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**Oxfordshire Minerals and Waste
Development Framework**

**MINERALS AND WASTE
ANNUAL MONITORING REPORT 2010**

December 2010

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Glossary

Summary

(to be inserted)

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1 Introduction

1.1 Oxfordshire Minerals and Waste Local Development Framework

1.1.1 The Planning and Compulsory Purchase Act 2004 brought in substantial changes to the planning system. The previous system of local plans has been replaced by local development frameworks. The Oxfordshire Minerals and Waste Local Plan is therefore being replaced by the Oxfordshire Minerals and Waste Development Framework (MWDF). Government policy on local development frameworks is contained in Planning Policy Statement 12 'Local Spatial Planning', June 2008 (PPS12).

1.1.2 The MWDF will be a portfolio of minerals and waste development documents, including development plan documents and possibly also supplementary planning documents, setting out strategy, policies and proposals for minerals and waste development for a period of at least 15 years. It will also include the Statement of Community Involvement, the Minerals and Waste Development Scheme and Annual Monitoring Reports.

1.1.3 The Oxfordshire Minerals and Waste Development Scheme sets out the programme for preparation of the documents that will make up the MWDF. An initial Development Scheme was agreed in May 2005 and a number of revisions have subsequently been made to this, as detailed in section 3.1. In October 2010, a further revised programme was agreed by the County Council's Cabinet and this is being used as the current programme for the MWDF (see paragraph 3.1.6). This Annual Monitoring Report (AMR) reports on progress against this programme.

1.2 Role of the Annual Monitoring Report

1.2.1 Section 35 of the Planning and Compulsory Purchase Act 2004 requires every local planning authority to prepare an Annual Monitoring Report (AMR) for the Secretary of State on its local development framework. Regulation 48 of The Town and Country Planning (Local Development) (England) Regulations 2004 requires AMRs to be made for each 12 month period ending on 31 March and to be submitted by the following 31 December each year. It also specifies certain information the AMR must contain.

1.2.2 The AMR must report on implementation of the Minerals and Waste Development Scheme and on the extent to which policies and related targets in Minerals and Waste Development Documents are being achieved or, where they are not being achieved, the reasons why. Monitoring will also indicate if policies need changing, and the actions needed to achieve this.

- 1.2.3 Oxfordshire AMRs have previously been prepared for the years 2005 to 2009. These are available on the County Council website. This is the sixth Oxfordshire AMR (2010), for the period 1 April 2009 to 31 March 2010. It has been prepared having regard to guidance in 'Local Development Framework Monitoring: A Good Practice Guide' (DCLG, March 2005).
- 1.2.4 This AMR sets the context for minerals and waste planning in Oxfordshire (Section 2); reviews the extent to which the Minerals and Waste Development Scheme has been implemented, highlighting whether the timetable and milestones have been met or the progress that has been made towards them (Section 3); reports on the achievement of development plan policies and the government's core output indicators and regional indicators during the monitoring period (1 April 2009 to 31 March 2010) (Section 4); and sets out the key issues that monitoring shows need to be addressed in the Minerals and Waste Development Framework (Section 5).
- 1.2.5 The data in this AMR is from various sources. Data on production and reserves of aggregates in Oxfordshire is from the annual aggregates monitoring reports produced by the South East England Regional Aggregates Working Party. Data on arisings and management of waste is mainly from the Environment Agency and the County Council (Waste Management Group). Data on waste management capacity is from a review of site capacities carried out by the County Council and from planning permissions. Data on planning permissions granted for the working of minerals and for new and improved waste management facilities is from planning decisions made by the County Council.

2 Context for Minerals and Waste Planning in Oxfordshire

2.1 Oxfordshire's Characteristics

- 2.1.1 Oxfordshire enjoys a unique position in the country, covering an area from the Cotswolds in the north and west to the Chilterns in the south east and the Berkshire Downs to the south west. The River Thames and River Cherwell flow through the county, and there are large areas of attractive countryside, villages and market towns and the world-renowned historic city of Oxford, which provide a high quality living environment.
- 2.1.2 The county covers 260,800 hectares with 78% of the land area under agricultural management. The Cotswolds, Chilterns and North Wessex Downs Areas of Outstanding Natural Beauty together cover 24% of Oxfordshire. Much of the central part of the county, around Oxford, is Green Belt. The main towns are Oxford, Banbury, Bicester, Witney, Abingdon, Didcot, and Wantage and Grove. It is the South East of England's most rural county; with 635,500 residents across 1,006 square miles, it has the lowest population density in the South East.

2.2 Minerals

- 2.2.1 The main minerals worked in Oxfordshire are sharp sand and gravel, soft sand, limestone and ironstone, all mainly for aggregate use. Chalk, clay and fullers earth have also been worked. These minerals are worked predominantly to supply local markets, except for Fullers Earth which is a nationally scarce mineral.
- 2.2.2 Aggregate minerals account for most of Oxfordshire's production: in 2009 the County produced 627,000 tonnes of sand and gravel and 433,000 tonnes of crushed rock (limestone and ironstone). There is a need to make continued provision for aggregates production in the County. In addition, production of aggregates from recycled construction and demolition waste and secondary materials (mainly power station ash) is important; at least 286,000 tonnes were produced in Oxfordshire in 2009. Significant quantities of aggregates are also imported into Oxfordshire by rail.

2.3 Waste

- 2.3.1 Oxfordshire's residents, industries, businesses and other organisations produce around 2.2 million tonnes of waste a year. This mainly comprises municipal, commercial and industrial, and construction, demolition and excavation wastes, with smaller quantities of hazardous wastes. This waste all has to be treated or disposed somewhere. At present the main method of management is disposal at local landfill sites.
- 2.3.2 In addition, Oxfordshire receives waste from outside the county, in particular waste by rail from London, which does not have sufficient

facilities to deal with all its own waste. To move towards a more sustainable approach to waste management will require substantial changes, including making provision for new waste treatment facilities.

2.4 Minerals and Waste Policy Context

National Policy

- 2.4.1 National policy on planning for minerals is mainly contained in the Government's minerals policy statements (MPSs) and minerals planning guidance notes (MPGs). The main one of relevance to minerals is MPS1 'Planning and Minerals' (DCLG, November 2006). MPS1 contains national objectives and policies for mineral planning and is of particular relevance to the preparation of development plans; and it includes specific policy for making provision for the supply of aggregates. Also relevant are the 'National and Regional Guidelines for Aggregates Provision in England, 2005-2020' (DCLG, June 2009). Further national guidance is contained in 'Planning and Minerals: Practice Guide' (DCLG, November 2006). In addition, MPS2 'Controlling and Mitigating the Environmental Effects of Minerals Extraction in England' (DCLG, March 2005) is relevant to the framing of policies in development plans.
- 2.4.2 There are a number of national policy documents relevant to waste planning; these incorporate European policy and apply it at the national level. The 'Waste Strategy for England 2007' was published in May 2007 and sets out the Government's vision and strategy for managing waste in a more sustainable way; it sets targets for sustainable management of waste, including targets for reducing the amount of waste disposed to landfill and increasing the recovery of resources from waste. This strategy is now being reviewed by the Coalition Government and a revised strategy is expected in 2011. Planning Policy Statement 10 (PPS10) 'Planning for Sustainable Waste Management' (DCLG, July 2005) sets out the Government's policy on planning for waste management and forms part of the national waste management plan for the UK. It contains key planning objectives and decision making principles and sets out the Government's policy on how development plans should make provision for waste management facilities. PPS10 is supplemented by 'Planning for Sustainable Waste Management: Companion Guide to Planning Policy Statement 10' (DCLG, June 2006) which provides practice guidance on implementation of policies.

Regional Policy

- 2.4.3 As at 31 March 2010, regional policy for minerals and waste planning was contained in The South East Plan – Regional Spatial Strategy for the South East of England (GOSE, May 2009). This included a regional waste strategy and regional minerals strategy (chapter 10).

The South East Plan covered the period to 2026 and included 17 policies on waste (W1 – W17) and 5 policies on minerals (M1 – M5). It set regional targets for diversion of waste from landfill, recycling and composting and regional landfill requirements; and for each waste planning authority it set waste management capacity requirements, with an indication of additional capacity requirements, and a sub-regional apportionment of landfill provision for London waste. It also set regional targets for recycled and secondary aggregates, with an apportionment by mineral planning authority of the provision to be made; and an apportionment by mineral planning authority of the regional supply requirements for sand and gravel and crushed rock aggregates.

- 2.4.4 The South East Plan (Policies M2 and M3) set the aggregates apportionment figures for Oxfordshire as: recycled and secondary aggregates – 0.9 million tonnes per annum; sand and gravel – 1.82 million tonnes per annum; and crushed rock – 1.0 million tonnes per annum. The Secretary of State's Proposed Changes to the revision of South East Plan Policy M3 were published on 19 March 2010. These include revised apportionment figures for Oxfordshire: 2.1 million tonnes per annum for sand and gravel; and 0.66 million tonnes per annum for crushed rock. In the light of the Coalition Government's localism agenda, the County Council has commissioned consultants to undertake a local assessment of aggregates supply requirements for Oxfordshire.

Local Policy

- 2.4.5 The County Council adopted the Oxfordshire Structure Plan 2016 on 21 October 2005. Three policies have been saved from the Structure Plan; these include policy M2 on sand and gravel, which states that locations for sand and gravel working will be identified in the Minerals and Waste Development Framework. The saved policies are on the County Council website:
www.oxfordshire.gov.uk/links/public/planningpolicy.
- 2.4.6 The Oxfordshire Minerals and Waste Local Plan was adopted in July 1996. It contains detailed policies for the supply of minerals and provision of waste management facilities and for the control of minerals and waste developments. It covered a 10 year period, to 2006. Under the Planning and Compulsory Purchase Act 2004, the policies of this Plan were 'saved' (i.e. continued to have effect) to 27 September 2007. In September 2007 the Secretary of State directed that 46 of the plan policies are 'saved' beyond 27 September 2007. These policies will remain in force until replaced by new policies in adopted development plan documents. The other policies have now expired. Details of the saved policies of the plan are available on the County Council website:
www.oxfordshire.gov.uk/links/public/mineralsandwastepolicy.

