

**CABINET MEMBER FOR ENVIRONMENT – 10 OCTOBER 2013**  
**OXFORDSHIRE MINERALS AND WASTE ANNUAL MONITORING**  
**REPORT 2012**

**Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)**

**Introduction**

1. The Planning and Compulsory Purchase Act 2004 (as amended) requires the County Council to prepare and publish a Minerals and Waste Annual Monitoring Report (AMR). The former requirement for AMRs to be submitted to the Secretary of State was repealed by the Localism Act 2011.
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 policies are being achieved. Previous AMRs, for 2005 to 2011, are on the Council's website.

**Annual Monitoring Report 2012**

3. The AMR 2012 covers the 12 month period 1 April 2011 to 31 March 2012. This AMR was due to be prepared by the end of 2012 but work had to be deferred to enable priority to be given to the Minerals and Waste Core Strategy. A draft AMR 2012 is annexed.

**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 Development Scheme was approved by the Cabinet Member for Growth and Infrastructure on 25 April 2012 and came into effect on 8 May 2012. The AMR 2012 reports on progress against the programme in this Scheme:
  - Sept – Oct 2011 – Consultation on Draft (Preferred) Minerals and Waste Strategies;
  - May 2012 – Publish Proposed Submission Document for representations;
  - July/August 2012 – Submit Core Strategy to Secretary of State;
  - Oct – Nov 2012 – Independent Examination hearings;
  - April 2013 – Receive and publish Inspector's Report;
  - September 2013 – 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 allocations are expected to be identified in a separate site allocations document, to be prepared following the Core Strategy.

7. Work on the Core Strategy during the 2011/12 reporting year built on what had been undertaken previously, including: consultation with stakeholders on minerals strategy options in 2010; preparation of a local assessment of aggregate supply requirements for Oxfordshire by consultants in January 2011; and agreement by Cabinet in February 2011 of an amended draft planning strategy for mineral working. A waste needs assessment was produced in May 2011 and in July 2011 the Cabinet agreed Preferred Minerals and Waste Planning Strategies for consultation. Consultation on these draft strategies took place in September and October 2011.
8. After consideration of all the responses received on the consultation documents, the Cabinet in March 2012 considered amendments to policies and agreed to recommend the Minerals and Waste Core Strategy Proposed Submission Document to the full County Council. Following approval by the County Council on 3 April 2012, the Proposed Submission Document was published in May 2012 for representations to be made, in accordance with the timetable in the Development Scheme.
9. Subsequently, and outside the 2011/12 reporting year, the Core Strategy was submitted to the Secretary of State in October 2012, for independent examination by a planning inspector. In view of issues raised by the Inspector over the adequacy of the evidence base for the Core Strategy in relation to the recently published National Planning Policy Framework and its compliance with the new duty to co-operate, the examination was suspended in February 2013. In July 2013, the full County Council resolved to withdraw the Minerals and Waste Core Strategy.
10. The Statement of Community Involvement was adopted in November 2006. The need to update this has been 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 documents that will make up the new Minerals and Waste Plan have not yet been prepared, so it is not yet possible to report on the extent to which policies are being achieved. The Minerals and Waste Development Scheme lists 46 policies in the Minerals and Waste Local Plan which are 'saved' until replaced by policies in the new plan; and 'saved' Oxfordshire Structure Plan policy M2 on locations for sand and gravel working (saving of this policy ended in March 2013 with the revocation of the South East 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.
12. The AMR 2011 monitors the following:
  - a) Production and cross-boundary 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) Quantities 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 increased in 2011 to: 690,000 tonnes sand and gravel; and 322,000 tonnes crushed rock, after a steady decline over the previous ten years. These levels were substantially below the former (now revoked) 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 included in the submitted Minerals and Waste Core Strategy (now withdrawn): 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. The next survey of distribution of sales will be for 2013; results from this will help to build up a longer-term picture of movements of aggregates in and out of Oxfordshire.
  - c) More sand and gravel was permitted in 2011 (860,000 tonnes) than was worked, but this was entirely soft sand. The quantity of crushed rock permitted was also slightly higher than the amount worked. The landbank of permitted reserves of sand and gravel at the end of 2011 was below the 7 years required by government policy based on the former South East Plan apportionment, but was just above 7 years based on the last ten years sales average as advised in more recent government guidance.
  - d) 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 Minerals and Waste Core Strategy for the period to 2030. Using the Council's locally derived alternative provision figures, rather than the former South East Plan apportionment, reduces the shortfall in provision.
  - e) Data on production of secondary and recycled aggregates for 2011 – 236,000 tonnes – is incomplete and is believed to be significantly under-recorded. Production capacity was approximately 0.61 million tonnes per annum, with a further 0.35 million tonnes per annum in unimplemented planning permissions, making a total of 0.96 million tonnes per annum, which is more than the Oxfordshire apportionment of 0.9 million tonnes per annum. A more comprehensive picture of secondary and recycled aggregates supply is needed.
  - f) Approximately 1.5 million tonnes of waste was managed in Oxfordshire in 2011/12, 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 were 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.
  - g) In 2011/12, 59% of municipal waste was diverted from landfill by recycling and composting, up from 53% in the previous year. 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.

- h) 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.
- i) 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. The availability now of more detailed data from the Environment Agency will help with this.
- j) Permissions were granted in 2011/12 for 65,000 tonnes per annum of additional recycling and anaerobic digestion capacity; and for 534,000 cubic metres of additional inert waste landfill capacity. In addition, the permission granted in February 2011 for a 300,000 tonnes per annum Energy from Waste Plant at Ardley was able to proceed following the dismissal of a legal challenge.
- k) Waste management capacity at January 2012 totalled 15.7 million cubic metres of landfill and 2.7 million tonnes per annum of 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 recycling capacity will be needed to meet targets for diversion of waste from landfill.

## **Financial and Staff Implications**

- 14. The Minerals and Waste Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Project earmarked reserve. This report does not raise any additional financial or staffing implications.

## **RECOMMENDATION**

- 15. **The Cabinet Member for Environment is RECOMMENDED to:**
  - (a) **approve the Oxfordshire Minerals and Waste Annual Monitoring Report 2012 annexed to this report;**
  - (b) **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 2012 for publication on the County Council website.**

MARTIN TUGWELL

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Background papers: None

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