

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

Submission Document

Topic Paper

**Development of the Minerals Spatial
Strategy**

April 2016

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and Waste Core Strategy in May 2012, which was then submitted for examination in October 2012 but was subsequently withdrawn, in July 2013.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.

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1. Introduction

- 1.1 This topic paper on the development of the minerals spatial strategy is a revision of the background paper produced in April 2012. This paper now addresses all the aggregate minerals spatial strategy elements of the submitted Core Strategy. It does not cover non-aggregate minerals. It covers the spatial strategies for secondary and recycled materials (Policy M1) and for land-won aggregate provision and working (Policies M2 and M3).
- 1.2 The paper is in two main parts, covering the development of the these two spatial strategy policy areas: Section 2 covers secondary and recycled materials (policy M1); and Section 3 covers land-won aggregate provision and working (policies M2 & M3). Each section includes:
 - a description of the process of development of the strategy, including an outline of the consultation and engagement process which was undertaken to inform policy development and how consultation responses were taken into account; and
 - the policy context within which the policies were developed, both prior to the NPPF and the current national planning policy in the NPPF.
- 1.3 This topic paper parallels and should be read in conjunction with the Core Strategy Sustainability Appraisal Report Addendum, April 2016 which summarises how alternative options have been considered and the reasons for selection of the final polices through the sustainability appraisal process in the preparation of the Minerals and Waste Core Strategy from 2006 to 2015.

2. Development of Policy M1: Provision for secondary and recycled aggregates

2.1 Minerals and Waste Issues and Options consultation paper, June 2006

2.1.1 This consultation paper included provision for the supply of recycled and secondary aggregates and where aggregate recycling facilities should be located as issues (Examination doc. 9.1).

2.2 Minerals and Waste Core Strategy Preferred Options consultation paper, February 2007

2.2.1 This consultation paper included preferred options for provision for the supply of recycled and secondary aggregates and where aggregate recycling facilities should be located (Examination doc. 9.1). This included that in locating aggregate recycling facilities, a sequential approach should be followed which identifies firstly urban areas, then areas close to urban area and lastly rural areas. Within these areas, a sequential approach should subsequently be taken to identify sites for these facilities; firstly on previously developed land, then on temporary minerals and waste sites and lastly on greenfield sites. The proposed policy made provision for aggregate recycling facilities in the Green Belt and for applications to be considered against national and regional policy.

2.2.2 Respondents to this consultation objected to the policy making provision for development of secondary and recycling sites in the Green Belt. Other respondents objected to the preference of the policy to locate sites close to urban areas, because of their environmental impacts and some respondents supported the proposal to locate these facilities in existing quarries.

2.2.3 In response to this consultation, the Government Office for the South East (GOSE) advised that the Core Strategy did not take a sufficiently spatial approach and that the strategy was not clearly set out or explained in a Key Diagram and that consequently the Core Strategy was at risk of being found unsound. Further work needed to be done on the options, and the responses that were made to the 2007 consultation also needed to be taken into account.

2.3 Publication of Planning Policy Statement (PPS) 12¹

2.3.1 In June 2008, the Government issued a revised PPS 12 which updated Government guidance on the preparation of Local Development Frameworks. PPS 12 introduced some changes to the plan preparation process, particularly by placing an emphasis on the spatial nature of the plan, on the importance of the compiling the evidence base and on identification of strategic sites which are crucial to the delivery of the plan.

¹ Planning Policy Statement 12 – Local Spatial Planning (DCLG, June 2008)

2.4 Minerals Planning Strategy Consultation Draft, September 2011

2.4.1 The Minerals Planning Strategy consultation draft was published in September 2011 (Examination doc. 9.9). Policy M1 in this document included a target for provision of secondary and recycled aggregate facilities in line with Policy M2 of the South East Plan which had been adopted in 2009. To meet this target, it identified the need for both permanent and temporary aggregate recycling facilities and it identified the likely sources of aggregates to supply those facilities. It no longer proposed a sequential approach to locating these facilities as it was felt that this approach was too prescriptive. Policy M1 is included in full in Appendix 1a.