- 2.4.7 The Oxfordshire Joint Municipal Waste Strategy 'No Time to Waste' was approved by all members of the Oxfordshire Waste Partnership (the County Council and the 5 District Councils in Oxfordshire) in September 2006. The Oxfordshire Joint Municipal Waste Strategy does not form part of the development plan for planning, but it is an important material consideration. It sets challenging local targets for the management of municipal waste. It identifies a need for new waste treatment facilities, in addition to increased recycling and composting, to significantly reduce the quantity of biodegradable waste sent to landfill. The Strategy contains 14 policies although not all are relevant to spatial planning.
- 2.4.8 The County Council advertised a contract for treatment of residual municipal waste in March 2007. In January 2008, two companies – Viridor Waste Management Ltd and Waste Recycling Group Ltd – were selected to provide detailed solutions. Both bidders proposed an energy from waste incinerator, located at Ardley (Viridor) or Sutton Courtenay (WRG). In September 2009, Viridor were selected as preferred bidder. Planning applications were submitted for both proposals. In October 2009, the County Council's Planning and Regulation Committee refused permission for both planning applications. Viridor appealed to the Secretary of State and a public inquiry was held in July 2010. The Secretary of State's decision on the appeal is expected in January 2011. Viridor also submitted a revised application. This was considered by the Planning and Regulation Committee in October 2010, when it was resolved that permission be granted. Subject to finalisation of the contract and planning permission, the new waste treatment facility at Ardley is expected to be operational in 2014.
- 2.4.9 In 2009 the County Council awarded a contract for food waste treatment to Agrivert Ltd to provide for increased diversion of biodegradable municipal waste from landfill and enable recovery of resources. The contractor proposes to provide three facilities: an in-vessel composting plant at Ardley (Ashgrove Farm) and an anaerobic digestion plant at Cassington (Worton Farm) are now in operation; and a planning application has been submitted for a second anaerobic digestion plant at Crowmarsh (Battle Farm).

2.5 Local Development Framework Indicators

- 2.5.1 This section sets out the indicators to assess the effectiveness of minerals and waste planning policies in Oxfordshire. The government has published 'Regional and Spatial Strategy and Local Development Framework Core Output Indicators – Update 2/2008' (DCLG, July 2008). These should be monitored and the results of monitoring included in AMRs. The national core output indicators that are relevant to minerals and waste planning are:

- M1 Production of primary land won aggregates, by mineral planning authority;
- M2 Production of secondary and recycled aggregates, by mineral planning authority;
- W1 Capacity of new waste management facilities, by waste planning authority;
- W2 Amount of municipal waste arising, and managed by management type, by waste planning authority.

2.5.2 The former (now dissolved) South East England Regional Partnership Board (SEEPB) (which replaced the South East England Regional Assembly – SEERA), produced guidance notes on monitoring regional minerals and waste indicators. These set out a consistent approach for monitoring across minerals and waste planning authorities on five waste and five mineral indicators, which could then be collated for the South East as a whole to enabled monitoring of performance against policies and targets in the South East Plan.

2.5.3 These regional indicators aim to provide useful information. But it is not possible to report against all of them due to data limitations, and some duplicate or are similar to the national indicators, as noted below:

Regional Minerals Indicators

- Indicator 79 The production of primary land-won aggregates (duplicates core output indicator M1).
- Indicator 80 Amount of secondary aggregates and recycled material used (data not available; use core output indicator M2 instead).
- Indicator 81 The amount of recycled construction, demolition and mineral waste used (million tonnes) and as a proportion of south east production and consumption (data not available).
- Indicator 82 Scale of permitted reserves for sand, gravel, crushed rock, brick clay, chalk, silica sand and gypsum (only sand, gravel and crushed rock are relevant to Oxfordshire).
- Indicator 83 The number and capacity of safeguarded wharf and rail depot facilities (capacity figures are not available).

Regional Waste Indicators

- Indicator 70 Waste generation and growth rates of major waste streams (reliable data only available for municipal waste; partly duplicates core output indicator W2).
- Indicator 71a Amount of municipal waste arising and managed by management type, and the percentage each management type represents of the total waste managed (partly duplicates core output indicator W2).

- Indicator 71b Percentage of the total tonnage of all types of waste recycled, composted, recovered (including energy recovery) and landfilled.
- Indicator 72 Waste movements, particularly exports from London (reliable data not currently available).
- Indicator 73 Capacity of new waste management capacity by waste planning authority area. (duplicates core output indicator W1)

2.5.4 The Local Development Framework Monitoring Good Practice Guide (DCLG, March 2005) advises that local indicators should be identified to assess policies not covered by the core indicators. Local indicators for will be developed as part of a system for monitoring policies in the Minerals and Waste Core Strategy. This will include indicators fro both minerals and waste. In the meantime, the following additional minerals factors are monitored in this AMR:

- Distribution of aggregates produced from quarries in Oxfordshire.
- Annual extraction of aggregates from quarries relative to the landbank of permitted reserves.

3 Minerals and Waste Development Scheme Progress

3.1 Submission of Minerals and Waste Development Scheme

- 3.1.1 The Oxfordshire Minerals and Waste Development Scheme (2005 – 2008) was submitted to the Secretary of State in March 2005 and was brought into effect on 16 May 2005.
- 3.1.2 A first review of the Minerals and Waste Development Scheme, March 2006 (2006 – 2009) was submitted in March 2006, but the Secretary of State issued a holding direction to allow more time to consider it. Consequently the revised scheme could not be brought into effect. A second review of the Minerals and Waste Development Scheme, March 2007 (2007 – 2010) was submitted to the Secretary of State in March 2007 but was not finalised due to uncertainty over how the Minerals and Waste Core Strategy should be progressed.
- 3.1.3 Following comments from the Government Office for the South East on the Core Strategy Preferred Options, there was uncertainty over the soundness of the Core Strategy which delayed the programmes for both the Core Strategy and the Minerals and Waste Sites documents. In November 2007 the Government consulted on proposals for changes to the local development framework system. In view of this, in January 2008 the Cabinet Member for Sustainable Development resolved to defer making a decision on revision of the Minerals and Waste Development Scheme until the implications of the Government's proposed changes to the local development framework system were clear; and that in the meantime further formal stages of preparation of the Minerals and Waste Development Framework be deferred and technical work be continued.
- 3.1.4 In June 2008 the Government published revised Regulations on local development frameworks and Planning Policy Statement 12 'Local Spatial Planning'. In the light of this, in November 2008 the Cabinet Member for Sustainable Development agreed to a revised Minerals and Waste Development Scheme being prepared for submission to the Secretary of State. A further revision of the Development Scheme (2009 – 2012) was drafted and submitted to the Government Office for the South East (GOSE) in May 2009 for comment, but has been used by the County Council as an informal programme for the MWDF.
- 3.1.5 This draft Development Scheme (May 2009) lists the following documents proposed to be prepared over the period 2007 to 2012:
- Statement of Community Involvement;
 - Minerals and Waste Core Strategy;
 - Proposals Map.
- It also lists the following as possible documents to be prepared:
- Minerals Detailed Site Allocations (development plan document);
 - Waste Detailed Site Allocations (development plan document);

- Minerals and Waste Development Code of Practice (supplementary planning document);
- Restoration and After-use of Minerals and Waste Sites (supplementary planning document).

But it states that decisions on the need for these other possible documents will be made when preparation of the Core Strategy is further advanced and that timetables for preparation of these documents will be drawn up if and when it is decided they are needed. The programme from this draft Scheme is at Appendix 1.

3.1.6 The informal programme in the draft May 2009 Development Scheme has been updated and a revised timetable was agreed by the County Council's Cabinet on 19 October 2010, as follows:

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 for representations;
February 2012	Submit Core Strategy to Secretary of State;
May 2012	Independent Examination hearings;
November 2012	Adopt Minerals and Waste Core Strategy.

3.1.7 This is being used as the current programme for the MWDF and this AMR reports on progress against this.

3.1.8 PPS12 'Local Spatial Planning', 2008 (page 21) sets milestones in the process of preparing development plan documents. The current programme for the MWDF includes the following target dates for the milestone stages for the Minerals and Waste Core Strategy:

- Consult statutory bodies on scope of the Sustainability Appraisal – May 2009;
- Publish Draft Submission Document – December 2011;
- Submit Minerals and Waste Core Strategy to the Secretary of State – February 2012;
- Adopt Minerals and Waste Core Strategy – November 2012.

3.2 Preparation of Minerals and Waste Development Documents

Work in previous years

3.2.1 The Oxfordshire Statement of Community Involvement was the first document to be prepared, and was adopted by the County Council on 7th November 2006. Since then there have been changes in government policy on local development frameworks and the procedures for preparing documents, and in the County Council's policies and procedures on consultation. This has signalled a need to consider whether the Statement of Community Involvement should be reviewed and updated. It is expected that the Coalition Government

will make further changes to policy and procedures on plan making. A decision on the need to review the Statement of Community Involvement will be made when the position is clearer.

