# Oxfordshire Minerals and Waste Local Plan
# Part 1 – Core Strategy

## Submission Document

# Topic Paper

# Development of the Waste Spatial Strategy

**April 2016**

OXFORDSHIRE COUNTY COUNCIL

## General Background to Topic Papers

The Minerals and Waste Local Plan: Part 1 – Core Strategy (the Core Strategy) was submitted to the Secretary of State on 30 December 2015 for examination by a government appointed Inspector. The Core Strategy is Part 1 of the new Oxfordshire Minerals and Waste Local Plan. It provides the planning strategies and policies for the development that will be needed for the supply of minerals and management of waste in Oxfordshire over the period to 2031. This new Plan will replace the existing Oxfordshire Minerals and Waste Local Plan which was adopted in 1996.

Further information on the Plan and the background to its preparation can be found in other documents published on the County Council website at: https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy

A number of Topic Papers (previously termed Background Papers) were first published to support consultation on draft Minerals and Waste Planning Strategies in September 2011. Some of these were revised and further papers were prepared to support a Proposed Submission Draft Minerals and Waste Core Strategy in May 2012, which was then submitted for examination in October 2012 but was subsequently withdrawn, in July 2013. These papers include baseline data that has informed the development of policies and explanation of how relevant parts of the plan have been developed.

Some of the Topic Papers are now being further updated, and some new Topic Papers introduced, to assist in the examination of the Core Strategy. Their purpose remains the same – to provide background data and information to show how specific parts of the plan were developed up to publication of the Proposed Submission Document in August 2015. In some cases they also include relevant information that has become available since the Core Strategy was published.

This is the first version of the Waste Spatial Strategy Topic Paper.

**Contents**


| Section | Heading | Page |
|---|---|---|
| | | |
| 1 | Introduction | 4 |
| | | |
| 2 | Policy Background | 5 |
| | | |
| 3 | Development of the Waste Spatial Strategy | 16 |
| | | |
| 4 | Conclusions | 48 |
| | | |
| Appendices | | |
| | | |
| A1 | Locations for new housing growth | 49 |
| | | |
| A2 | Waste Spatial Strategy Summary Sheets | 52 |
| | | |
| A3 | Meetings of the Minerals and Waste Stakeholder Forum | 55 |
| | | |
| A4 | Meetings of the Minerals and Waste Planning Working Group | 57 |
| | | |
| A5 | Guidance on criteria to be used in identifying sites suitable for residual waste treatment | 59 |
| | | |
| A6 | Assessment of Waste Spatial Options May 2011 | 62 |
| | | |
| A7 | Report on waste options to Minerals and Waste Plan Working Group 9 May 2011 | 72 |
| | | |
| A8 | Extract from report to County Council Cabinet 13 March 2012 | 99 |
| | | |
| A9 | Extract from report to County Council Cabinet 28 January 2014 | 103 |
| | | |
| A10 | Extracts from report to County Council Cabinet 25 November 2014 | 106 |
| | | |
| A11 | Capacity Assessment of existing recycling, recovery and treatment facilities | 112 |
| | | |
| A12 | Population Distribution: specified towns and rural areas | 114 |
| | | |
| A13 | Planning appeal APP/W0340/A/12/2188549: | 116 |

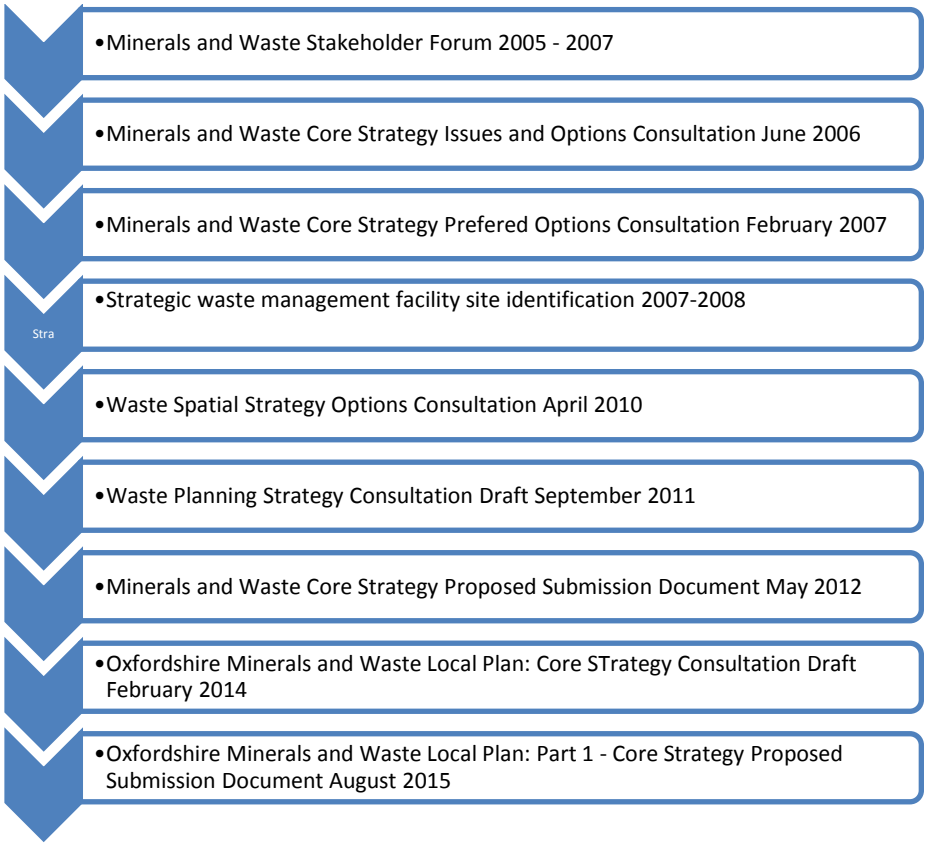
| | | |
|---|---|---|
| | **Copyhold Farm Quarry, Curridge, Newbury** | |
| | | |
| **A14** | **Assessment of Waste Policies against Plan Objectives** | **123** |
| | | |
| **List of Figures** | | |
| | | |
| 1 | Timeline | 4 |
| 2 | Economic Plan: overall strategy | 11 |
| 3 | Options for locating waste management facilities (March 2010) | 26 |
| 4 | Option areas for apportioning waste needs (March 2010) | 27 |
| 5 | Option areas for apportioning waste needs (September 2011) | 29 |
| 6 | Waste Key Diagram (September 2011) | 31 |
| 7 | Waste Key Diagram (May 2012) | 34 |
| 8 | Waste Key Diagram (February 2014) | 38 |
| 9 | Waste Key Diagram (August 2015) | 41 |
| | | |
| **List of Tables** | | |
| | | |
| 1 | Oxfordshire Minerals and Waste Local Plan – relevant waste policies | 9 |
| 2 | Oxfordshire Joint Municipal Waste Management Strategy 2013 - relevant policies | 10 |
| 3 | Adopted Local Plans by Oxfordshire District | 12 |
| 4 | South East Plan – relevant waste policies | 14 |
| 5 | Summary of Waste Issues and Options June 2006 | 17 |
| 6 | Summary of preferred locations for waste facilities February 2007 | 19 |
| 7 | Summary of preferred approach to other waste issues February 2007 | 20 |
| 8 | Locations for growth in Oxfordshire (South East Plan) | 25 |
| 9 | Apportionment of waste need by area March 2010 | 27 |
| 10 | Sustainability Appraisal and Strategic Environmental Assessment of emerging waste strategy | 36 |
| 11 | Summary assessment of the capacity of waste facilities in the rural areas | 41 |
| | | |

# 1 Introduction

1.1 The Minerals and Waste Local Plan (the Plan) must make clear where waste development is likely to take place. This Topic Paper explains how the plan's waste spatial strategy was developed.

1.2 Preparation of the Plan began in 2005 (see Figure 1) to provide for a Part 1 Core Strategy and a Part 2 Site Allocations Document[1]. The Part 1 Core Strategy provides the general framework within which sites for development can be brought forward in the Part 2 Site Allocations Document. The Part 1 Core Strategy also provides the policy framework for determining planning applications. The waste spatial strategy is provided in policies W3, W4 and W5 and illustrated in a Key Diagram (Figure 9 below) in the Core Strategy Proposed Submission Document August 2015.

Figure 1: Timeline




1.3 The relevant policy background has changed during the course of plan preparation: the current position is explained in section 2 with reference also made to policy documents that have been superseded. Section 3 then sets out how the spatial strategy has emerged, including the context (in particular on-going assessment of needs) in which it has developed, the options that have been explored, the responses from stakeholders and the reasons for the selection of the final strategy.

[1] The reason for continuing with a two-part plan at a time when government policy has shifted to a preference for a single plan document is explained in the Introduction to the submitted Part 1 Plan.

## 2. Policy Background

2.1 This section sets out national and other policy relevant to the waste spatial strategy. Policies which were relevant to the earlier development of the strategy but which have since been superseded are also referred to.

### Current Policy

European Directive 2008/98/EC on waste (Waste Framework Directive)

2.2 The following Articles of this directive[2] are relevant:

- Article 4 (Waste Hierarchy) which requires Member States to give priority to the waste hierarchy[3] in waste management policy and legislation;
- Article 13 (Protection of Human Health and the Environment) requiring that waste be handled in a way that guards against harm to human health and the environment;
- Article 16 (Principles of Self Sufficiency and Proximity) requiring the establishment of an integrated and adequate network of waste disposal installations and installations for the recovery of mixed municipal waste collected from private households;
- Article 28 (Waste Management Plans) requiring Member States to develop one or more waste management plans containing the following;
    - Details of existing major disposal and recovery installations;
    - An assessment of the need for the closure of existing waste management facilities and the need for additional waste installation infrastructure;
    - Sufficient information on the location criteria for site identification and on the capacity of future disposal or major recovery installations.

2.3 The Waste Framework Directive is largely transposed into English law through the Waste (England and Wales) Regulations 2011. To help meet the requirements of Article 28 a Waste Management Strategy for England[4] has been produced containing, amongst other things, targets for recycling waste. The requirement to produce locational criteria suitable for the identification of sites is met through the National Planning Policy Framework (NPPF) and the National Planning Policy for Waste (NPPW) and at a local level by Waste Local Plans.

[2] http://ec.europa.eu/environment/waste/framework/
[3] In order of priority – Prevention; Preparing for re-use; Recycling; Other Recovery; Disposal.
[4] https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/265810/pb14100-waste-management-plan-20131213.pdf

National Planning Policy Framework

2.4 The National Planning Policy Framework (NPPF)[5] introduces a general presumption in favour of sustainable development, focusing on economic, social and environmental matters. It introduces a set of core land-use planning principles (para 17) and expects planning to:

- be led by up to date development plans;
- be creative, involving local communities;
- drive and support sustainable economic development;
- secure high quality design and good standards of amenity for occupants;
- reflect the different roles and character of different areas;
- support transition to a low carbon future;
- conserve and enhance the natural environment and reduce pollution;
- generally encourage the re-use of previously developed land;
- promote mixed-use development;
- conserve heritage assets in a manner appropriate to their significance;
- manage growth to focus on sustainable locations;
- support strategies that seek to improve health, social and cultural well-being.

2.5 A planning strategy (para 157) must:

- plan for the development and infrastructure required in the area;
- if possible, plan for a period of at least 15 years;
- be based on co-operation with relevant organisations;
- indicate broad locations for strategic development on a key diagram;
- indicate land-use designations on a proposals map;
- allocate sites in sufficient detail (form, scale, access etc.);
- identify areas of restraint and give a clear explanation of why;
- identify land where development would be inappropriate;
- include a strategy to enhance the natural, built and historic environment.

2.6 There is also a strong emphasis (para 173) on deliverability:

*"Pursuing sustainable development requires careful attention to viability and costs in plan-making and decision-taking. Plans should be deliverable. Therefore, the sites and the scale of development identified in the plan should not be subject to such a scale of obligations and policy burdens that their ability to be developed is threatened……"*

National Planning Policy for Waste

2.7 Introduced in October 2014, this policy statement replaced the earlier Planning Policy Statement 10: Planning for Sustainable Waste Management. Amongst its key expectations (para 1) is the need to provide a framework whereby communities and businesses take more responsibility for their own waste *"including by enabling waste to be disposed of or, in the case of mixed*

[5] https://www.gov.uk/government/publications/national-planning-policy-framework--2

*municipal waste from households, recovered, in line with the proximity principle*[6]*"*.

2.8 Waste Planning Authorities are expected to identify sites and/or areas for further waste management requirements in appropriate locations, observing the following principles;

- Identify the broad types(s) of facility that would be appropriate in identified locations in a way that does not stifle innovation;
- When considering the proximity principle recognise that new facilities will need to serve an area large enough for the new plant to be economically viable;
- Consider opportunities for on-site management;
- Consider opportunities to co-locate waste management facilities together, siting low carbon energy recovery facilities where they can utilise heat as a further energy source;
- Give priority to previously developed land, land identified for employment and redundant agricultural and forestry buildings and their curtilages.

2.9 Potential sites and/or areas are also expected to be considered against the following:

- The extent to which it is supported by other policies set out in the statement;
- Physical and environmental constraints[7], including existing and proposed uses of adjoining land;
- The capacity of the road network and the potential for transport by other modes;
- The cumulative impact of disposal facilities on the well-being of the local community.

2.10 Particular reference is made to the special protection given to Green Belt land. There is an expectation that suitable sites and areas should first be sought outside the Green Belt for development that would otherwise be classified as 'inappropriate'[8], bearing in mind the particular locational needs of some types of waste management facilities.

Planning Practice Guidance – Waste

2.11 Introduced in October 2014, this guidance[9] compliments the National Planning Policy for Waste.

[6] Schedule 1, Part 1, para 4 of the Waste (England and Wales) Regulations 2011 provide that this be in one of the nearest appropriate locations, albeit the full range of final recovery facilities might not be closely located.
[7] Appendix B of the statement sets out a range of locational criteria including landscape and visual impact; traffic; air, dust, noise etc. omissions; nature conservation; historic environment.
[8] The Government is currently consulting on changes to the NPPF which may result in redevelopment on brownfield land not being regarded as 'inappropriate', depending on circumstances.
[9] http://planningguidance.communities.gov.uk/blog/guidance/waste/preparing-local-plans/

2.12 Additional guidance is offered on the 'proximity principle' (ID 28-006-20141016). This advises that there is no expectation that waste should be managed at the absolute closest facility to the exclusion of all other considerations. It is recognised that some wastes are produced in small quantities and it would be uneconomic to have a facility in each local authority area. Equally, there may be economies of scale in developing facilities to serve a number of local authority areas.

2.13 The Local Plan is expected to "identify sufficient opportunities to meet the identified needs of an area for the management of waste……It should ensure that suitable sites and areas for the provision of waste management facilities are identified in appropriate locations" (ID 28-011-20141016). Where it is not possible to identify sufficient opportunities, authorities are expected to work collaboratively to do so under the Duty to Cooperate (ID 28-017-20141016). This also extends to planning across district boundaries (ID 28-016-20141016). Further reference is made to the special protection given to the Green Belt (ID 28-017-20141016) and that joint working should ensure sufficient opportunities outside the Green Belt for waste management facilities that, if located in the Green Belt, would be inappropriate development.

2.14 To meet the requirements of the Waste Framework Directive, the following needs to be included in a Waste Local Plan (ID 28-014-20141016):

- Details of existing major disposal and recovery installations;
- Assessment of the need to close existing facilities and provide additional waste infrastructure;
- Sufficient information on the location criteria to be used in site identification and on the capacity of future disposal or major recovery installations.

2.15 Issues likely to influence the location of facilities include (ID 28-037-20141016);

- The distribution of waste arisings – likely to reflect the settlement pattern;
- The likely catchment for the type of facility;
- Physical and environmental constraints, with urban areas likely to face greater difficulty in accommodating some types of facility;
- Suitability of local transport infrastructure.

2.16 The Local Plan is expected to include "clearly defined locations and/or areas of search ……on an Adopted Policies Map" (ID 28-039-20141016). Existing and proposed sites are to be shown on a geographical map and/or include sufficiently precise locational criteria for identifying such sites. Identifying areas (as opposed to sites) may be preferable in some cases (ID 28-040-20141016), an example being where an industrial estate may provide any number of specific site opportunities. It is also important that the Local Plan provides an adequate stock of allocated land to meet identified needs (ID 28-038-20141016), recognising that in practice not all sites are likely to end up being developed.

2.17 Finally, further guidance is given on the NPPF requirement that priority be given to the development of previously developed land (ID 28-041-20141016). Some brownfield land may need to be ruled out, for example, it may be of high environmental value and there may be reason to allocate a greenfield site "if that is the most suitable, sustainable option". The approach to be adopted is summed up thus:

*"The concern is to ensure good use of suitable 'brownfield' land and avoid turning unnecessarily to greenfield locations."*

The Oxfordshire Minerals and Waste Local Plan (1996)

2.18 This Local Plan was adopted in 1996[10]. Various policies were saved by the Secretary of State[11] although these are to be replaced by the Part 1 Plan. The following policies are relevant to the siting of new waste facilities.

Table 1: Oxfordshire Minerals and Waste Local Plan: relevant waste policies

| No. | Policy |
|---|---|
| W3 | Permissive policy for re-use/recycling facilities subject to conformity with environmental criteria, being well related to the transport network and the site being close to the source of waste and/or the market for the output material |
| W4 | Re-use/recycling facilities not allowed in open countryside unless there is an overriding need or the site forms part of a mineral extraction or landfill operation and the facility is removed on completion of that operation |
| W5 | Waste treatment facilities to be adequately screened prior to activities commencing |
| W6 | Permissive policy for the development of a household waste recycling facility in the area north of Oxford |

Oxfordshire Joint Municipal Waste Management Strategy 2013

2.19 Prepared by the Oxfordshire Waste Partnership and initially referred to as 'No Time to Waste' when adopted in 2007, this is a statement of the County and District Councils' intentions for the management of municipal waste to 2030.

2.20 Oxfordshire is already managing to recycle and compost 60% of its household waste. The revised strategy therefore looks to recycle and compost 65% of household waste by 2020; and 70% by 2025. New facilities are already in place to help achieve these targets, and the opening of a new Energy from Waste plant at Ardley allows the partnership to adopt a zero waste to landfill policy (no more than 5% of residual waste to be landfilled). Policies that are relevant to the siting of future waste facilities are as follows:

[10] https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-local-plan-1996
[11] Letter dated 25 September 2007 from Office of the Deputy Prime Minister

Table 2: Oxfordshire Joint Municipal Waste Management Strategy 2013: relevant policies

| No. | Policy |
|---|---|
| 4 | By 31 March 2020, recycle or compost 65% of household waste<br>By 31 March 2025, recycle or compost 70% of household waste |
| 5 | Recycling facilities and services to be made available to all residents |
| 6 | Encourage businesses to reduce, re-use and recycle by providing good quality recycling services, information and advice. |
| 9 | Waste facilities to be suitably sized and distributed relative to areas of population with the aim of minimising the transport of waste (s/t the availability of suitable sites) |

Oxfordshire Sustainable Community Strategy

2.21 Prepared by the Oxfordshire Partnership in response to the statutory duty for local authorities to produce a Sustainable Community Strategy, this strategy[12] applies to the whole of Oxfordshire. Individual strategies conforming to this strategy have also been developed for each District.

2.22 The Oxfordshire Sustainable Community Strategy has four main objectives:

- World Class Economy: build on Oxfordshire's vibrant economy and make sure everyone has a chance to be included in that success.
- Healthy and Thriving Communities: respond effectively to the demographic challenges facing Oxfordshire and enable the City, the market towns and villages to be communities with a heart.
- Environment and Climate Change: respond to the challenges of climate change by minimising the effects of flooding, looking after our environment, reducing waste and use of energy to improve the quality of life for all.
- Reducing inequalities and breaking the cycle of deprivation: narrow the gap between the least and most deprived individuals and communities to ensure that everyone has an equal opportunity to succeed.

2.23 The intention is to develop sustainable communities and for local people to help shape the future of their city, town or village. Oxfordshire residents are said to have a strong affiliation to the county and to their local community, having developed a strong sense of community and belonging. The strategy therefore pledges to *"…sustain and build supportive, cohesive, resilient and well planned communities."* This is ostensibly a 'high level' strategy and there are no other statements relevant to the future location of waste facilities.

12 http://apps.oxfordshire.gov.uk/wps/wcm/connect/occ/OxfordshirePartnership/Oxfordshire+2030/2030+strategy+in+full/OP+-+O+2030+03

Oxfordshire Strategic Economic Plan

2.24 Published by the Oxfordshire Local Enterprise Partnership in March 2014, the Oxfordshire Strategic Economic Plan[13] provides a strategy to steer the growth of Oxfordshire's economy to 2030. As well as supporting the level of housing growth proposed in the Oxfordshire Strategic Housing Market Assessment (SHMA – 100,000 new homes by 2031) the strategy aims to provide some 18,600 new jobs[14] with a focus on priority localities in Science Vale Oxford in the south, through Oxford, to Bicester in the north of the county. This is referred to as the Oxfordshire Knowledge Spine and described as follows:

*• Science Vale Oxford – where we will build on its extensive research infrastructure and the designation of Harwell as the home of the national Satellite Applications Catapult and the European Space Agency and Enterprise Zone*
*• Bicester – where improved infrastructure, 28% population growth by 2016, and increased land availability will unlock the potential for significant increases in employment growth and low carbon development*
*• Oxford – where we will continue to invest in developing the critical infrastructure necessary to realise the full potential of its world-class education, research and innovation that underpins our growth.*

*Whilst our focus is to increase economic growth centred around the largely urban knowledge spine we are equally cognisant of the significant contribution our rural and visitor economy makes to our economic success and the unique quality of life on offer in Oxfordshire.*

Figure 2: Economic Plan – overall strategy


[13] http://www.oxfordshirelep.com/sites/default/files/Oxford%20SEP_FINAL_March14_0.pdf
[14] An additional 31,400 new jobs are to be created during the construction phase

District Local Plans

2.25 As land use planning documents, District Local Plans are relevant to the future planning of waste management facilities. The present position regarding adopted plans is shown below.

Table 3: Adopted Local Plans by Oxfordshire District

| District | Plan | Date Adopted |
|---|---|---|
| Cherwell | Cherwell Local Plan 2031 | 20 July 2015 |
| Oxford City | Oxford Core Strategy 2026 | 14 March 2011 |
| | Sites and Housing Plan | 18 February 2013 |
| South Oxfordshire | South Oxfordshire Core Strategy 2012 | December 2012 |
| Vale of White Horse | Vale of White Horse Local Plan 2011 | July 2006 |
| West Oxfordshire | West Oxfordshire Local Plan 2011 | 16 June 2006 |
| | | |

2.26 Consistent with the approach taken in the Part 1 Plan, all of the Plans contain policies that protect the environment and these have to be in conformity with relevant national policy. The following table summarises the approach taken to locations for new housing in adopted or emerging Local Plans. Overall needs are identified in the SHMA which advises that 100,000 new homes are required in Oxfordshire in the period 2011-2031 as follows (further detail is provided in Appendix 1):

- Cherwell……22,800
- Oxford City……28,000
- South Oxfordshire……...15,500
- Vale of White Horse……20,560
- West Oxfordshire……13,200

**Superseded Policy**

Planning Policy Statement 10: Planning for Sustainable Waste Management

2.27 First introduced in July 2005, PPS 10 emphasised the government's aim to protect human health and the environment by producing less waste and by using waste as a resource wherever possible. A technical report[15] also provided guidance on how to produce local waste plans. PPS10 was replaced by NPPW in October 2014.

[15] Department of Communities and Local Government: Planning for Sustainable Waste Management – Companion Guide to Planning Policy Statement 10 (2006)

2.28 PPS 10 made clear that new and improved waste management facilities were required "to break the link between economic growth and the environmental impact of waste". Waste Planning Authorities preparing local plans were advised to:

- apply the principles of the waste hierarchy, looking to disposal as the last option but one which must be adequately catered for;
- provide a framework for communities to take more responsibility for their own waste;
- enable waste to be disposed in one of the nearest available locations;
- recognise the particular locational needs of some types of waste management facilities when determining planning applications in Green Belt.

2.29 Regional Spatial Strategies were expected to apportion to sub-regions the tonnages of municipal and commercial and industrial waste that should be managed. Informed by municipal waste management strategies, local plans were expected to identify areas suitable for waste development and:

- Demonstrate how capacity equivalent to ten years of the annual rates in the South East Plan can be provided;
- Identify the types of facilities that may be appropriate on allocated sites;
- Avoid unrealistic assumptions on the availability of sites or areas for development.

2.30 If waste could not be managed where it was produced, it should be managed at sites chosen from a broad range of locations - including industrial sites and areas where facilities can be co-located with complementary activities. Priority was expected to be given to the re-use of previously developed land; also redundant agricultural and forestry buildings and their curtilages. A range of physical and environmental criteria were included in an annex to guide detailed site selection. The cumulative effect of previous waste uses on the well-being of a local community were expected to be taken into account, as was the potential to transport materials other than by road.

<u>Guidance for local planning authorities on implementing planning requirements of the European Union Waste Framework Directive (2009/98/EC)</u>

2.31 Published in December 2012 and replaced by NPPW in October 2014, this guidance note talked about putting in place the right waste management infrastructure, at the right time and in the right location. It confirmed the government's expectation that Waste Local Plans should make provision for the following waste streams:

- Municipal/household;
- Commercial/industrial;
- Construction/demolition;
- Low Level Radioactive Waste;
- Agricultural waste;

- Hazardous waste; and
- Waste water.

2.32 Further emphasis was given to the possible impacts of waste development on health and the environment, and the assumption that for planning purposes other pollution control regimes will operate effectively. Waste Planning Authorities were to look to establish an integrated and adequate network of waste disposal and recovery installations in their area, allowing communities to take more responsibility for their own waste. It was explained that this did not necessarily mean that each area was expected to deal solely with its own waste. Authorised facilities were expected to form part of a waste local plan – possibly included in the proposals map and details kept up to date in an Annual Monitoring Statement. Assessment of the potential closure of existing facilities was also expected and the need for additional infrastructure be made clear in the local waste plan.

Regional Planning Policy

2.33 The Regional Spatial Strategy for the South East (the South East Plan) was adopted in May 2009. Its waste policies (below) were almost identical to those of the Regional Planning Guidance for the South East (RPG9 – adopted June 2006). But for a policy that made provision for development at the Upper Heyford airbase, the South East Plan also replaced the Oxfordshire Structure Plan. However, in March 2013 the Secretary of State revoked the South East Plan using powers conferred by the Decentralisation and Localism Act[16].

2.34 The South East Plan had identified a number of Sub-Regional Strategy Areas as a focus for growth. The Central Oxfordshire Strategy Area included the city of Oxford and the towns of Bicester, Witney, Wantage&Grove and Didcot. The plan envisaged that some 40,000 new homes would be provided in this area, with Oxford and Didcot identified as the key 'growth points'. The plan also included a general policy (BE4) that encouraged development that would help strengthen the viability of smaller towns across the region. At the time of its revocation, the plan was the subject of legal challenge by South Oxfordshire District Council.

2.35 The following waste policies were of particular relevance to plan preparation.

Table 4: South East Plan – relevant waste policies

| No. | Policy |
|---|---|
| W1 | Reduce growth of waste to 1% by 2010 and 0.5% by 2020 |
| W3/4 | Plan for net self-sufficiency (provide capacity equivalent to the waste arising and requiring management within a Waste Planning Authority boundary) and accommodate waste from both London and adjoining sub-regions where appropriate |
| W5 | Achieve targeted reductions in the amount of waste sent to landfill |

[16] A Duty to Cooperate was also placed on plan making authorities by this Act

| | |
|---|---|
| W6 | Achieve set recycling and composting targets for the period to 2025 |
| W7 | Specified amounts of waste to be managed by sub-region (Waste Planning Authority area) to inform the preparation of local plans |
| W10 | Priority needs identified for facilities likely to serve large market areas. |
| W11 | Encouragement for biomass energy plants |
| W12 | Encouragement for anaerobic digestion and for thermal facilities being designed to deliver combined heat and power |
| W13 | Specified provision for (declining) landfill capacity to 2025. Existing non-inert landfill capacity to be husbanded. |
| W14 | Achieve high quality restoration and aftercare |
| W15 | Priority needs identified for specialist waste facilities<br>o Storage/treatment/remediation of contaminated soils and construction waste;<br>o Provide criteria for large hazardous waste facilities;<br>o landfill capacity for hazardous waste;<br>o treatment of air pollution control residues;<br>o waste electronic and electrical equipment. |
| W16 | Make provision for and safeguard waste transfer and baulking facilities - also encouraging use of rail and water-borne transport. |
| W17 | Locations for waste management facilities (see below) |
| M2 | Make provision for a minimum of 0.9 mtpa of secondary and recycled aggregate in Oxfordshire by 2016 |

2.36 Policy W17 provided detailed criteria for the location of waste management facilities as follows:

*"Waste development documents will, in identifying locations for waste management facilities, give priority to safeguarding and expanding suitable sites with an existing waste management use and good transport connections. The suitability of existing sites and potential new sites should be assessed on the basis of the following characteristics:*

- *good accessibility from existing urban areas or major new or planned development;*
- *good transport connections including, where possible, rail or water;*
- *compatible land uses, namely:*
  - *active mineral working sites;*
  - *previous or existing industrial land use;*
  - *contaminated or derelict land;*
  - *land adjoining sewage treatment works;*
  - *redundant farm buildings and their curtilages:*
- *be capable of meeting a range of locally based environmental and amenity criteria.*

*Waste management facilities should not be precluded from the Green Belt. Small-scale waste management facilities for local needs should not be precluded from Areas of Outstanding Natural Beauty and National Parks where the development would not compromise the objectives of designation."*

## 3. Development of the Waste Spatial Strategy

3.1 Plan preparation has taken place in two phases. Much of the work took place in the period leading up to the submission of the Minerals and Waste Core Strategy in October 2012. That plan was withdrawn prior to examination in July 2013 but it laid the foundation for the refinement of the spatial strategy in the later stages of development of the current plan (see Figure 10).

3.2 The waste spatial strategy was not developed in isolation: it responds to the county's waste needs and provides the means by which they can be met. This section focuses on the development of the spatial strategy; but it also makes reference to the wider context in which the strategy developed.

3.3 A summary of how the waste spatial strategy has evolved is set out in Appendix 2 (Waste Spatial Strategy Summary Sheets).

### Early Stages

3.4 Relevant issues were first discussed and developed through a Minerals and Waste Stakeholder Forum (the Stakeholder Forum). Appendix 3 provides details of meetings and the relevant waste issues discussed. The Stakeholder Forum was made up from invited representatives of District Councils, local organisations and operators. Meetings were independently chaired and facilitated. Agendas and Reports of relevant meetings are provided on the council website[17].