2.4.2 Paragraph 4.7 of the draft minerals plan noted that *'Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through Policy W5 of the waste strategy.'*

2.4.3 The Minerals Planning Strategy consultation draft (Examination document 9.11) was published for consultation simultaneously with the minerals planning strategy. Policy W5, provision for additional waste management facilities stated that provision would be made for:
'Additional permanent recycling plants for construction, demolition and excavation waste (to produce recycled aggregates and soils) at or close to Oxford and the large and smaller towns in the rest of the county and temporary recycling plants located at landfill and quarry sites across Oxfordshire.'

2.5 Responses to the Minerals Planning Strategy Consultation Draft

2.5.1 Most responses to this policy were concerned with the target level of provision being proposed, rather than the spatial strategy for the facilities.

2.5.2 Among the responses to the spatial strategy there was some support from mineral operators for the provision of aggregate recycling facilities in existing quarries.

2.5.3 Paragraph 4.3.1 of the Sustainability Appraisal of the draft Minerals Planning strategy noted that *'The nature of any adverse impacts will depend to some extent on the exact location of sites for secondary and recycled aggregates... where these facilities exist in close proximity to active mineral workings, there are likely to be negative cumulative effects of a temporary but sustained nature.'*

2.5.4 Respondents to the draft waste consultation questioned the deliverability of Policy W5 on the grounds that they believe that there are few sites available at or close to Oxford which would be suitable for secondary and recycled aggregate facilities. Respondents were also concerned about the proximity of these facilities to towns such as Wallingford, Bicester and Thame. Local residents also noted that not all quarries are suitable for co-locations of recycling aggregate facilities; some quarries are located in rural areas and have poor accessibility to the transport network.

2.5.5 The sustainability appraisal of the draft waste strategy noted that; *'Policy W5... would ensure that provision is made as close to the sources of waste arising as possible, reducing travel distances and greenhouse gas emissions associated with transporting waste. Allowing for use of temporary facilities at landfills and quarries further enhances these benefits.'*

2.6 Minerals and Waste Core Strategy Proposed Submission Document, May 2012

2.6.1 The Minerals and Waste Core Strategy – proposed submission document was published in May 2012, to enable representations to be made on the soundness of the plan and on its legal compliance (Examination doc. 9.15). It included policy M1: Provision for secondary and recycled aggregates, which is included in full in Appendix 1a. There was no change to Policy M1 between the wording in the draft minerals strategy and in the proposed submission document.

2.6.2 The South East Plan was still extant policy at this time and encouraged the provision of sites for secondary and recycled aggregate facilities, especially if those sites are close to the sources of waste or to the markets for the final products. Paragraph 4.8 of the supporting text to Policy M1 notes that, in respect of the spatial strategy; *'Provision for additional facilities for the production of recycled aggregates from construction and demolition waste will be made through Policy W5'*.

2.6.3 Two objectives of the plan are relevant to Policy M1:

- Enable Oxfordshire to meet the locally determined requirements for the supply of sand and gravel, soft sand and crushed rock and secondary and recycled aggregates over the Plan period to meet planned economic growth and social needs and to make an appropriate contribution to wider needs.'
- Facilitate the economic and environmentally efficient supply of minerals in Oxfordshire and encourage the maximum practical recovery of aggregate resources from secondary and recycled materials for use in place of primary aggregates.'

2.7 Responses to the Core Strategy Proposed Submission Document, May 2012

2.7.1 Representations were received on policy M1. These are summarised in the Council's Statement on Consultation and Representations, October 2012, which is included in Annex 1 to the Council's Statement on Consultation and Representations, December 2015 which was submitted with the current Core Strategy (Examination doc. 3.1b). The responses were mostly concerned with the proposed level of provision (0.9 mtpa), mainly questioning its deliverability but some saying it was inadequate.