- 3.2.2 Following consultation on issues and options in June 2006, the Minerals and Waste Core Strategy Preferred Options Consultation Paper was published in February 2007. This set out strategic aims and objectives for minerals and waste planning and preferred options for addressing key issues, and an outline of initial proposals and policies. A report summarising the responses to this consultation is on the County Council website.
- 3.2.3 In their response, the Government Office for the South East (GOSE) advised that the preferred options do not give sufficient spatial direction on what minerals and waste developments will take place where and consequently that the Core Strategy was at risk of being found 'unsound' when independently examined. GOSE advised us to revise the preferred options and repeat this consultation stage.
- 3.2.4 In August 2005 a general invitation was issued for potential sites for minerals and waste development to be nominated for consideration and assessment for possible inclusion in the MWDF. This invitation was repeated 2007. Work on identifying potential site options has continued, but the focus in 2009 – 2010 has been on using the site options to test the deliverability of spatial strategy options.
- 3.2.5 Issues and Options Consultation Papers for the proposed Waste and Minerals Sites Proposals and Policies Documents were published in February and April 2007 respectively. These contained long lists of possible areas and sites for waste management facilities and for mineral working and other development. Reports summarising the responses to these consultations are on the County Council website.
- 3.2.6 Also in 2007, the County Council engaged consultants ERM to carry out an initial technical assessment of possible site options for strategic waste management facilities. This work identified 8 sites that ERM consider may be suitable for a strategic waste management facility. The three technical reports by ERM are available on the County Council website, but they have not yet been formally considered by the County Council in the preparation of the MWDF. They will be used to inform preparation of the Core Strategy and Waste Sites Document.

Work in 2009 – 2010

Sustainability Appraisal

- 3.2.7 The MWDF Sustainability Appraisal (incorporating Strategic Environmental Assessment) Scoping Report was revised in spring 2009 to take into account updated government guidance and comments received on the previous version. In May 2009, statutory

consultees – Natural England, English Heritage and the Environment Agency – and other stakeholders, including district councils and neighbouring mineral/waste planning authorities, were consulted on the revised Scoping Report. The milestone for consultation on the scope of the sustainability appraisal was therefore met.

- 3.2.8 The responses to this consultation have been incorporated into the Scoping Report, which was published on the County Council website in July 2009. A summary of the consultation responses has also been placed on the website. The Scoping Report, in particular the sustainability objectives, has been used in the assessment of minerals strategy options during 2010; and it will be used as the basis for future assessments of strategy options and policies for the Core Strategy.
- 3.2.9 During 2009 and 2010, support and advice has been received from the Planning Advisory Service, Planning Officers Society and GOSE, which has provided greater clarity on what is required for the Core Strategy. This has helped significant progress to be made on preparation of the Core Strategy.

Minerals Strategy

- 3.2.10 The vision and objectives for minerals and waste have been reviewed, and mineral spatial strategy options for sand and gravel, soft sand and crushed rock have been generated, consulted on and assessed.
- 3.2.11 Draft minerals strategy options were generated and key stakeholders were consulted on these in February – March 2010. Six workshops were held for County and District Councillors, parish councils, environmental groups and mineral operators to discuss the draft options. A report from these workshops is on the County Council website.
- 3.2.12 The output from this initial round of consultation was used to revise the options for further consultation during July 2010. Two area based workshops were held, a report from which is on the County Council website, and a workshop was held with mineral operators.
- 3.2.13 An assessment of the options has been carried out and was reported to the County Council's Cabinet on 19 October 2010. The Cabinet agreed an interim preferred strategy approach for mineral working in the short to medium term. This is to concentrate sand and gravel working in existing areas of working – Lower Windrush Valley, Eynsham / Cassington / Yarnton, Radley, Sutton Courtenay and Caversham – subject to the ability of these areas to provide for the medium to longer term being re-assessed when the requirement for sand and gravel supply has been established and consideration being given to new areas of working if the re-assessment indicates this is necessary. For soft sand and crushed rock, the approach is also based on existing areas of working: soft sand – south east of

Faringdon, Tubney / March / Hinton Waldrist, and Duns Tew; crushed rock – north of Bicester to the east of the River Cherwell, south of the A40 near Burford, and south east of Faringdon.

- 3.2.14 Consultants have been appointed (November 2010) to produce a robust, locally derived assessment of aggregates supply requirements for Oxfordshire. This will take into account the contribution to the need for construction materials that could be made by recycled materials and minerals from other sources. The project brief is on the County Council website. This work is due to be completed by Christmas 2010, so that it can be used to test the interim preferred strategy approach for deliverability. Public consultation on a preferred minerals strategy is programmed for spring 2011.

Strategic Flood Risk Assessment

- 3.2.15 A Strategic Flood Risk Assessment (for all types of development) covering the Cherwell and West Oxfordshire District areas, carried out by consultants jointly for the two District Councils and the County Council, was published in April 2009. A Strategic Flood Risk Assessment (for minerals and waste development) covering the Oxford City and Vale of White Horse and South Oxfordshire District areas has now been undertaken by the same consultants, drawing on data from assessments that have already been carried out for those areas for the City and District Councils. This was finalised in November 2010 and the complete (minerals and waste) Strategic Flood Risk Assessment for the whole of Oxfordshire is on the County Council website.

Waste Strategy

- 3.2.16 Work has also been progressed in 2009 and 2010 on improving data on waste for the evidence base. Site profiles are being created for all existing waste management facilities, in particular to establish an accurate picture of existing waste management capacity.
- 3.2.17 In January 2008 an assessment of the capacity of existing waste management infrastructure in Oxfordshire and the need for new waste management facilities for the period to 2026 was prepared for the County Council by consultants ERM. An updated waste needs assessment is being prepared. An Interim Waste Needs Assessment position statement on municipal and commercial / industrial waste was produced in June 2010. Both of these reports are on the County Council website.
- 3.2.18 The development of a spatial strategy for waste has been held up pending a decision on a proposed energy-from-waste incinerator at Ardley (see paragraph 2.4.8). This is because this would be a large (300,000 tonnes a year) waste treatment facility that would handle all of Oxfordshire's residual municipal waste (waste that cannot be recycled

or composted) and much of the residual commercial and industrial waste, and it would therefore be a central element in any strategy.

3.2.19 Options for a strategy for where other waste management facilities that will be required in Oxfordshire should be located will now be drawn up and assessed. Consultation on a preferred strategy will be carried out in 2011. This work will include consultation on an updated waste needs assessment. A timetable for this work and consultation will be finalised early in 2011.

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4 Monitoring Achievement of Policies and Indicators

4.1 Production of Primary Land-Won Aggregates

(Core Output Indicator M1; Indicator 79)

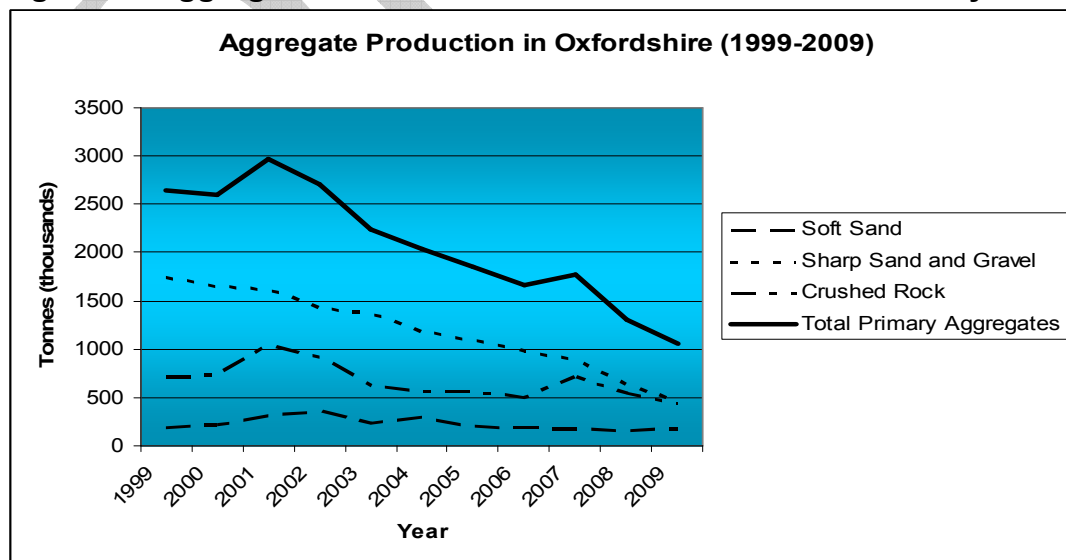
4.1.1 The most recent period for which figures for production of primary land-won aggregates in Oxfordshire are available is the calendar year 2009. Production of sand and gravel (split into soft sand and sharp sand and gravel) and crushed rock (limestone and ironstone combined) in 2009 is set out in Table 1 below, with figures for the previous five years, from 2004, for comparison. Figure 1 shows how aggregates production in Oxfordshire has changed over the 10 years 1999 - 2009.

Table 1: Production of Primary Aggregates in 2009 and previous 5 years

Aggregate Type	Annual Production (January – December) in thousand tonnes					
	2004	2005	2006	2007	2008	2009
Soft Sand	295	199	183	166	151	165
Sharp Sand and Gravel	1,184	1,090	983	893	629	462
Total Sand and Gravel	1,480	1,289	1,166	1,059	780	627
Crushed Rock	557	564	495	717	543	433
Total Primary Aggregates	2,036	1,853	1,661	1,776	1,323	1,060

(Source: SEERA Aggregates Monitoring Reports 2004 – 2008, OCC 2009)

Figure 1: Aggregate Production in Oxfordshire over the last 10 years



(Source: SEERA Aggregates Monitoring Reports 1999 – 2008, OCC 2009)

4.1.2 Production of all aggregate minerals has generally decreased over the past eight years. Production levels in 2009 were significantly lower than the sub-regional apportionments for Oxfordshire in the South East Plan (May 2009): sand and gravel production was only 34.4% of the apportionment level of 1.82 million tonnes per annum; crushed rock production was only 43% of the apportionment level of 1.0 million tonnes per annum (see paragraph 4.3.2 below). A map of active aggregate quarries in Oxfordshire is at Appendix 4

Distribution of Primary Land-Won Aggregates

4.1.3 Table 2 shows where the aggregates extracted in Oxfordshire in 2009 were used. Most sand and gravel was used locally, within Oxfordshire. Relatively small quantities were exported to adjoining counties, in particular Gloucestershire and Wiltshire, and very little going further afield.

4.1.4 Approximately half of the crushed rock worked in Oxfordshire was used in the county. The main export counties were Northamptonshire and Warwickshire, with lesser quantities going to other adjoining counties and very little going further afield.

