

CABINET MEMBER FOR ENVIRONMENT – 2 MARCH 2017

**OXFORDSHIRE MINERALS AND WASTE ANNUAL MONITORING
REPORT 2016**

Report by Interim Director for Planning & Place

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 2015.

Annual Monitoring Report 2016

3. The AMR 2016 covers the 12 month period 1 April 2015 to 31 March 2016, although most of the data in it is for the calendar year 2015. Data from the calendar year 2016 is also included where available. This AMR was due to be prepared in 2016 but has been delayed to enable priority to be given to the examination of the Minerals and Waste Core Strategy. A draft Oxfordshire Minerals and Waste Annual Monitoring Report 2016 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 as and 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 was revised again in February 2016, during the period covered by this AMR.
6. The MWDS February 2016 provides for a two-part Minerals and Waste Local Plan to be prepared, covering the period to 2031 and comprising: Part 1 – Core Strategy; and Part 2 – Site Allocations Document. The MWDS includes a revised programme for the Core Strategy and states 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.

7. The AMR 2016 reports on the progress that was made towards meeting the programme for preparation of the Core Strategy in the MWDS February 2016:
 - Feb – March 2014: Consultation on Draft Minerals and Waste Local Plan: Core Strategy – Consultation took place 24 February – 7 April 2014;
 - August 2015: Publish / Consultation on Proposed Submission Document – Published 19 August 2015;
 - December 2015: Submit Plan to Secretary of State for examination – Submitted 30 December 2015;
 - May 2016: Independent Examination hearings – Hearing held September 2016 (but it is possible that the Inspector will reopen the hearing in 2017, following consultation on the proposed modifications);
 - August 2016: Receive and publish Inspector's Report – Interim report received and published October 2016; final report now expected spring or summer 2017;
 - November 2016: Adopt Minerals and Waste Core Strategy – Plan now expected to be adopted summer or autumn 2017.

8. The MWDS February 2016 also includes a programme for preparation of the Site Allocations Document and states that this will identify sites for minerals and waste management development for Oxfordshire, in accordance with the Core Strategy, and provide a detailed policy framework for development management decisions. (A programme for the Site Allocations Document was not included in the previous MWDS.)

9. The programme for preparation of the Site Allocations Document in the MWDS February 2016 is:
 - Commence preparation of document – June 2016;
 - Consultation on site options – September 2016 to February 2017;
 - Consultation on draft document – September / October 2017;
 - Publish Proposed Submission Document – May 2018;
 - Submit Document to Secretary of State – August 2018;
 - Independent Examination Hearings – November 2019;
 - Receive and Publish Inspector's Report – February 2019;
 - Adoption of Site Allocations Document – April 2019.

Due to the examination of the Core Strategy taking longer than envisaged in the MWDS, preparation of the Site Allocations Document could not be commenced in 2016. It is now expected that the programme for preparation of this document will be put back by about a year. A new programme will be drawn up later in 2017.

10. Work during the period covered by this AMR was focused on taking the revised Core Strategy through formal publication and submission for independent examination. The Core Strategy was approved by the County Council on 24 March 2015 and was then published in August 2015 for representations to be made; and submitted for examination at the end of December 2015.

11. Following its submission, the examination of the Core Strategy was delayed by the need to prepare and consult on further topic papers in response to issues and questions raised by the Inspector. That consultation took place in April/May 2016. The examination hearing was held in September 2016.
12. The Inspector issued an Interim Report in October 2016, in which he provided his conclusions on the amount of provision that needs to be made for mineral working and waste management over the plan period to 2031. The Interim Report also concluded that further strategic environmental assessment/sustainability appraisal (SEA/SA) should be carried out, in combination with the preparation of Proposed Main Modifications to the Core Strategy. The Council has prepared these and they were approved for consultation by the Council's Cabinet on 24 January 2017 and were published on 3 February 2017. The consultation period runs to 20 March 2017. It is possible that, when the Inspector has considered the representations that are made on the proposed modifications, he will decide to hold further examination hearing sessions. Depending on this, the Inspector's final report is likely to be received in spring or summer 2017, with adoption of the Core Strategy following later in 2017.
13. A Revised Oxfordshire Statement of Community Involvement was adopted by the County Council in March 2015. This updated Statement of Community Involvement is still current and no need to carry out a further review of it has as yet been identified.