3.5 Discussion on the approach to be taken to locations for new waste management facilities first took place in the Minerals and Waste Stakeholder Forum on 23 June 2005. The Forum generally supported the identification of specific sites in the Plan with site selection criteria also included in policy to allow for the consideration of proposals that may come forward on non-allocated sites. The need to locate sites away from residential areas was generally acknowledged, but it was noted that this may not always be the most sustainable approach as it was likely to lead to facilities being located further from the main source of waste arisings.

3.6 The Minerals and Waste Stakeholder Forum discussed a draft methodology for the identification of suitable sites on 4 May 2006. Specific criteria were identified for different categories of waste management facility but it was eventually agreed that, with the possible exception of landfill, a uniform set of criteria could be utilised. Consideration was also given to the varied techniques available for treating waste and the extent to which different site selection criteria may be required. However it was generally recognised that this would be impractical.

3.7 The Stakeholder Forum's deliberations helped develop an Issues and Options Consultation Paper for full public consultation (see below). For the County

[17] https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy

Council, development of such documents was generally steered by a politically balanced councillor working group – the Minerals and Waste Plan Working Group (MWPWG) - making recommendations to Cabinet as appropriate. Appendix 4 provides details of when the Group gave consideration to waste planning policy issues[18].

### Issues and Options Consultation

3.8 The Minerals and Waste Issues and Options Consultation Paper (June 2006[19]) raised a number of questions for comment on the approach to be taken to identifying suitable locations for future waste facilities. These are summarised in the table below.

Table 5: Summary of Waste Issues and Options June 2006

| Issue | Question | Options |
|---|---|---|
| | | |
| How to make provision for facilities | What sort of locations should be identified? | a) Broad locations;<br>b) Specific Sites;<br>c) A mixture of a) and b);<br>d) Locational criteria only. |
| | How should locations relate to types of facility? | a) Locations for specific types of facility;<br>b) Locations for a range of types of facility;<br>c) Identify any types of facility not suitable in a particular location. |
| | What types of sites should be identified? | a) A small number of sites for large-scale facilities;<br>b) A large number of sites for smaller-scale facilities;<br>c) A mix of sites for large and small scale facilities. |
| Where should facilities be located? | What overall strategy should be employed? | a) Chose locations in or close to main urban areas;<br>b) Chose locations away from housing in rural locations. |
| | What sort of sites should be targeted? | a) On industrial or employment land;<br>b) At existing waste management facilities;<br>c) On brownfield land in the countryside;<br>d) On greenfield land. |

[18] Agendas and Minutes of meetings are available on the County Council website (as note 17)
[19] This paper is available on the Minerals and Waste Core Strategy page of the Council website.

| | | |
|---|---|---|
| | What approach to take in the Green Belt? | a) Not on land in Green Belt;<br>b) On suitable locations in Green Belt as well. |
| What method to use in identifying sites? | What should be included in the methodology? | a) What factors should be used to identify and assess sites?<br>b) Should those factors be weighted differently?<br>c) What weight should be given to environmental factors compared with impacts on people?<br>d) What weight should be given to access and proximity to the source of waste? |

3.9 The Minerals and Waste Stakeholder Forum discussed these issues on 4 July 2006. The Forum thought it important to clearly differentiate large scale (strategic) facilities from smaller (local) scale facilities as different locational criteria were likely to apply. That said, locations close to waste arisings was generally recognised to be important, to minimise transport impacts. It was noted that strategic facilities in particular tend to be located in industrial areas close to urban areas where the majority of waste arises. There was also support for locating larger scale facilities on existing landfills whereby residues from the treatment process could be landfilled without further transport impact. The main concern with such an approach was the prolonged impact of waste management on a local community which had anticipated an end to such activity when the landfill was full.

3.10 Responses from the public were mixed, but most felt the strategy should make provision for both small scale and large scale facilities. Proximity to urban areas was important – increasingly so in the case of larger scale facilities, but some types of facility (e.g. open composting) needed to be located in more rural locations, away from housing. There was a strong preference for making best use of existing waste sites and brownfield land. An Interim Sustainability Appraisal[20] was clear in concluding that a smaller number of larger sites would be preferred but this would be heavily dependent on transport impacts being sustainable.

3.11 With regard to the wider issues raised, there was strong support for the county being self-sufficient in meeting its own waste management needs. There was recognition that cross-boundary movement of waste was inevitable, but there was a majority that felt Oxfordshire should not be a net importer of waste. There was a particular concern about the amount of waste being received from London. There was strong support for diverting waste from landfill at a higher rate than intended in the regional strategy. Most felt it important to not impose a rigid cap on the amount of recycling capacity and that waste

[20] Minerals and Waste Core Strategy Interim Sustainability Appraisal (including Strategic Environmental Assessment) June 2006

facilities should be in, or close to, urban areas; also that locations in Areas of Outstanding Natural Beauty (AONB) and Green Belt should be avoided. There was a preference for identifying specific sites for waste development in the Core Strategy, but no consensus on what scale those facilities should be.

**Preferred Options Consultation Paper**

3.12 The following table summarises the approach put forward in the Minerals and Waste Core Strategy Preferred Options Consultation Paper February 2007[21] as preferred for finding locations for waste facilities.

Table 6: Summary of preferred locations for waste facilities (February 2007)

| Issue | Preferred Approach |
|---|---|
| How to make provision for facilities | Identify specific sites in the Part 2 Plan, particularly for strategic facilities;<br>Indicate broad areas for more local facilities;<br>Support sites and areas with locational criteria policies. |
| | Identify locations suitable for a range of facilities, restricting types of facility where there is planning justification for doing so. |
| | Identify specific sites for large scale facilities and locational criteria for smaller scale facilities. |
| Where should facilities be located? | Adopt a sequential approach to location, viz:<br>- Urban areas;<br>- Close to urban areas;<br>- Rural areas. |
| | Within these areas take a sequential approach to site identification, viz:<br>- Previously developed land;<br>- Temporary waste sites;<br>- Greenfield locations. |
| | The sequential approach outlined to also apply to locations in the Green Belt also considering national and regional policy. |
| What method to use in identifying sites? | In identifying appropriate locations take account of:<br>- The pattern of existing waste facilities;<br>- Proximity to main sources of waste arising;<br>- Destinations for outputs from waste treatment;<br>- Accessibility to main transport routes;<br>- Risk of bird strike (for landfill);<br>- Restoration and after use potential (for landfill); |
| | Take account of other development plan policies, in particular those which seek to safeguard;<br>- Important archaeological remains, historic buildings and areas;<br>- Areas and sites of nature conservation |

[21] https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy

| | |
|---|---|
| | importance (especially SACs and SSSIs);<br>- Features of landscape importance, especially AONB;<br>- Best and most versatile agricultural land;<br>- The water environment;<br>- Land uses sensitive to nuisance;<br>- Safety and convenience of all road users. |

3.13 A preferred approach to dealing with other key issues was also put forward, as summarised below.

Table 7: Summary of preferred approach to other waste issues (February 2007)

| Issue | Approach |
|---|---|
| | |
| Waste Hierarchy | - Use national and regional targets to identify the minimum capacity requirements for diverting waste from landfill, recognising that there will also be an on-going need for landfill |
| Capacity provision | - Plan for net self-sufficiency and waste from London as apportioned in regional policy;<br>- Adopt the capacity requirement for the county as set out in regional policy, unless circumstances indicate otherwise. |
| Landfill | - Adopt national and regional targets, increasingly limiting landfill for waste that has been the subject of treatment;<br>- Inert waste to be used for the restoration of mineral workings subject to a strong test of need otherwise. |

3.14 Support for the proposals was mixed, and many found the spatial approach confusing. Some also pointed out that it failed to identify the main sources of waste arising and that facilities should be located close to these areas. Crucially the Government Office for the South East[22] warned that the strategy may be unsound, there being insufficient certainty as to the locations for waste facilities and the waste management capacity required:

*"We do expect to see the broad locations for development clearly set out in the core strategy (see paragraph 2.10 of PPS12) together with a broad indication of the quantum of development expected in each location…..We are concerned that in the absence of a broad spatial distribution that also provides an indicative quantum for development in those locations, you are at risk of unsoundness…….the core strategy must not leave the question of the general allocation of waste sites to the major settlements open on the grounds that*

[22] Letter from Government Office for the South East: 22 March 2007

*this can only be done once sites have been identified in a site allocation DPD. We suggest the strategy should be driving the allocation of sites not the other way around……We are concerned that few, if any, of your preferred options appear to provide sufficient detail and clarity to enable the reader to discern what function the policy will serve in practice and/or which areas they apply to."*

**Waste Sites Issues and Options Consultation**

3.15 The Waste Sites Proposals and Policies Document – Issues and Options Consultation was also published in February 2007. This was prepared for the Council by ERM Consultants and it raised a series of questions under the following Topic Headings.

- Provision to be made for facilities;
- Locations for facilities;
- Approach to landfill;
- Conflicting land uses;
- Delivering preferred sites;
- Complementary waste development;
- Equal distribution of capacity;
- Methodology for site selection;
- Categorisation of facilities;
- Criteria for site selection;
- Identification of missed issues;
- Identification of potential sites.

3.16 The Consultation Paper also included a list of possible site options with maps[23] and a methodology for assessing suitable sites. This envisaged a process whereby sites would be shortlisted for detailed assessment to produce a set of preferred site options for public consultation and consideration before preparation and submission of a Draft Submission Document (at this point, it was envisaged that the Part 2 Plan would proceed to the same timetable as the Core Strategy). The Site Selection Methodology identified criteria for site assessment that were broadly similar to environmental criteria then identified in Annex E to PPS10 – then the national planning policy for waste.

3.17 The Stakeholder Forum had opportunity to discuss the methodology and its suitability for the identification of preferred site options on 30 January 2007. ERM Consultants also attended and they identified a need to refine the methodology to focus on site benefits/disadvantages rather than technologies and for the merits of the site itself to inform the type and scale of facility that may be suitable (rather than the reverse). This was agreed by the Stakeholder Forum, which also went on to discuss the relative importance of the various assessment criteria relative to each other – both theoretically and in relation to

[23] Some 123 sites were identified from land identified in District Plans for employment, derelict land register, existing waste sites and other sites known by officers to have an association with waste.

a specific site example. The Forum felt it was important that sites in the Green Belt were avoided, that avoiding nuisance to housing was also important as were good transport links. Above all, it was important that sites identified as preferred options were genuinely available for waste development purposes.

3.18 ERM Consultants provided a report[24] summarising the responses received to the Consultation Paper. Some 75 responses were received and in many cases there was no clear consensus on the approach that should be followed. However, there appeared to be a preference for the following:

- Temporary waste facilities should be safeguarded for longer term use;
- The preference for identifying land already used for industrial purposes as also suitable for waste facilities would result in the loss of valuable employment land;
- Sites should not be identified as preferred locations unless they are deliverable (i.e. available);
- The apportionment of capacity equitably between Districts is not necessary/not workable;
- The Core Strategy's preferred locational strategy should be included as a criterion in the Site Selection methodology.

**Next Steps**

3.19 In the period following publication of the consultation papers, government policy on plan making was amended[25] and there was still some uncertainty on how a Core Strategy should approach the delivery of sites i.e. should sites be allocated in the Core Strategy itself, or left to a subsequent allocations document? Discussion and correspondence therefore took place with the Government Office for the South East and the Planning Inspectorate on the changes that might need to be made to the Preferred Options to allow the Core Strategy to proceed to submission, but this was inconclusive.

3.20 It had, however, become clear that there was an urgent need to develop capacity for the treatment of residual waste. This was initially identified by the Oxfordshire Waste Partnership[26], which drew attention to the likelihood of significant financial penalties (as a result of the Landfill Allowance Trading Scheme) if such capacity could not be provided by 2015. As a result the County Council, as Waste Disposal Authority, embarked on an exercise to procure a facility that would treat that part of the municipal waste stream that could not be recycled or composted in order to divert waste away from landfill.

3.21 It was evident that the way in which this capacity was provided – in particular where it might be located – would be influential to the development of the waste spatial strategy. It seemed unlikely that the Core Strategy would be able to deliver a preferred location for a required residual waste treatment

[24] Consultation Responses for Waste Sites Proposals and Policies Development Plan Document – Issues and Options: Summary of Consultation Responses (February 2007)
[25] PPS 12: Local Development Documents
[26] Oxfordshire Joint Municipal Waste Management Strategy

capacity for development by 2015, and ultimately this was delivered through the planning application process[27]. Plan preparation therefore concentrated on building up a better evidence base, in particular in relation to the amounts of waste to be managed and the capacity already available:

- Establishing clearer base data for the main waste streams (municipal, commercial and industrial, construction, demolition and excavation waste);
- Developing more reliable estimates of future arisings;
- Confirming targets that would be used to divert waste from landfill;
- Establishing the capacity already available for recycling, composting, food treatment, residual waste treatment and landfill;
- Identifying the additional capacity that would be needed for all of the categories of waste management;
- Identification of sites suitable for strategic waste infrastructure[28];
- Developing a spatial strategy to inform site allocation.

3.22 This work suggested that the need for facilities other than those required for residual waste treatment was less urgent and that site allocation could still be made through a subsequent site allocation document. Work relevant to the spatial strategy went on to concentrate on the identification of broad areas of search with supporting criteria to provide a positive basis for site allocation. A separate set of environmental criteria, also relevant to identifying suitable mineral sites (the Core Policies), would also be developed. But before this, work took place to help identify sites that may be suitable for residual waste treatment.

**Search for strategic sites**

3.23 Work undertaken by ERM Consultants in 2007 to identify options for sites suitable for a strategic waste treatment facility (capable of handling up to 300,000 tonnes of waste per annum) later contributed to development of the waste spatial strategy. This work also helped the Council's work as Waste Disposal Authority in its search for a site suitable for residual waste treatment.

3.24 ERM's work resulted in three separate reports[29]:

- Interim Report on Site Selection for Strategic Waste Management Facilities - Stage 1 Report: Shortlist of Sites (July 2007);
- Interim Report on Site Selection for Strategic Waste Management Facilities - Stage 2 Report: Detailed Assessment (September 2007);
- Site Selection for Strategic Waste Management Facilities – Additional Sites: Report (December 2007).

[27] Planning permission for the Ardley Energy from Waste plant was granted by the Secretary of State on appeal on 17 February 2011
[28] https://www.oxfordshire.gov.uk/cms/content/waste-sites (see Site Assessment Work)
[29] https://www.oxfordshire.gov.uk/cms/content/waste-sites

3.25 From a long list of 123 sites[30], 24 were identified as suitable for more detailed assessment. The following criteria were used:

- Within or close to Oxford, Abingdon, Didcot, Bicester or Banbury;
- Site area of at least 1 hectare;
- Direct or convenient access to an 'A' class or trunk road;
- Not within a SAC, SSSI, Ancient Woodland or listed building;
- No adverse effect on a sensitive receptor;
- Not in AONB unless already in waste use;
- Not within Green Belt unless previously developed land;
- Should be realistically available and not lead to the loss of an alternative waste management facility;
- Should not fall in Flood Zones 2 or 3;
- Employment land to be considered only if derelict or unused;
- No green field sites.

3.26 A guide to the use of these criteria, including a plan to better illustrate criterion 1, was provided in the Stage 1 Report (see Appendix 5). The criteria and associated guidance were developed in conjunction with County Council officers[31] and helped to inform future development of the spatial strategy.

3.27 As a result of further options being identified subsequent to the completion of the Stage 1 Report, a further 4 sites were added to the 24 identified for detailed assessment. The Stage 2 Report identified 7 of these sites suitable for development as a strategic waste treatment facility. A further site was added to this list following completion of the Stage 2 Report. The shortlisted sites are shown on the map below and those considered potentially suitable identified as:

- Site 10: Sutton Courtenay Landfill;
- Site 12: Gosford Grain Silo;
- Site 22: Ardley Quarry landfill;
- Site 30: former Quarry, Shipton-on-Cherwell;
- Site 85: land west of M40, Banbury;
- Site 215: Culham Science Centre;
- Site 218; Land at Banbury Cross Business Park, Banbury;
- Site 221: Site 'G' MoD, Palmer Avenue, Bicester.

**Development of Key Map spatial strategy**

3.28 The Minerals and Waste Plan Working Group considered a report on waste needs on 29 September 2009. This set the context for the type of waste development that would need to be planned for. It was estimated that for the principal waste streams[32], baseline waste arisings would grow by some 11% to some 2,073,300 tonnes per annum in 2026. Applying waste management

[30] As identified in the Waste Sites Issues and Options Consultation Paper February 2007
[31] Planning, Highways and Transport Planning Officers
[32] Municipal Solid Waste (MSW); Commercial & Industrial Waste (C&I); Construction, Demolition and Excavation Waste (CDE).

targets as used in the South East Plan it was concluded that there would be a need for additional recycling and composting capacity (569,000 tpa for MSW and C&I waste; 397,000 tpa for CDE waste) and residual waste treatment capacity (291,000 tpa). There was sufficient capacity for the disposal of residual waste at existing landfill sites, but to meet the desired waste management targets at least 9 large scale recovery facilities could be required (or as many as 44 smaller facilities).

3.29 The Working Group discussed a number of issues raised in the report, in particular regarding future waste management targets and the approach to be taken to waste from other areas and anticipated a second report on the approach to be taken to a locational strategy to accommodate the needs identified.

3.30 Possible approaches were identified in a further report to the Working Group on 29 March 2010. A Sustainability Appraisal Scoping Report[33] prepared in 2009 had identified seven towns with a population of 20,000 or more. The South East Plan had identified a growth strategy based on some of these towns and had also identified the potential for growth in some of the smaller towns (policy BE4).

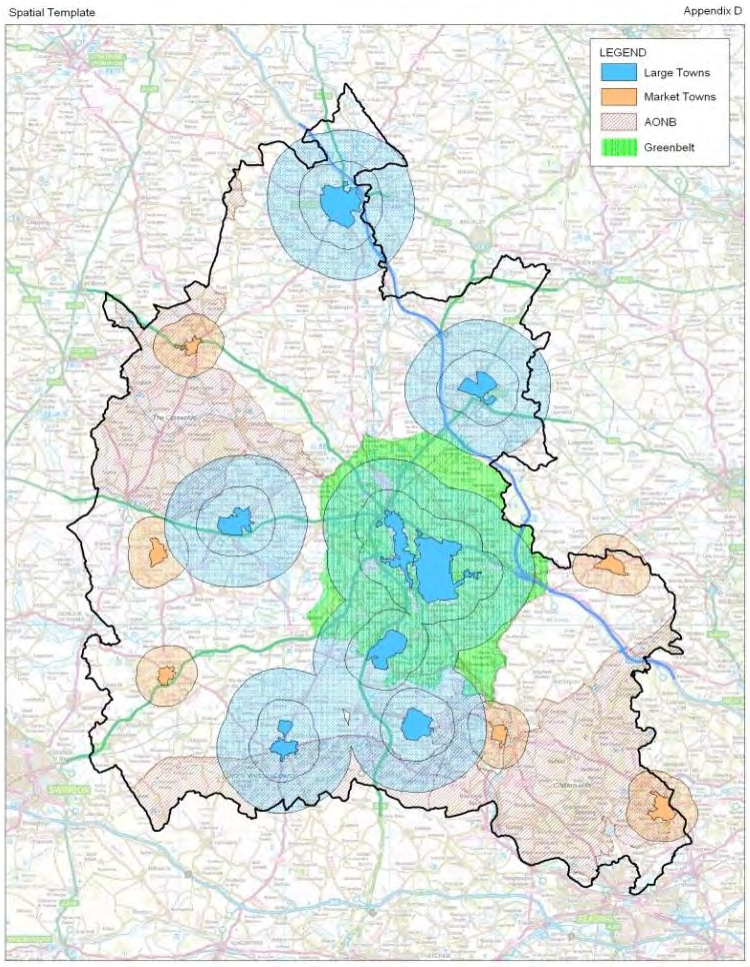
Table 8: Locations for growth in Oxfordshire (South East Plan)

| Large towns (>20,000 population) | Small towns |
|---|---|
| | |
| Abingdon | Carterton |
| Banbury | Chipping Norton |
| Bicester | Faringdon |
| Didcot | Henley-on-Thames |
| Oxford | Thame |
| Wantage/Grove | Wallingford |
| Witney | |

3.31 On 29 March 2010 the Working Group considered the development of spatial strategy options based on the location of new waste facilities within 5 kilometres of the periphery of the larger towns and 2 kilometres of the smaller towns[34].

[33] Oxfordshire Minerals and Waste Development Framework Sustainability Appraisal (incorporating Strategic Environmental Assessment) Scoping Report (April 2009)
[34] Distances discussed with OCC Highways and Transport Officers. Initially based on distance from edge of built up area and later refined to distance from town centre.

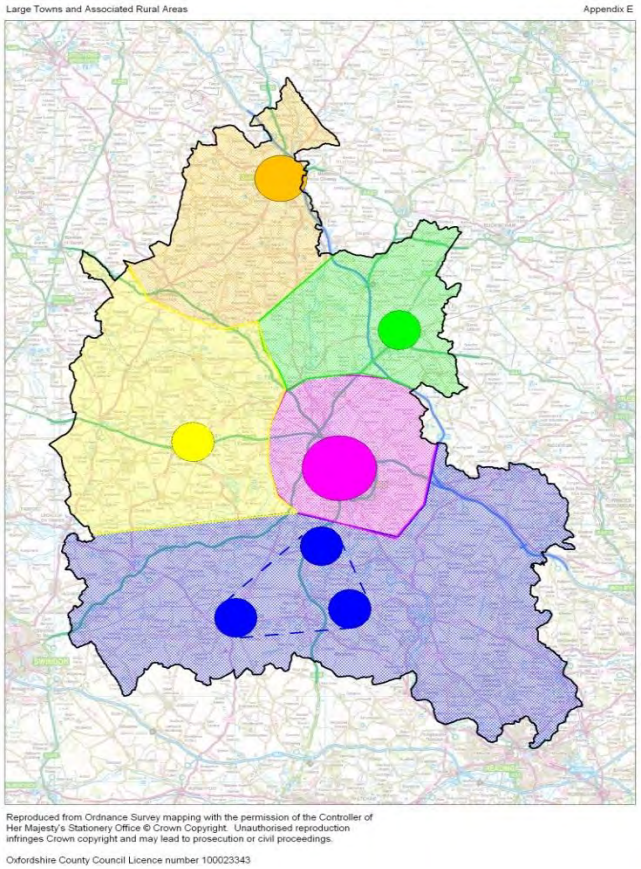
Figure 3: Options for locating waste management facilities (March 2010)






3.32 The Working Group also discussed whether there was benefit in sub-dividing the county, with areas focussed on one or more of the large towns, with a view to apportioning waste needs equitably by area. Such an approach had not been well received when raised as an issue in the Waste Sites Issues and Options Consultation Paper, but the Working Group acknowledged that would appear to be more in line with the comments made by the Government Office for the South East in its response to the Preferred Options Consultation Paper (para 3.13 above).

Figure 4: Option Areas for apportioning waste needs (March 2010)




3.33 The Working Group was provided with a table (below) that illustrated how estimated recycling and residual waste treatment capacity requirements (as then assessed) might be apportioned[35] and draft objectives that should be addressed.

Table 9: Apportionment of waste need by area (March 2010)

| Area of County | Size | | Capacity guide (tonnes a year) | | |
|---|---|---|---|---|---|
| | Population | % | Recycle (MSW/C&I) | Residual | Recycle (CDE) |
| | | | | | |
| Oxford | 200,000 | 32% | 128,000 | 144,000 | 144,000 |
| Banbury | 85,000 | 13% | 52,000 | 58,500 | 58,500 |
| Bicester | 65,000 | 10% | 40,000 | 45,000 | 45,000 |
| Witney | 85,000 | 13% | 52,000 | 58,500 | 58,500 |
| Didcot/Abingdon/ Wantage/Grove | 210,000 | 35% | 128,000 | 144,000 | 144,000 |
| County (total) | 635,000 | 100 | 400,000 | 450,000 | 450,000 |

[35] This does not take into account capacity provided by existing waste management facilities

3.34 The report went on to identify a number of options to show how the needs that had been identified could be met through a combination of facilities of varying scale, and tested the relative strengths and weaknesses of each. It was acknowledged that this approach could only represent a theoretical picture as operators would be highly influential in the scale of facilities that would eventually emerge, particularly as some were likely to be of larger scale to be viable. Nevertheless, the Working Group agreed[36] that the report be used as the basis for consultation with the main technical bodies with a view to developing a preferred option for wider consultation.

3.35 Consultation with the technical bodies duly took place in April 2010 and responses received from all but English Heritage.

- Government Office for the South East;
- Highways Agency;
- Environment Agency;
- Natural England;
- English Heritage.

3.36 The outcome of the consultation was presented to the Working Group on 24 January 2011. It was reported that there was general support for options that sought to manage waste in larger facilities close to the larger towns[37], and for facilities to be co-located where possible. It was pointed out that some types of facilities (in particular crushing and composting) may need to be located a reasonable distance from housing and that some types of facilities sited immediately adjacent to the strategic road network could also give rise to highway safety and environmental concerns. The need to focus on Oxford as the main single source of waste arising was acknowledged, but it was also noted that Didcot and Bicester were important locations as both were expected to accommodate significant growth. A specific concern was raised about the scale of any waste facilities that may be allowed in the Areas of Natural Beauty (AONBs).

3.37 The report outlined suggested changes to options and an update of waste needs. It also put forward a range of wider issues for consideration with a lead view on the direction that should be followed. Further work then took place to develop a preferred approach for subsequent consideration.

3.38 The Working Group considered a further report on 9 May 2011. Further refinement of waste needs was presented (including the adoption of landfill diversion targets that were more ambitious than those of the South East Plan) but the overall conclusion – that additional capacity would be required for recycling, composting and residual waste treatment – remained unaltered. Refined options for meeting these needs were presented (including some options for addressing the needs of the more minor waste streams): the options continued to be focussed on locating facilities within 5 km of the larger towns and 2 km of the smaller towns. A supplementary report (Appendix 6)

[36] Minerals and Waste Plan Working Group – Note of a Meeting 29 March 2010.
[37] The Highways Agency was supportive of locating facilities within 5k of the larger towns

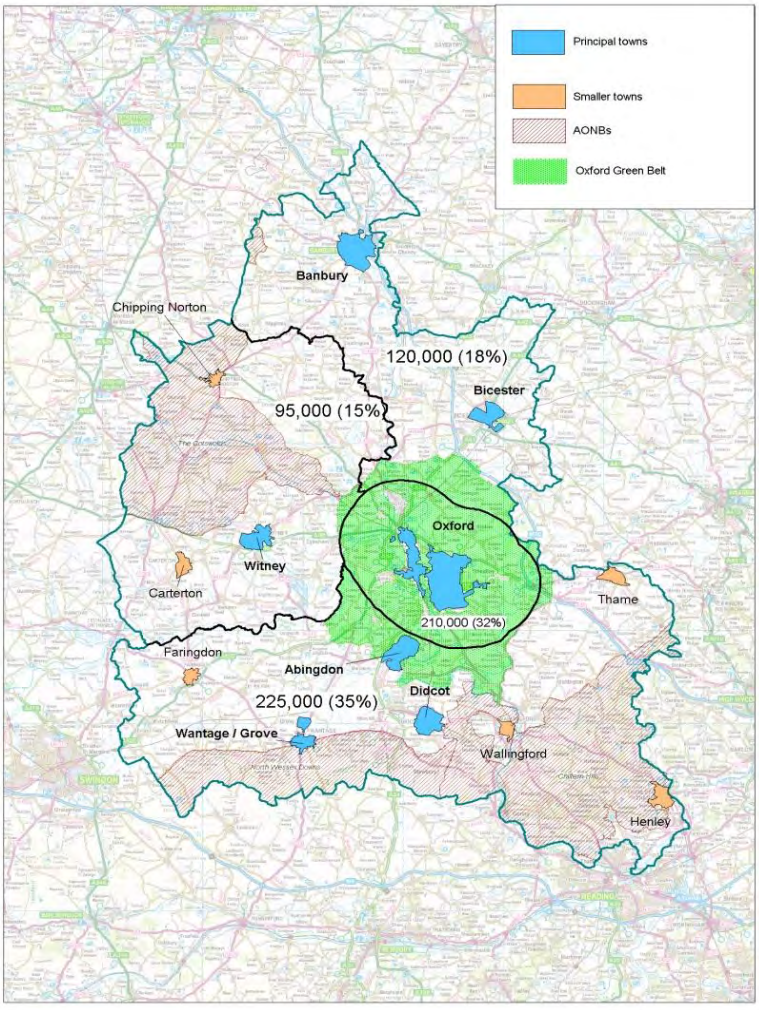
was presented showing an assessment of the various options against the plan objectives.

3.39 The Working Group endorsed the conclusions as set out in the report and agreed these should be presented to Cabinet on 24 May 2011. A preferred strategy was thereby agreed for inclusion in a draft waste planning strategy to be the subject of full public consultation. The relevant extract from the Cabinet report is included at Appendix 7 to show how this emerged.

**Waste Planning Consultation Draft**

3.40 The Consultation Draft outlined the options that had been considered and presented a preferred spatial strategy in policies W5 and W6. This envisaged that sites for new facilities would be located within 5 kilometres of large towns or 2 kilometres of small towns. Needs would be apportioned on the basis of the future population of four (not five) sub-areas (see map below).

Figure 5: Option Areas for apportioning waste needs (September 2011)



3.41 The main objectives were to drive the management of waste as far as possible up the waste hierarchy and to provide infrastructure that would allow the county to be net self-sufficient in meeting its own waste needs. Policy W5 provided for new facilities in specific locations (taking into account the distribution of existing facilities) which were illustrated on a Key Diagram (Figure 6):

- a new household waste recycling centre at Banbury;
- a waste transfer station in the Witney/Carterton area;
- a waste transfer station in the Didcot/Abingdon/Wantage&Grove area;
- recycling facilities (largely for C&I waste) in Bicester, Abingdon, Didcot, Faringdon, Henley-on-Thames and Thame;
- a residual waste treatment facility for C&I waste in the Abingdon/Didcot/Wantage&Grove area;
- recycling for CDE waste at Bicester, Didcot, Wantage&Grove, Oxford, Banbury, Witney, Carterton, Abingdon, Faringdon, Wallingford, Henley-on-Thames and Thame.