Table 1a: Destinations Aggregates Produced in Oxfordshire 2009

Destination	Sand and Gravel (including soft sand)		Crushed Rock	
	Tonnes	%	Tonnes	%
Oxfordshire	487,260	77.6	180,867	49.8
Berkshire	20,785	3.3	23,081	6.4
Buckinghamshire & Milton Keynes	13,663	2.2		
Rest of South East & London	15,565	2.5	0	0
Wiltshire & Gloucestershire	68,203	10.9	29,694	8.2
Northamptonshire & Warwickshire	4,993	0.8	118,788	32.7
Elsewhere	17,188	2.7	10,409	2.9
Total	627,783	100	362,839	100

4.2 Permissions Granted for Working of Primary Aggregates

4.2.1 Permissions granted for extraction of aggregate minerals in Oxfordshire in the calendar year 2009 are listed in Table 2 below, with the tonnages of new mineral permitted.

Table 2: New Aggregate Extraction Permissions Granted in 2009

Date Permitted	Site Name	Mineral Type	Tonnes Permitted
26/01/2009	Sutton Wick Quarry (extension of time for working previously permitted area)	Sharp Sand and Gravel	110,000
03/04/2009	Shipton on Cherwell Quarry	Crushed rock (limestone)	450,000

(Source: Oxfordshire County Council – information from planning applications and decisions)

4.2.2 The total tonnages of each aggregate type permitted in the calendar year 2009 are shown in Table 3 below.

Table 3: Aggregates Extraction Permitted in 2009

Aggregate Type	Tonnage Permitted
Soft sand	Nil
Sharp sand and gravel	110,000
Total Sand and Gravel	110,000
Crushed Rock	450,000
Total All Aggregates	560,000

(Source: Oxfordshire County Council – information from planning applications and decisions)

4.2.3 A further permission was granted in January 2010 for 1.4 million tonnes of soft sand at Upwood Park, Besselsleigh. In June 2010 permission was granted for 124,000 tonnes of ironstone at Great Tew Quarry, and in October 2010 permission was granted on appeal for the extraction of 1.55 million tonnes of sharp sand and gravel at Stonehenge Farm, Northmoor.

4.3 Landbank of Permitted Reserves of Aggregates (Indicator 82)

4.3.1 The landbank of permitted reserves of aggregates, in years, is calculated by dividing the total of reserves at sites with planning permission for extraction by the annual level of provision in the Development Plan. Unless otherwise justified in the Plan, the annual level of provision is the agreed sub-regional apportionment of the Government's Guidelines for Aggregates Provision, which at 31 December 2009 was 1.82 mtpa for sand and gravel and 1.0 mtpa crushed rock (from South East Plan Policy M3). As noted in paragraph 2.4.4, the County Council has commissioned consultants to undertake a local assessment of aggregates supply requirements for Oxfordshire. This may result in alternative figures being used in the MWDF.

4.3.2 The MWDF will subdivide the sand and gravel apportionment to give separate apportionment figures for soft and sharp sand and gravel. In the interim, the 1.82 mtpa apportionment is subdivided in proportion to average production of soft sand and sharp sand & gravel over the last 3 years. Over the period 2007 to 2009, the average split was 20% soft sand and 80% sharp sand and gravel, giving an interim apportionment subdivision of 0.36 mtpa for soft sand and 1.46 mtpa for sharp sand and gravel. This is used in Table 4 below.

4.3.3 The permitted reserves and landbank of aggregates at the end of 2009, the most recent survey year, are set out in Table 4.

Table 4: Permitted Reserves of Aggregates (million tonnes) and Landbank at end of 2009

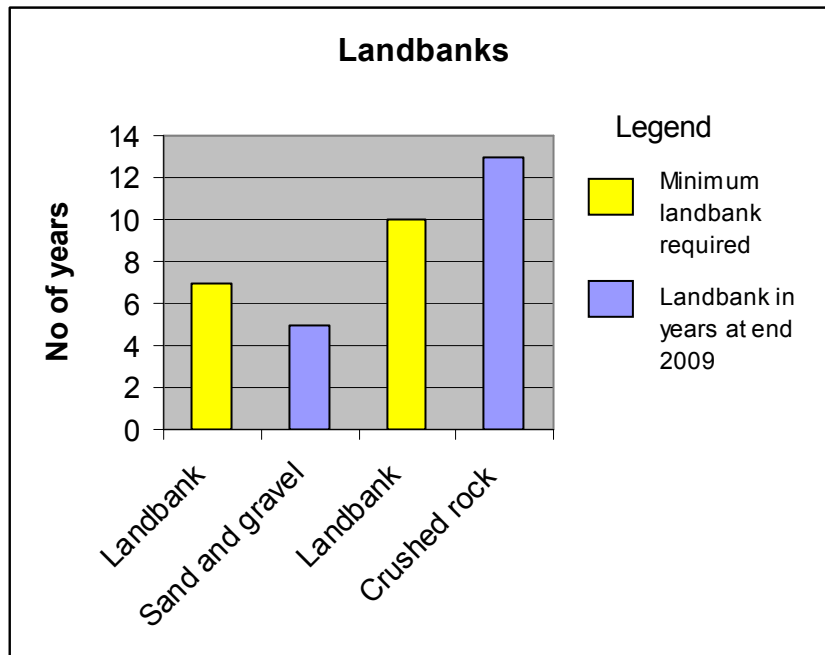
Aggregate Type	A Permitted Reserves at end 2009	B Apportionment and interim sand and gravel subdivision	C Landbank in years at end 2009 (A/B)
Soft Sand	1.127	0.36 (20%)	3.1
Sharp Sand & Gravel	7.928	1.46 (80%)	5.4
Total Sand & Gravel	9.055	1.82 (100%)	4.9
Crushed Rock	13.102	1.0	13.1

(Source: Oxfordshire County Council – information from planning applications and decisions and Aggregate Monitoring Survey 2009).

4.3.4 As noted in paragraph 4.2.3, further planning permissions have been granted since the end of 2009 for 1.4 million tonnes of soft sand, 1.55 million tonnes of sharp sand and gravel and 124,000 tonnes of crushed rock. Dormant sites where working cannot recommence without a further permission (for new planning conditions) are excluded from permitted reserves. This includes sharp sand and gravel, at Thrupp Farm, Radley and crushed rock (ironstone) at Shenington.

4.3.5 Government policy in MPS1 is that mineral planning authorities should aim to maintain landbanks of at least 7 years extraction for sand and gravel and at least 10 years for crushed rock, unless exceptional circumstances prevail. Table 4 shows the position at the end of 2009 was that for both soft sand and sharp sand and gravel the landbank was significantly below the 7 year level; but that for crushed rock the landbank was well above the required minimum level. This is illustrated in Figure 2. The new permission at Upwood Park increases the soft sand landbank to 7 years, and the new permission at Stonehenge Farm increases the sharp sand and gravel landbank to 6.5 years at the end of 2009.

Figure 2: Landbanks at 31 December 2009 and Minimum Required Levels



(Source: as Table 4)

Rates of extraction relative to the landbank of permitted reserves

4.3.6 Table 5 below illustrates that reserves, sales and landbank for sand and gravel in Oxfordshire have progressively declined over the past 9 years. Reserves and the landbank reached their lowest level in 2007 whilst production fell quite markedly in 2008 and 2009.

Table 5 to be inserted

4.4 Provision of Sites for Mineral Working in Development Plan

4.4.1 The Oxfordshire Structure Plan 2011 identified in Policy M2 the following areas where the principle of new sand and gravel workings is accepted:

- a) the Sutton Courtenay area;
- b) the Sutton Wick area;
- c) the Stanton Harcourt (Lower Windrush Valley) area;
- d) the Eynsham – Cassington – Yarnton area.

These areas were not included in the Oxfordshire Structure Plan 2016, adopted on 21 October 2005. Instead, saved Policy M2 says locations for sand and gravel working will be identified in the Minerals and Waste Development Framework, and sets out factors to be taken into account in identifying appropriate locations.

4.4.2 The Oxfordshire Minerals and Waste Local Plan (1996) identified areas for sand and gravel working to meet the expected requirement over the period to 2006 plus a contingency allowance of 6.6 million tonnes. Of the areas identified for future working in policies in the Plan, only approximately 1 million tonnes of sand and gravel resource remains without planning permission, within small areas at Sutton Wick (Policy SW1), Cassington – Yarnton (Policy CY1) and in the Lower Windrush Valley (Policy SH1). These policies are included in those that have been 'saved' (see paragraph 2.4.6).

4.4.3 Figure 4 in the Minerals and Waste Local Plan set out the 'breakdown of identified sand and gravel resource'. In addition to the sites identified in plan policies, this included land already with planning permission for mineral working and 'land with planning permission in principle awaiting completion of legal agreements'. This included Stonehenge Farm, a site in the Lower Windrush Valley, with the following footnote: 'Although the County Council has resolved to grant planning permission for the extraction of 4 million tonnes of gravel at Stonehenge Farm, approximately half the site is a Scheduled Ancient Monument. Some 2 million tonnes from this land cannot therefore be dug unless Scheduled Ancient Monument consent is first granted by English Heritage.' Stonehenge Farm is shown on the Minerals and Waste Local Plan Proposals Map as 'area resolved to be permitted subject to agreement', but it is not identified in policy in the Plan.

4.4.4 The planning application for Stonehenge Farm was subsequently withdrawn. A subsequent planning application for extraction of 1.55 million tonnes of sand and gravel at Stonehenge Farm was refused permission by the County Council in January 2009. As noted in paragraph 4.2.3, this decision was appealed and the appeal was allowed on 8 October 2010.