2.8 Submission of Core Strategy for examination, October 2012 and withdrawal of the plan, July 2013

2.8.1 The Minerals and Waste Core Strategy was submitted for examination in October 2012; it was unchanged from the plan that was published in May 2012 (Examination doc. 9.15). Following suspension of the examination, at the meeting of the full County Council on 9 July 2013 it was resolved to withdraw that plan. The reasons for withdrawal were not specifically related to policy M1.

2.9 Public consultation on draft Minerals and Waste Core Strategy, February 2014

2.9.1 The draft Minerals and Waste Local Plan: Core Strategy (Examination doc. 9.16) was the subject of public consultation from 24 February to 7 April 2014. It included policy M1: Recycled and secondary aggregate, which is included in full in Appendix 1a. It essentially included the same policy content as in the previous 2012 version of the Core Strategy, albeit set out differently, but it did not include a figure for the level of provision to be made. This followed from the revocation of the South East Plan, from which the previous figure of 0.9 mtpa was derived but also reflected a change of view towards a policy that sought to maximise the contribution to aggregate supply from recycled and secondary material sources rather than set a particular target level.

2.9.2 Responses were received from 155 individuals and organisations, making a total of 806 separate comments. The majority of these comments were on the minerals strategy section of the plan but only a few were specifically on policy M1. A summary of each comment, with the Council's response, is included in Annex 2 to the Council's Statement on Consultation and Representations, December 2015 which was submitted with the current Core Strategy (Examination doc. 3.1c). Some supported the removal of the target figure but others objected to this.

2.10 Preparation of Core Strategy proposed submission document and approval by Cabinet and Council, March 2015

2.10.1 The Core Strategy was revised having regard to the representations made on the February 2014 consultation draft and current national planning policy and guidance (NPPF, NPPW and NPPG). Regard was also had to the Oxfordshire Local Aggregate Assessment 2014 (LAA). The redrafting was informed by meetings of the Minerals and Waste Cabinet Advisory Group held on 23 May, 16 June, 16 July, 11 September and 16 October 2014 (see appendix 3b).

2.10.2 Policy M1 was changed to provide more detail on sources of recycled and secondary materials and where facilities should be located but it was left unchanged in respect of the non-inclusion of a provision level figure; it continued to seek to maximise the provision of aggregate from these sources.

2.10.3 The Minerals and Waste Local Plan: Part 1 – Core Strategy proposed submission document was approved by the Cabinet on 25 November 2014 and then by the full County Council on 24 March 2015. It was published on 19 August 2015. It included policy M1: Recycled and secondary aggregates, which is set out in full in Appendix 1a.

2.11 Policy Context

2.11.1 The policies in the version of the Core that was published in May 2012 and then submitted in October 2012 were prepared prior to the NPPF (March 2012), when the former planning policy statements and minerals policy statements and the regional spatial strategy and saved policies from the Minerals and Waste Local Plan formed the policy context. The former national planning policy statements and minerals policy statements were replaced by the NPPF in March 2012. The Government announced its intention to revoke the regional spatial strategies in 2010; the South East Plan was partially revoked, including revocation of all minerals and waste policies, on 25 March 2013. Some policies of the Oxfordshire Minerals and Waste Local Plan (1996) have been ‘saved’ by the Secretary of State² until such time as they are replaced by new policies in the Minerals and Waste Plan although the weight they can be given in planning decisions will be dependent on how closely they conform to guidance in the NPPF.

2.11.2 This following sections set out firstly the relevant national and regional policy context within which the 2012 version of the Core Strategy was prepared and then the relevant policies of the NPPF which are now current and are relevant to the 2015 version of the Core Strategy, the submitted plan.