3.42 A further policy (W6) was introduced to guide the identification of suitable sites. This specified appropriate land uses to which priority would be given for additional waste development as follows, and set a general presumption against development on green field land:

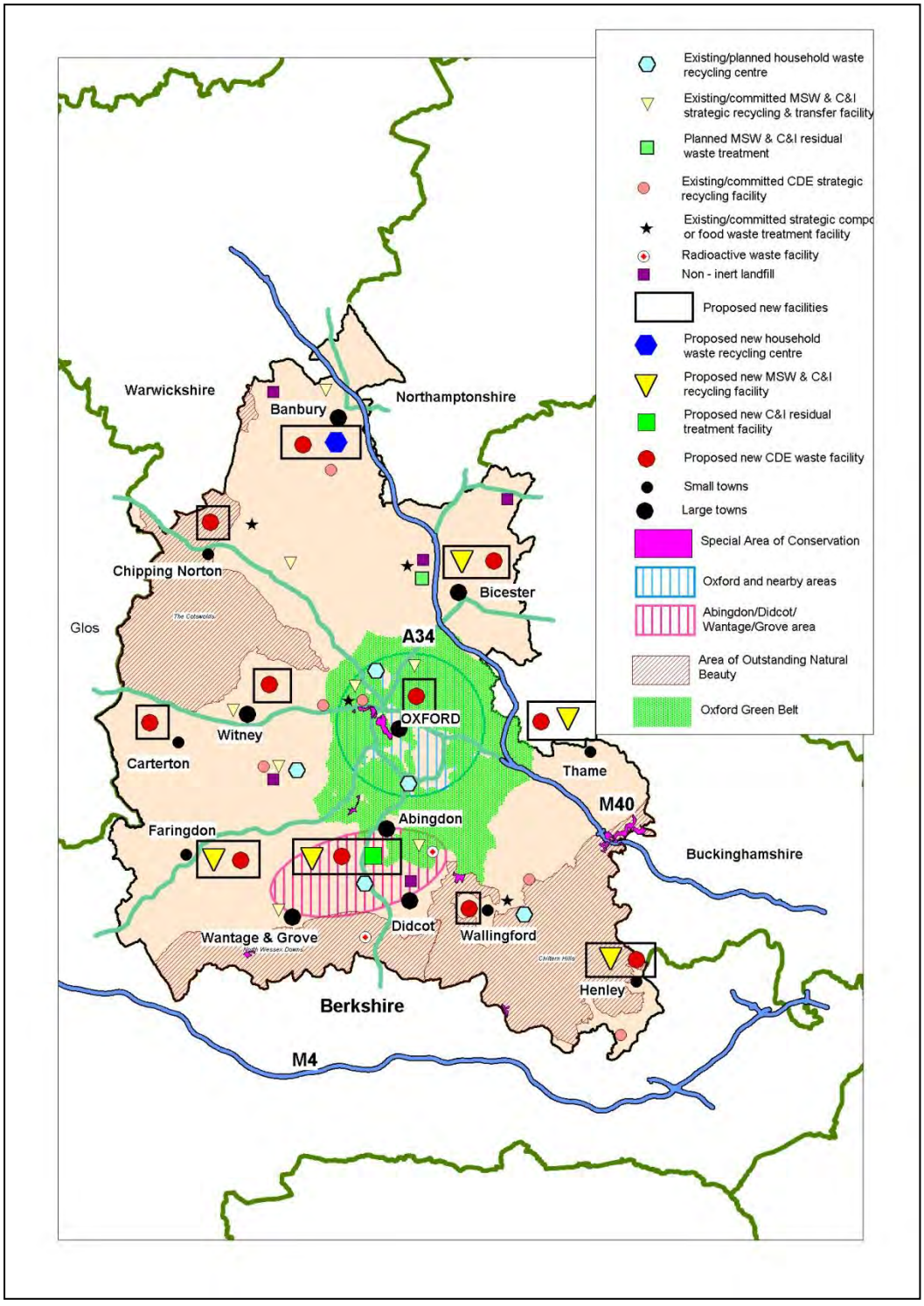
- land already in use permanently for waste management or industrial purposes;
- previously developed, derelict or underused land;
- land that involves agricultural buildings and their curtilage;
- land adjoining sewage works or other uses compatible with waste management;
- mineral working and landfill sites (but related only to the main operation and removed when that use ceases).

3.43 Policy W6 also addressed the approach to be taken to waste development in the Areas of Outstanding Natural Beauty and the Green Belt. In AONB's, development was expected to only be small scale and supporting text advised that this was unlikely to apply to facilities exceeding 20,000 tpa throughput. In Green Belt provision was made for facilities serving Oxford where the need could be shown to be over-riding and no other alternative sites were available.

3.44 Policies were also put forward for landfill, hazardous waste and radioactive waste. The approach to landfill (W7) confirmed that new non-hazardous waste facilities were not required but existing voids were to be safeguarded for on-going disposal needs. Inert waste that could not be recycled was to be used only for quarry restoration unless disposal elsewhere could demonstrate an environmental benefit. There was a general presumption in favour of facilities to manage hazardous waste, although a means test was to apply to facilities taking waste from outside Oxfordshire. Provision was made for the management of radioactive waste at Harwell and Culham (where facilities already existed) but there was a presumption against the development of facilities elsewhere.

3.45 Various Core Policies were put forward to provide criteria to address a range of environmental issues and that would need to be met before a proposed development site could be deemed acceptable. It would be expected that these policies would be applied in future site allocation or in the determination of planning applications.

Figure 6: Waste Key Diagram September 2011



3.46 The Minerals and Waste Stakeholder Forum discussed the preferred approach on 29 September 2011[38] and was concerned that the policies appeared to allow for the development of capacity in excess of that which would be required to manage Oxfordshire's waste. This was seen as a contradiction of the county's vision to be net self-sufficient. There were also concerns that the plan's recycling targets were not sufficiently ambitious, reference being made to the fact that at least one of the Districts was reportedly already achieving a 70% recycling rate – in excess of the plan's long term target. Members noted that a higher recycling target could reduce the need for an additional waste treatment facility in the south of the county. Concerns were also raised at the presumption that only one new facility be developed in each town and this could be anti-competitive.

3.47 Responses to the consultation were reported to the Minerals and Waste Plan Working Group on 21 December 2011[39]. The need for a second residual waste treatment plant (i.e. additional to that to be provided at Ardley) in the south of the county was questioned by many. Some also questioned the number of options that had been considered and how these had led to the chosen strategy. Nevertheless there was support for some parts of the strategy and where objection was raised the basis for the objection was not always the same. For example, some considered there was a greater need for facilities in Oxford; others felt this should be avoided. Some felt that the strategy lacked detail, others that the strategy was too prescriptive and provided little flexibility. Some were confused at the inclusion of small towns in the spatial strategy, most commenting that they should not feature.

**Proposed Submission Document (May 2012)**

3.48 At its meeting on 24 February 2012 the Minerals and Waste Plan Working Group[40] discussed changes to the strategy to address the comments that had been made. It was considered necessary to differentiate between locations for larger strategic facilities and smaller facilities, focussing strategic facilities close to the largest concentration of population and where most growth would take place. Bicester, Oxford, Abingdon and Didcot, closely linked by the A34, were thought to form a logical focus for such facilities. Smaller facilities did not need to be confined to this area, however, and if non-strategic facilities were focussed on the other main towns (Banbury, Witney and Wantage/Grove) a reasonable distribution of capacity should result. Much smaller facilities might be acceptable in more rural areas as these were more likely to meet local needs and need not be restricted to the immediate confines of the small towns. Rather than providing for a specific number of facilities, it was felt that additional recycling and composting facilities should generally be encouraged and the need for additional residual waste treatment facilities reviewed.

[38] Oxfordshire Minerals and Waste Development Framework Report of the Draft Waste Planning Strategy Consultation Meeting (Sep 2011).
[39] Minerals and Waste Plan Working Group – Note of a Meeting 21 December 2011
[40] Minerals and Waste Plan Working Group – Note of a Meeting 24 February 2012

3.49 The changes considered necessary were set out in paras 17-31 of the report to the County Council Cabinet on 13 March 2012[41] (see Appendix 8) and then incorporated into a Proposed Submission Document which was approved by full Council on 9 July 2013. The aim of net self-sufficiency was refined to acknowledge that this was unlikely to be possible for the more specialist needs of the hazardous waste and radioactive waste streams – the aim being for the county to make an appropriate contribution to their longer term management. Although the plan's aim to continue to provide landfill capacity for the disposal of waste from other areas, including London, had attracted adverse comment from local communities, this was recognised as an issue of strategic importance. A further review of waste needs and existing waste management capacity concluded that there was no longer a need for additional residual waste management capacity. There continued to be a need for recycling capacity but this was not immediate as temporary facilities would continue to provide necessary capacity to approximately 2020.

3.50 The revised spatial strategy was shown in a revised Key Diagram (Figure 7) that defined a broad area within which strategic facilities should be located and key towns to which other non-strategic facilities should generally be steered. Policy W5 confirmed that strategic facilities would be defined as handling more than 50,000 tonnes annually. Capacity requirements were not to be apportioned by sub area - there already being a reasonable balance of provision across the county. A table was included for guidance only indicating the balance of population in northern Oxfordshire, western Oxfordshire, southern Oxfordshire and the City area.

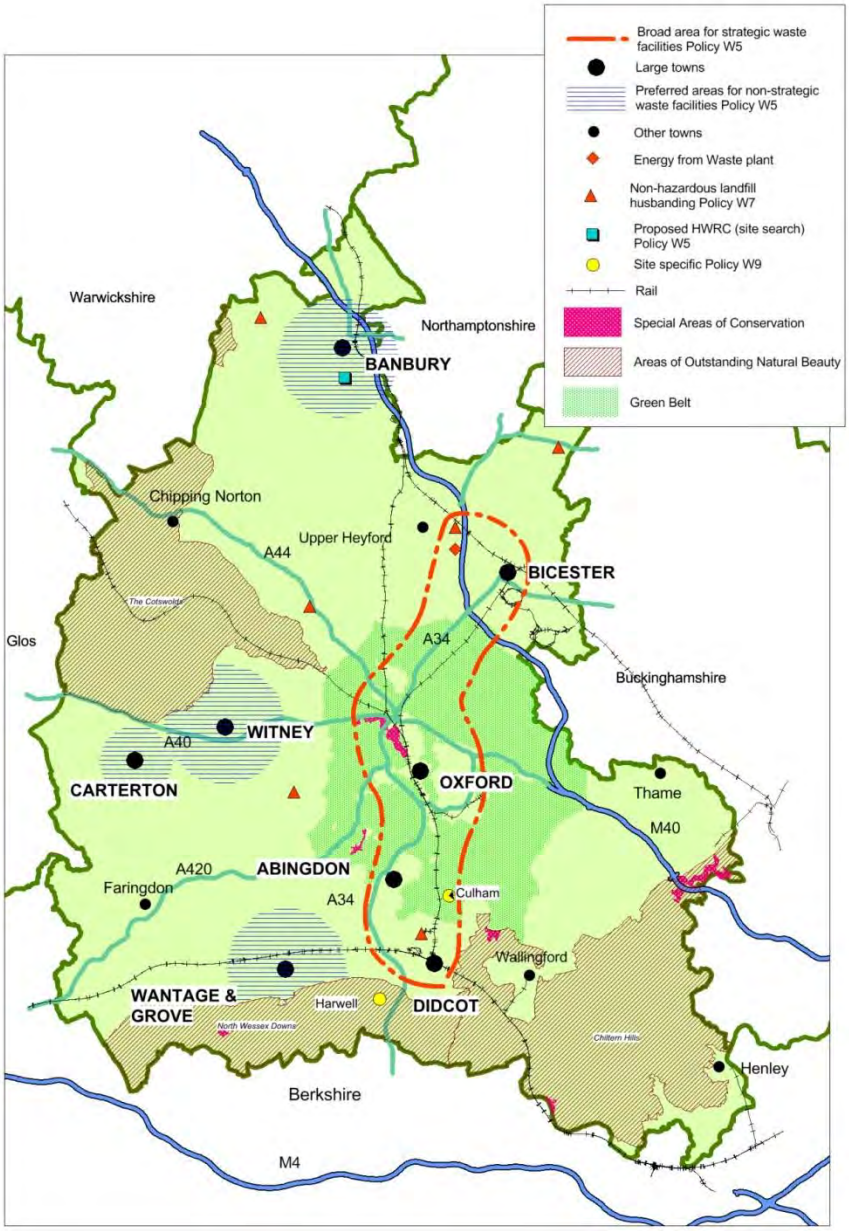
3.51 Policy W5 committed to providing specific facilities as follows:

- a household waste recycling centre to serve Banbury;
- municipal transfer stations to serve the south and west;
- recycling plants for C&I and CDE waste;

Facilities for re-use, recycling and composting were generally encouraged but additional facilities for treatment of residual waste would need to demonstrate a particular need.

[41] Oxfordshire Minerals and Waste Plan: Minerals and Waste Core Strategy – Proposed Submission Document. Report by Deputy Director for Environment and Economy – Growth & Infrastructure. (March 2012).

Figure 7: Waste Key Diagram (May 2012)




3.52 The approach previously taken by policy W6 was repeated, setting out types of land where facilities would normally be found acceptable and confirming the approach for sites located in Green Belt and AONB. This was believed to reflect concerns for these areas expressed by both the Minerals and Waste Stakeholder Group and in individual representations during plan consultation. The approach to Green Belt was considered to reflect national policy[42] which advised that the locational needs of some types of waste management facilities and the wider environmental and economic benefits of sustainable waste management should be given significant weight when considering

[42] As expressed in former PPS10: Planning for Sustainable Waste Management

development proposals. Green Belt land was therefore not excluded from the broad area identified as appropriate for strategic waste facilities.

3.53 Policy W6 continued to advise that in the AONB "only small-scale waste management facilities to meet local waste needs will normally be permitted." Supporting text again explained that facilities with a throughput of more than 20,000 tpa were unlikely to be compatible with an AONB. A definition for small-scale was considered important as areas around Wantage/Grove and Witney defined as appropriate for non-strategic waste facilities would otherwise overlap with an AONB. An appeal decision in Rotherfield Peppard, South Oxfordshire[43] had also found that the impact of a waste management facility utilising an existing agricultural building and having a throughput of 20,000 tpa was 'a relatively small-scale facility' but nonetheless one that caused 'a significantly harmful addition to the landscape'. The approach was also discussed with representatives of the Chilterns, Cotswolds and North Wessex Downs AONB Management Boards who have subsequently supported the approach.

3.54 The approach to landfill and hazardous waste remained unaltered. Policy W9 continued to provide for the management of radioactive waste at Harwell and Culham but was modified to delete reference to the presumption against other facilities being developed elsewhere.

**Submission of the Core Strategy**

3.55 Representations on the Proposed Submission Document are reported in the Statement of Consultation and Representations (October 2012)[44]. Most felt that the area identified as appropriate for strategic facilities was either too narrowly drawn or not needed, and some felt 50,000 tpa to be too low a threshold for such facilities. One of the larger mixed waste transfer stations and two of the larger CDE recycling facilities are located outside this area and the operators submitted that the area should be extended to include them. Some were also concerned that the strategic area as defined included several settlements and that the policy appeared to offer pay them no protection from the impact of large scale development.

3.56 The point was made that it was difficult to judge the appropriateness of a strategy without knowing how many facilities of what size were required, and that the Core Strategy should not leave site identification for a later stage. Further comment was made that the strategy was insufficiently clear about the role of the small towns, which had featured previously in the draft strategy.

3.57 There was acknowledgement that the types of sites being preferred (policy W6) were consistent with national policy but some were concerned that the approach to green field sites was too stringent given the difficulty of finding suitable sites in Oxfordshire. Operators felt there was no reason why a waste

[43] Appeal ref APP/U3100/A/10/2135645
[44] See Annex 1 of Statement of Consultation and Representations Dec 2015 (https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy)

facility in a quarry should be limited to being associated with the quarrying/landfill operation. Several commented that the approach to Green Belt was confused. The strategy allowed for the possibility of strategic facilities being developed on Green Belt land whilst advising that the strategic area had been widely drawn to allow for the possibility of facilities serving Oxford to be built on non-Green Belt land near Bicester or Didcot. Others felt the approach, if anything, too restrictive. Some were also concerned that the threshold identified for facilities in AONB was arbitrary and inappropriate.

3.58 The Council felt the objections capable of resolution and submitted the Core Strategy for examination but this overlapped with introduction of the National Planning Policy Framework and the Duty to Co-operate requirement. Concerns that the plan was not compliant with these requirements led to the withdrawal of the plan in July 2013[45]. There had been 71 representations on the waste planning strategy[46] and 38% of these addressed the spatial strategy as presented in policies W5 and W6.

3.59 Withdrawal of the Core Strategy obviously marked a significant milestone in development of the waste spatial strategy but much of the work is still regarded as relevant and has formed the basis for later work. Development of the waste planning strategy had been informed by sustainability appraisal and strategic environmental assessment where full public consultation on a draft documents had taken place: also by Habitats Regulation Assessment – as required by legislation. Key points are illustrated in the table below.

Table 10: Sustainability Appraisal and Strategic Environmental Assessment of emerging waste strategy

| Document | Summary |
|---|---|
| SA/SEA Scoping Report[47] | Identified key sustainability issues. In particular the need for sites to provide waste treatment capacity. |
| SA/SEA of Spatial Options[48] | Identified strengths and weaknesses of strategic options and the need to carefully assess impacts in more detail at site selection. No options specifically ruled out at this stage. |
| HRA of Strategy Options[49] | No requirement for more detailed assessment. |
| SA/SEA of Draft Strategy[50] | Assessed each policy. Approach to landfilling imported waste not in accordance with waste hierarchy but acknowledged to be necessary and to |

[45] Statement on Consultation and Representations Dec 2015 (see in particular para 4.4)
[46] Statement on Consultation and representations Dec 2015 (Annex 1)
[47] Minerals and Waste Development Framework Sustainability Appraisal (incorporating strategic environmental assessment) Scoping Report: April 2009
[48] Minerals and Waste Development Framework Sustainability Appraisal/Strategic Environmental Assessment of Waste Spatial Strategy Options: August 2011
[49] Minerals and Waste Development Framework Habitats Regulations Assessment: Screening Report for minerals and waste strategy options
[50] Minerals and Waste Development Framework Sustainability Appraisal/Strategic Environmental Assessment of the Pre-submission Minerals and Waste Core Strategy: March 2012

| | |
|---|---|
| | become more sustainable over time. Comment on the approach to final disposal of low level radioactive waste. All core policies follow and adopt sustainable principles. |
| SA/SEA of final Strategy | No fundamental points of concern. Careful attention required to detailed impacts at site selection. |

**Minerals and Waste Local Plan: Core Strategy Consultation Draft (Feb 2014)**

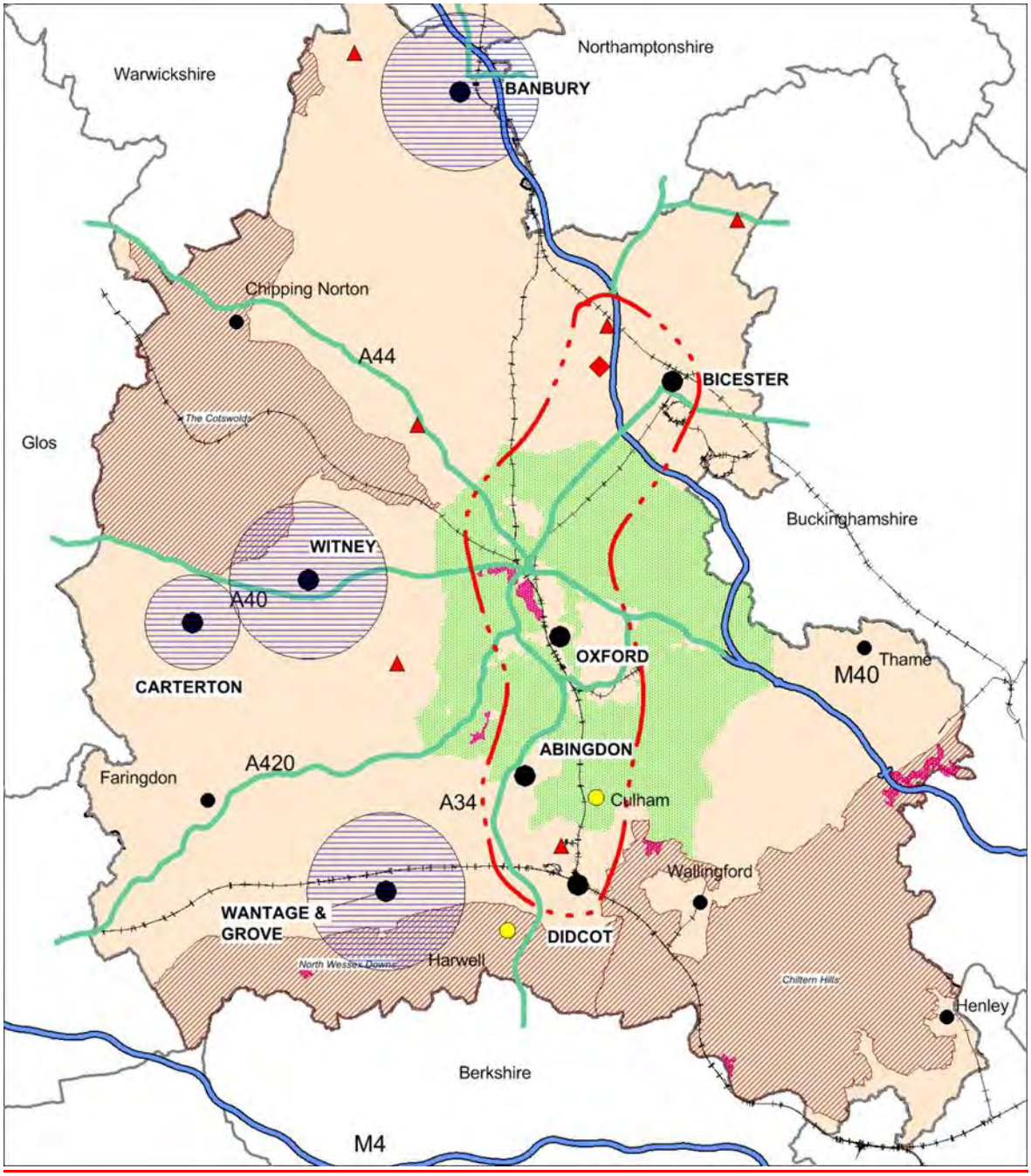
3.60 Following withdrawal of the Core Strategy work focussed on the resolution of concerns raised by other Waste Planning Authorities. Others had also raised concerns at some aspects of the Waste Needs Assessment and BPP Consulting was asked to undertake a review of this work. This resulted in reports on specific waste streams[51] and these led to revisions being made to some baseline assessments and forecasts.

3.61 Suggested changes to the previous policies were laid out in a report to the Council's Cabinet[52] on 28 January 2014 and are reproduced in Appendix 9. Minor adjustments were made to the waste aims and objectives but the substantive aims remained for the county to be net self-sufficient in the management of the main waste streams, to achieve the maximum diversion of waste from landfill and to use landfill capacity in a way that helped other areas with unmet disposal needs. To achieve these aims, further waste management capacity would be needed and although specific tonnage requirements were not provided it was re-affirmed that the need was for additional recycling capacity for Commercial and Industrial waste and for Construction, Demolition and Excavation waste.

3.62 Although there had been some criticism that the area suitable for strategic facilities was too narrowly defined, the Stakeholder Forum had supported the principle of locating facilities close to the main source of waste arising and the area was linked by the A34/M40 for strategic movement of waste. Little change was therefore made to this approach, although policy W5 no longer made specific provision for specific facilities. In particular, a separate review of the Council's Household Waste Recycling Strategy made commitment to the development of a new facility close to Banbury inappropriate. Also, provision for additional municipal transfer stations was already being made at Dix Pit (west) and Sutton Courtenay (south).

[51] Detail is provided in the Waste Needs Assessment August 2015
[52] See Appendix 4 of the Statement on Consultation and representations Dec 2015 (paras 17-27)

Figure 8: Waste Key Diagram (February 2014)




3.63 The Draft Plan continued to encourage facilities for re-use, recycling and composting, albeit through a different policy (W4). But facilities for the treatment of residual waste would still need to demonstrate that they would not prejudice the achievement of (recycling) targets.

3.64 Policy W6 continued to list land uses likely to be suitable for new waste management facilities but for facilities located at mineral workings or landfill sites the stipulation that they be related to those operations was dropped. The

provisions relating to Green Belt were not changed; the provisions for AONB were now included in policy C8 (Landscape).

3.65 The draft plan took the same approach to landfill (W7), and hazardous waste (W8). The policy on radioactive waste (W9) was broadened to include a general presumption in favour of proposals for management or disposal of radioactive waste where they would make a significant contribution to the management or disposal of Oxfordshire waste. An additional policy (W10) was introduced to make provision for facilities for waste water and sewage sludge at existing facilities.

**Minerals and Waste Local Plan: Core Strategy Proposed Submission Document (August 2015)**

3.66 Similar comment was made to the Draft Plan's waste policies to those made on the Proposed Submission Document May 2012. The Council's detailed responses to these comments is set out in Annex 2 to the Statement on Consultation and Representations December 2015 and indicates (see pages 140-150) where changes are to be made in the Proposed Submission Document. The representations are summarised in in a report to the County Council Cabinet of 25 November 2014 which also sets out planned changes to policies (reproduced in Appendix 10)

3.67 In the Proposed Submission Document policy numbers have changed, largely as a result of the provisions on waste imports (policy W2) being integrated into other policies (in particular for landfill). The waste spatial strategy is now effectively covered by policies W3, W4 and W5. Further interpretation of the policies is provided in supporting text and further explanation provided here as to any changes introduced.

Policy W3: Provision to be made for facilities

3.68 This policy commits to providing sufficient waste management capacity for Oxfordshire to be net self-sufficient in meeting its own needs for MSW, C&I and CDE waste[53]. Assessment of the capacity required is calculated from estimates of future waste arisings, how those amounts are to be managed, the capacity currently available and that which may be lost during the plan period. The waste spatial strategy needs to provide the means by which any additional capacity requirement can be brought forward.

3.69 Waste Needs Assessments have previously provided details of baseline waste arisings, forecast waste, the amounts to be diverted from landfill, the capacity already available, how much capacity may be lost during the plan period[54] and the amount of new capacity required. This continues to be the case, but information is now included in supporting text to this policy (Table 6) to confirm the capacity that is believed to be available throughout the plan

[53] Plan objective (i)
[54] Normally resulting from the loss of facilities subject to temporary planning permission

period and the additional capacity that is likely to be required (Table 7). Estimates of existing and future capacity are constantly changing as new planning permissions are implemented or temporary permissions not being replaced. Because of this, the capacity requirements in Table 7 are not fixed and are therefore not included in policy W3 itself. Instead, the policy commits to keeping capacity requirements under review in a published annual report.

3.70 Policy W3 commits to taking capacity gap requirements (i.e. the degree of need for a particular type of facility) into account when considering proposals for development. But it is not expected that this would act in a way that limited the number of re-use, recycling or composting facilities provided as this would not help in driving the management of waste up the waste hierarchy[55]. Rather the policy confirms that such proposals "will normally be permitted" – subject of course to satisfying other plan policies. This also responds to the fact that various iterations of the Waste Needs Assessment have consistently identified a need for such facilities during the plan period.

3.71 Different factors apply to facilities for the treatment of residual waste. Earlier in the plan making process Oxfordshire was reliant on landfill for disposal of waste that could not be recycled or recovered. Development of the Energy from Waste facility at Ardley went a long way to diverting from landfill that which could not be recycled or recovered, but there still appeared to be a need for additional capacity and this was expected to be met in the south of the county. However, waste recycling targets were increased in response to initial targets being met and, in some cases, exceeded and the landfill diversion target increased to reflect improving efficiency of waste treatment plant. Permission had also been granted for additional waste treatment capacity (albeit in the north of the county at Finmere) and the need for further capacity of this type – which economics typically dictate to be of a scale that is more likely to attract waste from a wider area – seems increasingly unlikely locally. The policy requires proposals for this type of facility to demonstrate that they will not compromise the achievement of the plan's other waste management targets – in particular by treating waste that could otherwise have been recycled.

Policy W4: Locations for facilities (for MSW, C&I and CDE waste).

3.72 In answer to concerns that earlier versions of the spatial strategy have been unclear in terms of the scale of facilities being provided for, the policy's supporting text includes a table (Table 8) that defines facilities in terms of their scale - measured by reference to annual throughput (tonnes). The throughputs that apply to strategic, non-strategic and small scale facilities have been informed by analysis of the county's existing waste management facilities. Appendix 11 provides details of the capacities of the various recycling, recovery and treatment facilities for the main waste streams[56]. Nearly 52% of the facilities in the rural areas have a capacity throughput of

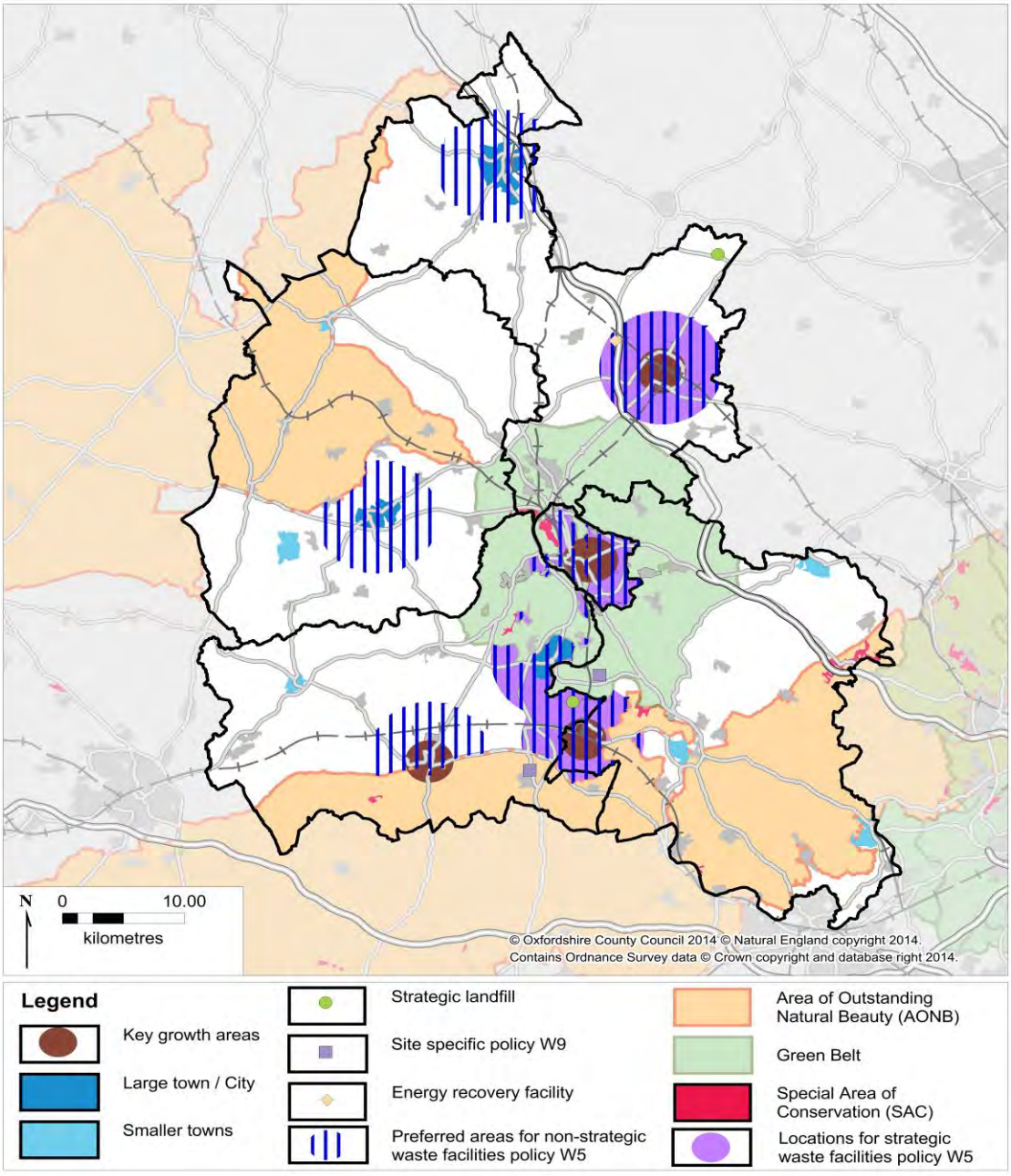
[55] Plan objective (iii)
[56] See also Appendix 12 of Waste Needs Assessment August 2015 (categories 3, 4, 5, 6 and 7)

less than 20,000 tpa and this appears to be a suitable threshold for a 'small scale' facility.

