

**CABINET MEMBER FOR GROWTH & INFRASTRUCTURE  
25 NOVEMBER 2010**

**OXFORDSHIRE MINERALS AND WASTE DEVELOPMENT  
FRAMEWORK: ANNUAL MONITORING REPORT 2010**

**Report by Interim Head of Sustainable Development**

**Introduction**

1. Under the Planning and Compulsory Purchase Act 2004, the County Council must make an Annual Monitoring Report on the Oxfordshire Minerals and Waste Development Framework (MWDF) to the Secretary of State.
2. The purpose of Annual Monitoring Reports (AMRs) is to assess and report on implementation of the local development scheme (the programme for preparation of the MWDF) and the extent to which policies are being achieved. Previous AMRs, for 2005 to 2009, are available on the Council's website.

**Annual Monitoring Report 2009**

3. The AMR for 2010 must be submitted to the Secretary of State by 31 December 2010. It should cover the 12 month period 1 April 2009 to 31 March 2010. A draft AMR 2010 is Annexed.

**Implementation of the Local Development Scheme**

4. The Oxfordshire Minerals and Waste (Local) Development Scheme came into effect in May 2005. The Scheme should be reviewed and revised when necessary to maintain an up to date 3 year programme. A number of revisions have been submitted to the Government Office for the South East (GOSE). We are currently working to the programme agreed by the Cabinet on 19 October 2010. This AMR reports on progress against that programme.
5. The current programme concentrates on preparation of the Minerals and Waste Core Strategy, with the following main stages:
  - 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;
  - February 2012 – submit Core Strategy to Secretary of State;
  - May 2012 – Independent Examination hearings;
  - November 2012 – adopt Minerals and Waste Core Strategy.
6. The Core Strategy will set out the vision, objectives, spatial strategy and core policies for minerals supply and waste management in Oxfordshire. Site allocations are expected to be identified in a separate site allocations document, to be prepared when the Core Strategy is further advanced.

7. During the reporting year, consultation was carried out on the sustainability appraisal scoping report in May 2009, and a revised scoping report published. Draft minerals strategy options were generated and key stakeholders consulted on these in February – March 2010.
8. Following further stakeholder consultation on minerals strategy options in July 2010, the Cabinet agreed an interim preferred strategy approach for mineral working for the short to medium term on 19 October 2010. We have now commissioned consultants to carry out a local assessment of the minerals supply requirements for Oxfordshire. The interim preferred strategy will be tested for delivery and, if necessary, modified when this assessment has been done. Consultation on the preferred minerals strategy will then be undertaken in spring 2011. The waste strategy will also be progressed in 2011.
9. The Statement of Community Involvement was adopted in November 2006. The need to update this will be kept under review having regard to changes in government policy and procedures on plan making and in the County Council's consultation policies and procedures.

### **Monitoring Achievement of Policies**

10. The minerals and waste development documents that will make up the MWDF have not yet been prepared and therefore it is not yet possible to report on the extent to which policies in them are being achieved. The Minerals and Waste Development Scheme also includes the 'saved' policies from the Oxfordshire Structure Plan and Minerals and Waste Local Plan. Those policies are generally not written in a way that enables their achievement to be reported on, but the AMR covers issues which relate to the implementation of policies.
11. The Secretary of State has directed that 46 of the policies in the Minerals and Waste Local Plan are 'saved' until replaced by new policies in the MWDF. The Oxfordshire Structure Plan 2016 was replaced by the South East Plan in May 2009, but three policies continue to be saved including policy M2 on locations for sand and gravel working.
12. The AMR 2010 monitors the following:
  - (a) Production of land-won aggregate minerals (sand and gravel, soft sand, limestone and ironstone);
  - (b) Permissions granted for aggregate mineral extraction;
  - (c) Landbanks of permitted reserves of aggregate minerals;
  - (d) Provision for mineral extraction in the Development Plan;
  - (e) Production of secondary and recycled aggregates;
  - (f) Amounts of waste arising and managed by different methods;
  - (g) Permissions granted for waste management facilities;
  - (h) Capacity of waste management facilities of different types;
  - (i) Provision for waste management in the Development Plan.

### **Conclusions**

13. The main findings of the AMR 2010 and issues raised are:
  - (a) 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. The current assessment of aggregates supply requirements should produce locally derived alternative figures.

- (b) 78% of sand and gravel and 50% of crushed rock produced in 2009 was used in Oxfordshire; most of the remainder went to adjoining counties. Crushed rock was brought in to three rail depots. 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.
- (c) The amount of sand and gravel permitted in 2009 was less than the amount produced, although two large permissions have since been granted. The landbank of permitted reserves of sand and gravel is below the 7 years required by government policy. There is only approximately 1.0 million tonnes of sand and gravel remaining in sites in the Minerals and Waste Local Plan. There is a need to complete the Core Strategy and prepare a minerals site allocations document, to provide mineral working locations for the next 15 to 20 years.
- (d) Data on production of secondary and recycled aggregates for 2009 – 286,000 tonnes – is incomplete and is believed to be significantly under-recorded. Secondary and recycled aggregates production capacity is approximately 1.1 million tonnes per annum, more than the apportionment of 0.9 million tonnes per annum. 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.
- (e) 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. 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.
- (f) In 2009/10, 47% of municipal waste was diverted from landfill by recycling and composting. Approximately 40% of construction and demolition waste and 47% of commercial and industrial waste is landfilled. 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.
- (g) 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 is being improved through an assessment of waste management needs for the Core Strategy, including through liaison with the Environment Agency and other authorities.
- (h) Permissions for additional waste management capacity were granted in 2009/10 totalling: 2.8 million tonnes (mainly inert) landfill; 354,000 tonnes per annum recycling and 55,000 tonnes per annum composting. 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). The assessment of waste management needs will establish the gap in provision that needs to be addressed in the Core Strategy.

## **Sustainability Implications**

14. Each document forming part of the MWDF must be subject to sustainability appraisal (including strategic environmental assessment). This is being carried out as an integral part of preparation of the Core Strategy.

## **Corporate Policies and Priorities**

15. The Council has a statutory duty to produce the MWDF, to provide a planning strategy, policies and proposals for the supply of minerals and management of waste in Oxfordshire. The MWDF can contribute to the Council's strategic objectives of world class economy, healthy and thriving communities and environment and climate change.

## **Financial and Staff Implications**

16. The programme of work for the MWDF is included within the Directorate work priorities. This report does not raise any additional financial or staffing implications.

## **Risk Management**

17. The complexity of the MWDF process and the potential implications for major mineral working and waste management proposals emphasise the importance of good project management and regular reporting on risk management.

## **RECOMMENDATION**

18. **The Cabinet Member for Growth & Infrastructure is RECOMMENDED:**
  - (a) **to approve in principle the Oxfordshire Minerals and Waste Development Framework Annual Monitoring Report 2010 annexed to this report;**
  - (b) **to authorise the Head of Sustainable Development to carry out any necessary final editing of the Annual Monitoring Report 2010; to submit it to the Secretary of State and publish it on the County Council website in accordance with Section 35 of the Planning and Compulsory Purchase Act 2004 and Regulation 48 of the Town and Country Planning (Local Development) (England) Regulations 2004.**

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Background Papers: Nil

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