2.11.3 Pre-NPPF policies

Minerals Policy Statement 1³

MPS 1 outlined the national policy on the use of secondary and recycled aggregates; one of the Government’s objectives was to encourage the greatest possible use of alternatives to primary aggregates and to *‘ensure, so far as practicable, the prudent, efficient and sustainable use of minerals and recycling of suitable materials, thereby minimising the requirement for new primary extraction.’*

MPS 1 also stated that LPAs should carry out their functions in relation to the preparation of plans in accordance with the national policies for minerals planning;

- *‘identify sites, preferred areas and/or areas of search, having taken account of environmental considerations to provide greater certainty of where future sustainable mineral working will take place; and*
- *‘ensure, so far as practicable the use of acceptable substitute or recycled materials in place of primary minerals.’*

² Letter dated 25 September 2007 from Office of the Deputy Prime Minister

³ Minerals Policy Statement 1: Planning and Minerals (2006)

South East Plan⁴

The South East Plan set targets for the counties within the region to make provision for secondary and recycled aggregates facilities in the region to 2016.

Policy M2: *'The use of secondary aggregates and recycled materials in the South East should increase from 6.6mtpa (29% of the guidelines for primary aggregate production in the region) to at least 7.7mtpa (34%) by 2016 so as to reduce the need for primary aggregates extraction' and;*
'Oxfordshire should ensure its minerals development framework enables provision of 0.9mtpa secondary and recycled aggregate provision to be made. Mineral Planning Authorities should identify sites to contribute to such provision in minerals development frameworks.'

Paragraph 10.80 of the supporting text to Policy M2: *'To meet national and regional targets and the apportionment in Policy M2, Mineral Planning Authorities should identify sufficient sites for recycling plants, primarily on brownfield sites or within new employment developments, to ensure that there is an increase in the recycling of construction and demolition and other waste for use as secondary aggregates in the region. In identifying sites, Mineral Planning Authorities should take into account the need for recycling operations to be located within a viable catchment area close to the origins of the waste material and to the subsequent markets. For construction and demolition materials, this will generally mean the main urban areas.'*

Policy W17 (Location of waste management facilities) emphasises the importance of good accessibility between waste management sites, planned new development and existing urban areas, good transport connections and compatible land uses such as active mineral working sites.

Minerals and Waste Local Plan⁵

The Minerals and Waste Local Plan encouraged the use of secondary and recycled aggregates and made provision for facilities provided that applications could demonstrate that sites would be located close to the waste source or market for the material and would not have an unacceptable environmental impact.

2.12 Current national planning policy

NPPF Paragraph 143: *'In preparing Local Plans, Local Planning Authorities should, so far as practicable, take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials.'*

⁴ Regional Spatial Strategy for the South East: South East Plan (2009)

⁵ Oxfordshire Minerals and Waste Local Plan (1996)

NPPF Paragraph 145 'Mineral Planning Authorities should plan for a steady and adequate supply of aggregates by making provision for the land-won and other elements of their Local Aggregates Assessment in their mineral plans taking account of the advice of the Aggregate Working Parties and the National Aggregate Coordinating Group as appropriate. Such provision should take the form of specific sites, preferred areas and/or areas of search and locational criteria as appropriate.'

3. Development of Policy M3: Principal locations for working aggregate minerals

- 3.1 The submitted Oxfordshire Minerals and Waste Local Plan: Part 1 – Core Strategy (proposed submission document, August 2015) includes a minerals spatial strategy which proposes broad locations – strategic resource areas – for mineral extraction in the county over the period to 2031 (policy M3). The Core Strategy proposes that specific sites for mineral working will be allocated within these strategic resource areas in the Site Allocations Document (policy M4). The minerals strategy is subdivided into three parts, separately covering sharp sand and gravel, soft sand and crushed rock. Sections 3.4 – 3.27 describe the process of developing, consulting on and revising the strategy options and how consultation feedback has informed the option revision process, to reach the Council’s proposed strategy. Section 3.28 sets out the policy context within which the strategies were developed.
- 3.2 The timeline on page 11 shows the stages of preparation of the minerals spatial strategy. Appendix 2 includes Spatial Strategy Summary Sheets for each of the three aggregate mineral types: sharp sand and gravel, soft sand and crushed rock. For each mineral, these one-page sheets set out in summary form the development of that part of the minerals spatial strategy, showing the options considered at each stage of the plan making and parallel sustainability appraisal process.
- 3.3 The options were generated and revised by County Council officers in consultation with stakeholders. A series of meetings of a Minerals and waste Stakeholder Forum were held to inform the development of the strategy in its earlier stages. These meetings and a summary of the main issues discussed are set out in Appendix 3a. County Councillors on the County Council’s Minerals and Waste Plan Working Group and its successor the Minerals and Waste Cabinet Advisory Group considered the emerging strategy at each significant stage of the process and provided feedback to officers. In particular, these Groups considered the strategy options that were the subject of stakeholder consultation, the draft preferred strategy for consultation and the strategy proposed to be included in the proposed submission document, for both the Core Strategy that was submitted in 2012 but withdrawn in 2013 and for the current submitted Core Strategy. A list of meetings of the Minerals and Waste Plan Working Group and the Minerals and Waste Cabinet Advisory Group with a summary of outcomes is at Appendix 3b. A list of relevant County Council Cabinet, Full Council and other meetings at which decisions were made on the development of the Core Strategy is also included in Appendix 3c.