Table 11: Assessment of scale of existing facilities in rural areas in terms of annual throughput (tonnes per annum)

| | Facility Capacity (tonnes per annum) | | | | | |
|---|---|---|---|---|---|---|
| | <10,000 | <20,000 | <30,000 | <40,000 | <50,000 | Total |
| No. | 22 | 27 | 37 | 44 | 45 | 52 |
| % | 42.31 | 51.92 | 71.15 | 84.62 | 86.54 | 100 |

Figure 9: Waste Key Diagram (August 2015)



3.73 The area defined as appropriate for strategic facilities has been changed (from that in the Draft Plan). In part this responds to earlier concerns that the area was too restrictive, but also to a change in the government's approach to the siting of waste facilities in the Green Belt.

3.74 The strategic area as defined previously did not have regard to areas within 5 kilometres of Bicester, Abingdon and Didcot that may otherwise be considered acceptable for the accommodation of non-strategic facilities. Indeed, areas around these towns that should correspond to those shown for Banbury, Wantage/Grove and Witney were not included on the previous Key Diagram - this was itself illogical. The strategic area therefore now corresponds to the area defined as extending 5 kilometres from Bicester, Abingdon and Didcot and 10 kilometres from Oxford (reflecting the larger size of the City). Within this area, facilities up to and in excess of 50,000 tpa (i.e. all scales) may be found acceptable.

3.75 Appendix 12 provides details of the size of all of the towns identified as appropriate for either strategic or non-strategic facilities. This shows that 37% of the county lies within the strategic area and a further 14% covered by the remaining larger towns.

3.76 The extent to which these areas are affected by the Green Belt boundary is shown in the Key Diagram. Previously the strategic area washed over the Green Belt, implying an acceptance that waste management facilities may be found acceptable in this area (albeit subject to establishing in each case that there were very special circumstances for allowing what would otherwise be regarded as 'inappropriate development'). The reverse is now the case.

3.77 The previous position reflected the Council's interpretation of national policy as it then applied to waste development in the Green Belt[57]. In particular, PPS10 advised that when deciding planning applications the locational needs of some types of waste facility and the wider environmental and economic benefits of sustainable waste management are "material considerations that should be given significant weight". This tended to counterbalance the "significant weight" that the NPPF otherwise advised be applied to development that caused harm to the Green Belt.

3.78 This balance changed with the replacement of PPS10 by the National Planning Policy for Waste (NPPW). Para 6 of NPPW reiterates that special protection applies to Green Belts and that when preparing Local Plans Waste Planning Authorities "….should first look for suitable sites and areas outside the Green Belt for waste management facilities that, if located in the Green Belt, would be inappropriate development". NPPW continues to advise that some types of waste management facilities have particular locational needs[58] but significantly there is no longer reference to the need to give 'significant weight' to the wider environmental and economic benefits of sustainable

[57] NPPF paras 87 and 88; PPS10 para 3

[58] Implying that in some cases this amount to a very special circumstance to allow inappropriate development in the Green Belt

waste development when considering a proposal for a waste facility on Green Belt land.

3.79 This distinction was emphasised in a Ministerial Statement that introduced the NPPW, viz:

> *…….. the new policy strengthens and underlines the Government's commitment to protecting the Green Belt from development. We have emphasised the special protection given to the Green Belt, and made clear our expectation that when preparing Local Plans, waste planning authorities will work collaboratively with other planning authorities to first look for suitable sites and areas outside the Green Belt. We have also removed reference in previous policy that waste planning authorities should give significant weight to locational need and wider environmental and economic benefits when considering waste planning applications in the Green Belt.*
>
> *This approach brings national waste planning policy into line with the National Planning Policy Framework, which makes clear that most types of new development should only be approved in the Green Belt in very special circumstances. This maintains and enhances the stringent protection against inappropriate development in the Green Belt.*

3.80 The Council believes that this reinforces that it would be inappropriate for any Green Belt land to be identified as appropriate for any form of waste development (strategic or otherwise) and that the areas around Oxford, Didcot and Abingdon identified as appropriate for strategic and non-strategic facilities must be drawn in a way that excludes Green Belt land. This does not apply to Bicester where the Green Belt boundary does not overlap with the area identified as appropriate for waste development.

3.81 Some comments on the Draft Plan called for greater flexibility in the definition of the areas within which strategic and non-strategic facilities may be approved. The supporting text (paragraph 5.33 and 5.34) provides an element of flexibility, confirming that these boundaries are not to be applied rigidly where good access to a large town can be provided via one of the main lorry routes. The use of zones 5 km from the main towns (and 10 km from Oxford) derives from the work undertaken by ERM in 2007 and discussion with County Council Transport Planners. The Highways Agency also supported a 5 kilometre zone when commenting on options work in 2010[59].

3.82 No change has been made to the Draft Plan policy in so far as it applies to waste development in the rural areas, but adding a definition to the term 'small scale' (in terms of annual throughput) provides greater clarity. The intention is that in the more rural areas facilities should be of a scale that serves only local needs. In most cases facilities will be dependent on the use of narrower roads, in some cases involving lorry movements through local villages. Such movements are less likely to be tolerated if a facility is known to

[59] See Annex B of report to Minerals and Waste Working Group 24 January 2011

serve the needs of a wide area – including larger towns. Levels of traffic also need to be restricted in the interests of road safety.

3.83 This policy commits to making specific and adequate provision for sites in the Part 2 Plan and for site assessment to be guided by the other policies in this plan, including the Core (Environmental) Policies. Although this may appear to be self-evident, this has not been made clear previously and it is necessary for the Part 1 Plan to make clear the basis on which the Part 2 Plan will make decisions on site allocation. A site assessment methodology had previously been set out in the Waste Sites Issues and Options Consultation Paper (February 2007) but this is now out of date.

Policy W5: Siting of waste management facilities

3.84 Comments on this policy, formerly W6 in the Draft Plan, were varied but there does seem to be support for the general approach of identifying land uses where waste management uses are likely to be found acceptable in principle. Some operators feel that the range of land uses identified are too restrictive, but the Council believes that few changes have been merited – as explained in its comments to the various representations[60].

3.85 Although not opposed to the identification of land already in use for waste management or mineral extraction, some operators were concerned that the policy advocates the removal of facilities at the end of the mineral or landfill operations. Paragraph 5.42 of the supporting text explains the reasons for the approach although it fails to point out that there may be circumstances whereby facilities might be able to continue if properly designed into an acceptable restoration scheme. Such cases are better assessed on a case by case basis (through a planning application) but blanket acceptance of this principle in policy would not be appropriate as there will be cases whereby a continuation of a waste use may be unacceptable, particularly if located close to residential properties or in sensitive landscapes.

3.86 The general presumption that new development should take place on previously developed land, avoiding green field sites, has been accepted by most although one operator proposed the presumption against developing on green field land be deleted. It is argued that this conflicts with the fact that the policy identifies land occupied by agricultural buildings as being appropriate for waste use, whereas the NPPF confirms that such land should not be regarded as 'Previously Developed Land' (and is therefore, by definition, green field land).

3.87 However, land associated with agricultural buildings is specifically identified in NPPW as being appropriate for waste development so it is appropriate that such land also be identified in the Local Plan. Its inclusion does not justify the development of other green field land and removing from the policy a presumption against the development of other green field land would not be consistent with the NPPF aim (para 17) of encouraging the reuse of

[60] Annex 2 to the Statement on Consultation and Representations Dec 2015 (pp146-149)

previously developed land. The policy does not place a blanket ban on the development of green field land, but calls for proposals on such land to demonstrate that they are 'the most suitable and sustainable option' - providing a necessary degree of flexibility for assessing individual proposals on their merits.

3.88 Concerns have been expressed at the intention that any waste development in Areas of Outstanding Natural Beauty should only be 'small scale'. This was included in previous iterations of the policy (formerly W6) and supporting text had suggested that in AONB facilities of more than 20,000 tpa were unlikely to be considered small-scale and would not be compatible with the principles of designation. The supporting text to the policy (para 5.45) explains that this issue is now covered by policy C8 (Landscape), but this is still an integral part of the spatial planning strategy.

3.89 National policy (para 116 NPPF) advises that major development should not be allowed in AONB *"except in exceptional circumstances and where it can be demonstrated they are in the public interest".* 'Major development' is not defined in national policy and because part of the North Wessex Downs and Cotswolds AONBs overlay areas around Didcot, Wantage and Witney where waste development of up to 50,000 tpa would normally be appropriate it is necessary to consider whether such development would be appropriate in AONB.

3.90 Attention has already been drawn[61] to an appeal decision that the Council believes helpful in determining that it is most unlikely such facilities would be compatible with the aims of AONB designation. The decision letter addressing a more recent relevant appeal (involving land in the North Wessex Downs AONB in neighbouring West Berkshire) is included in Appendix 13. Here the Inspector considered that a facility processing in the region of 25,000 tpa would be 'out of character with the beauty and tranquillity of the AONB'[62]. Reference is made in this decision to Oxfordshire's emerging policy. In paragraph 14 the Inspector notes that the approach taken to 'small scale development' in the previous Core Strategy Proposed Submission Document 'would seem a prudent approach'; that in the absence of specific parameters 'small scale' must be left a matter of fact and degree; and that the emerging Local Plan defines this in terms of a 20,000 tpa threshold. The Inspector appears to find this helpful when reaching his initial conclusions (para 16).

3.91 The former South East Plan (policy W17) provided that 'small scale' waste development should not be precluded from AONB's where it would not compromise the objectives of designation. The Plan did not define such facilities in terms of throughput, but supporting text (para 10.57) confirmed that in AONBs "facilities will probably be smaller in scale and associated with rural communities'. There is evidence that points to 20,000 tpa being a useful benchmark in terms of defining the upper limit to a small-scale waste facility[63],

[61] See para 3.52 (Rotherfield Peppard)
[62] The facility was located in an active quarry and was allowed to remain for a period of just over 3 years.
[63] See para 3.52 (Rotherfield Peppard)

and this approach has been discussed with the three AONB Boards previously and not found unacceptable. However, this could be seen as too prescriptive in AONB's where some flexibility for judgement on impact on character and landscape must be given and setting a limit of 20,000 tpa may not be helpful in a case where a smaller facility (say 10,000 tpa) may still be considered to have a harmful impact in its particular setting. For these reasons the supporting text to policy C8 no longer refers to a definition of small scale in terms of annual throughput. But in practice facilities in AONB are unlikely to exceed 20,000 tpa as policy W4 looks to restrict facilities in all rural areas to 20,000 tpa, and this extends to all areas covered by AONB's in Oxfordshire. For the avoidance of doubt, however, the zones around Didcot, Wantage and Witney have been defined to not overlap with AONB, confirming that non-strategic facilities (20,000 tpa – 50,000 tpa) are not appropriate in these areas.

3.92 As already mentioned (para 3.77-3.79) the approach taken to Green Belt land in this policy has been changed from that of the Draft Plan and in line with comment made by the Oxford Green Belt Network. The approach now being taken is explained fully in the Plan (paras 5.46 – 5.48) and is not repeated here. A recent appeal decision involving the proposed development of a waste transfer station on Green Belt land illustrates the importance of protecting the Green Belt from inappropriate development[64]. Paragraph 54 of the decision letter acknowledges that there were a number of considerations that weighed in favour of the proposal[65] but these were not sufficient to overcome the harm to the Green Belt that would be caused and which the Inspector described as 'considerable' – also emphasising NPPF advice that substantial weight be given to any harm to the Green Belt.

Specialist Wastes (policies W7; W8; W9; W10)

3.93 Policy W7 (Hazardous Waste) recognises that Oxfordshire is unlikely to become net self-sufficient in managing this waste stream and should generally be welcoming of facilities. The policy also recognises that most facilities may well serve a wider area than a single county and can be found acceptable provided evidence is available to demonstrate that they serve a need not adequately covered elsewhere. Most facilities tend to fall within the plan's definition of small-scale and the spatial strategy is therefore unlikely to provide a constraint to their location.

3.94 New policy W8 introduces an approach to the management of agricultural waste and responds to recent national guidance[66] that such waste should be provided for in Waste Local Plans. Such policy was not included in the Draft Plan so no comment is available. The vast majority of this waste is organic and any on-site treatment facilities are likely to be found acceptable. Where treated with other organic wastes facilities should be located in accordance

[64] Appeal Ref: APP/U3100/A/14/2221906: The Marshes, Sheehan Plant Hire and Haulage, Woodstock Road, Yarnton, Oxfordshire, OX5 1PH

[65] In para 41 the Inspector concluded "….there is no dispute that there is a need for the proposed waste recycling capacity and I give the benefits of the scheme in this respect significant weight….."

[66] National Planning Policy Guidance Waste ID 28-014-20141016

with the spatial policies (W4 and W5). Non-organic agricultural waste is likely to enter the C&I waste stream and dealt in facilities that are again located in accordance with policies W4 and W5.

3.95 Draft Plan policy W9 (radioactive waste) was generally well received by the operators at Culham and Harwell although some correction to the supporting text has been made in the case of Culham. The policy provides for the treatment and storage of intermediate level waste and the treatment, storage and disposal of low level waste at both sites – although in practice economics will determine that disposal is more likely to be at an off-site option.

3.96 Previously a policy that concentrated on two main sites, the policy has been adapted in response to comments by other Waste Planning Authorities[67] and more recently the Environment Agency and now recognises a possibility that proposals for management or disposal of this waste could come forward on other sites and that these should be considered positively if, as would be likely, they were designed to manage waste generated in Oxfordshire. As with hazardous waste, it is likely that any such facility might serve the needs of a wider area and where this is the case it would be expected that evidence be provided that a need is being addressed that is not adequately catered for elsewhere.

3.97 Changes to policy W10 (waste water and sewage sludge) responds to comments by Thames Water plc to the Draft Plan policy. Although such need is not yet clear, the policy provides for the development of new facilities (if necessary) as well as for the improvement of existing facilities. The supporting text to policy W5 contains a footnote that explains such facilities are an obvious example of facilities that have particular locational needs that may justify a location within the Green Belt. Policy W10 also recognises that such needs may give rise to circumstances where proposals may not mean one or more of the criteria identified in Core Policies, in which case impacts will be expected to be minimised and evidence provided that the need to be met cannot be provided for elsewhere.

[67] Northamptonshire and Cumbria County Councils

## 4. Conclusions

4.1 This topic paper sets out the evolution of the waste spatial strategy, as set out in policies W3, W4 and W5 and the waste key diagram in the submitted Minerals and Waste Local Plan: Part 1 – Core Strategy. The development of this strategy has had regard to changes in national policy, comments and representations made on the plan at the various consultation and publication stages and the outcomes of sustainability appraisal at the different stages of plan preparation. The waste spatial strategy in the submitted Core Strategy represents the culmination of the overall plan preparation process which has led to identification of the Council's selected spatial approach to providing for facilities to manage the principal waste streams in Oxfordshire.

4.2 Appendix 14 provides an assessment of how the waste policies in the submitted Core Strategy align with the waste issues identified in the Plan and the waste planning objectives of the Plan, focussing particularly on those relating to the spatial strategy.

# Appendix 1

## Locations for new housing growth

**Locations for new housing growth**

| District | Location | No. of Houses | OMWLP: Pt 1 Plan | | Comment |
|---|---|---|---|---|---|
| | | | Strategic Area | Non-Strategic Area | |
| | | | | | |
| Cherwell | Bicester | 10,130 | ✓ | | Recently adopted plan. Early review planned to consider the accommodation of unmet housing need from Oxford that is being examined under Growth Board joint working arrangements (to report in August 2016). |
| | Banbury | 7,320 | | ✓ | |
| | Upper Heyford | 2,360 | | | |
| | Rest of District | 3,030 | | | |
| | Total | 22,840 | | | |
| | | | | | |
| Oxford | Oxford | 8,000 | ✓ | | Recently adopted plan. Future review to determine how much of SHMA need can be accommodated in the City. |
| | | | | | |
| South Oxfordshire | Didcot | 6,300 | ✓ | | Recently adopted plan but now subject to review to consider meeting SHMA need and the accommodation of unmet housing need from Oxford that is being examined under Growth Board joint working arrangements (to report in August 2016). |
| | Henley | 400 | | | |
| | Thame | 775 | | | |
| | Wallingford | 555 | | | |
| | Rest of District | 3,460 | | | |
| | Total | 11,490 | | | |
| | | | | | |
| Vale of White Horse | Didcot | 3,350 | ✓ | | Local Plan currently under examination with housing proposals in line with SHMA (but excluding any allocation to meet the City's unmet need). |
| | Wantage | 1,500 | | ✓ | |
| | Grove | 3,250 | | ✓ | |
| | Harwell + Campus | 1,600 | ✓ | | |
| | Milton Heights | 400 | ✓ | | |
| | Sutton Courtenay | 220 | ✓ | | |
| | Abingdon | 1,000 | ✓ | | |

| | | | | | |
|---|---|---|---|---|---|
| Vale of White Horse (contd.) | Radley/Kennington | 510 | ✓ | | |
| | Faringdon | 950 | | | |
| | Shrivenham | 500 | | | |
| | Kingston Bagpuize | 280 | | | |
| | East Hanney | 200 | | | |
| | Stanford-in-the-Vale | 200 | | | |
| | Rest of District | 6,600 | | | |
| | Total | 20,560 | | | |
| | | | | | |
| West Oxfordshire | Witney area | 3,700 | | ✓ | Local Plan examination likely to be suspended for a year following Inspector's preliminary finding that housing proposals not justified (fail to meet SHMA totals). Further work to also consider accommodating unmet housing need from Oxford that is being examined under Growth Board joint working arrangements (to report in August 2016). |
| | Carterton area | 2,600 | | | |
| | Chipping Norton area | 1,800 | | | |
| | Eynsham-Woodstock | 1,600 | ✓ | | |
| | Burford-Charlbury | 800 | | | |
| | Total | 10,500 | | | |
| | | | | | |

# Appendix 2

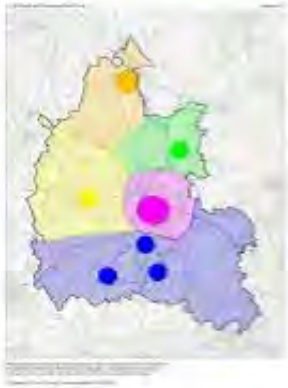
## Waste Spatial Strategy Summary Sheets

# Development of the strategy for Locations for facilities to manage the principal waste streams – Part A

## March 2010

In March 2010 the Minerals and Waste Plan Working Group considered the development of spatial strategy options based on the location of new waste facilities within 5 kilometres of the periphery of the larger towns and 2 kilometres of the smaller towns.

The Working Group also discussed whether there was benefit in sub-dividing the county, with areas focussed on one or more of the large towns, with a view to apportioning waste needs equitably by area.



## Waste Spatial Strategy Options – August 2011 (SA Report)

Spatial strategy options for all the principal waste streams.

**MSW**: New recycling facility to serve Banbury. The proposed locations of the two residual transfer stations are south (Abingdon/Didcot/Wantage and Grove) and west (Witney/Carterton) areas of the county.

**C&I**: 3 options for recycling C&I waste:

- Option A: concentrate additional provision at or close to Oxford
- Option B: make additional provision at or close to the large towns in the north and south of the county
- Option C: additional capacity to be made at or close to large and smaller towns in the north (Bicester) and south (Abingdon, Didcot, Faringdon, Henley and Thame).

2 options for residual treatment of C&I waste

- Option A : provision of a single large facility in the Abingdon/Didcot/Wantage and Grove area
- Option B: provision of 2 smaller facilities in the Abingdon/Didcot/Wantage and Grove area; and in the Witney area

**CD&E**: 3 options for recycling CD&E waste:

- Option A: concentrate additional permanent provision at or close to Bicester, Didcot and Wantage and Grove and temporary facilities at landfill quarry sites across Oxfordshire
- Option B: provide for dispersed additional permanent CD&E recycling capacity at or close to Oxford and large and smaller towns as well as make use of temporary facilities at landfill sites and quarry sites where opportunities arise across the county
- Option C: additional permanent provision at or close to Oxford and large and smaller towns in the county

Options were also included for landfill, hazardous and radioactive waste.

SA: The SA identified the effects of each of the options against the sustainability objectives. In relation to the principal waste streams the only significant effects that were identified were positive effects for the following options:

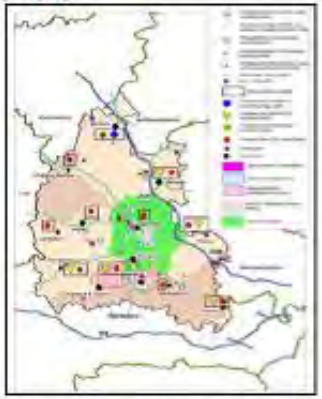
- For 'Recycling of MSW' related to SA11 'waste hierarchy', as the option makes additional provision for recycling; and
- For 'Residual Treatment of C&I waste', Option 1 in relation to SA12 'economic growth' as the option provides for economies of scale that would attract investment by the private sector.

The SA did not make recommendations as to which option should be taken forward.

## Waste Planning Consultation Draft - Sept 2011

The Consultation Draft presented a preferred spatial strategy in policies W5 and W6. This envisaged that sites for new facilities would be located within 5 kilometres of large towns or 2 kilometres of small towns. Policy W5 (Provision of additional waste management facilities) provided for new facilities in specific locations and these were illustrated on a Key Diagram:

- a new household waste recycling centre at Banbury;
- a waste transfer stations in the Witney/Carterton area;
- a waste transfer station in the Didcot/Abingdon/Wantage&Grove area;
- recycling facilities (largely for C&I waste) in Bicester, Abingdon, Didcot, Faringdon, Henley and Thame;
- a residual waste treatment facility for C&I waste in the Abingdon/Didcot/Wantage&Grove area;
- recycling for CDE waste at Bicester, Didcot, Wantage&Grove, Oxford, Banbury, Witney, Carterton, Abingdon, Faringdon, Wallingford, Henley and Thame.



Policy W6 (Sites for waste management facilities) was introduced to guide the identification of suitable sites. This specified appropriate land uses to which priority would be given for additional waste development and set a general presumption against development on green field land.

Policy W6 also addressed the approach to be taken to waste development in the Areas of Outstanding Natural Beauty and the Green Belt. In AONBs, development was expected to only be small scale (supporting text suggested 20,000 tpa throughput). In Green Belt provision was made for facilities serving Oxford where the need could be shown to be over-riding and no other alternative sites were available.

The approach to landfill (W7) confirmed that new non-hazardous waste facilities were not required but existing voids were to be safeguarded for on-going disposal needs. Inert waste that could not be recycled was to be used only for quarry restoration unless disposal elsewhere could demonstrate an environmental benefit.

Policies were also put forward for hazardous waste and radioactive waste. There was a general presumption in favour of facilities to manage hazardous waste, although a means test was to apply to facilities taking waste from outside Oxfordshire. Provision was made for the management of radioactive waste at Harwell and Culham (where facilities already existed) but there was a presumption against the development of facilities elsewhere.

SA: Identified strengths and weaknesses of strategic options and the need to carefully assess impacts in more detail at site selection. No options specifically ruled out at this stage.

Significant positive effects were identified for policy W1 against SA11 'self-sufficiency' as the policy directly supports this objective, and Policy W3 against SA10 'waste hierarchy' as the policy seeks to make provision for additional recycling, composting and recovery of resources and minimise disposal.

No significant adverse effects were identified.

# Development of the strategy for Locations for facilities to manage the principal waste streams – Part B

## May 2012: Publication/Submission (withdrawn)

**Policy W5: Provision of additional waste management facilities**

It was considered necessary to differentiate between locations for larger strategic facilities and smaller facilities, focussing strategic facilities close to the largest concentration of population and where most growth would take place. Bicester, Oxford, Abingdon and Didcot, closely linked by the A34, were thought to form a logical focus for such facilities. Smaller facilities did not need to be confined to this area, however, and if non-strategic facilities were focussed on the other main towns (Banbury, Witney and Wantage/Grove) a reasonable distribution of capacity should result. Much smaller facilities might be acceptable in more rural areas as these were more likely to meet local needs and need not be restricted to the immediate confines of the small towns.

The revised spatial strategy was shown in a revised Key Diagram (below) that defined a broad area within which strategic facilities should be located and key towns to which other non-strategic facilities should generally be steered. Policy W5 confirmed that strategic facilities would be defined as handling more than 50,000 tonnes annually and also made specific provision for: a household waste recycling centre to serve Banbury; Municipal waste transfer stations to serve the south and west of the county; and recycling plants for commercial and industrial waste and for construction and demolition and excavation waste (to produce recycled aggregates and soils).

**Policy W6: Sites for waste management facilities**

The approach previously taken by policy W6 was repeated, setting out types of land where facilities would normally be found acceptable and confirming the approach for sites located in Green Belt and AONB.

The approach to landfill and hazardous waste remained unaltered. Policy W9 continued to provide for the management of radioactive waste at Harwell and Culham but was modified to delete reference to the presumption against other facilities being developed elsewhere.

SA: the SA found that W5 was likely to have positive effects upon SA objective 11, enabling Oxfordshire to be self-sufficient and contributing towards moving waste up the waste hierarchy. Positive effects upon reducing greenhouse gas emissions and minimising the negative impacts of transporting waste by road were also identified.

For policy W6 the SA identified a range of positive effects. In addition for some SA objectives the effects were uncertain as they will be dependent upon development locations.

## February 2014: Consultation Draft

**Policy W5: Locations for waste management facilities**

Following support for the principle of locating facilities close to the main source of waste, little change was made to this approach, although policy W5 no longer made specific provision for certain facilities.

**Policy W6: Siting of waste management facilities**

Policy W6 continued to list land uses likely to be suitable for new waste management facilities but for facilities located at mineral workings or landfill sites the stipulation that they be related to those operations was dropped. The provisions relating to Green Belt were not changed; the provisions for AONB were moved to policy C8 (Landscape).

The draft plan took the same approach to landfill (W7), and hazardous waste (W8). The policy on radioactive waste (W9) was broadened to include a general presumption in favour of proposals for management or disposal of radioactive waste where they would make a significant contribution to the management or disposal of Oxfordshire waste. An additional policy (W10) was introduced to make provision for facilities for waste water and sewage sludge at existing facilities.

SA: The SA identified significant positive effects for Policy W6 in relation to the objective on land and soil quality. No significant negative effects were identified for any of the policies.

## August 2015: Publication

In the Proposed Submission Document, the waste spatial strategy is now effectively covered by policies W3, W4 and W5.

**Policy W3: Provision to be made for facilities**

This policy commits to providing sufficient waste management capacity for Oxfordshire to be net self-sufficient in meeting its own needs for MSW, C&I and CDE waste.

**Policy W4: Locations for facilities to manage the principal waste streams**

In answer to concerns that earlier versions of the spatial strategy have been unclear in terms of the scale of facilities being provided for, the policy's supporting text defines facilities in terms of their scale - measured by reference to annual throughput (tonnes). The throughputs apply to strategic, non-strategic and small scale facilities. The area defined as appropriate for strategic facilities has been changed and now corresponds to the area defined as extending 5 kilometres from Bicester, Abingdon and Didcot and 10 kilometres from Oxford, excluding the Greenbelt.

**Policy W5: Siting of waste management facilities**

The general presumption that new development should take place on previously developed land, avoiding green field sites, has been accepted by most and the approach changed little.

SA: For Policy W3 a significant positive effect has therefore been identified against this objective on self-sufficiency (SA11). Effects upon the majority of SA objectives are dependent upon where this provision is located. This issue is addressed by Policies W4, W5 and the common core policies and the effects are more likely in the medium to long term when further capacity may be required.

For Policy W4, provision of facilities close to waste arisings of the County's future growth areas is likely to have positive effects as it should minimise adverse effects associated with waste transportation. However, it is recognised that there will be differing effects according to the exact location and type of facilities.

The SA identified significant positive effects for Policy W6 in relation to the objective on land and soil quality. Other positive effects were identified.

No significant negative effects were identified for any of these policies.

