

**CABINET MEMBER FOR GROWTH AND INFRASTRUCTURE -
15 FEBRUARY 2012**

**OXFORDSHIRE MINERALS AND WASTE DEVELOPMENT
FRAMEWORK: ANNUAL MONITORING REPORT 2011**

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

Introduction

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 It also required the AMR to be submitted to the Secretary of State, but this has been repealed by the Localism Act 2011 and the AMR 2011 is the last to which this requirement applies.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

Annual Monitoring Report 2011

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

Implementation of the Local Development Scheme

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

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

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

Monitoring Achievement of Policies

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

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

Conclusions

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

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

Sustainability Implications

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

Corporate Policies and Priorities

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

Financial and Staff Implications

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

Risk Management

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

RECOMMENDATION

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

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Background Papers: Nil

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