Minerals Planning Strategy – Preparation Timeline



3.4 **Stage 1: Issues and options consultation, June 2006**

3.4.1 In June 2006, the Council published a Minerals and Waste Issues and Options consultation paper (Examination doc. 9.1). This set out what the Council saw as the key issues to be addressed in the new Minerals and Waste Development Framework and possible options for addressing these. It included options for provision for minerals supply and specifically for sharp sand and gravel and soft sand; and for strategies for the location of sand and gravel workings and the location of limestone / ironstone workings. It also included options for subdivision between soft sand and sharp sand and gravel of the sand and gravel sub-regional apportionment of 1.82 mtpa then set for Oxfordshire. An Interim Sustainability Appraisal, June 2006 (Examination doc. 9.2) was published alongside this consultation document. A summary report of responses to the consultation is on the Council's website.⁶ That summary also included the Council's initial thinking on the options, having regard to the consultation responses and the initial sustainability appraisal, which then fed into the preferred options.

3.5 **Stage 2: Preferred options consultation, February 2007**

3.5.1 In February 2007, the Council published a draft Preferred Options Core Strategy consultation document (Examination doc. 9.3) which set out preferred minerals and waste strategy options. A Sustainability Appraisal report, February 2007 (Examination doc. 9.4) was published alongside this consultation document. The preferred option for sand and gravel provision was a 17%/83% split of the apportionment between soft sand and sharp sand and gravel. The preferred strategy for location of sharp sand and gravel working was continued working in the existing West Oxfordshire areas and a new area(s) in southern Oxfordshire; and for soft sand was extensions and new workings in the main south west Oxfordshire resource area. For crushed rock the preferred strategy was limestone working in the Witney-Burford area and in the north east of the county.

3.5.2 A summary report of responses to the consultation document is on the Council's website⁷. A summary analysis of responses on the minerals preferred options, with the action that was proposed to be taken, is at Appendix 4. Respondents to this consultation noted the cumulative impact of previous sand and gravel working in the Evenlode and Windrush valleys and the importance of preparing strategic restoration plans before further working in these areas takes place. Respondents also identified that the strategy should seek to minimise distance that minerals are transported and the importance of making use of existing infrastructure.

3.5.3 In response to this consultation, the Government Office for the South East advised that the Core Strategy did not take a sufficiently spatial approach and that the strategy was not clearly set out or explained in a Key Diagram and that consequently the Core Strategy was at risk of being found unsound.

⁶ <https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy>

⁷ http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/mineralsandwaste/Report_on_Core_Strategy_PO_Consultation_Feb07_FINAL.pdf

Further work needed to be done on the options, and the responses that were made to the 2007 consultation also needed to be taken into account.

3.6 Stage 3: Publication of revised national planning policy, June 2008

3.6.1 In June 2008, the Government issued a revised Planning Policy Statement 12⁸ which updated Government guidance on the preparation of Local Development Frameworks. PPS 12 introduced some changes to the plan preparation process, particularly by placing an emphasis on the spatial nature of the plan, on the importance of the compiling the evidence base and on identification of strategic sites which are crucial to the delivery of the plan.

