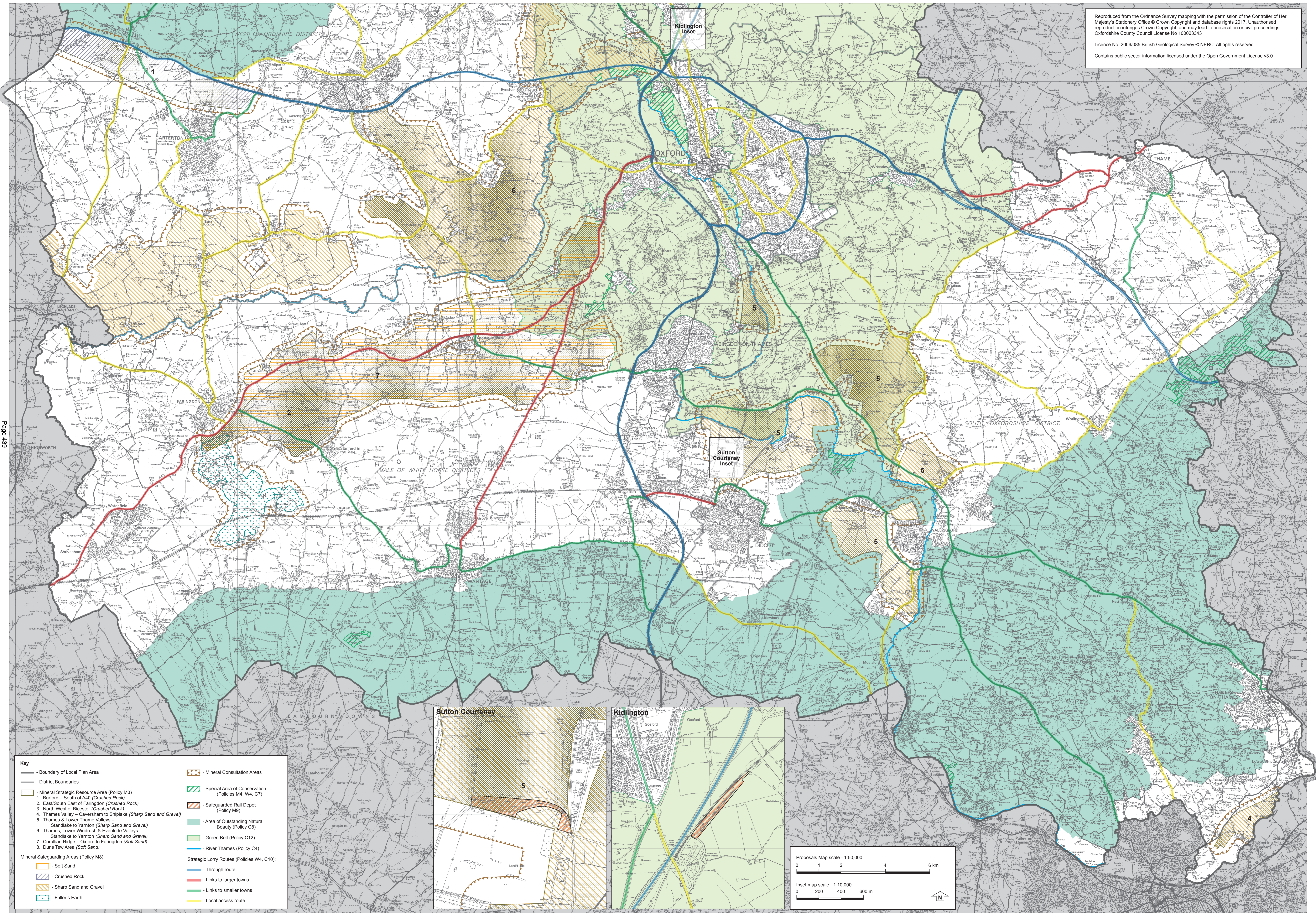
Proposals Map scale - 1:50,000
 0 1 2 4 6 km