Monitoring Achievement of Policies

14. 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 is not included. A monitoring framework has recently been prepared for inclusion in the proposed modifications to the Core Strategy published in February 2017, but this is not yet being used for monitoring. It has therefore not been 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 2016.
15. 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.
16. The AMR 2016 references the Council's Local Aggregate Assessment 2014 and Interim Update 2015, and also the Waste Needs Assessment 2015 and April 2016 Supplement, which contain more detailed data on minerals supply and waste management. The AMR reports on monitoring of the following:
 - a) Sales (production) of land-won aggregate minerals (soft sand, sharp sand and gravel, and 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.
17. The AMR 2016 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. In his Interim Report, the Inspector concluded that the Duty to Cooperate had been met in relation to the preparation of the Core Strategy.

Conclusions

18. The main findings of the AMR 2016 are:
- a) Total sales of sand and gravel from quarries in Oxfordshire in 2015 were 1,001,000 tonnes; this is a significant increase on the previous year and the highest level since 2007.
 - b) Sales of sharp sand and gravel in 2015 were 768,000 tonnes, a significant increase on the previous year and the highest level since 2007. Sales of soft sand were 230,000 tonnes, almost the same as the previous year and the highest level for more than 10 years.
 - c) Sales of crushed rock from quarries in Oxfordshire in 2015 were 914,000 tonnes, a decrease from 1,060,000 tonnes in 2014 but still higher than in any of the previous 10 years.
 - d) The landbank of sand and gravel at the end of 2015 was 11.7 years based on the LAA 2014 provision level of 1.204 million tonnes per annum. For sharp sand and gravel, the landbank was 12.3 years; and for soft sand the landbank was 8.4 years.
 - e) The landbank of crushed rock at the end of 2015 was 14.7 years based on the LAA 2014 provision level of 0.584 million tonnes per annum.
 - f) Two new permissions were granted for aggregate mineral extraction in 2015. These provided an additional 5 million tonnes of sharp sand and gravel and 0.067 million tonnes of crushed rock. A further two permissions were granted in 2016, providing an additional 0.515 million tonnes of sharp sand and gravel.
 - g) The total recorded sales of secondary and recycled aggregates from sites in Oxfordshire were 271,000 tonnes in 2014 and 453,000 tonnes in 2015. There was an incomplete response to the survey and therefore the actual totals were likely to be higher than this; it is estimated that in 2015 it was probably around 560,000 tonnes. Apart from in 2014, the recorded production of secondary and recycled aggregates has been around 450,000 tonnes over the last four years (2012 – 2015).

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- h) Total capacity of secondary and recycled aggregate facilities in 2015 was recorded as 851,000 tonnes per annum but the actual total is believed to be higher; evidence for the Minerals and Waste Core Strategy examination hearing estimated the total as over 1 million tonnes per annum in 2016.
- i) An estimated total of just under 1.9 million tonnes of waste was managed in Oxfordshire in 2014 from the principal waste streams, slightly less than the estimated total of nearly 2 million tonnes in the AMR 2015. Of this total, it is estimated 55% was construction, demolition and excavation waste (1.033 million tonnes), 28% commercial and industrial waste (0.533 million tonnes) and 17% municipal waste (0.312 million tonnes).
- j) In 2015/16, 94% of Oxfordshire's municipal waste (total 0.310 million tonnes) was diverted from landfill by means of recycling, composting, food waste treatment or energy recovery, up from 81% in 2014/15. It estimated that in 2014 50% of commercial and industrial waste was diverted from landfill and that 77% of construction, demolition and excavation waste was recycled or recovered for use in restoration or engineering works.
- k) Five planning permissions for additional waste management capacity were granted in 2015 and a further four were granted in 2016.

Financial and Staff Implications

- 19. The new Minerals & Waste Local Plan is included within the work priorities of the Communities 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 preparation and independent examination of the Minerals and Waste Local Plan. £100,000 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. The Annual Monitoring Report forms part of this work-stream and it does not raise any additional financial or staffing implications.

Equalities Implications

- 20. No equalities implications have been identified.

Legal Implications

- 21. 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

- 22. Annual monitoring reports are required to be prepared alongside and in support of the Minerals and Waste Local Plan. Publishing the Annual

Monitoring Report 2016 will assist the progression of the Minerals and Waste Core Strategy through the remainder of its independent examination.

RECOMMENDATION

23. **The Cabinet Member for Environment is RECOMMENDED to:**
- (a) approve the Oxfordshire Minerals and Waste Annual Monitoring Report 2016 in the Annex to this report;**
 - (b) authorise the Interim Director for Planning & Place to carry out any necessary final editing of the Minerals and Waste Annual Monitoring Report 2016 for publication on the County Council website.**

SUSAN HALLIWELL
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February 2017

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
- iv. Supplement to Waste Needs Assessment (August 2015), April 2016

All background papers are kept in the Minerals and Waste Policy Team at County Hall, Oxford

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