4.4.5 The remaining site provision for sand and gravel working in policies in the Minerals and Waste Local Plan therefore totals approximately 2.55 million tonnes, entirely comprising sharp sand and gravel. No new

areas were identified in the Plan for working of soft sand, nor for limestone or ironstone. Together with the reserves remaining at existing permitted sites at the end of 2009 (Table 4, column A) and taking into account permissions granted since the end of 2009 (paragraphs 4.2.3), this would theoretically provide for continued production of aggregates in Oxfordshire, at the apportionment levels in Table 4, for the following periods:

- | | |
|----------------------------|----------------|
| a) Soft Sand | to end 2016; |
| b) Sharp Sand and Gravel | to early 2017; |
| c) Limestone and Ironstone | to early 2023. |

4.5 Production of Secondary and Recycled Aggregates and Capacity of Facilities

(Core Output Indicator M2; Indicator 80)

- 4.5.1 There is no reliable and comprehensive data on production and use of secondary and recycled aggregates available for Oxfordshire. The survey of production of aggregate minerals in 2009 resulted in only a partial response from secondary and recycled aggregates site operators. This survey recorded production of secondary and recycled aggregates in Oxfordshire in 2009 totalling 286,000 tonnes (including recycled construction and demolition waste, power station ash, and road construction materials). This is believed to be significantly less than the total actual production of secondary and recycled aggregates. The same survey in 2008 recorded total production of 503,000 tonnes, again from a partial response. There is insufficient information to report on Indicator 81: amount of recycled construction, demolition and mineral waste used and as a proportion of South East production and consumption.
- 4.5.2 Policy M2 of the South East Plan (2009) states that use of secondary aggregates and recycled materials in the South East should increase from 6.6mtpa to at least 7.7mtpa (34%) by 2016, to reduce the need for primary aggregate extraction. Policy M2 includes a sub-regional apportionment of the provision required to meet the 2016 target figure, with an apportionment for Oxfordshire of 0.9 million tonnes per annum. The local assessment of aggregates supply requirements for Oxfordshire, which the County Council has commissioned consultants to undertake, will include secondary and recycled aggregates and may result in an alternative figure being used in the MWDF.
- 4.5.3 A recent (2010) review of the capacity of permitted facilities for the production of secondary and recycled aggregates indicates a total capacity for the production of recycled aggregates in Oxfordshire of 1,121,500 tonnes per annum. This includes construction and demolition waste recycling and production of aggregates from power station ash, but it does not include in-situ recycling at construction and demolition and roadworks sites. This capacity total is higher than the Oxfordshire South East Plan apportionment of 0.9 million tonnes per

annum for 2016. But much of this current capacity is at temporary facilities, in many cases with planning permissions that end before 2016.

4.6 Number and Capacity of Rail Depot Facilities.
(Indicator 83)

- 4.6.1 There are 3 railhead aggregate depots in Oxfordshire at Banbury, Kidlington and Sutton Courtenay and these are safeguarded in the Minerals and Waste Local Plan. (That plan records 2 depots at Banbury, but they have since been amalgamated). These import crushed rock aggregates from the South West and East Midlands. Capacity figures are not available for these depots. There is planning permission for a further railhead aggregate depot at Shipton on Cherwell. There is also a rail depot at Hinksey Sidings, Oxford but that only handles rail ballast for the rail network (with all movements both in and out by rail) and does not supply the general aggregates market.

4.7 Arisings and Management of Waste

(Core Output Indicator W2 & Indicators 71a and 71b)

- 4.7.1 There are a number of policy documents containing waste targets. Appendix 2 summarises the most relevant targets which the Minerals and Waste Development Framework needs to take into account in providing for waste management in Oxfordshire. The national and regional targets are not directly comparable; they address waste issues differently. In particular, whilst national targets focus on municipal and household wastes, regional targets cover all the main waste streams.
- 4.7.2 Apart from municipal waste, reliable figures are not available for arisings of waste in Oxfordshire. The most recent figures for waste managed in Oxfordshire are set out in Tables 6, 7 and 8 below, for construction, demolition and excavation waste, commercial and industrial waste and municipal waste respectively. The tables set out the total tonnage of each type of waste, showing the amounts landfilled, recycled or composted, recovered and treated.
- 4.7.3 Of the total of approximately 2.2 million tonnes of waste managed in Oxfordshire each year, 58% is construction and demolition waste, 28% is commercial and industrial waste and 14% is municipal waste (see Figure 3).

Figure 3: Total Waste Managed in Oxfordshire by Waste Type

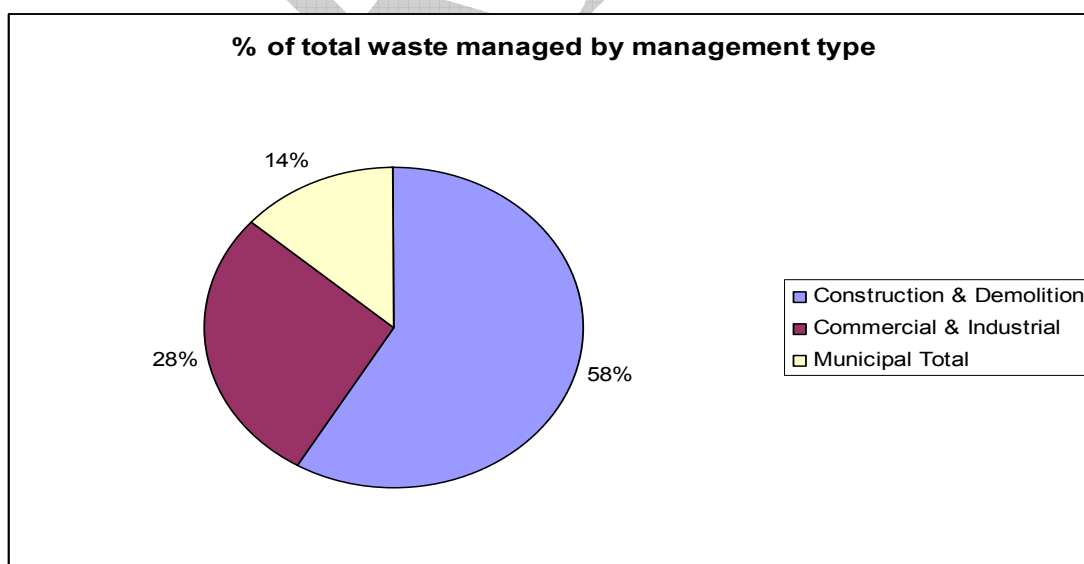


Table 6: Annual Management of Construction, Demolition & Excavation Waste in Oxfordshire (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled or Composted	Recovered	Other Treatment
Construction & Demolition	1,300,000	533,000 ¹	377,000 ¹	390,000 ¹	-

¹ Based on proportion of C & D waste recycled (29%) and recovered (30%) in Berkshire, Buckinghamshire and Oxfordshire from Capita Symonds Study (DCLG) for 2005.

4.7.4 The total of 1,300,000 tonnes per annum for construction, demolition and excavation (CDE) waste represents the amount that is managed in Oxfordshire. This figure differs from the figure of 886,908 tonnes in the AMR 2009 because that was based on waste managed at licensed facilities only, from Environment Agency data. The 2009 figure does not include waste handled at facilities that operate under a registered waste exemption, for which data is not collected.

4.7.5 A study undertaken in 2005 by Capita Symonds for DCLG concluded that CDE waste arisings in Buckinghamshire, Berkshire and Oxfordshire amounted to some 4.2 million tonnes per annum, including waste managed at exempt sites. In their assessment of waste needs in Oxfordshire (January 2008), consultants ERM estimated the amount of CDE waste arising in Oxfordshire in 2005 as 1.44 million tonnes. This was based on the Capita Symonds estimate for Buckinghamshire, Berkshire and Oxfordshire, apportioned by relative county population size. Capita Symonds warned against attempting to produce county level estimates from their data, as their study was based on a low level of survey returns (on some questions no more than 20%). Nevertheless, the estimate is likely to be more realistic than the Environment Agency figure used previously. The Capita Symonds study found that of the waste surveyed, some 30% was managed on exempt sites. This suggests that the Environment Agency figure of 886,908 tonnes represents about 70% of the total CDE waste managed in Oxfordshire, in which case the total waste managed would have been in the order of 1.3 million tonnes a year.

4.7.6 There is uncertainty over the figure of 1.3 million tonnes, both due to the way it is derived and because it pre-dates the downturn in the economy. Nevertheless, this is thought to be the best estimate currently available.

4.7.7 Most CDE waste is landfilled (41%) or recovered (30%) (mainly for use in restoration of mineral workings and landfills, land improvement and engineering works), with about 29% being recycled (see Figure 4).

Figure 4: Construction, Demolition and Excavation Waste Managed in Oxfordshire by Management Type

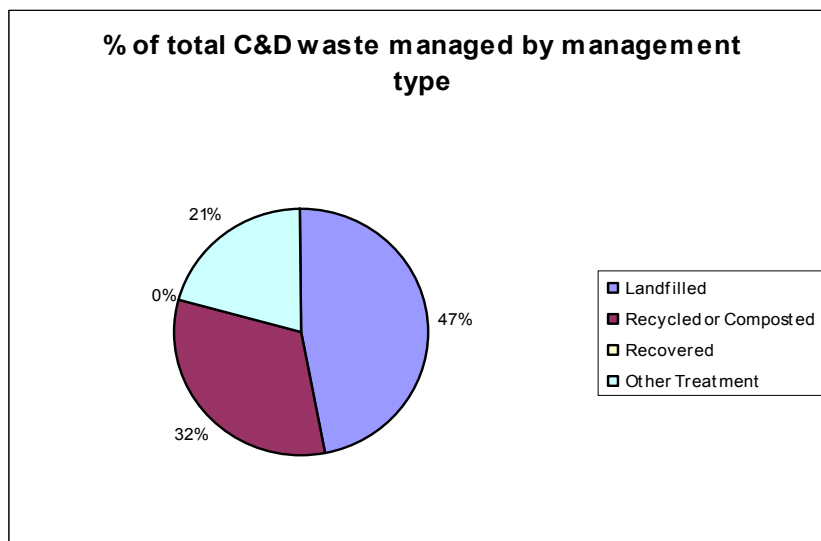


Table 7: Annual Management of Commercial & Industrial Waste in Oxfordshire (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled or Composted	Recovered	Other Treatment
Commercial & Industrial	630,000	296,000	202,000	-	132,000

4.7.8 The total amount of commercial and industrial (C&I) waste arising is taken from the South East Plan (2009). This figure is significantly lower than that previously reported by the Environment Agency (901,000 tonnes). But an improved understanding of C&I waste has been obtained through work on preparation and monitoring of the South East Plan, and this is believed to be a better reflection of the actual position. The amounts of commercial and industrial waste recycled/composted, landfilled or treated have been calculated from the proportions of this waste managed in that way for 2008-09; landfilled (47%), recycled or composted (32%), treated (21%).

