

CABINET MEMBER FOR ENVIRONMENT – 23 NOVEMBER 2017

OXFORDSHIRE MINERALS AND WASTE ANNUAL MONITORING REPORT 2016 (CALENDAR YEAR)

Report by 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 2016.

Annual Monitoring Report 2016

3. The AMR 2016 (Calendar Year) covers the 12 month period 1 January 2016 to 31 December 2016. Data from 2017 is also included where available. Previous annual monitoring reports have covered the period 1 April to 31 March, the most recent being for 1 April 2015 to 31 March 2016. Starting with this report, annual monitoring reports will now be based on data collected for the calendar year 1 January to 31 December. This is because most minerals and waste data is collected on a calendar year basis and policies in the Minerals and Waste Local Plan relate to calendar years and need to be monitored on that basis. A draft Oxfordshire Minerals and Waste Annual Monitoring Report 2016 (Calendar Year) 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 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. 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.
7. Work during the period covered by this AMR was focused on taking the revised Core Strategy through 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.
8. 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.
9. 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 Proposed Main Modifications were consulted on from 3 February 2017 to 20 March 2017, and all representations on these were considered by the Inspector. The final Inspector's Report was received on 15 June 2017. In this, the Inspector concluded that, with recommended main modifications, the Plan was legally compliant and a sound basis on which to plan for the provision of minerals and waste management in Oxfordshire until 2031. The Council adopted the Core Strategy on 12 September 2017.
10. 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.
11. 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 MWDS with a revised programme is due to be prepared towards the end of 2017.

12. 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

13. The Minerals and Waste Core Strategy includes a monitoring framework for monitoring the implementation of the policies in the plan. This was published as part of the Proposed Main Modifications to the Plan and, following the adoption of the Core Strategy, it forms the basis for monitoring the implementation and effectiveness of the policies. However, as the policies were not being given full weight in 2016 (prior to adoption of the Plan), some indicators cannot as yet be fully monitored. In addition, the Site Allocations Document has yet to be produced and therefore policies that cross-relate to this document will not be able to be monitored until it has been adopted. The information in this monitoring report provides a baseline for the future monitoring of indicators and targets.
14. 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. Now that the Core Strategy has been adopted, only 16 policies relating to specific areas remain saved pending the adoption of the Site Allocations Document. These 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.
15. The AMR 2016 (Calendar Year) 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.
16. The AMR 2016 (Calendar Year) 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 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 Report, the Inspector concluded that the Duty to Cooperate had been met in relation to the preparation of the Core Strategy.

Conclusions

17. The main findings of the AMR 2016 (Calendar Year) are:
- a) The Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy (Core Strategy) was adopted on 12 September 2017. It provides a new framework against which to monitor the policies controlling mineral development and waste management.
 - b) The Oxfordshire Minerals and Waste Local Plan: Part 2 – Site Allocations Document (Site Allocations Document) is currently scheduled to be adopted in 2019 but this will be put back due to delays in adopting the Core Strategy and a new minerals and waste development scheme is to be prepared.
 - c) As the Core Strategy was not adopted in 2016, the implementation of policies cannot be fully monitored as they were not being given full weight during the monitoring period. However, this report provides a baseline and framework against which to assess the implementation of policies in future reports.
 - d) The Site Allocations Document has yet to be prepared and therefore policies that cross-relate to this document will not be able to be monitored until it has been adopted.
 - e) Sales of recycled and secondary aggregates in 2016 were 534,000 tonnes, which was 25% of total sales of aggregate produced in Oxfordshire. Total operational capacity for producing recycled and secondary aggregate in Oxfordshire was 1,028,600 tonnes in 2016. Two permissions for recycled aggregate facilities, with a total capacity of 35,000tpa, were granted in 2016.
 - f) Sales of sharp sand and gravel in 2016 were 651,418 tonnes, down from 768,261 tonnes in 2015. The 10 year sales average is 595,000 tonnes, and the three year sales average is 686,000 tonnes.
 - g) Sales of soft sand in 2016 were 227,329 tonnes, compared to 233,092 tonnes in 2015. The 10 year sales average is 184,000 tonnes, and the three year sales average is 230,000 tonnes.
 - h) Sales of crushed rock in 2016 were 715,407 tonnes, down from 913,812 tonnes in 2015. The 10 year average is 565,000 tonnes, and the three year average is 897,000 tonnes.
 - i) Reserves of sharp sand and gravel at the end of 2016 were 11.383 mt; reserves of soft sand were 1.341 mt; and reserves of crushed rock totalled 8.545 mt.
 - j) The landbank for sharp sand and gravel at the end of 2016 was 11.2 years at the LAA requirement rate of 1.015 mtpa. The landbank for soft sand was 7.1 years at the LAA requirement rate of 0.189 mtpa. The landbank for crushed