Inset map scale - 1:10,000
 0 200 400 600 m

N

This page is intentionally left blank

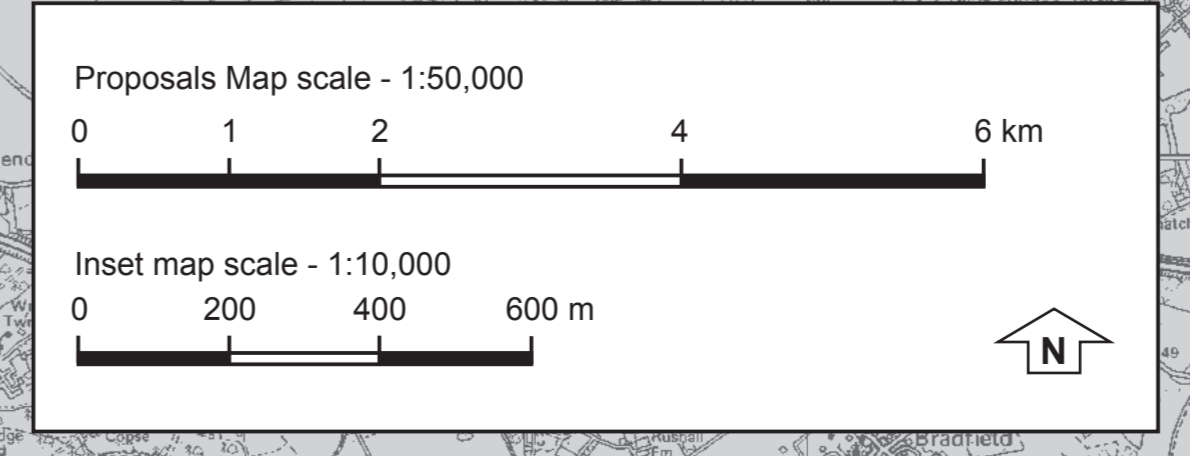
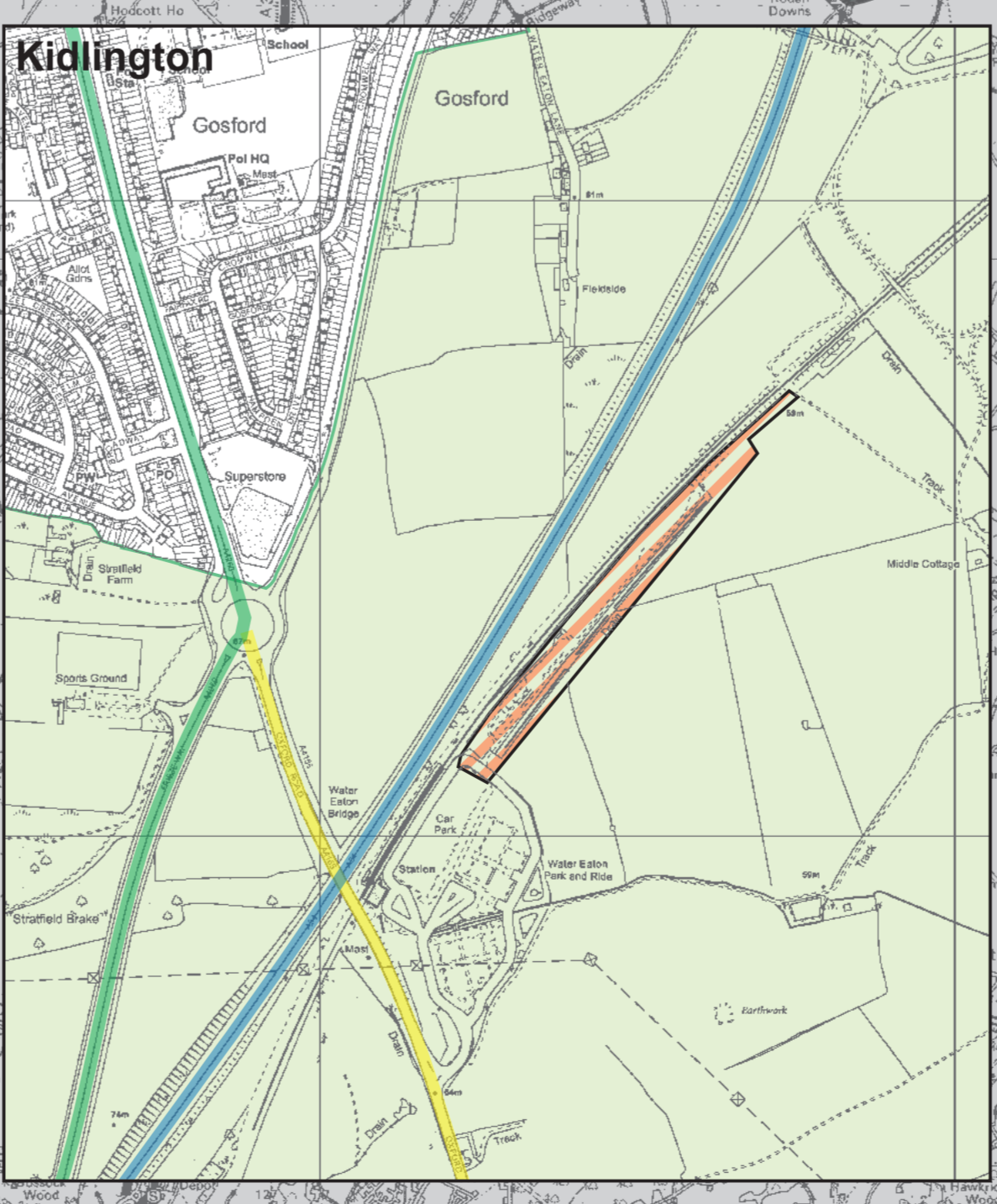
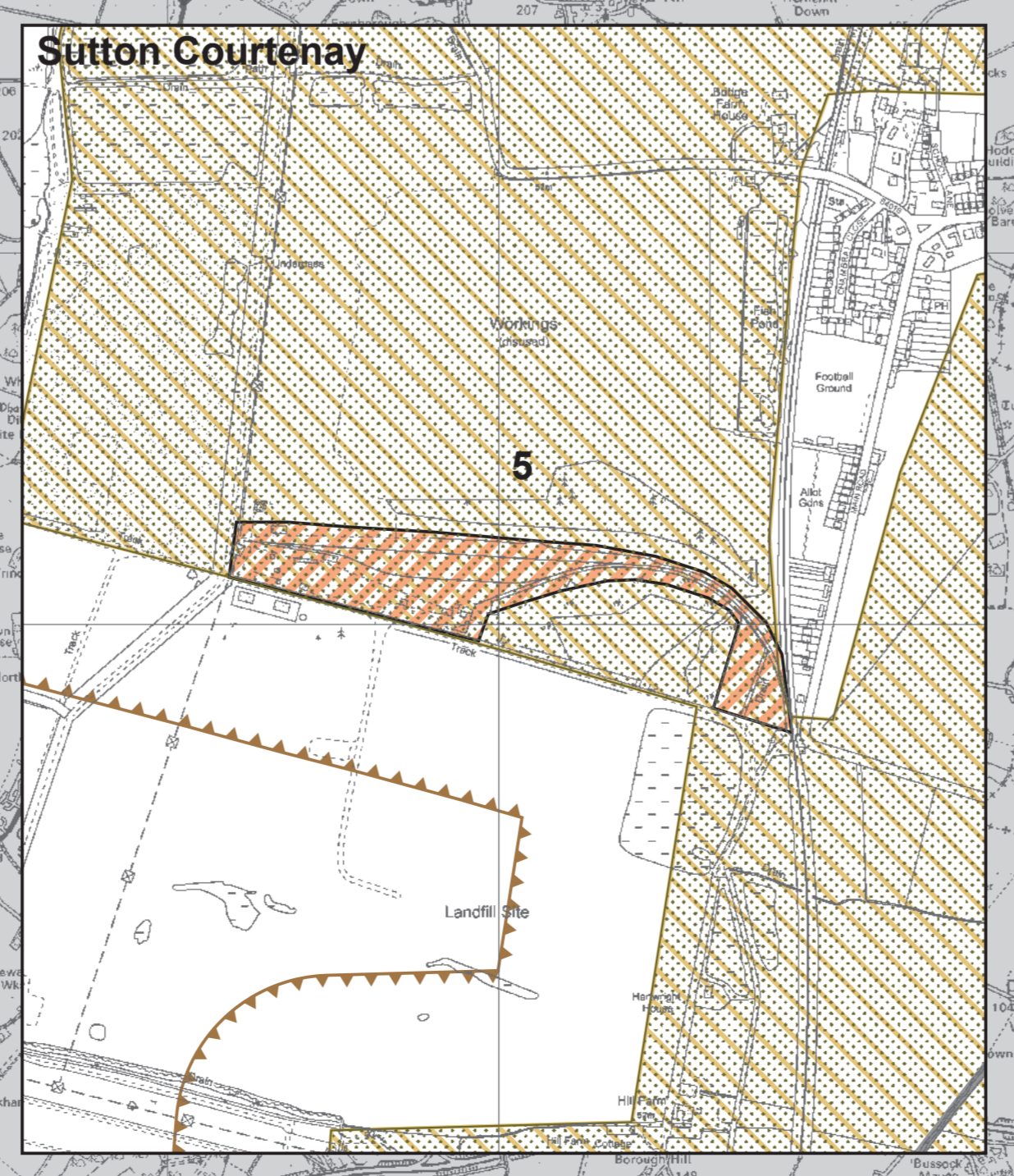
Reproduced from the Ordnance Survey mapping with the permission of the Controller of Her Majesty's Stationery Office © Crown Copyright and database rights 2017. Unauthorised reproduction infringes Crown Copyright, and may lead to prosecution or civil proceedings. Oxfordshire County Council License No 100023343
Licence No. 2006/085 British Geological Survey © NERC. All rights reserved
Contains public sector information licensed under the Open Government License v3.0



Page 139

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 Thames Valleys – Standlake to Yarnon (*Sharp Sand and Gravel*)
- 6. Thames, Lower Windrush & Evenlode Valleys – Standlake to Yarnon (*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



This page is intentionally left blank