## Appendix 3

# Meetings of the Minerals and Waste Stakeholder Forum

**Minerals and Wand Waste Stakeholder Forum – items discussed**
**(waste only items highlighted)**

| Date of Meeting | Main Issues Discussed |
|---|---|
| | |
| 20 May 2005 | Community involvement in the preparation of the Local Plan and the determination of planning applications (Desired outcomes; Overall principles; Specific techniques; Preferred approach) to assist in the preparation of the Statement of Community Involvement. |
| | |
| 23 June 2005 | Aims and Objectives for both minerals **and waste**. Main Issues and possible options for addressing them:<br>- Minerals supply/working issues;<br>- **Waste management planning issues.** |
| | |
| 4 May 2006 | Site selection methodologies for minerals sites **and waste sites** |
| | |
| 4 July 2006 | Aims and objectives of the Issues and Options Consultation Paper (June 2006).<br>Strategy for the location on new minerals workings<br>**Strategy for the location of new waste management facilities** |
| | |
| 12 September 2006 | Representations on the Issues and Options Consultation Paper (June 2006) and future direction. |
| | |
| 29 November 2006 | Criteria and issues to be taken into consideration in the identification of potential sites for mineral workings using real information about Oxfordshire sand and gravel resources. |
| | |
| 30 January 2007 | **Weighting of criteria to be used for the selection of sites for waste management and application to specific site example (Langford Lane, Kidlington)** |
| | |
| 29 September 2011 | Aims/objectives and policies in the Draft Minerals Planning Strategy (Sept 2011)<br>**Aims and objectives and policies in the Draft Waste Planning Strategy (Sept 2011)** |

## Appendix 4

# Meetings of the Minerals and Waste Plan Working Group

Meetings of the Minerals and Waste Planning Working Group

Discussion on matters related to the Waste Planning Strategy

| Date | LDS Timetable | Waste Topics | | | | |
|---|---|---|---|---|---|---|
| | | Objectives | Needs | Issues | Strategy | Siting |
| 13.05.2004 | X | | | | | |
| 20.09.2004 | X | | | | | |
| 22.11.2004 | X | | | | | |
| 17.01.2005 | | | X | | | |
| 16.03.2005 | X | X | | | | |
| 19.07.2006 | | | | | | X |
| 26.09.2006 | | | | | X | |
| 29.03.2007 | X | | | | X | X |
| 30.05.2007 | | | | | X | X |
| 10.09.2007 | | | | | | X |
| 23.02.2009 | X | X | | | | X |
| 14.04.2009 | X | X | | | | X |
| 31.07.2009 | X | | X | | | |
| 29.09.2009 | | | X | X | | |
| 18.01.2010 | X | | | | | |
| 29.03.2010 | | X | X | X | X | |
| 26.05.2010 | X | | | | | |
| 24.01.2011 | | | | X | X | |
| 09.05.2011 | X | | | | X | |
| 21.12.2011 | | | X | | X | |
| 24.02.2012 | | | X | | X | X |

**Appendix 5**

**Cabinet Report 13 March 2012**

# Guidance on Criteria to be used in identifying sites suitable for residual waste treatment

## *B1 SHORTLISTING CRITERIA*

### *B1.1 HOW THE CRITERIA HAVE BEEN DEVELOPED AND APPLIED*

34. The City of Oxford and the towns of Banbury, Bicester, Abingdon and Didcot contain a sizeable proportion of the County's population and are linked by the strategic roads of M40/A34. With the exception of Witney and Wantage & Grove, which are more distant from this central area, they will jointly accommodate most of Oxfordshire's growth and it would be sensible to focus strategic waste facilities in the corridor formed by these towns. To avoid excessive journey times, sites that are further than about 10km from the centre of these towns should be excluded, except in the case of Oxford where a distance of about 15km should be applied. This is because of the city's greater size and because most of the area within 10km of Oxford is Green Belt. These distances are intended to be indicative; significant sites which lie just outside of the core area should not automatically be excluded from the short list.

2. A site of less than 1.0ha is unlikely to provide sufficient size for a strategic facility. In arriving at this figure regard has been had to guidance published by the Department for Environment, Food and Rural Affairs and the (former) Office of the Deputy Prime Minister. In some cases the exact size of a site is not known – for example where it has not been possible to define a precise development boundary because details of ownership are unclear. For the purpose of short listing it is not necessary to identify a specific site size; where site size is not already known a judgement will be made using available information e.g. O.S. plan base and visual inspection where necessary.

3. Convenient access to the main road net work is a key requirement (see Core Strategy preferred options report). Safe access to an 'A' road is most desirable; however, a site will still be suitable if it has access to a 'B' or 'C' road which is capable of handling HGV traffic between the site and an 'A' road. What constitutes a convenient distance between a site and an 'A' road cannot be prescribed, but this is unlikely to extend beyond 1-2 km. A professional judgement will be made using initial observations made by County Council Highway and Transportation Officers where available. The effect of HGV traffic on residential property fronting a minor 'C' road should be taken into account under this criterion since generally HGV movements on such roads are less common than on 'A' or 'B' roads.

4. It is desirable to avoid sites the subject of a statutory environmental designation, but where it is known that the purpose of designation is unlikely to be adversely affected by a development, this should not necessarily lead to the exclusion of a site on this ground alone.

5. For the purpose of the short listing exercise only, the categories of use having the potential to be adversely affected by a waste development are listed. A judgement will be made on whether a waste development might give rise to a harmful impact in the case of any of the uses identified. Residential uses are particularly vulnerable. There is little guidance available on the sort of distance which it may be desirable to maintain between a waste use and a residential use; the effects of a waste use will vary depending on the nature of the activity being undertaken. The Environment Agency generally recommends that a distance of 250m be maintained between an open windrow compost and residential property. However, in Hampshire it is understood that an EfW plant has been built at a distance of some140m from the nearest housing. For the purposes of the short listing exercise an uninterrupted distance of at least 100m between a waste development and housing will be used. Where other development already intervenes between the two uses e.g. a major road, different considerations are likely to apply.

6. Regional policy (RPG9) advises that waste development in an AONB should only take place "in exceptional circumstances (for) small-scale waste management facilities for local needs…." Strategic waste facilities are not considered acceptable in an AONB and it is therefore considered reasonable to exclude from consideration any site of more than 1.0ha (see also criteria 1). Some sites in the AONBs are already in use for waste activities and may already occupy an area larger than 1ha. Without a

better understanding of the site history it is considered that they should not be automatically be excluded from further consideration.

7. For sites in the Green Belt the Core Strategy Preferred Options Consultation Paper indicates that a sequential approach to site selection should be applied (previously developed land, temporary waste sites, green field sites). At this stage there is no evidence pointing to a need for any consideration to be given to the release of green field land in the Green Belt to meet the anticipated need for waste facilities.

8. When considering the availability of a site, the principal consideration is the present use being made of the land. There seems no point including a site which has been the subject of recent development e.g. for housing or new office development and where the prospect of it being developed for waste is no longer realistic. Where it is known that there is planning permission for development that has not yet been implemented, this may be taken into account, but detailed planning histories are not being researched at this stage (see Appendix B of the Issues and Options Consultation Paper). For short listing, judgements about site availability are therefore more likely to be informed by the use presently being made of the site. Sites suitable for handling Construction and Demolition waste will be allocated in the Minerals Sites DPD. A number of the sites under consideration in the Waste Sites DPD have been nominated specifically for the handling of Construction and Demolition waste. There appears no need at this stage to reduce the choice of sites available to the Minerals Sites DPD by considering their suitability for Municipal or Commercial/Industrial waste. Sites nominated as a Construction and Demolition waste facility should therefore not be short listed. Any further development on an inert landfill site is most likely to extend to a Construction and Demolition Waste facility; inert landfill sites will therefore not be considered appropriate for a strategic waste facility. There are also a number of sites presently used for scrap metal handling or processing, often in rural locations. The sites have often become established over many years and are usually fully developed. There seems little purpose in considering their potential for development as a strategic waste facility, particularly as this is likely to lead to the loss of an existing facility.

9. Although it may ultimately be possible for a waste development to take place in one of the higher risk flood zones (where it may be possible to mitigate the undesirable consequences of flooding), there seems no need at this stage to short list a site falling within Zone 2 or 3 unless there are particularly good reasons to do so.

10. PPS10 indicates that waste uses are likely to be compatible with industrial areas. However, it is unlikely that an individual building will occupy a site sufficient for a strategic waste facility and existing industrial/business sites providing beneficial employment will not be considered unless the site is derelict or there are undeveloped areas available within the site. Later consideration will be given to where non-strategic waste activities may be found acceptable, including for waste uses that could be accommodated in existing industrial buildings.

34. A new waste facility on undeveloped land is likely to be visually intrusive in a rural area, notwithstanding any potential for screening with landscape bunds and planting. Where a site is already in waste use, or where it comprises an un-restored quarry, it is less likely to give rise to visual intrusion in a rural area.

### *B1.2 LOCAL FACILITIES*

The exclusion of a site from consideration as a strategic facility does not indicate that it will unsuitable for a smaller scale waste facility.

# Appendix 6

## Assessment of Waste Spatial Options May 2011

Oxfordshire Minerals and Waste Development Framework
Minerals and Waste Core Strategy (Draft Waste Planning Spatial Strategy)

Assessment of strengths and weaknesses of spatial options

| Objectives | | | | | | | | Strengths | Weaknesses |
|---|---|---|---|---|---|---|---|---|---|
| A1. (MSW recycling) One new household waste recycling centre at Banbury. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - maintains a wide distribution of facilities in the County;<br>- provides a facility close to main source of waste arising;<br>- helps Banbury to take ownership of its own waste. | - care needs to be taken with siting to avoid encouraging waste import. |
| A2. (MSW transfer) Two new (MSW) transfer facilities at:<br>- Abingdon/Didcot/Wantage&Grove;<br>- Witney/Carterton. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - helps to reduce waste mileage;<br>- provides facilities close to main sources of waste arising;<br>- assists the viability of a major facility diverting waste from landfill | - site availability uncertain;<br>- unlikely to provide capacity for other waste needs. |
| B1. (C&I recycling) Concentration of additional provision at or close to Oxford. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - serves the single largest source of waste in the County;<br>- allows for advances in waste technology and efficiency;<br>- reduces the need to find other sites; | - site availability uncertain;<br>- duplicates a similar facility with a current planning permission;<br>- could lead to the closure of existing smaller facilities;<br>- does not directly serve the needs of local communities. |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| B2. (C&I recycling) Additional provision at or close to large towns in:<br>- Bicester;<br>- Abingdon; Didcot. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - should avoid need to develop in the Green Belt;<br>- puts facilities closer to identified areas of need;<br>- helps limit the distance waste travels from source of arising;<br>- could take advantage of sites emerging in growth areas. | - less able to develop economies of scale and efficiency;<br>- likely to reduce the potential for smaller facilities to develop closer to market towns. |
| B3. (C&I recycling) Additional provision at or close to Oxford and large and smaller towns at:<br>- Bicester;<br>- Abingdon, Didcot, Faringdon, Henley, Thame. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - evidence that facilities on this scale are viable in Oxfordshire;<br>- allows local communities to take ownership of their waste;<br>- limits the distance waste has to travel from source of arising;<br>- provides a broad distribution of waste facilities. | - uncertain position on site availability;<br>- no guarantee that facilities will develop in each town;<br>- less able to develop economies of scale and efficiency; |
| C1. (CDE recycling) Concentration of additional permanent provision (total 250,000 tpa) at or close to Bicester, Didcot and Wantage & Grove; and temporary facilities (total 250,000 tpa) at landfill and quarry sites across Oxfordshire. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - should avoid the need to develop in the Green Belt;<br>- puts facilities close to large areas of growth;<br>- limits the distance waste needs to travel from source; | - fails to provide facilities close to largest single source of waste arising (Oxford);<br>- likely to reduce the potential for smaller facilities to develop closer to market towns; |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | - potential to develop large scale facilities taking advantage of new technology;<br>- reduces the difficulty of finding suitable sites by allowing for facilities in working quarries;<br>- provides opportunity for higher recycling rates by processing waste destined for disposal. | |
| C2. (CDE recycling) Dispersal of additional permanent provision (total 250,000 tpa) at or close to Oxford and large and smaller towns in:<br>- northern Oxfordshire (Banbury; Bicester);<br>- southern Oxfordshire (Abingdon, Didcot, Wantage & Grove, Faringdon, Walingford, Thame, Henley-on-Thames; and<br>- western Oxfordshire (Witney; Carterton);<br>and temporary facilities (total 250,000 tpa) at landfill and quarry sites where opportunities arise across Oxfordshire. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - adds to the development of a wide spread of facilities;<br>- limits the distance waste needs to travel from source;<br>- takes advantage of site opportunities in growth areas;<br>- reduces the difficulty of finding sites by allowing for facilities in working quarries;<br>- provides opportunity for higher recycling rates by processing waste destined for disposal. | - uncertain position on site availability;<br>- no guarantee that facilities will develop in each location;<br>- less able to develop facilities utilising emerging technologies;<br>- uncertain impact on highway network in terms of lorry movement to market. |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| C3. (CDE recycling) Additional permanent provision only (total 500,000 tpa) at or close to Oxford and large and smaller towns in:<br>- northern Oxfordshire (Banbury; Bicester);<br>- southern Oxfordshire (Abingdon, Didcot, Wantage & Grove; Faringdon, Wallingford, Thame; Henley-on-Thames);<br>- western Oxfordshire (Witney; Carterton). | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - encourages the development of permanent facilities able to invest in new technology;<br>- seeks to provide facilities serving local communities;<br>- takes advantage of site opportunities in growth areas; | - uncertain position on site availability;<br>- no guarantee that facilities will develop in each location;<br>- uncertain impact on highway network in terms of lorry movement to market;<br>- less likely to maximise recycling rates by avoiding facilities in local quarries. |
| D1. (C&I residual waste treatment) 1 large facility at Abingdon/Didcot/Wantage&Grove | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - allows opportunity to avoid large waste development in Green Belt;<br>- provides a reasonable balance to major waste infrastructure across the County;<br>- takes advantage of known site opportunity;<br>- responds to the need to provide opportunity for a facility of viable scale.<br>- places a large facility serving a wide area close to large sources of waste arising.<br>- | - introduces to a local community a large facility serving a wide area;<br>- unable to respond well to the concept of communities taking responsibility for their own waste;<br>- most unlikely to allow for the possible development of smaller facilities serving more local areas. |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| D2. (C&I residual waste treatment) 2 smaller facilities at:<br>- Didcot/Abingdon/Wantage & Grove;<br>- Witney area. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - allows opportunity to avoid large waste development in Green Belt;<br>- provides a good balance to major waste infrastructure across the County;<br>- should allow for the development of facilities of proven viable scale;<br>- maximises the spread of residual waste treatment facilities across the County;<br>- helps to limit waste miles from source of waste arising. | - most unlikely to allow for the possible development of smaller facilities serving more local areas;<br>- unable to respond well to the concept of communities taking responsibility for their own waste. |
| E1. (Hazardous landfill) Continue to rely on hazardous waste landfill facilities outside Oxfordshire, apart from disposal of non-reactive hazardous waste (mainly asbestos) at the existing Ardley landfill. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - helps maintain the viability of existing facilities close to Oxfordshire;<br>- avoids the need for additional landfill facilities;<br>- recognises that some types of waste facility may not be practical to serve a particular individual area. | - fails to respond to the potential need to find additional facilities of this type;<br>- does not take the County closer to becoming self-sufficient in managing this waste stream;<br>- may fail to take advantage of an opportunity to reduce waste miles. |
| E2. (Hazardous landfill) Change one of Oxfordshire's existing non-hazardous landfills to hazardous landfill (Alkerton, Ardley, Finmere, Dix Pit or Sutton Courtenay). | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - recognises the need to continue to make some | - uncertain position on site availability; |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | provision for landfill;<br>- reduces dependency on facilities in other areas;<br>- likely to reduce waste miles. | - uncertain position on viability of a facility where other facilities are relatively well placed to serve Oxfordshire needs;<br>- likely to create perceived amenity threats to host community. |
| F1. (Radioactive waste) Treatment and long-term storage at:<br>- Harwell (waste arising at Harwell only);<br>- Culham (waste arising at Culham only);<br>Pending removal to a national disposal facility. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - eliminates waste travel prior to final disposal;<br>- allows for Oxfordshire to play a full part in managing a waste that arises in County but facilitates nationally significant research;<br>- allows for the early restoration / release of valuable land. | - potentially costly to develop two specialist facilities;<br>- fails to make good use of potential economies of scale given proximity of the two sites;<br>- imposes a 'national' waste on a local host community for a significant period;<br>- requires a new building in the Green Belt. |
| F2. (Radioactive waste) Treatment and long-term storage (waste arising at Harwell and Culham) at Harwell, pending removal to a national disposal facility. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - makes effective use of a facility that is expensive to develop;<br>- waste only has to travel a minor distance for long term storage;<br>- allows for Oxfordshire to play a full part in managing a waste that arises in County | - imposes a 'national' waste from two sources on a single local community;<br>- potential for perception of risk to host community;<br>- imposes a 'national' waste on a local host community for a significant period. |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | and facilitates nationally significant research;<br>- allows for the early restoration / release of valuable land;<br>- avoids the need for building in the Green Belt. | |
| F3. (Radioactive waste) Treatment and long-term storage (waste arising from Harwell and Culham) and storage of waste from Dorset (waste arising from Winfrith) at Harwell, pending removal to national disposal facility. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - makes effective use of a facility that is expensive to develop;<br>- allows for Oxfordshire to play a full part in managing waste arising in County and facilitates nationally significant research;<br>- allows for the early restoration / release of valuable land;<br>- avoids the need for building in the Green Belt. | - imposes a significant amount of waste from outside Oxfordshire on a local host community;<br>- potential for perception of risk to host community;<br>- imposes a 'national' waste on a local host community for a significant period. |
| G1. (Radioactive waste) Storage and disposal in a bespoke facility at source of waste at:<br>- Harwell (waste arising from Harwell only);<br>- Culham (waste arising from Culham only). | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - eliminates need for waste travel;<br>- allows for Oxfordshire to play a full part in managing a waste that arises in County but facilitates nationally significant research; | - involves the construction of newly engineered landfills (with attendant cost);<br>- could compromise the successful development of adjoining land;<br>- potential for perception of risk to host community;<br>- imposes a 'national' waste on a |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | | | | | local host community with no obvious benefit. |
| G2. (Radioactive waste) Storage of waste at source of waste and disposal at a bespoke facility at Harwell (waste arising from Harwell and Culham). | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - makes effective (joint) use of a facility that is expensive to develop;<br>- waste only has to travel a minor distance for long term storage;<br>- allows for Oxfordshire to play a full part in managing a waste that arises in County and facilitates nationally significant research;<br>- allows for the early restoration / release of valuable land. | - involves the construction of newly engineered landfills (with attendant cost);<br>- could compromise the successful development of adjoining land;<br>- potential for perception of risk to host community;<br>- imposes a 'national' waste on a local host community with no obvious benefit. |
| G3. (Radioactive waste) Storage of waste at source of waste and disposal in a suitable off-site landfill in Oxfordshire. | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - avoids the need for construction of new landfill (with attendant cost);<br>- allows for Oxfordshire to play a full part in managing a waste that arises in County and facilitates nationally significant research;<br>- allows for the full release of valuable land without risk of compromise to re-use options.<br>- | - potential for perception of risk to host community;<br>- imposes a 'national' waste on a local host community with no obvious benefit;<br>- uncertainty over site availability;<br>- uncertainty of viability. |

| G4. (Radioactive waste) Storage of waste at source of waste and disposal in a suitable off-site landfill outside Oxfordshire. | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | - avoids the need for construction of new landfill (with attendant cost);<br>- allows for the full release of valuable land without risk of compromise to re-use options;<br>- certainty of waste being able to be disposed in a viable facility. | - certainty of waste having to travel considerable distance for disposal;<br>- potential for perception of risk to host community;<br>- imposes a 'national' waste on a local host community with no obvious benefit; |

| | |
|---|---|
| | Option supports the objective |
| | Option has no relevance or impact on this objective |
| | Option does not support or could work against this objective |

**Appendix 7**

**Report on waste options to**
**Minerals and Waste Plan Working Group**
**9 May 2011**

# DRAFT PREFERRED MINERALS & WASTE CORE STRATEGY

# PREFERRED WASTE PLANNING STRATEGY

## Purpose of the Waste Strategy

1 The Waste Planning Strategy must make planning provision for the facilities that will be required for the management of all wastes in Oxfordshire over the period to 2030. This reflects the role of the County Council as waste planning authority, with responsibility for planning all waste developments. The County Council is also the waste disposal authority and as such has responsibility for the management of household waste and other municipal waste collected by the five district councils. The County and District Councils work together on municipal waste management as the Oxfordshire Waste Partnership. This planning strategy is separate from, but is consistent with and compliments, the household waste management strategy of the Oxfordshire Waste Partnership (see paragraph xx below). Other (i.e. non-household) types of waste (see section xx below) are managed by private sector companies.

2. This planning strategy makes provision for the waste management capacity that is expected to be needed in order to effectively manage the waste produced in Oxfordshire. In doing so, it anticipates the requirements of the waste disposal authority and the private sector waste management industry within the context of changes in the quantities of waste produced and the effects of other policy and financial drivers on the way waste is managed. But, in facilitating new waste management facilities, though making provision for development, this strategy itself seeks to promote changes in waste management practice in line with European, national and other relevant policy and the objectives of this Core Strategy.

## The Context for Waste Development in Oxfordshire

<u>Current Waste Production and Management in Oxfordshire</u>

3. It is estimated that over the last 10 years Oxfordshire has produced approximately 2.2 million tonnes of waste each year, principally made up of:
   - Municipal Solid Waste (MSW) – approximately 0.3 million tonnes a year – this is waste that is collected and managed by the District and County Councils; it mainly comprises household waste and some commercial waste;
   - Commercial and Industrial (C&I) waste – approximately 0.6 million tonnes a year – this is waste produced by businesses, much of which is similar to municipal waste; this waste is managed by private sector companies;
   - Construction, Demolition and Excavation (CDE) waste – approximately 1.2 million tonnes a year – this is waste produced from demolition and

construction activities, much of which is inert material such as soils, brick and concrete; this waste is managed by private sector companies.

4. It is estimated that the total amount of waste produced fell to approximately 1.6 million tonnes in 2010, largely due to an estimated halving in production of CDE waste resulting from a decline in building activity with the economic recession

5. Other wastes are produced in smaller quantities:
   - Metal waste – approximately 50,000 tonnes a year – this is end of life vehicles and other scrap metal;
   - Sewage Sludge – approximately 20,000 tonnes a year – this is the waste that results from the treatment processes at waste water treatment works;
   - Hazardous waste – approximately 40,000 tonnes a year – this comprises a variety of materials which are hazardous in nature, including oils and solvents, chemicals and asbestos;
   - Radioactive waste – see paragraph XX below.

6. In addition, approximately 0.7 million tonnes of waste a year is imported into Oxfordshire; this is mainly MSW and C&I waste for disposal to landfill. Waste is also exported out of the county (see paragraph XX below).

7. In the past the majority of waste was disposed by landfill, but the management of waste in Oxfordshire has changed markedly in recent years. In 2010, 46% of MSW was recycled or composted. Figures for C&I waste are less certain, but it is estimated that between 30% and 50% of C&I waste is recycled. For CDE waste, less than half is now landfilled with the majority being recycled as aggregate or soil or recovered for other use (including quarry restoration). Metal waste is collected for recycling at scrapyards. The majority of sewage sludge is spread on agricultural land, with the remainder being taken to London for incineration. Hazardous wastes are dealt with at a variety of specialist facilities, mostly outside the county.

<u>Population and Economic Growth in Oxfordshire</u>

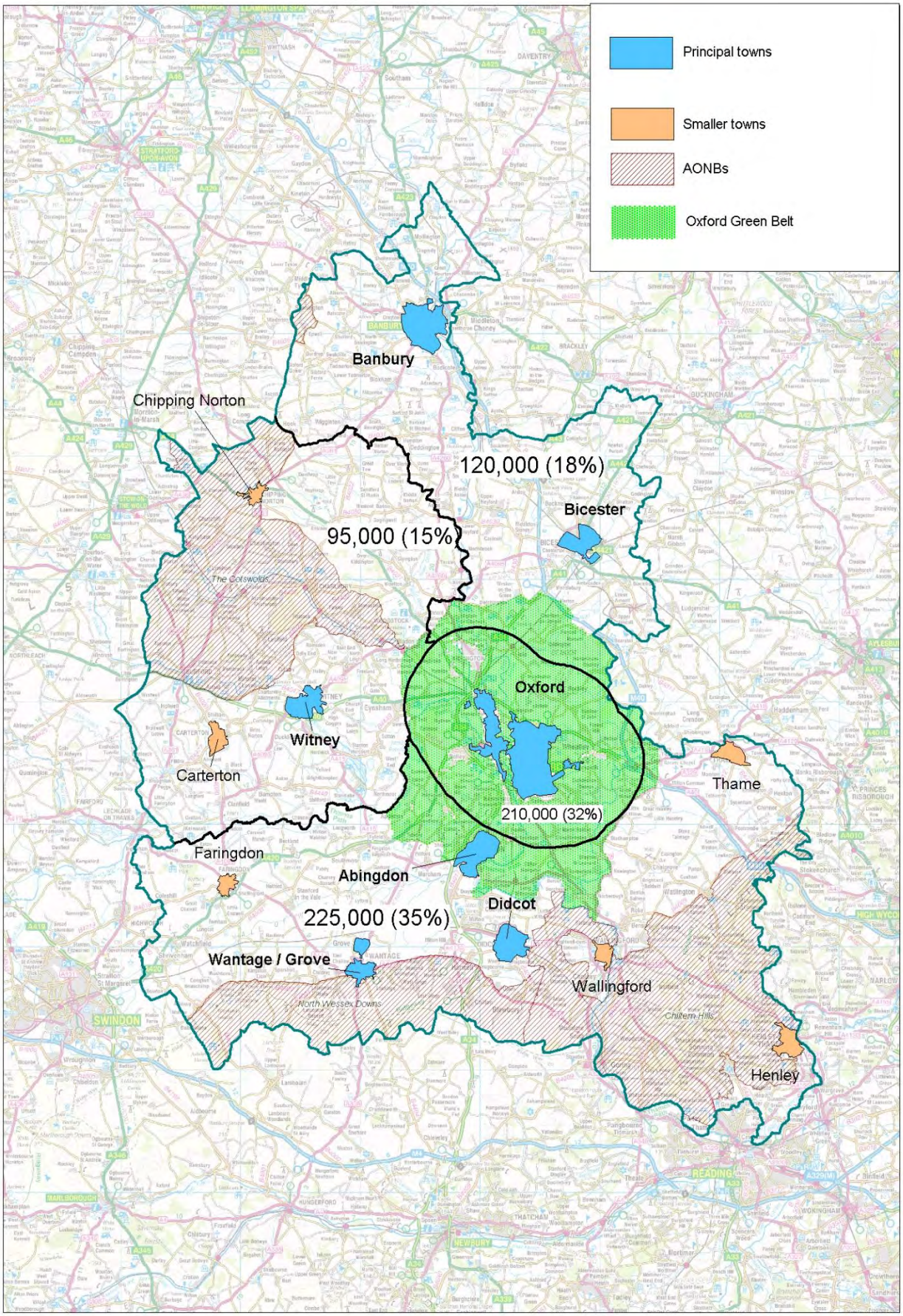
8. The population of Oxfordshire in 2008 was estimated to be 640,000, and is forecast to grow by a further 12% by 2026. This growth will require the construction of a large number of new dwellings and related development. The largest concentration of housing and businesses in the county is Oxford, which together with nearby places like Kidlington, Botley, Kennington and Wheatley contains a third of the county's population. Outside Oxford, there are large towns at Banbury and Bicester to the north, Witney to the west, and at Abingdon, Didcot and Wantage and Grove (the Science Vale area) to the south. This wider Oxford area and the large towns are shown on Map X,.

9. Future growth in Oxfordshire is planned to be focused around Bicester, Oxford and Science Vale (Didcot and Wantage and Grove). Oxfordshire has a world class economy; the Science Vale area (including Harwell, Culham, Milton Park

and Grove) has a concentration of globally competitive science and technology businesses and provides 13% of all research and development employment in the South East. A key objective of the Oxfordshire Local Economic Partnership and the Oxfordshire Sustainable Community Strategy is to encourage further economic growth so that Oxfordshire retains its global competitiveness.

10. The following map shows the location of Oxford and the large towns of Banbury, Bicester, Witney, Abingdon, Didcot and Wantage and Grove, together with the small towns of Chipping Norton, Carterton, Faringdon, Wallingford, Henley and Thame. It also shows the county divided into four areas, with the proportion of the county population within each area:
    - Central Oxfordshire, Oxford and the immediately surrounding area (as described above);
    - North Oxfordshire (Cherwell District), around Banbury and Bicester;
    - West Oxfordshire, around Witney;
    - Southern Oxfordshire, around Abingdon, Didcot and Wantage and Grove.

    The population figures give an indication of the likely distribution of waste production across the county. The majority of the county's waste is expected to be produced within the Bicester – Oxford – Science Vale area, but with significant amounts also arising from Banbury and Witney / Carterton. The small towns and surrounding rural areas will produce much smaller quantities of waste.


Principal towns
Smaller towns
AONBs
Oxford Green Belt
Banbury
Chipping Norton
120,000 (18%)
Bicester
95,000 (15%)
The Cotswolds
Oxford
Witney
Carterton
Thame
210,000 (32%)
Faringdon
Abingdon
Didcot
225,000 (35%)
Wantage / Grove
Wallingford
North Wessex Downs
Chiltern Hills
Henley

Provision for Waste Management

11 A waste needs assessment has been produced and is available as a separate document. This sets out in more detail the amounts of waste produced and managed in Oxfordshire; estimates of the quantities of waste that will need to be managed in Oxfordshire over the period to 2030; the existing capacity at waste management facilities in the county; and the additional capacity that will be required over the plan period and for which provision needs to be made.

12 It is estimated that the amounts of waste produced in Oxfordshire will increase over the period to 2030, as shown in the following table for the three main waste types.

Estimates of Oxfordshire waste to be managed 2010 – 2030
(tonnes per annum)

| | 2010 | 2015 | 2020 | 2025 | 2030 |
|---|---|---|---|---|---|
| MSW | 310,000 | 330,000 | 340,000 | 350,000 | 370,000 |
| C&I | 570,000 | 580,000 | 600,000 | 620,000 | 640,000 |
| CDE | 650,000* | 1,300,000 | 1,300,000 | 1,300,000 | 1,300,000 |
| Total | 1,525,500 | 2,210,000 | 2,241,400 | 2,274,500 | 2,308,600 |

Figures rounded to nearest 10,000 tonnes
* Reflects reduction in normal construction activity due to current economic position.

13 The annual quantities of other types waste are also estimated to increase over the period 2010 to 2030:

- Hazardous Waste – from approximately 40,000 tonnes to 60,000 tonnes;
- Metal Waste – from approximately 50,000 tonnes to 60,000 tonnes;
- Sewage Sludge – from approximately 20,000 tonnes to 25,000 tonnes.

Policy context:
*To be added:*
*International & National – EU Waste Framework Directive, 2008; EU Landfill Directive; Waste Strategy for England 2007; PPS10, 2005; Importance of policy on Waste Hierarchy; Proximity; and Climate Change/Energy;*
*Regional & Local – South East Plan; Minerals & Waste Local Plan; District Local Plans & emerging LDFs;*
*Relevant strategies: Oxfordshire 2030; Local Transport Plan; Joint Municipal Waste Management Strategy.*

14. Landfilling biodegradable waste produces methane gas which is a powerful greenhouse gas. European and national legislation and policy has put in place financial and policy drivers to reduce the amount of biodegradable waste that is send to landfill, and increase the recovery of resources from waste. The European Landfill Directive sets challenging targets for the reduction of biodegradable municipal waste sent to landfill and the National Waste Strategy includes targets for recycling and diversion of waste from landfill. There are strong financial drivers towards achieving these targets in landfill tax, which applies to all wastes and has been increasing year on year, and the Landfill

Allowance Trading Scheme, which applies to municipal waste. These measures are increasing the costs of landfill so that it will no longer be the cheapest means of dealing with waste, with the objectives of diverting waste away from landfill, moving up the waste hierarchy to more sustainable ways of waste management and increasing the recovery of resources from waste.

