

CABINET MEMBER FOR ENVIRONMENT – 28 April 2016
OXFORDSHIRE MINERALS AND WASTE ANNUAL MONITORING
REPORT 2015

Report by Deputy Director Strategy & Infrastructure Planning

Introduction

1. The Planning and Compulsory Purchase Act 2004 (as amended) requires the County Council to prepare and publish minerals and waste local plan monitoring reports. This requirement has been met by the production each year of a Minerals and Waste Annual Monitoring Report (AMR).
2. The purpose of AMRs is to assess and report on implementation of the Council's local development scheme (the programme for preparation of the Minerals and Waste Local Plan) and the extent to which local plan policies are being achieved. Minerals and Waste AMRs have been produced and published on the Council's website for each year from 2005 to 2014.

Annual Monitoring Report 2015

3. The AMR 2015 covers the 12 month period 1 April 2014 to 31 March 2015, although most of the data in it is for the calendar year 2014. Data from the calendar year 2015 is also included where available. This AMR was due to be prepared in 2015 but has been delayed to enable priority to be given to the Minerals and Waste Core Strategy. A draft Oxfordshire Minerals and Waste Annual Monitoring Report 2015 is attached as an Annex.

Implementation of the Local Development Scheme

4. The Oxfordshire Minerals and Waste (Local) Development Scheme (MWDS) came into effect in May 2005. The MWDS should be reviewed and revised when necessary to maintain an up to date programme for preparation of the Minerals and Waste Local Plan.
5. On 9 July 2013 the County Council resolved to withdraw the Minerals and Waste Core Strategy, which had been submitted for examination in October 2012, and to prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new MWDS. The new MWDS came into effect in December 2013 but was replaced by a revised MWDS in December 2014. The MWDS has been revised again in February 2016, after the period covered by this AMR.
6. The AMR 2015 reports on the progress that was made towards meeting the programme in the MWDS December 2014:
 - Feb – March 2014: Consultation on Draft Minerals and Waste Local Plan: Core Strategy;
 - February 2015: Publish / Consultation on Proposed Submission Document;

CMDE5

- April 2015: Submit Plan to Secretary of State for examination;
 - July 2015: Independent Examination hearings;
 - October 2015: Receive and publish Inspector's Report;
 - December 2015: Adopt Minerals and Waste Core Strategy.
7. In a change from the position in the December 2013 MWDS, the MWDS December 2014 provided for a two-part Minerals and Waste Local Plan to be prepared, comprising: Part 1 – Core Strategy; and Part 2 – Site Allocations. The plan period was extended to 2031 (previously 2030). The MWDS included a revised programme for the Core Strategy but left the programme for the Site Allocations Document to be decided after the Core Strategy has reached examination. (This position has been carried forward into the latest MWDS, February 2016 and a programme for the Site Allocations Document is now also included.) The MWDS stated that the Core Strategy will set out the vision, objectives, spatial strategy and core policies for the supply of minerals and management of waste in Oxfordshire, including strategic locations for minerals and waste developments and criteria based policies for the identification of specific sites and consideration of planning applications.
 8. Work during the period covered by this AMR was focused on taking the revised Core Strategy forward towards formal publication and submission. The period of consultation on the Draft Minerals and Waste Local Plan: Core Strategy (February 2014) ended on 7 April 2014, in line with the MWDS. Responses to the Draft Core Strategy Consultation were received from 155 organisations and individuals, making a total of 644 separate comments on the draft plan.
 9. Following consideration of the consultation responses and taking into account the Local Aggregate Assessment 2014, other technical work and the outcomes of engagement under the duty to co-operate, and also having due regard to current national planning policy and guidance, an amended Core Strategy was prepared. This was considered by the Cabinet on 25 November 2014 and was approved by the County Council on 24 March 2015, for publication and subsequent submission for examination.
 10. Preparation of the amended Core Strategy took longer than expected and it was published in August 2015, after the MWDS target date of February 2015. It was submitted for examination at the end of December 2015. The most recent MWDS (February 2016) reflects this change to the programme. Following its submission, the examination of the Core Strategy has been delayed by the need to prepare and consult on further topic papers in response to issues and questions raised by the Inspector. It is expected that the examination hearings will now be in the second half of September 2016; and it seems likely the Inspector's report will not be received until late 2016 or early 2017, with adoption of the Core Strategy following in 2017.
 11. The Statement of Community Involvement (SCI) that was adopted in November 2006 has been reviewed and updated having regard to changes in government procedures and policy on plan making and in the County Council's consultation policies and procedures. Public consultation on a draft revised SCI was carried out in September – October 2014 and the Revised Oxfordshire Statement of Community Involvement was adopted by the County

Council in March 2015. The updated Statement of Community Involvement was adopted in March 2015.