CMDE11

rock was 14.6 years at the LAA requirement rate of 0.584 mtpa. These are all above the minimum requirements in the NPPF (7 years for sand and gravel, and 10 years for crushed rock).

- k) Production capacity for sharp sand and gravel in 2016 totalled 1,519,000 tonnes in 2016, split between 56% in 'northern' Oxfordshire (Cherwell and West Oxfordshire Districts) and 44% in 'southern' Oxfordshire (South Oxfordshire and Vale of White Horse Districts).
- l) Two permissions for aggregate mineral working were granted in 2016 in 'southern' Oxfordshire. These were for the working of sharp sand and gravel, and totalled 514,792 tonnes.
- m) No district matter planning permissions were granted or sites allocated in district plans for other types of development in 2016 to which the County Council had objected on the basis of mineral safeguarding policy.
- n) Eight mineral restoration schemes were approved in 2016, all of which will produce a net gain in biodiversity.
- o) Total waste originating in Oxfordshire in 2016 from the principal waste streams was approximately 2.24 million tonnes, of which: 0.317 million tonnes was Municipal Solid Waste (MSW); an estimated 0.533 million tonnes was Commercial and Industrial Waste (C&I); and an estimated 1.393 million tonnes was Construction, Demolition and Excavation (CDE) waste.
- p) Of the 0.317 million tonnes of MSW: 31% was recycled; 26.5% was composted or treated food waste; 36.4% went to residual waste treatment; and 6.2% went to landfill. Total municipal waste diverted from landfill in Oxfordshire has risen from 59% in 2013/13 to 94% in 2016.
- q) Of the 0.533 million tonnes of C&I waste estimated to originate in Oxfordshire: an estimated 24% was recycled; 9% was composted; 15% was treated by other means; and 24% was landfilled. Total landfill diversion was 76%.
- r) Of the estimated 1.393 mt of CDE waste originating in Oxfordshire in 2016: an estimated 42% was recycled; 9% was recovered; and 49% was sent to landfill. Total landfill diversion was 56%.
- s) Landfill diversion targets are generally being met for MSW and C&I waste, but not for CDE waste. This will need to be monitored in future reports.
- t) Total remaining non-hazardous landfill capacity in 2016 was 5.086 million m³; and remaining inert landfill capacity was 7.252 million m³; being enough to last until beyond the current plan period based on 2016 inputs.
- u) Four facilities that would increase recycling and treatment capacity in Oxfordshire were permitted in 2016: two for inert waste; one for mixed waste, and one for radioactive waste. One facility for inert landfill was permitted.
- v) Total capacity for managing the principal waste streams (MSW, C&I and CDE waste) in 2016 was adequate for Oxfordshire to be net self-sufficient in the management of these waste streams.

- w) No safeguarded waste facilities were prevented or prejudiced from operating due to non-waste development being permitted in 2016.

Financial and Staff Implications

18. The 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 plan preparation (including the commissioning of specialist background technical studies) and independent examination. £122,000 remains in the reserve, for preparation of the Site Allocations Document. The Annual Monitoring Report forms part of this work-stream and it does not raise any additional financial or staffing implications.

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 2016 will enable the adopted Minerals and Waste Core Strategy to be monitored and indicate when consideration needs to be given to review of the plan; and it will assist the preparation of the Site Allocations Document.

RECOMMENDATION

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

SUSAN HALLIWELL

Director for Planning & Place

Background papers:

- i. Oxfordshire Local Aggregate Assessment 2014, November 2014

CMDE11

- ii. Oxfordshire Local Aggregate Assessment Interim Update 2015, November 2015
- iii. Quarry Sales and Reserves Oxfordshire 2016
- iv. Oxfordshire Waste Needs Assessment, August 2015
- v. 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

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

November 2017