How wastes should be managed in future

15 In line with the waste hierarchy, this strategy provides for the management of waste produced in Oxfordshire to move as quickly as is practical to a situation of maximising recycling and composting and minimising the disposal of waste to landfill. In assessing the provision that needs to be made for waste management facilities, the waste needs assessment therefore works from targets that reflect this approach, as set out in the following table. These take account of targets in the South East Plan, but are modified to reflect the higher recycling and composting targets for MSW that are considered achievable in Oxfordshire and they look to maximum diversion of MSW and C&I waste from landfill being achieved from 2015. These targets assume that from 2015 any MSW and C&I waste that is not recycled or composted will, so far as is practical, be treated in an energy form waste or other resource recovery facility, and that only approximately 2% of these wastes will be sent direct to landfill.

Oxfordshire waste management targets 2010 – 2030

| Waste Management / Waste Type | Target Year | | | | |
|---|---|---|---|---|---|
| | 2010 | 2015 | 2020 | 2025 | 2030 |
| MSW: | | | | | |
| Composting & food waste treatment | 29% | 30% | 31% | 31% | 31% |
| Recycling | 25% | 31% | 31% | 31% | 31% |
| Treatment of residual waste | 0% | 37% | 36% | 36% | 36% |
| Landfill | 50% | 2% | 2% | 2% | 2% |
| | | | | | |
| C&I: | | | | | |
| Composting& food waste treatment | 0% | 5% | 5% | 5% | 5% |
| Recycling | 50% | 50% | 55% | 60% | 60% |
| Treatment of residual waste | 0% | 43% | 35% | 33% | 33% |
| Landfill | 50% | 2% | 2% | 2% | 2% |
| | | | | | |
| CDE: | | | | | |
| Recycling | 50% | 50% | 60% | 60% | 60% |
| Landfill/Restoration | 50% | 50% | 40% | 40% | 40% |

16 The Oxfordshire Joint Municipal Waste Management Strategy (2007) is being reviewed by the Oxfordshire Waste Partnership; consultation is expected later in 2011. It is unlikely that this review will raise significant planning issues (e.g. radical changes to targets for MSW recycling and diversion of waste from landfill or needs for new waste management facilities) that have not already been anticipated. Nevertheless, the waste spatial strategy should include flexibility to allow for any changes in municipal waste management requirements in Oxfordshire.

Waste imports and exports

17 Oxfordshire is largely self-sufficient in waste management, with about 90% of its waste currently being managed within the county. Approximately 140,000 tonnes of waste were exported out of the county in 2008. But Oxfordshire receives large amounts of waste from elsewhere, particularly from London (much of it by rail) and Berkshire, most of which goes to landfill. In 2008, more than 700,000 tonnes were imported into Oxfordshire, with Sutton Courtenay Landfill being the biggest receiving site. Oxfordshire has a large remaining non-hazardous landfill capacity (suitable for MSW and C&I waste) compared with London or much of the rest of the South East. South East Plan policy W3 recognises this and specifies the landfill provision that Oxfordshire should make for waste from London.

18 It is estimated that the waste that will be brought into Oxfordshire for disposal (i.e. landfill)over the period to 2030 will be as shown in the following table.

Oxfordshire: estimates of waste imported for disposal 2010 – 2030
(million tonnes)

| Source | 2010-2015 | 2016-2025 | 2026-2030 | Total |
|---|---|---|---|---|
| London | 1.33 | 1.26 | 0.61 | 3.20 |
| Elsewhere | 1.25 | 1.25 | 0.75 | 3.25 |
| Total | 2.58 | 2.51 | 1.36 | 6.45 |

London waste imports based on South East Plan Policy W3 apportionment
Waste from elsewhere estimates based at current import rate of 250,000 tpa

18. Apart from deliveries by train to Sutton Courtenay, it is expected that waste will be transported by road. Movements into the county are expected in particular to be via the A34, M40, and A43, from sources of waste production to the south and east of Oxfordshire.

**Vision and Objectives for Waste Planning Strategy**

19. This vision for Oxfordshire's waste planning strategy is informed by the character of and growth and development aspirations for the county, the policy context and the issues for waste planning that have been raised. It addresses the need to support Oxfordshire's economy but also to protect its environment.

**Waste Planning Vision**

20.1 By 2030 there will have been a transformation in the way Oxfordshire manages its waste, with increased recycling and composting of waste, treatment (so far as is practicable) of all residual waste that cannot be managed in those ways, and only the minimum amount of waste that is necessary being disposed at landfill sites. The County will remain largely self-sufficient in dealing with the waste it generates. An economically and environmentally efficient network of clean, well-designed recycling, composting and other waste treatment facilities will have been developed to recover material and energy from the County's waste and help sustain its world class economy.

20.2 Waste management facilities will be distributed across the County, with larger-scale and specialist facilities being located at or close to large towns, particularly the growth areas, and close to main transport links, and smaller-scale facilities at or close to small towns. This network will have helped to build more sustainable communities that increasingly take responsibility for their own waste and reduce the need for long-distance waste movements.

**Waste Planning Objectives**

21. The Oxfordshire Waste Planning Vision Statement is supported by the following eight waste planning objectives.

a) Self-sufficiency: Provide for waste management capacity that enables Oxfordshire to be self-sufficient in meeting its own waste needs.

b) Waste hierarchy: Provide for delivery as soon as is practicable of waste management facilities that will drive waste as far up the waste hierarchy as possible, in particular recycling and composting facilities that are at least sufficient to meet the targets set and facilities for treatment and diversion from landfill of Oxfordshire's remaining (residual) waste.

c) Strategic Delivery: Provide for waste to be managed as close as possible to the source of arising, allowing communities to take responsibility for their own waste and generally providing for a broad distribution of facilities, but recognising that some types of waste management facility are uneconomic or not practical below a certain size and therefore will need to serve a wider area.

d) Community Infrastructure: Recognise that waste management is an integral part of community infrastructure and take opportunities for facilities to be located in or close to the communities they serve, including in conjunction with planned growth, and for recovery and local use of energy (heat and power) from waste.

e) Sensitive Location of Development: Prioritise use of previously developed land, including land within the Green Belt if appropriate, and ensure that new waste management facilities are sensitive to the

amenities of local communities and do not cause unnecessary harm to the County's distinctive natural and built environment.

f) Stewarding Resources: Promote sustainable waste practice in new construction work based on the principle of keeping waste to a minimum, managing waste on site where possible, recycling construction waste as aggregate, and creating buildings and layouts that facilitate the recovery of resource from waste and opportunities for combined heat and power.

g) Restoration: Aim to secure the satisfactory restoration of landfill sites and other temporary waste management sites where the facility is no longer required or acceptable in that location, in keeping with the surrounding area.

h) Imported Waste: Recognise it is expected that waste will continue to be imported into Oxfordshire from London and elsewhere for disposal by landfill and seek to limit this to residual waste following recycling and treatment elsewhere and for the quantity to decrease over time as new facilities are provided where the waste is produced.

**Development of the Spatial Strategy for Waste**

22. The Core Strategy needs to set out how much additional waste management capacity of different types is expected to be needed over the period to 2030, and how, where and when it should be provided, including a clear framework for the identification of sites suitable for the development of waste management facilities. This can be through the specific allocation of sites in the Core Strategy, the identification of broad areas within which such facilities may be acceptable or a combination of the two. Options have been identified that give a broad indication of the areas where new waste facilities might be located. Other, small facilities could be delivered through criteria based policy. It is clear from the waste needs assessment that the strategy should in particular support the provision of additional facilities for the following:
    - Recycling of C&I waste ;
    - Recycling of CDE waste;
    - Residual treatment of C&I waste;
    - Transfer of residual waste to treatment facilities.

23. The chosen strategy must be deliverable. Sites have been nominated by waste companies and landowners for recycling and residual waste treatment. But in terms of the needs to be met this does not necessarily mean there is plenty of choice, particularly in the case of residual waste treatment. So, regardless of whether the Core Strategy makes specific site allocations, site deliverability

should be considered in developing the strategy, particularly where there is an urgent need for new facilities to be provided in the short term.

24. The strategy also needs to have flexibility to enable it to respond to future changes in waste management. There have been huge changes over the last 10 – 20 years and it is likely there will be further big changes over the period to 2030. This plan should be reviewed within 10 years, when any changes in requirements can be taken into account.

25. Earlier consultation (Minerals & Waste Core Strategy Issues and Options Consultation Paper, June 2006; Minerals & Waste Core Strategy Preferred Options Consultation Paper, February 2007) has indicated there is general support for locating waste facilities close to urban areas, where waste is produced. PPS10 includes an objective for planning strategies to provide a framework in which communities take more responsibility for their own waste, and enable sufficient provision of waste management facilities to meet the needs of communities. In line with this objective, the location of waste management facilities should be related as far as possible to the large towns, which are likely to be the main areas of waste generation in the county, as shown on the map above. This points to a strategy for locating facilities close to the Oxford and Abingdon, Didcot and Wantage and Grove (Science Vale) areas and also at the growth area of Bicester, with possible additional strategic provision at Banbury and Witney. But the small towns may also have a role to play in meeting some of Oxfordshire's waste management needs.

26. Areas could be identified around each of the large towns that might be considered to be close to an urban area and within which larger waste facilities might be accommodated. These could for example be 2 kilometre or 5 kilometre bands around the towns or they could be more specifically related to the main road network. The availability of potentially deliverable sites will also be important, particularly where the requirement for new facilities is urgent, and needs to be taken into account.

27. For the main waste streams, there are two broad strategy options:
    - concentration at large/medium facilities focused on the large towns, particularly the Bicester/Oxford/Science Vale area;
    - a more dispersed pattern of smaller facilities related to both the large and small towns.

    But what is the most appropriate option may vary between waste streams and waste types of waste management facility.

**Municipal Solid Waste (MSW)**

Existing Facilities

28. Existing facilities that handle MSW include: three open windrow composting sites (two permanent and one temporary), and a further temporary site (Sutton Courtenay) which takes waste from London; one in-vessel composting site (Ardley); one anaerobic digestion plant (Cassington); three recycling facilities (Witney, Enstone and Culham – which is a transfer station that sends recyclable waste to a materials recycling plant in the West Midlands); and eight household

waste recycling centres, although under a strategy agreed by the County Council in April 2011 this will be reduced to six (two serving Oxford and one each in the other four Districts). There are also planning permissions for a second anaerobic digestion plant (Crowmarsh) and a further (temporary) in-vessel composting facility (Sutton Courtenay).

29. Residual MSW is currently landfilled, mainly in Oxfordshire. (A small amount is currently landfilled in Buckinghamshire.) From mid-2014 it is expected that the vast majority of this waste will instead be treated at the permitted energy from waste facility at Ardley; it is estimated this will take up approximately 120,000 tpa of the total 300,000 tpa capacity of the plant. Residues from the Ardley plant will comprise: bottom ash (25% of the weight of the waste input), which will have ferrous metals recovered and the remainder will be recycled as a construction material (aggregate); and hazardous fly ash, which will disposed at a hazardous waste landfill outside Oxfordshire (it is proposed to be taken to a site in Gloucestershire).

30. There is just over 13 million cubic metres of non-hazardous landfill capacity in Oxfordshire, mostly at 5 landfills which can take both MSW and C&I wastes: Sutton Courtenay; Dix Pit; Ardley; Alkerton; and Finmere. Some 1.2 million tpa (from both within and outside of Oxfordshire) have been disposed at non-hazardous landfills in recent years. This is expected to decrease as increased recycling, composting and recovery diverts both MSW and C&I waste away from landfill, but future rates of landfill could also be affected by a decline in landfill capacity in other areas (particularly elsewhere in the South East).

Additional Requirements

31. Taking into account the permission at Crowmarsh, there is sufficient provision to meet expected food waste treatment requirements for MSW. For green waste there will be a need to replace (or extend the life of) the capacity at the temporary composting site at Hinton Waldrist (2024). The temporary site at Sutton Courtenay (2019) will only need to be extended or replaced if Oxfordshire is to continue to take green waste from London for composting.

32. Under the new Household Waste Recycling Centre Strategy two new facilities need to be provided: a new facility on the north side of Oxford by 2012, for which a site has been identified at Kidlington and a planning application has been submitted; and a new facility at Banbury by 2014, to replace the existing facility at Alkerton. The existing facilities at Stanton Harcourt (Dix Pit), Drayton, Oakley Wood and Redbridge will continue to operate, but four others will close (Alkerton, Ardley, Dean, and Stanford in the Vale).

33. The existing provision for recycling of MSW is otherwise sufficient to meet expected requirements. But replacement of the transfer station at Culham by additional recycling capacity for the southern part of Oxfordshire (whether at Culham or at a new location) could reduce the distance waste is transported. The provision of such a facility would be dependent on the recycling contractor for South Oxfordshire and Vale of White Horse Districts.

34. The Ardley energy from waste facility is expected to meet all Oxfordshire's requirement for residual MSW treatment from mid-2014. In view of the location of this plant in the north east of the County, a need has been identified for bulking up and transfer of residual MSW from the southern and western parts of the County for efficient transportation to Ardley, and the County Council (as waste disposal authority) intends to let a contract for to provide these. It seems most likely that this will involve two transfer stations, but other solutions may be put forward by private sector bidders.

35. There will be a small (approximately 5,000 tpa) on-going requirement for landfill of MSW that cannot be composted, recycled or treated at the Ardley plant. The existing permitted non-hazardous landfill capacity is estimated to be sufficient to meet this to 2030, even allowing for continued landfilling of waste from London and elsewhere.

**Commercial & Industrial (C&I) Waste**

Existing Facilities

36. The relatively small quantities of C&I green and food waste are handled at the same facilities that handle MSW.

37. Recycling of MSW and C&I requires similar types of plant, and some of the existing facilities handle both waste streams. Current combined MSW and C&I recycling capacity is approximately 400,000 tpa (not including household waste recycling centres), but about 60% of this is at temporary facilities. The most significant permanent facilities are at Banbury, Enstone, Chipping Norton, Witney (2 sites), Cassington, and Grove. The Banbury facility currently operates as a transfer station, but planning permission has been granted for a new recycling plant.

38. Residual C&I waste is currently landfilled, at the same non-hazardous landfill sites that are currently available for MSW. From mid-2014 the energy from waste facility at Ardley is expected potentially to have capacity to treat up to approximately 180,000 tpa of C&I waste.

Additional Requirements

39. The relatively small requirement for C&I composting and food waste treatment could be met by the same facilities that provide for MSW. But further opportunities for treatment of commercial food waste may arise in conjunction with farm waste or sewage sludge, as in the on-farm anaerobic digestion plant proposed at Warborough which the County Council has resolved to permit. Such facilities would provide benefits in terms of recovery of energy from waste.

40. For C&I waste recycling, there is an estimated gap of approximately 250,000 tpa between the capacity forecast to be required and capacity at existing facilities, mainly due to the temporary nature of many existing facilities. This requirement mainly arises from 2015 onwards. Provision of this capacity could range from 3 or 4 large facilities to 6 to 8 medium or small facilities. The additional provision is mainly expected to be needed to serve Banbury (where there is planning permission for a new facility), Bicester, Oxford and Southern

Oxfordshire, particularly Didcot and Abingdon. There are permissions for new large permanent recycling facilities at Banbury and near Oxford (Gosford), although there are doubts that this will be built, and for a large temporary facility at Finmere.

41. The location of the Ardley plant, just off the M40/A43 junction and close to the county boundary, means it is likely to attract waste from outside Oxfordshire. It is therefore assumed that only half (90,000 tpa) of the potential C&I waste capacity will be available for waste from Oxfordshire. This leaves an estimated gap in required provision of approximately 165,000 tpa by 2015. The need for this additional capacity will be mainly in Southern Oxfordshire but also in the Witney area. Provision of this capacity could range from 1 large facility to 4 small facilities.

42. As with MSW, it is expected that form 2015 there will be a small (approximately 10,000 tpa) on-going requirement for landfill of C&I waste that cannot be composted, recycled or treated. The existing permitted non-hazardous landfill capacity is estimated to be sufficient to meet this to 2030, even allowing for continued landfilling of waste from London and elsewhere.

**Construction, Demolition and Excavation (CDE) Waste**

Existing Facilities

43. Current recycling capacity is approximately 570,000 tpa, across 25 sites, but about 45% of this is at temporary facilities. The main permanent facilities are at Bloxham, Eynsham and Playhatch (Caversham).

44. There is nearly 4 million cubic metres of inert landfill void currently available, at 19 sites, providing space for about 5.7 mt of waste. But much of this is at just two sites (Shellingford Quarry and Shipton on Cherwell Quarry).

Additional Requirements

45. There is currently a surplus of CDE recycling capacity but this is expected to change to a deficit by 2015, as demand for recycling increases with economic recovery and planning permissions for temporary facilities expire. The maximum requirement is estimated to be approximately 550,000 tpa. There are potential benefits, through operating synergies and reduced transportation of waste, from locating temporary recycling facilities at landfill and quarry sites. If it is assumed that about 260,000 tpa of CDE recycling capacity will continue to be provided in this way, the capacity required in additional, permanent facilities is estimated to be 290,000 tpa. Provision of this capacity could range from 3 large facilities to 15 small facilities.

46. It is estimated that the existing permitted inert landfill void is sufficient to provide for CDE waste landfill until at least 2020. Over the period to 2030 It is estimated there will be a need for an additional 2 – 3 million m3 of landfill capacity. But there will be an ongoing requirement for inert waste for infilling and restoration of quarries which could accommodate this. Therefore no additional separate provision needs to be made for inert waste landfill.

**Metal Wastes (including end of life vehicles)**

47. Existing permanent waste metal sites (scrapyards) have capacity to manage approximately 140,000 tpa of waste. This is sufficient to meet estimated requirements over the plan period.

**Sewage Sludge**

48. Oxfordshire lies almost entirely within the operational area of Thames Water and has 6 sludge treatment centres, at Banbury, Bicester, Oxford, Witney, Didcot and Wantage & Grove. These treat sludge from both their immediate treatment works and from smaller treatment works and have a combined capacity of approximately 27,000 tpa (dry solids). This is sufficient to meet estimated requirements over the plan period.

**Hazardous Waste**

49. Many of the hazardous waste management facilities in Oxfordshire are small and specialised. The more significant facilities are: the hazardous waste transfer stations at Ewelme and Banbury; the oily waste transfer facility at Standlake; and the Ardley landfill, which currently can accept non-reactive hazardous waste (mainly asbestos). In view of the specialist nature of hazardous waste management facilities, hazardous wastes often have to be transported much longer distances to suitable sites than do other waste types. The nearest hazardous waste landfills to Oxfordshire are at Swindon, Cheltenham and East Northamptonshire; and the nearest hazardous waste incinerators are at Slough and Fawley (Southampton).

50. Production of hazardous waste in Oxfordshire will increase with construction of the Ardley energy from waste incinerator, which will produce hazardous fly ash, but the operator proposes this will be taken to a hazardous waste landfill in Gloucestershire. It is estimated that additional capacity could be required for some 53,000 tpa of hazardous waste. But this will comprise different waste materials that require different types of treatment or disposal facility. The specialised nature of most hazardous waste facilities is such that they need to serve a larger than single county area and absolute county self-sufficiency is not practical.

**Radioactive Waste**

51. Radioactive waste in Oxfordshire mainly comprises the nuclear legacy wastes which already exist, mainly at Harwell, with smaller quantities at Culham (JET project). The decommissioning of these nuclear sites is important for future economic development within the Science Vale area. This will require the storage and removal of radioactive wastes from these sites. The Nuclear Decommissioning Authority is responsible for decommissioning and site clearance at Harwell, through the site licence company Research Sites Restoration Limited. Decommissioning is expected to be carried out over a long period; the current target date for final site clearance at Harwell is 2064, but much of the decommissioning is planned to be carried out by 2031.

52. There is no waste of high level radioactivity remaining, but some of the waste is of intermediate level radioactivity. This will need to be disposed at the proposed national facility (deep geological repository), but that is not expected to be available during the period to 2030. In the meantime there will be a requirement for treatment and storage of an estimated 10,000 m3 of intermediate level waste from Harwell and a smaller amount from Culham. The site waste management plan for Harwell envisages provision of a new on-site storage facility, with the possibility of this also accommodating some waste from Winfrith in Dorset. The Nuclear Decommissioning Authority is also considering an alternative option of moving intermediate level waste from Harwell to a storage facility elsewhere (outside Oxfordshire), but is thought to be less likely.

53. Most of the nuclear waste at Harwell and Culham is of low level radioactivity and mainly arises from demolition and clearance of buildings which have a small amount of radioactive contamination. Small quantities of this will have to be taken for disposal to the existing specialist facility near Drigg in Cumbria, or may possibly need to be disposed at the proposed national deep geological repository. But the remainder of this waste is classified as very low level waste and could be disposed in a suitable landfill facility rather than unnecessarily taking up valuable space at the specialist facility near Drigg. Some low level waste may need to be stored for a time to allow radioactive contamination levels to reduce to the appropriate level for safe disposal by landfill. It is estimated there is a requirement for storage and/or disposal of approximately 100,000 m3 of low level radioactive waste from Harwell and a smaller amount from Culham. Disposal could be in a small bespoke facility, most likely at or near the source of the waste, or at a technically suitable conventional landfill. .

54. In addition, small quantities of low-level activity radioactive wastes are produced in Oxfordshire form non-nuclear sources, mainly from medical, research and educational establishments. These are currently taken to specialist disposal facilities outside Oxfordshire. The small quantities of non-nuclear low level waste arising in Oxfordshire could continue to be managed through existing arrangements.

**Spatial Strategy Options for Waste**

**Municipal Waste (MSW)**

55. The need for additional facilities specifically for MSW is for a few specific facilities, and the spatial options for these are limited.

56. Option A1: Municipal Waste (MSW) Recycling
Under the County Council's new Household Waste Recycling Centre Strategy, the only reasonable option is for two new household recycling centres at:
    - Oxford area;
    - Banbury.

A new facility has been proposed and a planning application submitted for a site at Kidlington which was previously identified in the Oxfordshire Minerals and

Waste Local Plan. A site needs to be identified at Banbury to enable provision in 2014 (to replace the existing site at Alkerton).

57. Whilst there is otherwise sufficient existing provision for MSW recycling, the distance waste is transported for recycling could be reduced by provision of a new recycling facility in Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove) (to replace the transfer station at Culham, either at the same site or another location). But there is no requirement for this facility in the short term and provision would be dependent on the recycling contractor for South Oxfordshire and Vale of White Horse Districts and therefore it is not identified as a separate option. Instead, a criteria policy could be included, against which any proposal could be considered.

58. Option A2: Municipal Waste (MSW) Transfer Stations
(Estimated capacity requirement XX,000 tpa)
Only one reasonable option has been identified to meet the need for transfer of MSW to the Ardley energy from waste facility from 2014; this is for two transfer stations at:
    - Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove);
    - West Oxfordshire (Witney/Carterton).

Sites need to be identified for these facilities to enable provision in 2014. However, a contract has yet to be let by the County Council (as waste disposal authority) for this provision and it is possible that other solutions may be put forward by bidders. Flexibility is therefore needed.

**B. Commercial & Industrial (C&I) Waste Recycling**
(Estimated capacity requirement 250,000 tpa)

59. Option B1: Concentrated
3 or 4 additional large recycling facilities at or close to large towns in:
    - Northern Oxfordshire (Banbury/Bicester);
    - Central Oxfordshire (Oxford);
    - Southern Oxfordshire (Abingdon/Didcot).

60. Option B2: Dispersed
6 to 8 additional medium or small recycling facilities at or close to large and small towns in:
    - Northern Oxfordshire (Banbury and Bicester);
    - Central Oxfordshire (Oxford);
    - Southern Oxfordshire (Abingdon, Didcot, Faringdon, Henley, Thame).

61. These facilities would not need to be exclusively for C&I waste, and could take MSW as well, but the identified need is specifically for C&I recycling. It mainly arises from 2015, particularly from 2020 onwards, and therefore there is not an immediate need to identify sites. Facilities should be sized in relation to the quantity of waste expected from that locality. Large facilities would be over 50,000 tpa; medium facilities would be 20,000 – 50,000 tpa; small facilities would be less than 20,000 tpa. Small facilities may be acceptable on suitable sites in rural parts of the county. There are permissions for new large permanent recycling facilities at Banbury and near Oxford (Gosford), although

there are doubts that this will be built, and for a large temporary facility at Finmere.

**C. Construction, Demolition and Excavation (CDE) Waste Recycling**
(Estimated capacity requirement 550,000 tpa)

62. Option C1: Concentrated with Temporary Facilities
3 or 4 large permanent facilities (total 290.000 tpa) at or close to large towns in:
- Northern Oxfordshire (Banbury/Bicester);
- Central Oxfordshire (Oxford);
- Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove);

and
Medium or small temporary facilities (total 260,000 tpa) at landfill and quarry sites across Oxfordshire.

63. Option C2: Dispersed with Temporary Facilities
6 or more medium or small permanent facilities (total 290.000 tpa) at or close to large or small towns:
- Banbury
- Bicester
- Witney
- Oxford
- Abingdon
- Didcot
- Wantage & Grove
- Carterton;
- Faringdon;
- Wallingford;
- Thame;
- Henley.

And
Medium or small temporary facilities (total 260,000 tpa) at landfill and quarry sites across Oxfordshire.

64. Option C3: Permanent Facilities
Large or medium permanent facilities (total 400,000 tpa) at or near large towns:
- Banbury
- Bicester
- Witney
- Oxford
- Abingdon
- Didcot
- Wantage & Grove;

Medium or small permanent facilities (total 150,000 tpa) at or near smaller towns:
- Carterton;
- Faringdon;
- Wallingford;
- Thame;

- Henley.

(Total 554,000 tpa)

65. The requirement for additional provision mainly arises from 2015. Facilities should be sized in relation to the quantity of waste expected from that locality. Large facilities would be over 50,000 tpa; medium facilities would be 20,000 – 50,000 tpa; small facilities would be less than 20,000 tpa. Small permanent facilities may be acceptable on suitable sites in rural parts of the county.

**D. Commercial & Industrial (C&I) Residual Waste Treatment**
(Estimated capacity requirement 165,000 tpa)

66. Option D1: Concentration
1 large facility at Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove).

67. Option D2: Dispersed at Towns
3 or 4 smaller facilities at:
    - Oxford;
    - Didcot/Abingdon/Wantage & Grove;
    - Witney/Carterton)

68. There is an urgent need for site(s) to be identified to enable this provision by 2015. A current planning application proposes a large mechanical biological treatment plant at Sutton Courtenay; if approved, this could meet the requirement.

**E. Hazardous Waste Landfill**
(Estimated capacity requirement 400,000 tonnes total to 2030)

69. Option E1: No additional provision
Continue to rely on hazardous landfill sites outside Oxfordshire, apart from disposal of non-reactive hazardous waste (mainly asbestos) in existing non-hazardous landfills in Oxfordshire where acceptable.

70. Option E2: Existing landfill
Change one of Oxfordshire's existing non-hazardous landfills to hazardous landfill (Alkerton, Ardley, Finmere, Dix Pit or Sutton Courtenay).

71. Option E3: New landfill
New hazardous waste landfill in Oxfordshire.
In the absence of any site nominations for hazardous landfill, no particular location is put forward at this stage.

**F. Intermediate Level Radioactive Waste Storage**
(Estimated capacity requirement 10,000 m3)

72. Option F1: Storage at source of waste

Treatment and long-term storage of intermediate level nuclear waste at:

- Harwell (waste arising from Harwell only);
- Culham (waste arising from Culham only);

pending removal to a national disposal facility.

73. Option F2: Concentrate Oxfordshire waste storage at Harwell
Treatment and long-term storage of intermediate level nuclear waste (waste arising from Harwell and Culham) at Harwell, pending removal to a national disposal facility.

74. Option F3: Concentrate Oxfordshire and Dorset waste storage at Harwell
Treatment and long-term storage of intermediate level nuclear waste from Oxfordshire (waste arising from Harwell and Culham) and storage of waste from Dorset (waste arising from Winfrith) at Harwell, pending removal to a national disposal facility.

**G. Low Level Radioactive Waste Management**
(Estimated capacity requirement 100,000 m3)

75. Option G1: Disposal at source of waste
Storage and disposal in a bespoke facility at source of waste at:
    - Harwell (waste arising from Harwell only);
    - Culham (waste arising from Culham only).

76. Option G2: Concentrate waste disposal at Harwell
Storage of waste at source of waste and disposal in a bespoke facility at Harwell (waste arising from Harwell and Culham)

77. Option G3: Disposal at off-site landfill in Oxfordshire
Storage of waste at source of waste and disposal in a suitable off-site landfill in Oxfordshire.

78. Option G4: Disposal at off-site landfill outside Oxfordshire
Storage of waste at source of waste and disposal in a suitable off-site landfill outside Oxfordshire.

**How we Propose to Provide for Waste Management in Oxfordshire**

79. A key objective of the Plan is to manage waste as close as possible to the source of arising. This points to an overall strategic approach of as far as is practicable a broad spread of facilities in order to minimise transport distances. At the same time it has to be recognised that different sizes of facility are appropriate to different types of waste management and technology.

80. The overall emphasis is therefore to provide for the potential provision of a range of additional waste management facilities well related to existing facilities and within or close to the large and small towns in Oxfordshire, but with more

concentrated provision for the treatment of residual waste and more specialist requirements such as for hazardous and radioactive waste.

81. Assessment of the options, including sustainability appraisal and strategic environmental assessment has not yet been carried out, and where a view is given on preferred strategy this is an initial view only.

**Municipal Waste (MSW)**

82. MSW Composting and Food Waste Treatment
    - Anaerobic digestion plants at Cassington (in operation) and Crowmarsh (planning permission granted);
    - In-vessel composting at Ardley (in operation);
    - Open-windrow composting at existing network of 3 sites with the temporary site at Hinton Waldrist being extended or replaced by 2024.

83. MSW Recycling
    Network of 6 household waste recycling centres: 4 existing facilities (Dix Pit, Redbridge, Drayton and Oakley Wood) (Dix Pit is temporary to 2028 but the issue of replacement could be addressed in a future review of the plan); and 2 new facilities: one in the Oxford area (planning application submitted for site at Kidlington); and one at Banbury (site required by 2014);
    Existing waste recycling facilities at Enstone, Witney and Culham, with possible replacement of the Culham transfer facility by new recycling capacity in Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove) (which could be at the Culham site); and potential additional recycling capacity in conjunction with provision for C&I waste.

84. MSW Residual Waste Treatment
    All residual MSW will be treated at the Ardley energy from waste facility (planning permission granted and contract awarded) (apart from a small fraction that will be disposed direct to landfill);
    Provision is proposed to be made for 2 transfer stations at Southern Oxfordshire (Abingdon/Didcot/Wantage & Grove) and West Oxfordshire (Witney/Carterton) (sites required by 2014).

85. MSW Residual Waste Disposal
    Disposal of residual waste which cannot be treated at the Ardley facility to one or more of the existing non-hazardous) landfill sites in Oxfordshire (Alkerton, Ardley, Finmere, Dix Pit and Sutton Courtenay – only Sutton Courtenay has a permitted life to 2030 but Ardley and Dix Pit are permitted to 2027/2028);
    Disposal of hazardous fly ash from the Ardley plant to a hazardous waste landfill outside Oxfordshire (in Gloucestershire).