4.7.9 The previous estimate of C&I waste managed in Oxfordshire of 901,000 tonnes was produced by the Environment Agency as part of a national survey in 2002-03. The results of the survey were used by consultants ERM in work for the South East Plan. Later surveys of C&I waste have been undertaken for the North West and East of England regions, but it is difficult to draw conclusions from those studies that would directly assist assessment of the amount of C&I waste managed in Oxfordshire. A more accurate estimate of the C&I waste produced in Oxfordshire could probably be obtained by specific survey, but this would be costly and time consuming. Further work on C&I waste at a

national level is being undertaken by Defra, and this may produce survey results at a regional level before the end of 2010. But it is uncertain how useful these results will be for assessing waste managed in Oxfordshire. In the meantime, in the absence of any other better data, the South East Plan figure is thought to be the best figure available.

4.7.10 About 32% of commercial and industrial waste is recycled, with 47% being disposed to landfill and a further 21% being treated in some other way (see Figure 5).

Figure 5: Commercial and Industrial Waste Managed in Oxfordshire by Management Type

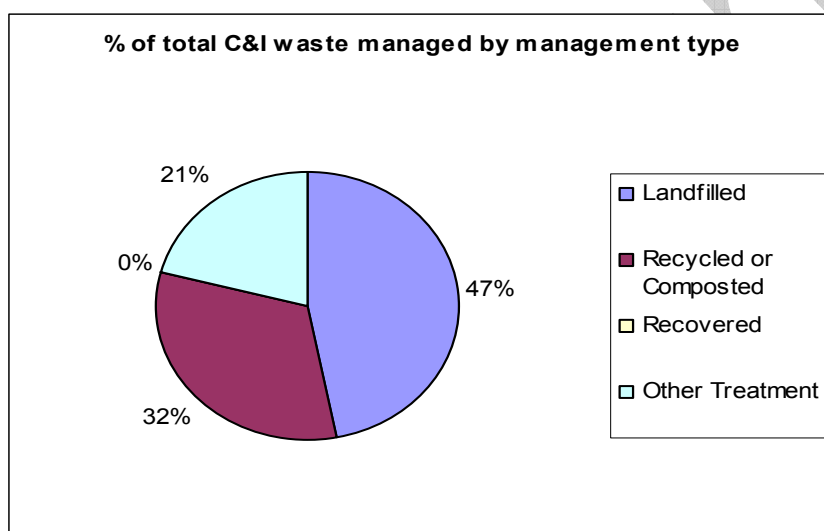


Table 8: Management of Municipal Waste in Oxfordshire 2009 / 2010 (tonnes)

Waste Type	Total Waste Managed	Landfilled	Recycled or Composted	Recovered	Other Treatment
Municipal Solid Waste*	302,035	158,199	141,140	-	2,696

Data is for the year 1 April 2009 to 31 March 2010.

4.7.11 Data for municipal waste is from the County Council's Waste Management Group and is reliable. This data is for the total amount of municipal solid waste that is collected by local authorities in Oxfordshire. This is mainly household waste but includes some business waste and other non-household waste. It does not include municipal waste from outside Oxfordshire which is managed at facilities in the county.

4.7.12 Details of the amount of municipal waste arising in Oxfordshire in the year 2009/10 and the amounts and percentages managed by each management type are set out in Table 9 and Figure 6 below (Core Output Indicator W2, Indicator 71a).

Table 9: Municipal Waste Arising and Managed by Management Type 1 April 2009 – 31 March 2010 (tonnes)

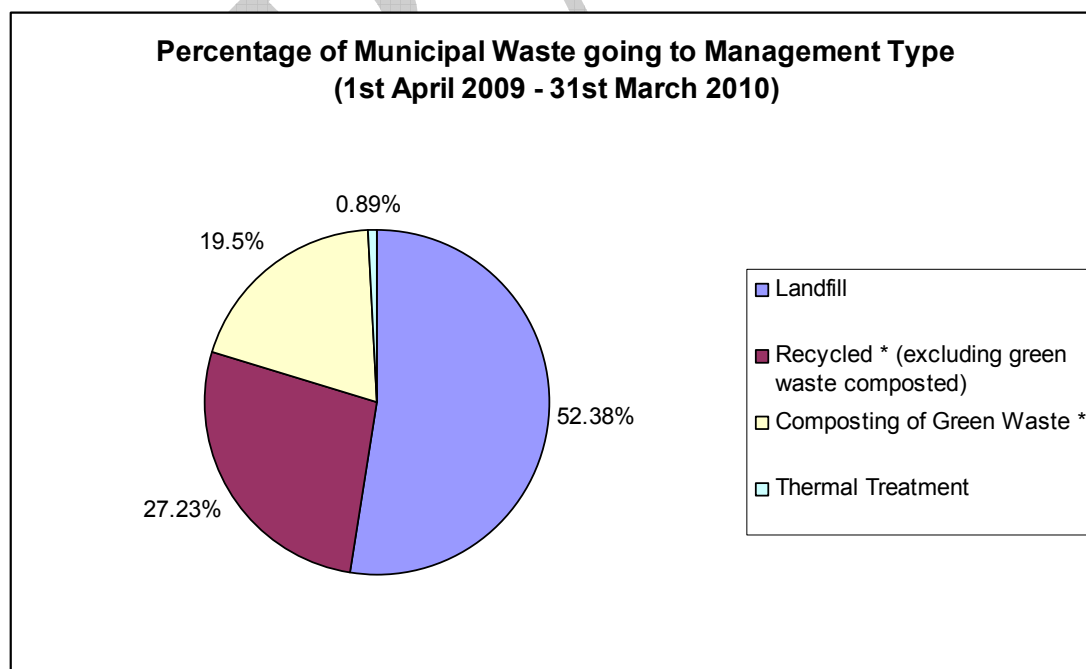
	Waste Management Type				Total
	Landfill	Recycled * (excluding green waste composted)	Composting of Green Waste *	Thermal Treatment	
Household	144,816	81,361	58,891	2,696**	287,764
Non-Household	13,383	888	-	-	14,271
Total Municipal Waste	158,199	82,249	58,891	2,696**	302,035
Percentage	52.38%	27.23%	19.50%	0.89%	100%

* includes waste collected by waste collection authorities and at waste recycling centres

** domestic hazardous chemical and clinical wastes sent for specialist thermal treatment outside Oxfordshire

(Source: Oxfordshire County Council, Waste Management Group)

Figure 6: Percentage of Municipal Waste by Management Type.



(Source: Oxfordshire County Council, Waste Management Group)

- 4.7.13 Of the 302,035 tonnes of municipal waste produced in Oxfordshire in 2009/10, 47% was diverted from landfill by recycling (27%) and composting (20%), with 52% being disposed, almost all by landfill. For household waste only, the rate of recycling or composting in 2009/10 was 48.7%, an increase of 5.2% from 2008/09 and exceeding the 45% Local Area Agreement target for March 2011.
- 4.7.14 The data for municipal waste is accurate and up to date but there continue to be uncertainties about the accuracy of data for C&I and CDE wastes. This prevents meaningful reporting against Indicator 70 (waste generation and growth rates of major waste streams). Liaison with the Environment Agency is ongoing to improve the availability and reliability of data. But data on waste imported into Oxfordshire for management and disposal continues to be poor.
- 4.7.15 The County Council is collecting better information on waste movements into and out of the county, but does not yet have adequate data for meaningful reporting against Indicator 72 (waste movements). Liaison with the Environment Agency and other waste planning authorities is ongoing to improve the availability and reliability of data.

4.8 Capacity of New and Improved Waste Management Facilities

(Core Output Indicator W1, Indicator 73)

- 4.8.1 Permissions granted for new, improved or amended waste management facilities in Oxfordshire over the period 1 April 2009 to 31 March 2010 are listed in Table 10 below, showing facility and waste type, with the new or increased waste management capacity permitted.
- 4.8.2 Permissions for additional waste management capacity were granted in the year 1 April 2009 to 31 March 2010 totalling: 2.8 million tonnes (mainly inert) landfill; 234,000 tonnes per annum recycling; and 55,000 tonnes per annum composting. This included the following significant development proposals:
- 1.8 million cubic metres of inert landfill capacity (Shipton on Cherwell);
 - 150,000 tonnes/year of permanent capacity for recycling of commercial & industrial waste (Gosford Silos);
 - 49,000 tonnes/year of permanent capacity for in-vessel composting (Worton Farm).