Monitoring Achievement of Policies

12. The submitted Minerals and Waste Core Strategy includes a section on implementation and monitoring but a full monitoring framework with indicators and targets to monitor policy implementation has not yet been prepared. It is therefore not possible to undertake a full assessment of policy implementation or to report on the extent to which policies in the Core Strategy are being achieved for the AMR 2015.
13. The MWDS lists 46 policies in the adopted Minerals and Waste Local Plan (1996) which are 'saved' until replaced by policies in the new plan. 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.
14. The AMR 2015 cross refers to the Council's Local Aggregate Assessment 2014 and Interim Update 2015 and the Waste Needs Assessment 2015, which contain more detailed data on minerals supply and waste management. The AMR reports on monitoring of the following factors:
 - a) Sales (production) of land-won aggregate minerals (soft sand, sharp sand and gravel, crushed rock – limestone and ironstone);
 - b) The landbank of permitted reserves of aggregate minerals;
 - c) Permissions granted for aggregate mineral extraction;
 - d) Secondary and recycled aggregates production and production capacity;
 - e) Quantities of different wastes arising and methods of waste management;
 - f) Permissions granted for waste management facilities and capacities of different types of facility.
15. The AMR 2015 also reports on the work the County Council has been doing to comply with the 'Duty to Co-operate', as required by the Localism Act 2011, particularly in the preparation of the new Minerals and Waste Local Plan. The Council has undertaken a programme of engagement with adjoining and other local authorities and with statutory and other specified bodies. Minerals and waste planning strategic issues of common interest have been identified and, as far as possible, an appropriate co-operative approach agreed.

Conclusions

16. The main findings of the AMR 2015 are:
 - a) Total sales of sand and gravel from quarries in Oxfordshire in 2014 were 869,000 tonnes, a substantial increase on the previous year and the highest level since 2007.
 - b) Sales of sharp sand and gravel in 2014 were 639,000 tonnes, a substantial increase on the previous year and the highest level since 2008. Sales of soft sand in 2014 were 230,000 tonnes, a significant increase on the previous year and the highest level over the last 10 years.

CMDE5

- c) Sales of crushed rock from quarries in Oxfordshire have increased very substantially since 2012. In 2014 sales were 1,060,000 tonnes, the highest level over the last 10 years.
- d) The landbank of sand and gravel at the end of 2014 was 7.5 years based on the LAA 2014 provision level of 1.204 million tonnes per annum. For sharp sand and gravel, the landbank was 7.2 years; and for soft sand the landbank was 9.4 years.
- e) The landbank of crushed rock at the end of 2014 was 14.8 years based on the LAA 2014 provision level of 0.584 million tonnes per annum;
- f) One new permission was granted for aggregate mineral extraction in 2014, and a further three were granted in 2015. This provided an additional 7.788 million tonnes of sharp sand and gravel and 72,000 tonnes of crushed rock.
- g) Recorded production of secondary and recycled aggregates is not available for 2014. Data will be updated when further SEEAWP monitoring survey information becomes available.
- h) An estimated total of nearly 2 million tonnes of waste is managed in Oxfordshire each year from the principal waste streams. Of this total, an estimated 48% is construction, demolition and excavation waste, 36% commercial and industrial waste and 16% municipal waste.
- i) In 2014/15, 81% of municipal waste was diverted from landfill by means of recycling, composting, food waste treatment or energy recovery. It is estimated that in 2014 50% of commercial and industrial waste was diverted from landfill and that 73% of construction, demolition and excavation waste was recycled or recovered for use in restoration or landfill engineering.
- j) Four planning permissions were granted for additional waste management capacity in 2014 and another four were granted in 2015 of which two were for waste transfer facilities, three were for inert waste landfill and three were for recycling facilities.

Financial and Staff Implications

- 17. The new Minerals & Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and is 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 and independent examination. At the end of the financial year 2015/16, £93,000 of that reserve remained. This will need to be topped up by an estimated £30,000 in 2016/17 to cover the costs of the Core Strategy examination. The Annual Monitoring Report forms part of this work-stream and it does not raise any additional financial or staffing implications.

Equalities Implications

- 18. No equalities implications have been identified.

Legal Implications

19. Under the Planning and Compulsory Purchase Act 2004 (as amended), the County Council is required to prepare and publish minerals and waste local plan monitoring reports. This requirement is met by the production each year of a Minerals and Waste Annual Monitoring Report.

Risk Management

20. Annual monitoring reports are required to be prepared alongside and in support of the Minerals and Waste Local Plan. Publishing the Annual Monitoring Report 2015 will assist the progression of the Minerals and Waste Core Strategy through its independent examination.

RECOMMENDATION

21. **The Cabinet Member for Environment is RECOMMENDED:**
 - (a) **to approve the Oxfordshire Minerals and Waste Annual Monitoring Report 2015 in the Annex to this report;**
 - (b) **to authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) to carry out any necessary final editing of the Minerals and Waste Annual Monitoring Report 2015 for publication on the County Council website.**

Bev Hindle
Deputy Director Strategy & Infrastructure Planning

Background papers:

- i. Oxfordshire Local Aggregate Assessment 2014, November 2014
- ii. Oxfordshire Local Aggregate Assessment Interim Update 2015, November 2015
- iii. Oxfordshire Waste Needs Assessment, August 2015

All background papers are kept in the Minerals and Waste Policy Team at Speedwell House, Oxford

Contact Officer: Peter Day, Tel 01865 815544

April 2016