**Commercial and Industrial Waste (C&I)**

86. C&I Composting and Food Waste Treatment

    Treatment at facilities provided for municipal waste and at other anaerobic digestion facilities which may be provided in conjunction with farm waste or

sewage sludge treatment (e.g. the on-farm anaerobic digestion plant proposed at Warborough which the County Council has resolved to permit).

87. C&I Recycling
Provision is proposed to be made for 7 or 8 additional recycling facilities located within or close to the towns in north, central and southern Oxfordshire (estimated total capacity requirement 250,000 tpa).

These facilities would not need to be exclusively for C&I waste, and could take MSW as well, but the identified need is specifically for C&I recycling. It mainly arises from 2015, particularly from 2020 onwards, and therefore there is not an immediate need to identify sites. Facilities should be sized in relation to the quantity of waste expected from that locality. Small facilities may be acceptable on suitable sites in rural parts of the county.

88. C&I Residual Waste Treatment
Treatment of commercial and industrial waste from the northern part of the county will be provided for by the Ardley energy from waste facility. Provision is proposed to be made for treatment of commercial and industrial waste from the southern part of the county by one other large facility at in the Abingdon/Didcot/Wantage & Grove area. A site needs to be provided for this facility by 2015.

89. C&I Residual Waste Disposal
As for municipal waste (above).

**Construction, Demolition and Excavation Waste (CDE)**

90. CDE Recycling
Provision is proposed to be made for 6 or more additional permanent facilities from 2015 with a combined capacity of at least 290,000 tpa at Banbury, Bicester, Witney, Oxford, and Abingdon/Didcot/Wantage & Grove; and Continued provision of medium or small temporary recycling facilities with a combined capacity of at least 263,000 tpa at landfill and quarry sites.

91. CDE Residual Waste Disposal
Provision is proposed to be made for 3 million m3 of additional inert landfill capacity for beyond 2020 at quarry sites that will require infilling to achieve restoration; this provision should be made in conjunction with identification of sites for mineral working, rather than as separate landfill sites.

**Hazardous Waste**

92. Provision for management and disposal of hazardous waste is proposed to be made through:
    - Continued use of existing hazardous waste management facilities in Oxfordshire, including the transfer facilities at Ewelme, Banbury and Standlake;

- Continued landfill of non-reactive hazardous waste (mainly asbestos) at the existing facility at Ardley Landfill and/or at other existing non-hazardous landfills in Oxfordshire where this is acceptable; and
- Management and disposal of other hazardous wastes at appropriate hazardous waste facilities outside Oxfordshire.

**Radioactive Waste**

93. A primary aim of a strategy for radioactive waste should be to enable the decommissioning and clearance of the Harwell and Culham sites at the earliest practicable date. Further work on and assessment of waste management options is required, but the following is put forward as an initial view on proposed provision for this waste.

94. Intermediate Level Radioactive Waste:
Treatment and storage of intermediate level nuclear waste from Harwell and Culham at a facility at the site of waste arising, pending removal to a national disposal facility.
Any proposal also to store intermediate level waste from Winfrith at Harwell should be considered on its merits, taking into account relevant national and development plan policy, and should only be allowed if there are clear overall social, economic and environmental benefits.

95. Low Level Radioactive Waste
Storage (if required) of low level radioactive waste arising from Harwell and Culham at the source of the waste and disposal at a suitable landfill(s) off-site within Oxfordshire or (if none is available) at one or more of the nearest appropriate installations elsewhere.

96. Non-Nuclear Low Level Radioactive Waste:
Continued disposal at specialist disposal facilities outside Oxfordshire.

**Metal Waste (including end of life vehicles)**

97. Continued use of existing permanent waste metal recycling sites in Oxfordshire.

**Sewage Sludge – initial preferred strategy**

98. Continued use of existing sludge treatment centres (Banbury, Bicester, Oxford, Witney, Didcot and Wantage & Grove); and allow for further development at these facilities, if required.

**Proposed Waste Planning Policies**

99. <u>Waste hierarchy</u>
Provision will be made for waste management in Oxfordshire in accordance with the following targets, to ensure the maximum diversion of waste from landfill and that waste is managed in accordance with the waste hierarchy.

Oxfordshire waste management targets 2010 – 2030

| Waste Management / Waste Type | Target Year | | | | |
|---|---|---|---|---|---|
| | 2010 | 2015 | 2020 | 2025 | 2030 |
| MSW: | | | | | |
| Composting & food waste treatment | 29% | 30% | 31% | 31% | 31% |
| Recycling | 25% | 31% | 31% | 31% | 31% |
| Treatment of residual waste | 0% | 37% | 36% | 36% | 36% |
| Landfill | 50% | 2% | 2% | 2% | 2% |
| | | | | | |
| C&I: | | | | | |
| Composting& food waste treatment | 0% | 5% | 5% | 5% | 5% |
| Recycling | 50% | 50% | 55% | 60% | 60% |
| Treatment of residual waste | 0% | 43% | 35% | 33% | 33% |
| Landfill | 50% | 2% | 2% | 2% | 2% |
| | | | | | |
| CDE: | | | | | |
| Recycling | 50% | 50% | 60% | 60% | 60% |
| Landfill/Restoration | 50% | 50% | 40% | 40% | 40% |

100. The amount of waste to be provided for

Provision should be made for waste facilities sufficient to manage the following amounts of waste over the period to 2030:

- Municipal Solid Waste – 403,000 tpa;
- Commercial and Industrial Waste – 707,000 tpa;
- Construction Demolition and Excavation Waste – 1,430,000 tpa.

The following figures should be used as a guide to the amount of provision to be made for each type of waste management.

Oxfordshire: estimated waste to be managed 2010 – 2030 (including +10% contingency) (tonnes)

| | 2010 | 2015 | 2020 | 2025 | 2030 |
|---|---|---|---|---|---|
| Composting | | | | | |
| MSW | 98,500 | 107,300 | 115,200 | 119,900 | 124,800 |
| C&I | - | 32,200 | 33,200 | 34,300 | 35,400 |
| Total | 98,500 | 139,500 | 148,400 | 154,200 | 160,200 |
| Recycling | | | | | |
| MSW | 84,900 | 110,800 | 115,200 | 119,900 | 124,800 |
| C&I | 311,800 | 321,700 | 365,100 | 411,100 | 424,100 |
| Total | 396,700 | 432,500 | 480,300 | 531,000 | 548,900 |
| Resid. Treatment | | | | | |
| MSW | - | 121,600 | 122,700 | 127,700 | 132,900 |
| C&I | - | 257,400 | 232,400 | 205,500 | 212,100 |
| Total | - | 379,000 | 355,100 | 333,200 | 345,000 |
| Landfill | | | | | |
| MSW | 156,200 | 17,900 | 18,600 | 19,400 | 21,100 |
| C&I | 311,700 | 32,100 | 33,200 | 34,200 | 35,300 |
| Total | 467,900 | 50,000 | 51,800 | 53,600 | 56,400 |
| | | | | | |
| CDE Recycling | 357,500 | 715,000 | 858,000 | 858,000 | 858,000 |

Composting includes capacity for food waste
Landfill estimates do not include for hazardous waste to be disposed of from residual treatment
Landfill estimates for 2010 reflect the fact that residual waste targets will not be met
CDE recycling based on South East Plan targets (50% to 2019; 60% to 2025).

101. Self-sufficiency and waste imports

Provision will be made to enable Oxfordshire to be self-sufficient in the management of MSW, C&I and CDE waste. Provision will be made for disposal of a declining amount of waste from London and elsewhere at existing landfill sites. Facilities which provide substantially for the treatment of waste from outside Oxfordshire will not be permitted unless there would be clear benefits within Oxfordshire.

102. Provision of additional waste management capacity

Provision of the additional waste management capacity required to meet targets will be made in accordance with the spatial strategy for waste. Sites for waste management facilities will be identified in a separate Sites Development Plan Document.

The following figures should be used as a guide to the amount of additional provision to be made for each type of waste management.

Oxfordshire: additional waste capacity required (tonnes per annum)

| | 2010 | 2015 | 2020 | 2025 | 2030 |
|---|---|---|---|---|---|
| Composting | | | | | |
| MSW/C&I | - 82,500 | - 36,500 | 52,400 | 58,200 | 64,200 |
| Recycling | | | | | |
| MSW/C&I | 66,500 | 98,300 | 172,500 | 298,200 | 344,600 |
| CDE | 226,000 | 264,000 | 472,000 | 537,500 | 537,500 |
| Residual Treatment | | | | | |
| MSW/C&I | - 2,000 | 171,000 | 147,300 | 123,100 | 132,700 |

103. Safeguarding

Existing and proposed waste management sites will be safeguarded for waste management use. Proposals for other development that would prevent or prejudice the use of a safeguarded site for waste management will not normally be permitted unless appropriate provision for new waste management capacity is made at a suitable alternative location.

104. Location of waste management facilities

Broad locations

Broad locations that are suitable for strategic waste facilities are identified in the key diagram (to be prepared). Waste management facilities will be permitted on suitable sites within these broad locations. Small scale facilities to serve local needs will be acceptable outside these locations where they meet general locational criteria.

Specific locations

Sites to provide additional waste management capacity will be identified in the Sites Development Plan Document in accordance the waste spatial strategy. Priority will be given to land that

- is already in permanent waste management or industrial use;
- is previously developed, derelict or underused;
- involves existing agricultural buildings and their cartilages;
- adjoins sewage works or other uses compatible with waste management development.

The release of green field land will only be considered where there is an established over-riding need and it has been demonstrated that there are no more suitable sites available.

105. General locational criteria

Green Belt

The development of Green Belt land for waste management is inappropriate development and will only be allowed in very special circumstances, in accordance with national planning policy guidance. The need for waste management facilities to serve the needs of Oxford City may be a very special circumstance for allowing waste development in the Green Belt where it can be demonstrated that there is an established over-riding need and there is no reasonable prospect of an alternative site becoming available.

AONB

A primary consideration for waste development proposals within an AONB will be the effect of the development on the special character and visual amenity of the area, as described in the objectives of designation for the AONB. Only small-scale development to meet local waste needs will normally be acceptable.

Environmental considerations

Proposals for waste development should demonstrate that all potential environmental concerns have been considered, that identified concerns can be

overcome and, where possible, that the environment generally can be improved and enhanced. The following factors should be addressed:

- impact on surface water and groundwater systems;
- impact on any land liable to flooding;
- impact on sites that are of recognised importance for nature conservation, including SACs, SSSIs and National and Locally designated Nature Reserves;
- impact on the historic environment and built heritage, including Blenheim Palace, Scheduled Monuments, Listed Buildings, Conservation Areas, Historic Battlefields and Registered Parks and Gardens;
- impact on sensitive receptors (including residential property, schools, offices and institutional uses) from air emissions, dust, odour, noise, vibration, vermin and litter, including impacts from site generated traffic;
- impact of additional traffic on highway safety and convenience;
- any cumulative impact of waste management activities on a local community.

106. Landfill

Permission will not be granted for new landfill sites for non-hazardous waste. Permission will normally only be granted for landfill of inert waste at sites where it is required for the restoration of mineral workings or where there would be overall environmental benefit.

107. Restoration of landfill sites

Landfill sites should be restored in accordance with the policy for restoration of mineral workings.

108. Hazardous and radioactive waste

Permission will be granted for specialist facilities for the management of hazardous and radioactive wastes where they accord with the spatial strategy for waste and:

- they are designed to meet a requirement for the management of waste produced in Oxfordshire; or
- they are reasonably required to meet a need for waste management that is not adequately provided for elsewhere.

**Appendix 8**

**Extract from report to County Council Cabinet**
**13 March 2012**

## Key Waste Issues and Changes to Policies

*Policy W2 – Waste Imports*

17 Representations made through the consultation suggested that the proposals for dealing with the provision for waste from elsewhere were inflexible, gave insufficient consideration to the needs of other areas and were not compliant with national policy.

18 In light of the comments received we have reviewed the draft policy in consultation with the Environment Agency and have sought the views of other waste planning authorities.

19 As a result of this work we have concluded that the policy should be amended. The proposed revised policy wording emphasises the need for any proposal for a new facility to treat waste from outside the county (including London) to be able to demonstrate that there is no prospect of a site nearer to the source of the waste.

*Policies W3 & W4 – Waste Management Targets and Provision of Additional Waste Management Capacity*

20 Representations on the draft policies argued that the recycling targets were too low and that the landfill reduction targets were unrealistically high. Objections were received suggesting that the need for additional residual waste treatment facilities (e.g. waste to energy or mechanical biological treatment) was overstated. There were also concerns that inadequate consideration had been given to the implications of non-delivery of already permitted facilities.

21 The recycling targets have been reconsidered in the light of proposals emerging through the review of the Joint Municipal Waste Management Strategy and in consultation with the Environment Agency.

22 As a result we have concluded that the recycling and composting targets for municipal waste and also for commercial and industrial waste should be increased, to 70% by 2025; and that the maximum landfill target should be changed to 5%. This reduces the residual waste treatment target to 25%.

23 As a consequence of these changes there is a need to increase the provision to be made for additional recycling capacity (particularly for commercial and industrial waste). This in turn removes the need to make provision for additional residual waste treatment capacity.

*Policy W5 – Provision for Waste Management*

24 Objections to the draft policy highlighted concerns that the strategy was too prescriptive and lacked flexibility with regard to the location of facilities (particularly for recycling) and to allowing for provision to be made for contingencies. Representations also highlighted the need for more focus on

facilities to serve Oxford and that the need for a waste treatment plant in southern Oxfordshire was not proven.

25 We have reconsidered the strategy for provision of waste facilities in the light of the amended requirements for new capacity; the locations of existing and planned facilities in relation to where waste will arise; and the likely delivery of facilities that already have planning permission.

26 As a consequence it is proposed that policy W5 is amended so that it sets out a broad approach to the provision of strategic facilities, with emphasis given to serving the Bicester-Oxford-Abingdon-Didcot area and other facilities being provided to serve the other main towns and small-scale facilities elsewhere.

27 It is proposed that a statement be included that gives general encouragement to the provision of additional recycling and composting facilities; and that the provision made in the draft policy for a treatment plant in the Abingdon-Didcot-Wantage/Grove area be replaced by a more general requirement that the need for any new residual waste treatment facility has to be demonstrated on a case-by-case basis.

*Policies W8 & W9 – Hazardous and Radioactive Waste*

28 Objections were received that the draft policies were too restrictive and placed too much reliance on facilities outside Oxfordshire, contrary to national policy. In particular concerns were expressed that the policies failed to appreciate the need to consider the storage, management and disposal of radioactive waste in the wider context of national policy.

29 We have reviewed the draft policies in consultation with the Nuclear Decommissioning Authority – the Government agency responsible for the management of nuclear waste. This work has reconsidered the expected types and quantities of these wastes and their management requirements, together with the availability of facilities in Oxfordshire and elsewhere in the Country, in the light of national policy.

30 The proposed changes to policies W8 and W9 provide for Oxfordshire's waste management needs to be met within the county insofar as this is appropriate; and would enable facilities to accommodate waste from outside the county only where it can be demonstrated that there is no adequate provision elsewhere.

**Other Issues and Changes to Policies**

31 We have considered all the other issues that were raised in the consultation responses and as a consequence a number of other changes to policies are proposed:

- Policy M3 – Locations for mineral working: The parts covering non-aggregate minerals are moved to a new policy, leaving policy M3 to cover aggregates only.

- Policy M5 – Safeguarding: This policy should cover mineral deposits only; the parts on rail depots and recycled aggregate facilities are moved to policies M4 and W10.

- Policy M6 – Restoration of mineral workings: The provisions for securing long-term management of restored sites are strengthened; and a requirement for restoration to provide flood storage capacity is added.

- Policy W6 – Sites for waste management facilities: The policy is amended to accord better with national green belt policy; and to link temporary development as an exception at mineral working and landfill sites with general policy on green field sites.

- Policy W7 – Landfill: It is clarified that this policy does not cover hazardous or radioactive waste; and greater emphasis is given to use of inert waste in restoring quarries, with landfill only being permitted elsewhere if there would be environmental benefit.

- Policy C1 – Flooding: Reference to the sequential test and exceptions test, from national policy, is included.

- Policy C4 – Biodiversity and geodiversity: The policy is amended to accord better with legislation and national policy on designated sites; and to clarify policy on the contribution developments should make to maintenance and enhancement of habitats, biodiversity and geodiversity.

- Policy C5 – Landscape: Clearer reference is made to landscape character and assessments; and a section on proposals affecting Areas of Outstanding Natural Beauty is added.

- Policy C6 – Historic environment and archaeology: The policy is amended to accord better with national policy.

- Policy C7 – Transport: The term ‘primary road network’ is replaced by ‘advisory lorry routes’; and a requirement for financial contributions towards infrastructure improvements is included.

- Policy C8 – Rights of way: A requirement for provision to be made for improvements to rights of way and public access, including financial contribution, is included.

- An additional policy is proposed on development affecting high grade agricultural land and management of soils.

**Appendix 9**

**Extract from report to County Council Cabinet**
**28 January 2014**

## *Waste Planning Strategy*

17 Policy W1 reiterates the commitment to net self-sufficiency in provision for waste management from the previous policy, but the actual amounts of waste to be managed are not included since forecasts may change and up to date figures will be included in annual monitoring reports.

18 Policy W2 on management of waste from outside Oxfordshire expands the previous policy to distinguish between facilities for residual waste treatment and for recycling and composting, and broadens it to cover inert as well as non-hazardous waste.

19 Policy W3 on diversion of waste from landfill includes the same targets as in the previous policy but makes it clearer that proposals for waste management should demonstrate that they provide for waste management as far as reasonably possible up the waste hierarchy.

20 Policy W4 on waste management capacity requirements omits the waste requirement figures that were included in the previous policy and instead states that capacity requirements will be monitored and updated in the annual monitoring reports. In addition to generally providing for additional waste management facilities to meet capacity requirements, it includes particular statements from previous policy W5 encouraging further recycling and composting facilities but saying further capacity for residual waste treatment will only be permitted if it would not impede the achievement of waste management targets.

21 Policy W5 on locations for waste management facilities is a simplified version of the previous policy but retains the same overall spatial strategy for strategic facilities within a core part of the county; non-strategic facilities near to the main towns; and only small scale facilities in more rural areas.

22 Policy W6 on siting of waste management facilities is similar to the previous policy but reference to sites within Areas of Outstanding Natural Beauty is omitted as this is covered by the core policy on landscape.

23 Policy W7 on landfill is the same as the previous policy except for a change in the order of the sections.

24 Policy W8 on hazardous waste is the same as the previous policy but it now covers hazardous waste only and does not include radioactive waste.

25 Policy W9 on radioactive waste broadens the previous policy to cover the possibility of proposals being made for facilities for low level radioactive waste elsewhere in Oxfordshire, as well as making specific provision for managing

radioactive wastes at Harwell and Culham. The provisions for Harwell and Culham are as in the previous policy, although the need to management of intermediate level radioactive waste has now been met by the recently permitted storage building. Elsewhere in the county, low level radioactive waste facilities would only be permitted if they are substantially required for the management of waste from Oxfordshire.

26 Policy W10 on waste water and sewage sludge is a new policy providing for additional capacity where it is needed to extend or replace existing facilities for the treatment and disposal of this waste.

27 Policy W11 on safeguarding waste management sites includes the previous policy W10 but expands it to include reference to specified sites to be safeguarded that are to be listed in an appendix to the plan and in annual monitoring reports.

**Appendix 10**

**Extracts from Report to County Council Cabinet**
**25 November 2014**

**From Annex 2 of the Cabinet Report 25 November 2014**

**(Summary of Representations made on the Draft Plan)**

## Waste Policies:

### Policy W1: Management of Oxfordshire waste

- The aim should be for self-sufficiency in all waste streams (including hazardous and radioactive wastes);
- It is not clear what is meant by the concept of self-sufficiency;
- Reliance should not be placed on facilities located elsewhere, existing or future, to manage Oxfordshire waste;
- Consider making a commitment to over-provide capacity for certain waste streams to compensate for expected deficiencies in others;
- The policy aims for self-sufficiency in agricultural waste but there is no policy to help achieve this;
- The forecast growth of 50% in construction, demolition and excavation (CDE) waste arisings between 2012 and 2020 is unlikely to be seen;
- Not clear whether waste generated by HS2 and Bicester Eco-Town has been considered in forecast waste arisings;
- Need to make sure that forecast waste arisings take account of population and household numbers.

### Policy W2: Management of waste from other areas

- Acknowledgement that London has a shortage of landfill capacity is welcomed; Support for recognition of need to provide capacity for disposal of waste from London and elsewhere (consistent with NPPF para. 182); policy is consistent with the West London Waste Local Plan;
- Better explanation needed of what is meant by the intention to not make provision for 'facilities which provide *substantially* for the treatment of residual non-hazardous waste from outside Oxfordshire'; the policy appears to preclude the provision of facilities for the treatment of waste from other areas;
- It is not possible for London to become self-sufficient in managing its waste needs in the period covered by the plan;
- Not clear where the forecasted waste import figures are derived: the adopted London Plan does not contain this information;
- The Further Alterations to the London Plan anticipate a 30% reduction in the amount of waste originally forecast for London in the period to 2031, and this should be reflected in Oxfordshire's waste policy ;
- Pleased to see that waste imported into the county is, in general, reducing year on year;
- Waste should be treated as close to its source as possible; allowing large amounts of waste to travel from London to Sutton Courtenay does not achieve this;
- The plan is contradictory in making provision for disposal of waste from London whilst saying (paragraph 5.17) that transporting waste from elsewhere for disposal in Oxfordshire is unsustainable; the policy should discourage the importation of waste from other areas for disposal in Oxfordshire

- Further discussion needed on options for meeting the unmet demand for disposal of non-hazardous waste from West Berkshire; concern that the policy may not allow for fulfilment of the contract for disposal of Central Berkshire waste in Oxfordshire;

**Policy W3: Diversion of waste from landfill**

- The plan fails to consider that the Vale and SODC are already close to the 70% recycling household waste levels.

**Policy W4: Waste management capacity requirements**

- The capacity requirements are expressed in vague terms and cannot be identified from the material provided; it is unclear what facilities are needed;
- It is difficult to establish how the waste capacity shortfalls will be met and whether the proposed strategy is capable of delivering the level of capacity required; as a result, the strategy may not be sound or consistent with PPS10 or compliant with the European Waste Framework Directive;
- The policy is inconsistent with PPS10;
- The apparent waste capacity shortfalls appear significant, and it may be challenging to progress the plan further without better clarification of how the shortfalls are to be met;
- Relying on the Annual Monitoring Report to identify capacity requirements is not appropriate as these reports cannot be challenged;
- The statistical basis for CDE forecasts for both recycling and landfill need to be thoroughly reviewed;
- Additional commercial and industrial (C&I) recycling and transfer capacity is definitely required;
- The majority of CDE recycling capacity is temporary and located in quarries and landfill and will be difficult to replace.

**Policy W5: Locations for waste management facilities**

- The general locational strategy is overcomplicated; the broad area approach is not specific, overcomplicated and does not accord with PPS10.
- Clarification is required for how the broad area for strategic waste facilities was defined;
- Greater clarity is required in locations for waste facilities: provision should be made for specific deliverable sites; identification of strategic waste sites should only be through the development plan process;
- Lack of provision for specific sites may increase pressure outside Oxfordshire;
- The broad area defined as appropriate for the location of strategic waste facilities should be re-defined to omit rural communities, include existing strategic sites; make better provision for facilities east of Oxford; acknowledge that significant parts are Green Belt; and better reflect the locational requirements of waste facilities;
- Concern about impact on AONBs;
- Banbury should be included as one of the growth areas better able to accommodate new waste facilities;
- The need for CDE waste recycling facilities should not be met in the Oxford Green Belt;

- Better household waste recycling centre (HWRC) facilities are required close to Bicester; Ardley HWRC should remain open until one can be provided.

**Policy W6: Siting of waste management facilities**

- Reliance on temporary recycling facilities at quarry and landfill sites results in loss of capacity when the host sites are completed; in some instances there may be a good case for retaining the recycling facilities.

**Policy W7: Landfill**

- The difficulties of protecting ('husbanding') non-hazardous landfill void (paragraph 5.62) are not reflected in the policy approach; clarity is needed over the term "husbanding";
- The plan should recognise that Sutton Courtenay landfill is a temporary site which should close in 2030 and no further extension of time be allowed;
- Bring forward the closure of Ardley landfill from 2019 to 2017;
- The recognition given to the importance of non-recyclable inert waste for the restoration of mineral workings is welcomed;
- In addition to the priorities listed, disposal of inert waste should be targeted at rail linked sites to avoid the harmful impact of road traffic.

**Policy W8: Hazardous waste**

- The policy conflicts with what paragraph 5.73 of the plan says about self-sufficiency in managing hazardous wastes;
- Sutton Courtenay should be protected from excessive hazardous waste;
- Consideration should be given to developing capacity which could meet a need for the management of hazardous wastes arising outside Oxfordshire;
- The second part of the policy does not make allowance for sustainable or environmentally preferable alternatives.

**Policy W9: Management of radioactive waste**

- General support for this policy.

**Policy W10: Waste water and sewage sludge**

- General support for this policy, in particular safeguarding existing waste management sites and the inclusion of a policy on waste water and sewage sludge.

**Policy W11: Safeguarding waste management sites**

- It should be specified that the Sutton Courtenay site will close in 2030.

**From main report to Cabinet 28 January 2014 – paras 37-50**

**(Summary of changes to be made to the Draft Plan)**

Waste Policies

37. Fewer comments were made in the consultation responses on the waste section of the plan (section 5) than on the minerals part. On the whole, the issues raised are detailed rather than fundamental but, coupled with an updating of the waste needs assessment for Oxfordshire and recent changes to national policy, with the publication of National Planning Policy for Waste and related planning guidance, extensive amendment of the waste section is required. The main changes proposed to the policies are set out below.

38. Policy W1 – management of Oxfordshire waste is amended to relate only to the three principal waste streams – local authority collected, commercial & industrial and construction, demolition & excavation wastes (the more specialised waste streams are covered in other polices); and also to include the estimated quantities of these wastes that will require management over the plan period to 2031. These estimates have been updated in the light of the more recent waste needs assessment from those included in the supporting text of the consultation draft plan.

39. Policy W2 – management of waste from other areas is deleted as the content of this policy is better covered within other policies with which this policy overlapped, in particular policy W4 on waste management capacity requirements and W7 on landfill.

40. In policy W3 – diversion of waste from landfill, the waste management targets are rolled forward to the new plan end date of 2031 and in some cases amended in the light of further technical work done in connection with the waste needs assessment on realistic levels of diversion of waste from landfill by recycling and other forms of waste treatment.

41. Policy W4 – waste management capacity requirements is extensively amended to make it clearer and more consistent with national policy and guidance; to cross-refer directly to the table of identified waste management needs in the supporting text; to state that sites for waste management facilities will be identified in the Site Allocations document; and to include reference to enabling the management of waste at the nearest appropriate installation (the proximity principle) in respect of any proposals for further capacity for treatment of residual waste.

42. The wording of policy W5 – locations for facilities to manage the principal waste streams is amended only slightly but the policy title is changed to clarify that it relates only to the principal waste streams (as in policy W1), not all waste streams.

43. Policy W6 – siting of waste management facilities is amended to remove duplication and make its meaning clearer, particularly in respect of temporary

facilities but more significantly the final part of the policy relating to the green belt is amended to reflect the new National Planning Policy for Waste. Government policy is now clearly that proposals for waste facilities in the green belt should be treated in the same way as any other form of inappropriate development and should not be permitted unless very special circumstances can be demonstrated. This is a change from the previous national policy in PPS10: Planning for Sustainable Waste Management which stated that the particular locational requirements of some waste management facilities and the wider environmental and economic benefits of sustainable waste management should be significant weight. Policy W6 is amended to reflect this stricter policy approach in the new national policy.

44. This change in policy on waste facilities in the green belt is likely to make it more difficult to find suitable sites for new facilities for waste arising in Oxford. However, this should not prevent the plan strategy for the location of facilities being delivered, and policy W5 should continue to require strategic waste management facilities to be located in the core Bicester – Oxford – Abingdon – Didcot area of the county.

45. Policy W7 – landfill is amended to include that part of deleted policy W2 that relates to landfill of waste from outside Oxfordshire. It is also amended to delete reference to husbanding of non-hazardous landfill capacity, as this is now considered undeliverable and unnecessary; and to signal a more cautious approach to any proposal to extend the life of a landfill. Other minor rewording is made to improve the clarity of the policy.

46. Policy W8 – hazardous waste is amended only slightly, to improve clarity, in particular to clarify that the policy covers landfill of hazardous waste as well as other forms of waste management.

47. A new policy WX – agricultural waste is inserted to fill a gap in the consultation draft plan. This policy covers on-farm treatment of agricultural and other organic waste and in principle encourages proposals for energy generation such as through anaerobic digestion.

48. Policy W9 – management of radioactive waste is reordered to make it clearer and more generally applicable and consistent with the policy on hazardous waste. The parts of the policy relating specifically to facilities at Harwell and Culham are amended to refer only to treatment and storage of radioactive waste, not disposal. This leaves any proposal for disposal to be considered against the general part of the policy, which sets a higher test of need.

49. Policy W10 – waste water and sewage sludge is amended to make it more generally applicable to any proposals that may come forward and to state that proposals should meet the core policies of the plan unless there is an overriding need that cannot otherwise be met.

50. Policy W11 – safeguarding of waste management sites is simplified and states that all waste management sites will be safeguarded pending the preparation of the Site Allocations document.