Table 10: Planning Permissions for Waste Facilities (Additional Capacity) 1 April 2009 – 31 March 2010

Location	Type of Facility	Waste Type	Additional Capacity	End Date
Worton Farm, Cassington	Composting	Green Waste	Increase from 20,000 to 25,000 tonnes/year	Permanent
Shipton on Cherwell Quarry	Inert Landfill	CDE Waste	1.8 million cubic metres (2.7 million tonnes)	2033
Finmere Quarry	Non-Hazardous Landfill	Non- Hazardous Waste	Increase of 112,000 cubic metres	2020
Worton Farm, Cassington	In-Vessel Composting	Green Waste	49,000 tonnes/year	Permanent
Upwood Park, Besselsleigh	CDE Recycling & Transfer	C&D Waste	70,000 tonnes/year	2030
Gosford Silos, Kidlington	C&I Recycling & Transfer	Household and C&I	150,000 tonnes/year Household and C&I Up to 150 tonnes/year Hazardous& WEEE	Permanent
Burford Quarry	CDE Recycling	CDE Waste	500 tonnes/year	2024
Showell Farm, Chipping Norton	Composting	Green Waste	Increase from 10,000 to 15,000 tonnes/year	2017
Elmwood Farm, Black Bourton	C&I Recycling	Wood	1,400 tonnes/year	2015
Worsham Quarry	C&I Recycling	C&I Waste	12,000 tonnes/year	Permanent

(Source: Oxfordshire County Council – information from planning applications and decisions)

4.9 Total Capacity of Waste Management Facilities

4.9.1 The County Council has carried out a review of waste management capacity in the County in 2010. The results of the review are presented in Table 11 below. The table reports on figures for facilities that are operational and proposed facilities which have planning permission but are not yet operational ('committed' facilities). It provides a breakdown of total waste management capacity by waste management type. Figures were obtained using information from planning applications, Environment Agency licences and exemptions and waste data from 2005, 2006 and 2008, and information obtained directly from site operators. A map of permitted waste management facilities in Oxfordshire is at Appendix 4.

Table 11: Capacity of Waste Management Facilities March 2010*

Type of Facility	Capacity
Landfill	
Inert Landfill**	5,637,000 tonnes
Non-Hazardous Landfill	15,113,000 tonnes
Hazardous Landfill	0 tonnes
Total	20,750,000 tonnes
Recycling / Transfer & Composting***	
MSW and C&I Recycling / Transfer	1,030,680 tonnes per annum
C&D Recycling / Transfer	1,121,500 tonnes per annum
MSW and C&I Composting	317,000 tonnes per annum
Total	2,469,180 tonnes per annum
Other	
MSW and C&I Incineration	0 tonnes per annum
MSW and C&I Treatment	2,010 tonnes per annum
Hazardous / Radioactive	203,344 tonnes per annum
Vehicle Dismantling & Other Metal Recovery	133,198 tonnes per annum
Total	338,552 tonnes per annum
All Waste	23,557,732 tonnes per annum

(Source: Oxfordshire County Council, March 2010, and information from planning applications and decisions, 2010)

* Capacity refers to operational and 'committed' (with planning permission but not necessarily operational) facilities.

** All landfill capacity figures are shown as estimated remaining void space.

*** Recycling / transfer figures assume 80% recycling / 20% transfer.

4.10 Provision of Sites for Waste Management in Development Plan

4.10.1 The Oxfordshire Minerals and Waste Local Plan (1996) identifies only one site for waste management development. This is land at Langford Lane, Kidlington, identified for a waste reception centre (waste

recycling centre) for household waste. This land remains undeveloped. The policy for this site is one of those that have been 'saved' (see paragraph 2.4.6).

4.10.2 The Plan otherwise relies on criteria policies to deliver waste recycling facilities. It has no policies specifically for composting or other types of waste treatment facilities. The Plan assessed there was no need for additional landfill provision over the period to 2006 and consequently did not identify any sites for landfill, apart from an area at Sutton Wick identified for sand and gravel extraction and to be restored by landfill. The policy for this site is also one of those that have been 'saved' (see paragraph 2.4.6).

4.10.3 Policy W7 of the South East Plan (May, 2009) states the annual rates of municipal and commercial & industrial wastes to be managed in each sub-region (waste planning authority area) over the period 2008 to 2025. The figures for Oxfordshire are set out in Appendix 2 (paragraph 3.1). Policy W7 states that these provide benchmarks for the preparation of development plan documents and annual monitoring. They should be taken into account in establishing the provision for waste management that needs to be made in the Minerals and Waste Development Framework.

5 Conclusions and Key Issues to be Addressed

- 5.1 The monitoring results reported in this AMR reveal the following main conclusions and key issues that need to be addressed in the preparation of the Minerals and Waste Development Framework.
- I. Production of aggregate minerals fell again in 2009, to: 627,000 tonnes sand and gravel; and 433,000 tonnes crushed rock. These levels are substantially below the current apportionments for Oxfordshire: 1.82 million tonnes per annum sand and gravel; and 1.0 million tonnes per annum crushed rock (paragraph 4.1.2). An assessment of aggregates supply requirements for Oxfordshire is being carried out and this should produce locally derived alternative figures which can be used and tested in the preparation of the Minerals and Waste Core Strategy (paragraph 3.2.14).
 - II. 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 (paragraphs 4.1.3 & 4.1.4). Crushed rock was brought in to three rail depots. This is only a snap-shot picture for a single year. A more comprehensive picture of movements of aggregates into and out of Oxfordshire needs to be built up as part of the assessment of aggregates requirements and preparation of the Core Strategy.
 - III. The amount of sand and gravel permitted in 2009 was less than the amount produced, although two large permissions have since been granted. At the end of 2009 the landbanks for both soft sand and sharp sand and gravel were significantly below the government guidance level of at least 7 years. The subsequent permissions increased the landbanks to just 7 years for soft sand and 6.5 years for sharp sand and gravel (paragraph 4.3.6). The low landbank levels reflects, and may be partly due to, the lack of remaining provision for these minerals in the development plan (see paragraph VI below). But preparation of the Core Strategy should take into account the output from the local assessment of aggregates supply requirements for Oxfordshire that is being carried out (paragraph 3.2.14).
 - IV. Remaining provision for sand and gravel working in the Minerals and Waste Local Plan is at a very low level, amounting to only about 1.0 million tonnes of sharp sand and gravel. Taking into account remaining permitted reserves, there is insufficient provision for the full period of the Core Strategy, and provision will need to be made in the MWDF to address this shortfall. Remaining permitted reserves of crushed rock are at a higher level and the current insufficiency of provision is much less (paragraph 4.4.5).

- V. Data on production of secondary and recycled aggregates for 2009 (286,000 tonnes) is incomplete and is believed to be significantly under-recorded (paragraph 4.5.1). Secondary and recycled aggregates production capacity is approximately 1.1 million tonnes per annum, more than the Oxfordshire apportionment of 0.9 million tonnes per annum, but much of this capacity is at temporary facilities (paragraph 4.5.3). A more comprehensive picture of secondary and recycled aggregates supply needs to be built up as part of the assessment of aggregates requirements, which will produce a locally derived figure for the capacity required, and in the preparation of the Core Strategy.
- VI. Approximately 2.2 million tonnes of waste is generated in Oxfordshire each year, comprising: 58% construction and demolition waste; 28% commercial and industrial waste; and 14% municipal waste (paragraph 4.7.3). Commercial and industrial and construction and demolition wastes together form the great majority of the waste that the Core Strategy needs to make provision for.
- VII. In 2009/10, 47% of municipal waste was diverted from landfill by recycling and composting (paragraph 4.7.13). Approximately 40% of construction and demolition waste and 47% of commercial and industrial waste is landfilled (paragraphs 4.7.7 & 4.7.10). There is a need to complete the Core Strategy and prepare a waste site allocations document to provide the locations required for increased diversion of wastes from landfill through recycling, composting and resource recovery treatment.
- VIII. Data for municipal waste is accurate and up to date, but data for the other waste streams is less certain, and data on cross boundary movements of waste is incomplete. Data on waste arisings and management needs to continue to be improved through an assessment of waste management needs for the Core Strategy, including through liaison with the Environment Agency and other authorities (paragraphs 3.2.19, 4.7.14 & 4.7.15).
- IX. Permissions for additional waste management capacity were granted in 2009/10 totalling: 2.8 million tonnes (mainly inert) landfill; 234,000 tonnes per annum recycling; and 55,000 tonnes per annum composting (paragraph 4.8.2). Current waste management capacity in Oxfordshire totals: 20,750,000 tonnes landfill; and 2.8 million tonnes per annum recycling, composting and other recovery treatment (much of which is in temporary permissions or is not yet operational) (paragraph 4.9.1).
- X. There remains a gap between waste management capacity available and what is likely to be needed over the period of the

Core Strategy. Provision for waste management facilities in the Minerals and Waste Local Plan is very limited (paragraphs 4.10.1 & 4.10.2). Significant new capacity for waste treatment will be needed in order to meet targets for diversion of waste from landfill, including through recycling and composting, and the MWDF will need to make provision for this (paragraph 4.10.3). The assessment of waste management needs will establish the gap in provision that needs to be addressed in the Core Strategy (paragraph 3.2.19). Preparation of the Core Strategy will need to take into account both procurement and planning decisions that are made on the provision of new treatment facilities for the county's municipal waste (paragraph 3.2.18).

- XI. The Statement of Community Involvement may need to be reviewed and updated to reflect changes in government policy and procedures on local development frameworks and changes in the County Council's policies and procedures on consultation (paragraph 3.2.1).

Appendix 1

Draft Schedule of Proposed Minerals and Waste Development Documents for Oxfordshire (May 2009)

Document Title and Status	Brief Description	Chain of Conformity	Commence Preparation	Consult on scope of Sustainability Appraisal (milestone)	Community Engagement & Consultation (Reg. 17 / 25 public participation)	Draft Submission Document or SPD (milestone)	Submit to Secretary of State (milestone)	Independent Examination	Adoption (milestone)
Statement of Community Involvement Non - Development Plan Document	To set out the Council's policy on community involvement in DPDs and SPDs and in planning applications	Must be in conformity with Regulations	<i>Commenced March 2005</i>	<i>n/a</i>	<i>Issues & Options consultation September 2005; Preferred Options consultation October 2005</i>	<i>n/a</i>	<i>Submitted February 2006</i>	<i>Inspector's Report received July 2006</i>	<i>Adopted November 2006</i>
Minerals and Waste Core Strategy Development Plan Document	To set out the Council's vision, objectives, spatial strategy and policies; and to identify strategic locations for minerals and waste development; for a period of at least 15 years	Must be in general conformity with Regional Spatial Strategy	<i>Commenced March 2005</i>	March – April 2009	<i>Initial Issues & Options consultations June 2006 (Core Strategy) & Feb/April 2007 (Sites); Initial Preferred Options consultation (Core Strategy) Feb 2007; Further engagement & consultation Nov 2008 – July 2009; Revised Preferred Options consultation Jan – Feb 2010</i>	Publish for representations to be made October 2010	December 2010	Pre-hearing meeting January 2011; Hearings March – April 2011; Inspector's final Report August 2011	November 2011

Stages in italics already completed

Decisions on the need for other possible documents (Minerals and Waste Detailed Site Allocations DPD or DPDs; Minerals and Waste Development Code of Practice SPD; and Restoration and After-use of Minerals and Waste Sites SPD) will be made when preparation of the Core Strategy is further advanced.