## Appendix 11

# Capacity Assessment of existing recycling, recovery and treatment facilities

| Description | Grid Reference | X | Y | Annual Throughput | Strategic Facility? | Within Strategic Area? |
|---|---|---|---|---|---|---|
| **CDE Recycling** | | | | | | |
| Worton Farm | SP 471 113 | 447100 | 211300 | 48,000 | Non-strategic | Yes (Oxford) |
| Shipton Quarry | SP 478 174 | 447800 | 217400 | 150,000 | Strategic | No |
| NW Corner of TW Depot | SP 476 153 | 447600 | 215300 | 20,000 | Non-strategic | No |
| Old Brickworks Farm | SP 518 158 | 451800 | 215800 | 40,000 | Non-strategic | Yes (Oxford) |
| Newlands Farm | SP 439 352 | 443900 | 235200 | 32,000 | Non-strategic | No |
| Ferris Hill Farm | SP 355 351 | 435500 | 235100 | 25,000 | Non-strategic | No |
| Playhatch Quarry | SU 740 765 | 474000 | 176500 | 65,000 | Strategic | No |
| Ewelme No. 2 | SU 646 905 | 464600 | 190500 | 16,000 | Small Scale | No |
| Rumbolds Pit | SU 645 927 | 464500 | 192700 | 20,000 | Non-strategic | No |
| Hundridge Farm | SU 669 854 | 466900 | 185400 | 5,000 | Small Scale | No |
| Prospect Farm | SU 498 851 | 449800 | 185100 | 35,000 | Non-strategic | No |
| Sutton Courtenay | SU 515 930 | 451500 | 193000 | 85,000 | Strategic | Yes (Didcot/Abingdon) |
| Appleford Sidings | SU 520 931 | 452000 | 193100 | 100,000 | Strategic | Yes (Didcot) |
| Tubney Wood | SP 449 006 | 444900 | 200600 | 8,000 | Small Scale | Yes (Oxford) |
| Grove Industrial Park | SU 385 895 | 438500 | 189500 | 40,000 | Non-strategic | Yes (Wantage) |
| Shellingford Quarry | SU 328 937 | 432800 | 193700 | 30,000 | Non-strategic | No |
| Upwood Quarry | SP 452 003 | 445200 | 200300 | 8,000 | Small Scale | Yes (Wantage) |
| Swannybrook Farm | SU 407 967 | 440700 | 196700 | 20,000 | Non-strategic | No |
| Shipton Hill | SP 267 138 | 426700 | 213800 | 9,000 | Small Scale | No |
| New Wintles Farm | SP 431 108 | 443100 | 210800 | 110,000 | Strategic | Yes (Oxford) |
| Gill Mill | SP 370 078 | 437000 | 207800 | 120,000 | Strategic | Yes (Witney) |
| Lakeside Park - Ethos | SP 383 044 | 438300 | 204400 | 25,000 | Non-strategic | No |
| Sandfields Farm | SP 447 240 | 444700 | 224000 | 9,600 | Small Scale | No |
| Dix Pit | SP 403 050 | 440300 | 205000 | 98,000 | Strategic | No |
| Lakeside Industrial Park | SP 384 044 | 438400 | 204400 | 2,000 | Small Scale | No |
| Rear of Cemex Batching Plant | SP 387 057 | 438700 | 205700 | 40,000 | Non-strategic | No |
| Burford Quarry | SP 269 107 | 426900 | 210700 | 500 | Small Scale | No |
| **MSW/C&I Recycling/Transfer** | | | | | | |
| Worton Farm | SP 471 113 | 447100 | 211300 | 60,000 | Strategic | Yes (Oxford) |
| Finmere Quarry | SP 628 322 | 462800 | 232200 | 90,000 | Strategic | No |
| Ardley Landfill | SP 543 259 | 454300 | 225900 | 10,000 | Small Scale | Yes (Bicester) |
| Alkerton Landfill | SP 383 432 | 438300 | 243200 | 6,500 | Small Scale | No |
| Banbury Transfer Station | SP 469 402 | 446900 | 240200 | 9,000 | Small Scale | Yes (Banbury) |
| Charlett Tyre Yard | SP 480 119 | 448000 | 211900 | 1,000 | Small Scale | Yes (Oxford) |
| Allotment Land - Thorpe Mead | SP 467 403 | 446700 | 240300 | 60,000 | Strategic | Yes (Banbury) |
| Thorpe Lane Depot | SP 467 406 | 446700 | 240600 | 100 | Small Scale | Yes (Banbury) |
| Redbridge Waste Centre | SP 518 038 | 451800 | 203800 | 15,600 | Small Scale | Yes (Oxford) |
| Cowley Marsh Depot | SP 541 048 | 454100 | 204800 | 3,000 | Small Scale | Yes (Oxford) |
| Ewelme No.2 | SU 646 905 | 464600 | 190500 | 25,000 | Non-strategic | No |
| Oakley Wood | SU 640 890 | 464000 | 189000 | 9,900 | Small Scale | No |
| Tyre Depot | SP 527 092 | 452700 | 209200 | 1,500 | Small Scale | Yes (Oxford) |
| Prospect Farm | SU 498 851 | 449800 | 185100 | 35,000 | Non-strategic | No |
| Sutton Courtenay | SU 515 930 | 451500 | 193000 | 98,000 | Strategic | Yes (Didcot/Abingdon) |
| Grove Industrial Park | SU 385 895 | 438500 | 189500 | 5,000 | Small Scale | Yes (Wantage) |
| Hill Farm | SU 523 922 | 452300 | 192200 | 10,000 | Small Scale | Yes (Didcot) |
| Culham No.1 | SU 531 953 | 453100 | 195300 | 50,000 | Non-strategic | Yes (Didcot/Abingdon) |
| Drayton WRRC | SU 475 933 | 447500 | 193300 | 12,400 | Small Scale | Yes (Abingdon) |
| Standford-in-Vale HWRC | SU 330 939 | 433000 | 193900 | 7,600 | Small Scale | No |
| Milton Park | SU 487 918 | 448700 | 191800 | 500 | Small Scale | Yes (Didcot) |
| Dix Pit | SP 403 050 | 440300 | 205000 | 14,100 | Small Scale | No |
| Slape Hill Quarry | SP 423 196 | 442300 | 219600 | 20,000 | Non-strategic | No |
| Worsham Quarry | SP 296 103 | 429600 | 210300 | 12,000 | Small Scale | No (Border Witney) |
| Sandfields Farm | SP 447 240 | 444700 | 224000 | 3,000 | Small Scale | No |
| Brize Norton X-fer | SP 313 098 | 431300 | 209800 | 12,000 | Small Scale | Yes (Witney) |
| Elmwood Farm | SP 283 051 | 428300 | 205100 | 1,400 | Small Scale | No |
| Downs Road | SP 329 103 | 432900 | 210300 | 15,000 | Small Scale | Yes (Witney) |
| Manor Farm | SU 251 990 | 425100 | 199000 | 200 | Small Scale | No |
| Unit 1, Enstone Airfield | SP 397 256 | 439700 | 225600 | 30,000 | Non-strategic | No |
| Lakeside Industrial Park | SP 384 044 | 438400 | 204400 | 23,000 | Non-strategic | No |
| **Composting/Biological Treatment** | | | | | | |
| Worton Farm | SP 471 113 | 447100 | 211300 | 45,000 | Non-strategic | Yes (Oxford) |
| Ashgrove Farm | SP 534 256 | 453400 | 225600 | 35,000 | Non-strategic | No |
| Banbury Strategic STW | SP 471 402 | 447100 | 240200 | 40,000 | Non-strategic | Yes (Banbury) |
| Battle Farm | SU 622 905 | 462200 | 190500 | 73,500 | Strategic | No |
| Upper Farm | SU 596 943 | 459600 | 194300 | 33,000 | Non-strategic | No |
| Sutton Courtenay | SU 515 930 | 451500 | 193000 | 40,000 | Non-strategic | Yes (Didcot/Abingdon) |
| Glebe Farm | SU 366 972 | 436600 | 197200 | 5,000 | Small Scale | No |
| Church Lane | SU 234 938 | 423400 | 193800 | 100 | Small Scale | No |
| Showell Farm | SP 356 296 | 435600 | 229600 | 21,000 | Non-strategic | No |
| **Metal Recycling** | | | | | | |
| Varney's Garage | SP 380 457 | 438000 | 245700 | 600 | Small Scale | No |
| Thorpe Mead | SP 469 403 | 446900 | 240300 | 300 | Small Scale | Yes (Banbury) |
| Newlands Farm | SP 439 352 | 443900 | 235200 | 50,000 | Non-strategic | No |
| Windmill Nursery | SP 609 207 | 460900 | 220700 | 10,000 | Small Scale | Yes (Bicester) |
| Jackdaw Lane | SP 524 051 | 452400 | 205100 | 1,000 | Small Scale | Yes (Oxford) |
| Berinsfield Car Breakers | SU 570 958 | 457000 | 195800 | 1,000 | Small Scale | No |
| Milton Pools | SP 654 032 | 465400 | 203200 | 1,000 | Small Scale | No |
| Mains Motors | SU 649 893 | 464900 | 189300 | 10,000 | Small Scale | No |
| Greenwoods | SP 576 018 | 457600 | 201800 | 300 | Small Scale | Yes (Oxford) |
| Menlo Industrial Park | SP 691 054 | 469100 | 205400 | 25,000 | Non-strategic | No |
| Fords Yard Menmarsh Rd | SP 613 098 | 461300 | 209800 | 2,000 | Small Scale | Yes (Oxford) |
| The metal yard | SU 553 993 | 455300 | 199300 | 2,000 | Small Scale | Yes (Oxford) |
| Sutton Wick Lane | SU 492 946 | 449200 | 194600 | 1,000 | Small Scale | Yes (Abingdon) |
| Whitecross Metals | SP 483 004 | 448300 | 200400 | 25,000 | Non-strategic | Yes (Abingdon/Oxford) |
| Quelches Orchard | SU 411 887 | 441100 | 188700 | 5,000 | Small Scale | Yes (Wantage) |
| Roadside Farm | SU 378 886 | 437800 | 188600 | 5,000 | Small Scale | Yes (Wantage) |
| Old Railway Halt | SP 327 303 | 432700 | 230300 | 7,500 | Small Scale | No |
| Claridges Car Breakers | SP 279 060 | 427900 | 206000 | 1,000 | Small Scale | No |
| T&B Motors, Westend | SP 358 106 | 435800 | 210600 | 1,000 | Small Scale | Yes (Witney) |
| Sturt Farm | SP 275 105 | 427500 | 210500 | 1,000 | Small Scale | No |
| Riding Lane Scrap Yard | SP 330 137 | 433000 | 213700 | 15,000 | Small Scale | Yes (Witney) |
| **Hazardous/Radioactive** | | | | | | |
| Merton St Depot | SP 465 402 | 446500 | 240200 | 3,000 | Small Scale | Yes (Banbury) |
| Allotment Land - Thorpe Mead | SP 467 403 | 446700 | 240300 | 5,000 | Small Scale | Yes (Banbury) |
| Horspath Rd Depot | SP 556 046 | 455600 | 204600 | 50 | Small Scale | Yes (Oxford) |
| Pony Lane | SP 557 047 | 455700 | 204700 | 100 | Small Scale | Yes (Oxford) |
| Ewelme No. 1 | SU 646 902 | 464600 | 190200 | 11,000 | Small Scale | No |
| Culham Jet | SU 536 958 | 453600 | 195800 | 300 | Small Scale | Yes (Abingdon) |
| Harwell Western Storage | SU 474 866 | 447400 | 186600 | 500,000 | Strategic | No |
| Harwell B462 | SU 474 866 | 447400 | 186600 | 3,000 | Small Scale | No |
| Drayton Depot | SU 489 940 | 448900 | 194000 | 20,000 | Non-strategic | Yes (Didcot/Abingdon) |
| Oxford Road Depot | SU 421 932 | 442100 | 193200 | 100 | Small Scale | No |
| Lower Yard | SP 431 086 | 443100 | 208600 | 100 | Small Scale | Yes (Oxford) |
| Plot J, Lakeside Business Park | SP 384 044 | 438400 | 204400 | 6,000 | Small Scale | No |
| **Waste Water** | | | | | | |
| Bicester STW | SP 579 210 | 457900 | 221000 | 2,000 | Small Scale | Yes (Bicester) |
| Banbury STW | SP 471 402 | 447100 | 240200 | 5,000 | Small Scale | Yes (Banbury) |
| Oxford STW | SP 544 019 | 454400 | 201900 | 25,000 | Non-strategic | Yes (Oxford) |
| Didcot STW | SU 520 913 | 452000 | 191300 | 3,000 | Small Scale | Yes (Didcot) |
| Wantage STW | SU 403 915 | 440300 | 191500 | 3,000 | Small Scale | Yes (Wantage) |
| Witney STW | SP 348 084 | 434800 | 208400 | 4,000 | Small Scale | Yes (Witney) |
| **Residual Waste Treatment** | | | | | | |
| Ardley Landfill | SP 543 259 | 454300 | 225900 | 300,000 | Strategic | Yes (Bicester) |

## Appendix 12

# Population Distribution: specified towns and rural areas

| Area | Population Size | Percentage |
|---|---|---|
| Strategic Towns | | |
| Oxford | 151,739 | 23% |
| Bicester | 30,876 | 5% |
| Abingdon | 33,268 | 5% |
| Didcot | 25,610 | 4% |
| **Total Strategic Towns** | **241,492** | **37%** |
| Non-strategic Towns | | |
| Banbury | 47,134 | 7% |
| Witney | 27,675 | 4% |
| Wantage & Grove | 18,624 | 3% |
| **Total Non-Strategic Towns** | **93,433** | **14%** |
| **Total Strategic & Non-Strategic** | **334,925** | **51%** |
| Rural Areas | 323,626 | 49% |
| TOTAL | 658,551 | 100% |

Source: Oxfordshire County Council Small Area Projections (Jan 2014).

**Appendix 13**

**Planning appeal APP/W0340/A/12/2188549:**
**Copyhold Farm Quarry, Curridge, Newbury**

# Appeal Decision

Site visit made on 17 May 2013

**by Brian Dodd BA Mphil MRTPI**
**an Inspector appointed by the Secretary of State for Communities and Local Government**
**Decision date: 11 June 2013**

**Appeal Ref: APP/W0340/A/12/2188549**
**Copyhold Farm Quarry, Curridge, Newbury RG18 9DR**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
- The appeal is made by Raymond Brown Minerals & Recycling Ltd against the decision of West Berkshire Council.
- The application (Ref 12/01814/MINMAJ), dated 20 July 2012, was refused by notice dated 22 October 2012.
- The development proposed is a materials recycling facility (MRF) for a temporary period until 31 December 2016, and amended restoration of remainder of former quarry.

## Decision

The appeal is allowed and planning permission is granted for a materials recycling facility (MRF) for a temporary period until 31 December 2016, and amended restoration of remainder of former quarry, at Copyhold Farm Quarry, Curridge, Newbury RG18 9DR in accordance with the terms of the application, Ref 12/01814/MINMAJ, dated 20 July 2012, and the plans submitted therewith, subject to the conditions set out in the attached schedule.

## Main issue

2. I consider the main issue to be the effect of the proposal upon the character, appearance and amenity of the rural area, and in particular the North Wessex Downs Area of Outstanding Natural Beauty (AONB).

## Reasons

3. Copyhold Farm Quarry is an active sand extraction site. The appeal proposal is for a materials recycling facility (MRF) with a throughput of 25-30,000 tonnes per annum of `skip waste'. It would be located within an area of just under 1 hectare which is already used as an aggregates recycling facility (ARF). The appeal proposal includes a steel-framed waste reception building, a staff welfare cabin and a toilet cabin. The ARF and the MRF would operate together until 31 December 2016 (the date until which the ARF is permitted).

4. The appeal proposal was preceded by an application (withdrawn) which sought permission for a permanent MRF and permanent use of the ARF. The existing mineral-working permission allows filling to continue until October 2018. Although the proposed buildings could be dismantled and re-used elsewhere, they represent a considerable investment for a facility with a life of less than four years. It is clear from the evidence that although the proposal before me is for a temporary facility linked to the life of the ARF, there is at least a possibility that the appellants might seek an extension of time once the facility was established. However, my decision relates solely to a temporary facility as

applied for.

*Policy considerations*

5. The recycling of waste is a key element of both national and local planning policy (set out in Planning Policy Statement 10: *Planning for Sustainable Waste Management* and in the Waste Local Plan for Berkshire), and in principle the proposed MRF should be supported provided that other material considerations do not weigh against it. In this instance the main consideration is the location of the appeal site within the countryside and the AONB. Whilst promoting sustainable development, the National Planning Policy Framework (`the Framework') says that great weight should be given to conserving landscape and scenic beauty in AONB, and that planning should recognise and respect the intrinsic character and beauty of the countryside.

6. Under the Countryside and Rights of Way Act 2000 there is a duty to have regard to the purpose of conserving and enhancing the natural beauty of the AONB.

7. Area Delivery Plan Policy 1 of the West Berkshire Core Strategy (WBCS) says that most development will be within or adjacent to identified settlements, and that only limited appropriate development will be allowed in the open countryside. Area Delivery Plan Policy 5 of the WBCS seeks to conserve and enhance the special landscape qualities of the AONB.

8. Policy WLP29 (xiii) of the Waste Local Plan for Berkshire (WLPB) sets out a strong presumption against waste management development within the AONB, except for the restoration of mineral workings, and where temporary recycling and transfer facilities are located on landfill sites in accordance with Policies WLP15 and WLP24. These policies contain the important proviso that the recycling should relate to waste brought to the site for disposal. In the present case, it is clear from the appellants' own figures that very little of the waste brought to the site would be utilised in the restoration of the mineral workings: the great majority would be exported for sale or further processing. Nevertheless, for the purposes of the policy, there would be a limited relationship between the recycling activity and the quarry restoration.

9. Key planning and management issues in this part of the AONB include increased
traffic, pressure for development and the loss of tranquillity.

10.The impact of the appeal proposal upon its surroundings would be perceived primarily in terms of visual amenity, noise, dust and vehicle movements. In addition to the policies mentioned above, saved Policy OVS.6 of the West Berkshire District Local Plan and Policy WLP30 of the WLPB bear upon these matters. I deal with each of these matters below.

11.The MRF would serve a wide area including Newbury, Thatcham, Hungerford, Theale, Reading, south Oxfordshire and north Hampshire. It would also serve the AONB, but I do not think it could reasonably be said that the prime justification for the site is to meet needs arising within the AONB. Similarly, a very small proportion of the imported waste would be landfilled as part of the

quarry restoration, but that cannot be claimed as the main justification for the facility.

12.I note the parties' arguments about the availability and suitability of various existing and proposed alternative sites. However, I do not attach great weight to these arguments, for the following reason. It is clear from national and local policy concerning the countryside, and AONBs in particular, that it is highly unlikely that an MRF would be permitted in this sensitive location were it a pristine site, unless there were very convincing reasons. It might be argued that such reasons could include an absence of alternative sites in less sensitive locations. However, it is not necessary to examine such arguments in this case. The appeal site has already been worked for minerals, it is already used as an ARF, and it shares an access with a working quarry. Provided that the MRF did not occupy the site beyond the period of mineral working and infilling, and that there were no cogent objections in terms of visual amenity, noise, dust and vehicle movements, it would be reasonable and beneficial to permit co-location with the quarry. Once the quarrying was finished, the site could be returned to agricultural use compatible with the tranquillity appropriate to an AONB.

13.I have already said that there is at least a possibility that the appellants might seek an extension of time once the facility was established. Any such application would have to be determined in the light of the circumstances prevailing at the time.

14.The Framework says that planning permission should be refused for major developments in AONB except in exceptional circumstances. `Major developments' (plural) in this context are not defined. `Major development' (singular) for the purposes of the Town and Country Planning (Development Management Procedure) (England) Order 2010 (DMPO) includes all waste disposal proposals, of whatever size and nature. As the appellants argue, it does not seem reasonable to assume that a definition made for the purposes of a procedural order can be imported without qualification or question into a national planning policy document. Emerging waste planning policies in both West Sussex and Oxfordshire recognise that sometimes `small scale' waste management facilities for local needs might be acceptable within AONB, and in the light of common sense and experience that would seem a prudent approach. In the absence of specific parameters, whether any particular proposal is `small scale' must be a matter of fact and degree taking into account all the circumstances in each case. However, as a guideline, the emerging Oxfordshire policy says that it is unlikely that a waste management facility with a throughput of more than 20,000 tonnes per annum would be compatible with an AONB.

15.There is no convincing evidence before me to suggest that the Framework (or indeed the policy guidance which it replaced) intended `major developments' (plural) to mean exactly the same as `major development' (singular) in the DMPO. I recognise that the Inspector in appeal decision APP/W0340/A/12/2173977 concluded that the mineral-working proposal before him (which was larger in scale than the proposal before me) amounted to `major development' in both senses, but I do not consider that his conclusion amounts to conclusive evidence that the Framework should be interpreted only in the light of the DMPO.

16.In any event, the point is not of great significance in this case. The proposal before me is not `small scale' according to the Oxfordshire definition, and it is not primarily intended to serve local needs within the AONB, but the appeal site is already used for aggregates recycling, and the proposal is for a temporary period, linked to the life of the existing quarry and ARF.

17.The buildings, traffic, noise, excavations and stockpiles associated with the existing quarry and ARF are considerable, and are out of character with the beauty and tranquillity which ought to typify an AONB. However, minerals must be worked where they occur, and the effects are temporary. I have no doubt that the buildings, traffic and noise associated with the proposed MRF would also be out of character with the beauty and tranquillity of the AONB were the existing activities not already taking place. The key question is therefore whether the additional impact of the proposed MRF (the intensification of activity and the introduction of more buildings) would be unacceptable for the temporary period proposed.

*Visual impact*

18.The main visual impact of the proposal would arise from the introduction of the waste reception building and from increased traffic to and from the site. Because of the contours and the existing tree screen, from most vantage points the building would not be noticeable. The main impact would be upon horseriders, walkers, runners and cyclists using the public rights of way surrounding the site. According to the appellants' Landscape Appraisal, the impact would vary between `minor' and `significant' in winter and between `insignificant' and `moderate' in summer, depending on the viewpoint*.

19.The Landscape Appraisal concedes that the limited local visual impact of the waste reception building is an example of one of the pressures contributing to the dilution of the area's distinctive landscape character, and that it would be contrary to the conservation objectives appropriate to the AONB. On the other hand, the building would be located on an existing waste management site which is visually well contained, its visual impact would be very localised, and under the appeal proposal its effect would be temporary. The proposed additional screen planting would not be likely to have a significant effect within the next three years.

*Noise and dust*

20. Apart from Copyhold Farm, said to be occupied by the owner of the site, and already subject to noise from the quarry, there are no noise sensitive properties within 500 metres of the site. A crusher and screen are already used by the existing ARF facility. Any additional noise from the appeal proposal would have little or no impact, except upon users of the public rights of way. Despite the

* These assessments are taken from the body of the report; the Conclusions differ by saying that the impact would be no more than `moderate'.

Representations from local residents, there is no history of formal complaints about noise from the site.

21. Dust emissions could be monitored and controlled by means of a condition.

*Traffic*

22. The appellants' estimates of traffic movements suggest that there would be an increase from historic mean levels of 48 movements a day (with backloading) to 100 movements a day (with backloading). This would be a substantial increase, and in my opinion would have a noticeable impact, visually and in terms of noise and disturbance, upon the character of the rural area and the AONB. However, there would be little or no impact upon residential properties, the roads serving the site are able to accommodate the increase, and the extra traffic would be limited to the life of the MRF. Vehicles entering and leaving the site and users of the public rights of way would need to exercise due caution at crossing points, but there is no convincing evidence to suggest that the increase in traffic would be detrimental to highway safety. On the basis that this would genuinely be a temporary use, linked to, and limited to the duration of, the ARF and the restoration of the quarry, I consider that the extra disturbance to the rural area and the AONB could be tolerated.

23. The Highway Authority recommend a condition limiting daily movements to 130 (an allowance of 30% above the mean estimate) as agreed by the appellants in September 2012. The appellants now argue for a limit of 200 movements a day, which on the evidence before me appears excessive. If the limit of 130 were to prove too low in practice, the condition could be re-assessed in the light of experience, and in particular the effect upon the character and appearance of the rural area.

*Other matters*

24. I recognise that horse-riding is an important activity in the area surrounding the site, and that the bridleways around the site serve an important recreational and commercial function. However, the disturbance from the proposed MRF would be limited both by conditions governing its hours and days of operation, and by its overall lifespan.

25. There is no evidence that there would be any significant impact upon protected species or other interests of ecological importance.

26. There is no evidence of flood risk or drainage issues.

27. Light pollution could be minimised and controlled by means of a condition.

*Conclusion*

28. For the above reasons I conclude that whilst the proposal would be harmful to the character, appearance and amenity of the rural area, and in particular the North Wessex Downs Area of Outstanding Natural Beauty (AONB), the harm could reasonably be tolerated so long as the MRF was associated with active mineral extraction and restoration operations. To that extent the proposal

would comply with the development plan.

29. I have taken into account all other matters raised, including the views of the Chieveley Parish Council, but for the reasons given above I conclude that the appeal should be allowed, and planning permission granted, subject to the conditions set out in the attached schedule.

*Conditions*

30. In order to minimise the impact of the development upon the character and appearance of the area, and to control the hours and days of operation, noise, dust, light pollution, traffic, highway safety, and restoration, I shall impose the conditions suggested by the Council, modified to remove duplication, increase precision, and, where appropriate, to take account of the appellants' concerns. In my view the conditions are necessary and reasonable, and meet the tests set by Circular 11/95.

31.The appellants propose that vehicles leaving the proposed MRF should use their existing wheel cleaning facilities. However, these lie outside the site edged red, and were (presumably) provided under the terms of a previous planning permission with its own conditions. In order to ensure that vehicles leaving the MRF are in a clean and safe condition, in the interests of highway safety, I consider it necessary that details of the wheel washing arrangements should be separately approved for the proposed MRF, even if the existing facilities are to be used. Similar arguments apply to the conditions dealing with crossings of public rights of way and dust control.

32. I recognise that the appellants intend to use `white noise' reversing alarms within the appeal site, but it is in my view essential that precise details be approved to ensure that the condition is effective and enforceable.

33. The application purports to be for two things: (i) the MRF, and (ii) amended restoration proposals for the remainder of the former quarry. The site edged red encompasses only the site of the proposed MRF and its access road. The amended restoration proposals lie within the site edged blue. The parties have agreed that the matter can be dealt with means of a condition.

34. The Council's suggested condition 2 does not allow a period for site restoration following the cessation of waste processing. I have therefore amended the condition to allow a year for restoration. The Council's condition 17 (my condition 21) then requires a further 5-year aftercare programme.

*Brian Dodd*
INSPECTOR

## Appendix 14

# Assessment of waste policies relative to Plan issues and objectives

| Plan Objective | | Relevant Policies | Issue(s) addressed | Commentary |
|---|---|---|---|---|
| 1 | Provide for net self-sufficiency in meeting the needs of the principal waste streams. | W1; W2; W3; W4; W5; W6; W11 | SI(1)<br>OI(2)<br>OI(3)<br>OI(6) | Policies commit to providing waste management capacity sufficient to meet forecasted waste demands through a combination of safeguarded sites (W11) and sites allocated in the Part 2 Plan conforming to the Part 1 Plan's spatial strategy (W4 and W5). |
| 2 | Provide capacity for other (specialist) waste streams identified in NPPG Waste. | W7; W8; W9; W10 | SI(1)<br>SI(2) | Policies provide for hazardous, radioactive, agricultural wastes and waste water as required, recognising that whilst provision to be net self-sufficient in hazardous and radioactive waste is impractical, a positive approach to new facility provision will bring Oxfordshire as close to this desirable aim as possible. |
| 3 | Seek to provide for facilities that drive waste away from landfill and as far up the waste hierarchy as possible. | W2; W3 | SI(1)<br>OI(1) | Policy W2 commits to targets that increase the amounts of waste recovered and treated at the expense of decreasing amounts of waste going to landfill. Policy W3 commits to providing adequate capacity for the types of facility capable of meeting these targets with a general presumption in favour of facilities for re-use, transfer and pre-treatment of waste (i.e. at the top end of the waste hierarchy). |
| 4 | Proximity Principle | | | |
| 4a | Manage waste as close as possible to source. | W4 | SI(4) | The locational policy in W4 outlines that larger scale facilities are expected to be close to main waste sources (specified urban areas). |
| 4b | Encourage other areas to be net self-sufficient. | | SI(3) | It is not appropriate to have a policy covering areas outside Oxfordshire. However, the implementation section of the Core Strategy refers to the opportunity to influence other areas by commenting on their policy documents and planning applications. |
| 4c | Minimise waste miles travelled. | W4; C10 | OI(4) | The locational policy W4 outlines that larger scale facilities are expected to be close to main waste sources (specified urban areas). This is reinforced in Policy C10 (Transport) whereby facilities are required to be located as far as practicable, in locations that minimise the road distance from the main sources of waste. |
| 4d | Reduce adverse impacts of waste miles. | W5 (5.42); C10 | OI(4) | There is an expectation that temporary sites will be restored and account taken of cumulative impacts if extensions are proposed, |

| | | | | |
|---|---|---|---|---|
| | | | | thus providing opportunity to address transport impacts. Encouragement is also given in policy C10 to non-road transport modes and improvement of road network sought where justified. A transport assessment and mitigation where applicable are required for larger scale development. |
| 4e | Enable communities to take responsibility for their own waste. | W4 | SI(4) | The locational policy in W4 encourages communities that are large waste producers to accommodate waste facilities to manage their waste in or nearby these areas. |
| 5 | Provide a broad distribution of facilities and make more specific provision for larger facilities. | W4, W11 | SI(4)<br>OI(3) | Policy W4 identifies specified areas suitable for larger scale facilities. Smaller facilities are acceptable elsewhere to allow for a balanced provision. Safeguarding of existing facilities suggests there is an existing broadly equal pattern of distribution across the Oxfordshire districts. |
| 6 | Seek to provide facilities as an integral part of county infrastructure and make good use of energy from waste. | W3, W6, W8, C1, 7.33, 7.34. | SI(1)<br>OI(1)<br>SI(4) | Encouragement given for use of energy from treatment of waste, and general presumption against landfill facilities. Food waste treatment is encouraged. Policy C1 provides a possible means of securing facilities as an integral part of new development. |
| 7 | Maintain opportunity for necessary disposal in landfill for Oxfordshire and other areas. | W6 | SI(3)<br>OI(1)<br>OI(5) | Confirms that no restriction is to be imposed on receipts of waste from other areas and promotes flexibility to extend the life of non-hazardous facilities. |
| 8 | Give priority to previously developed land and avoid green field land. | W5 | OI(4) | Gives priority to various types of brownfield land, including previously developed land. Sets the test that waste facilities will not be permitted on green field land unless this can be shown to be the most suitable and sustainable option, before the release of any greenfield sites. |
| 9 | Protect communities, and the natural and historic environment from harmful waste impacts. | C3, C4, C5, C6, C7, C8, C9 | OI(4) | There is a general presumption that all proposals conform to the Core Policies (exception made for waste water where necessary). Core policies seek to avoid harmful impacts from flooding, and protect water resources, general amenity/human health, soils, biodiversity/geodiversity, landscape and heritage assets. |

| | | | | |
|---|---|---|---|---|
| 10 | Secure the satisfactory restoration of temporary waste management sites (where the facility is no longer required or acceptable). | M10, W5, W11 | OI(5) | There is a presumption that temporary waste sites will be restored. However, the restoration of a minerals site to an 'after-use appropriate to the location' may allow for a waste use to remain. Temporary waste sites are safeguarded until Part 2 of the Plan (site allocations document) is adopted. |

Explanatory notes:

1. The Plan objectives column in this table sets out summaries of the Waste Planning Objectives in paragraph 3.7 i – x of the submitted Core Strategy (August 2015).
2. The issues addressed column in this table identifies the waste issue(s) that relate to each objective, taken from the issues identified in paragraph 2.48 of the submitted Core Strategy (August 2015); SI refers to Strategic Issues and OI refers to Other Issues, with the following number in brackets indicating the particular issue from the bullet pointed list in paragraph 2.48 that is being referred to.