Note: This programme has been superseded by the revised timetable agreed by the County Council's Cabinet on 19 October 2010 (see paragraph 3.1.6).

Appendix 2

Key Waste Targets

1. National

1.1 The 'Waste Strategy for England 2007' (published May 2007) sets out the Government's vision and strategy for managing waste in a more sustainable way. It contains a number of national targets for reducing the amount of waste disposed to landfill and increasing the recovery of resources from waste. These are mainly aimed at the municipal waste stream, but a target for commercial and industrial waste is also included and a target for construction and demolition waste is proposed. The national targets in Waste Strategy 2007 are:

- by 2010 to reduce biodegradable municipal waste landfilled to 75% of that produced in 1995;
- by 2013 to reduce biodegradable municipal waste landfilled to 50% of that produced in 1995;
- by 2020 to reduce biodegradable municipal waste landfilled to 35% of that produced in 1995;

- to recover value from 53% of municipal waste by 2010;
- to recover value from 67% of municipal waste by 2015;
- to recover value from 75% of municipal waste by 2020;

- to recycle or compost at least 40% of household waste by 2010;
- to recycle or compost at least 45% of household waste by 2015;
- to recycle or compost at least 50% of household waste by 2020;

- amount of commercial & industrial waste landfilled expected to fall by 20% by 2010 compared to 2004 (target to be set);

- amount of construction, demolition & excavation waste landfilled to be halved by 2012 (target under consideration).

2. South East

2.1 The South East Plan (May 2009) includes policies for waste and minerals covering the period to 2026 (see paragraph 2.4.3). These include regional targets for diversion of waste from landfill (Policy W5) and for recycling and composting (Policy W6), as set out below:

**South East Region Targets for Diversion from Landfill
(South East Plan, May 2009, policy W5)**

Year	2008	2010	2015	2020	2025
Diversion %	68%	71%	79%	84%	86%

**South East Region Recycling and Composting Targets
(South East Plan, May 2009, policy W6)**

Year	MSW %	C&I %	C&D %	All Waste %
2008	36	46	48	45
2010	40	50	50	50
2015	50	55	50	55
2020	55	60	60	60
2025	60	65	60	65

3. Oxfordshire

- 3.1 The South East Plan (2009) (Policy W7) also states that waste planning authorities should provide for an appropriate mix of development opportunities to support the waste management facilities required to achieve the targets in the regional strategy. Policy W7 sets annual rates of waste to be managed within each sub-region, which provide benchmarks for the preparation of development plan documents. These include the following figures for Oxfordshire, which need to be taken into account in the preparation of the Minerals and Waste Development Framework:

**Average Annual Tonnages to be Managed in Oxfordshire
(South East Plan, May 2009, policy W7)**

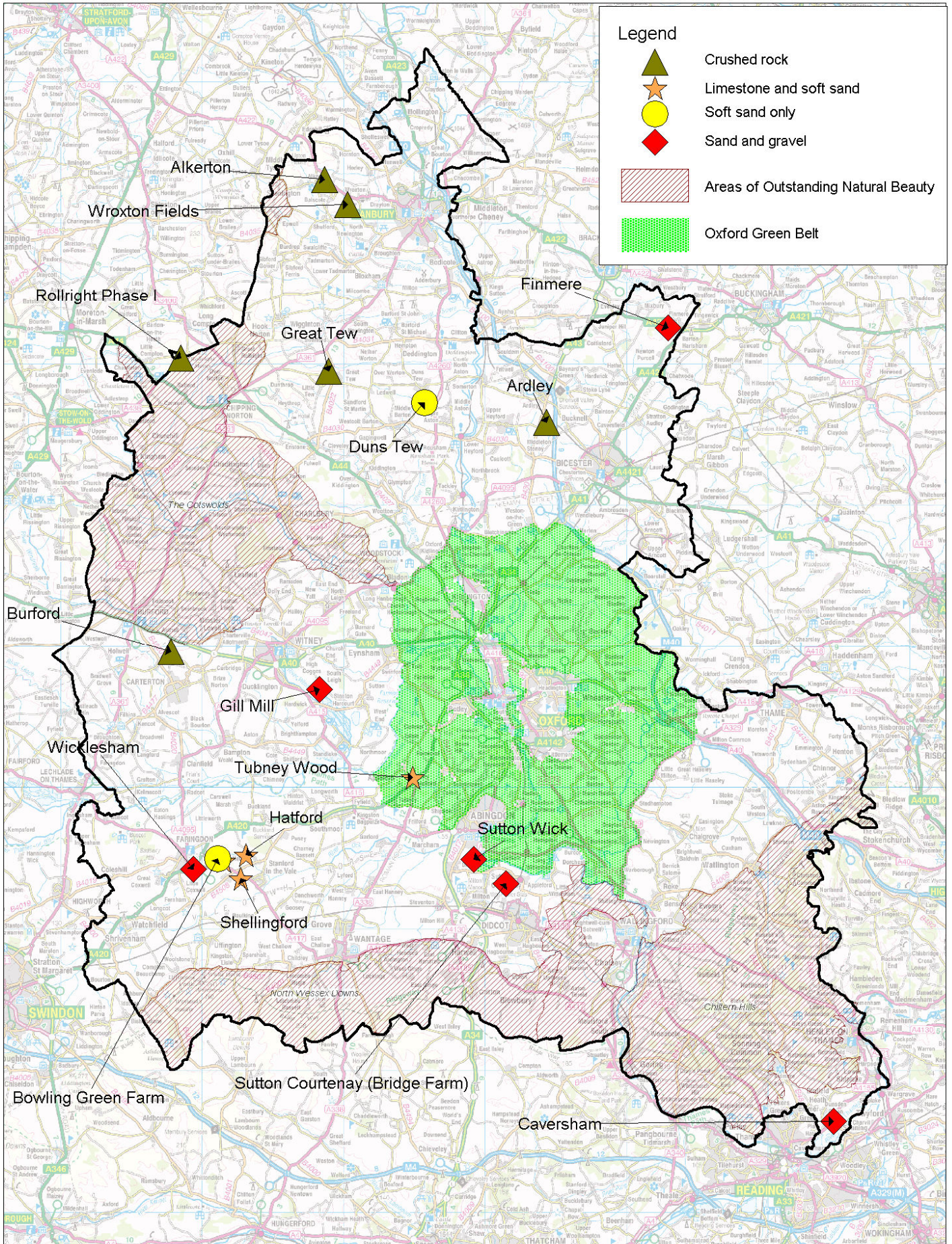
Waste Stream	Average Annual Tonnage to be Managed (thousand tonnes)			
	2008-2010	2011-2015	2016-2020	2021-2025
Municipal Solid Waste	319	347	377	406
Commercial & Industrial	630	685	745	791

- 3.2 The Oxfordshire Joint Municipal Waste Strategy 'No Time to Waste' was approved in September 2006 and sets the following targets:
- By the 31 March 2010: Recycle or Compost at least 40% of household waste
 - By the 31 March 2015: Recycle or Compost at least 45% of household waste
 - By the 31 March 2020: Recycle or Compost at least 55% of household waste

In addition to these targets the Joint Municipal Waste Strategy includes the following target as part of a Local Area Agreement:

- To reach 38% recycling or composting of household waste by 31 March 2009.

Active aggregate quarries in Oxfordshire, March 2010



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Appendix 4
Map of Permitted Waste Management Facilities in Oxfordshire
To be inserted

DRAFT

Glossary

Annual Monitoring Report (AMR): Assesses the implementation of the LDS and extent to which the policies in Local Development Documents are being successfully implemented.

Core Strategy: Sets out the long-term spatial vision for the local planning authority area and the strategic policies and proposals to deliver that vision.

Development Control policies: A set of criteria-based policies required to ensure that all development within the area meets the vision and strategy set out in the core strategy.

Development Plan Document: Spatial planning documents that are subject to independent examination.

Local Development Document: The collective term for the Development Plan Documents, Supplementary Planning Documents and the Statement of Community Involvement.

Local Development Framework: Comprises a portfolio of local development documents that will provide the framework for delivering the spatial planning strategy for the area.

Minerals & Waste Development Plan Document: Spatial minerals and waste related planning documents that are subject to independent examination.

Minerals & Waste Development Scheme: Sets out the programme for the preparation of the minerals and waste development documents.

Minerals & Waste Development Framework: Comprises a portfolio of minerals and waste development documents which will provide the framework for delivering the spatial minerals and waste planning strategy for the area.

Minerals and Waste Local Plan: Sets out the current policies and the sites for minerals-related and waste-related development.

Proposals Map: The adopted proposals map illustrates on a base map all the policies contained in the Development Plan Documents, together with any saved policies.

Statement of Community Involvement: Sets out the standards which authorities will achieve in involving local communities in the preparation of local development documents and development control decisions.

Supplementary Planning Document: Provide supplementary information in respect of the policies in Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination.

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disk or e-mail

Minerals & Waste Policy Team (ESPCC)
Environment and Economy
Oxfordshire County Council
Speedwell House
Oxford
OX1 1NE

www.oxfordshire.gov.uk