3.7 Stage 4: Initial generation of options, 2009

3.7.1 In 2009, the Council resumed the process of developing options for the minerals strategy. British Geological Survey (BGS) maps⁹ of the sand and gravel and ironstone and limestone resources were used to identify seventeen potential areas of sharp sand and gravel, two potential areas of soft sand and four potential areas of crushed rock. One of the areas of sharp sand and gravel (RAS-12) was subsequently subdivided, along the River Thames, to produce an 18th area (RAS-18). The maps on page 13 show the areas of sand and gravel, soft sand and crushed rock identified. Seven of the sand and gravel areas were discounted due to the thin and intermittent nature of the resources present in them and an eighth area (RAS-8) was discounted for sharp sand and gravel but retained for soft sand. Two of the crushed rock areas were retained in part, with the Cotswolds AONB area and the ironstone resource being discounted, and a third area was wholly discounted and Table 1 lists all the resource area options and sets out the reasons why each area was either included in or discounted from the strategy options.

⁸ Planning Policy Statement 12 – Local Spatial Planning (CLG, June 2008)

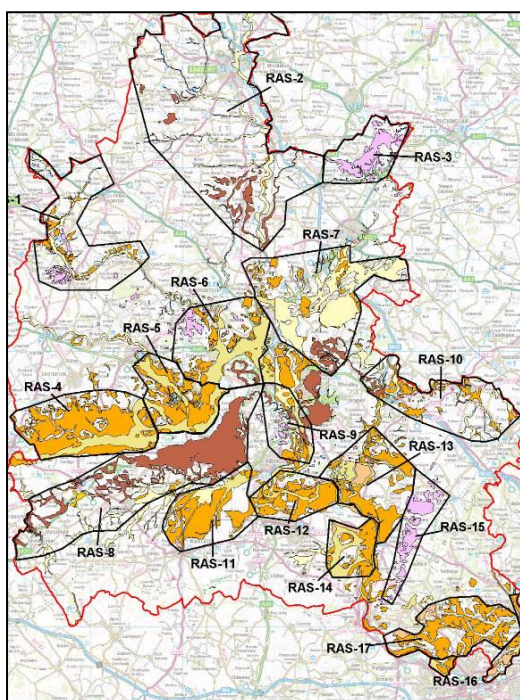
⁹ Mineral Resource Information in Support of National, Regional and Local Planning, Oxfordshire, BGS and ODPM, 2004; and Mineral Assessment Reports nos. 21, 23, 28, 32, 38, 64 & 81, BGS, 1976 - 1981

Table 1: Resource areas included or discounted from minerals spatial strategy options

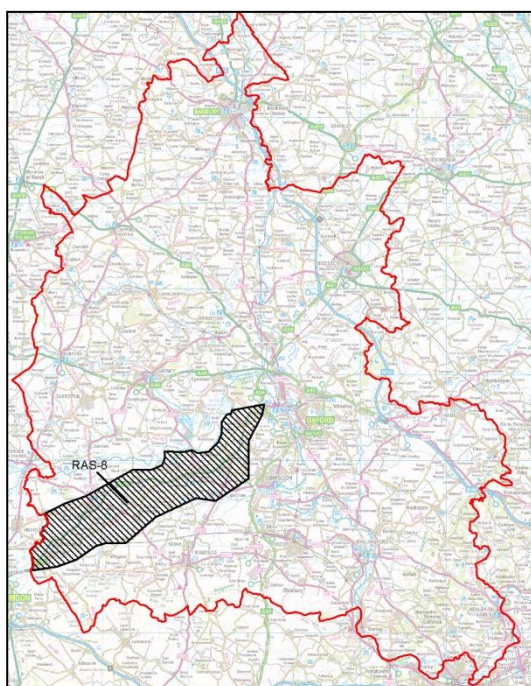
Resource area no.	Name of resource area	Reason for discounting or including
Sharp sand and gravel		
RAS-1	Cotswolds	Discount: Remote area with thin, unproven deposits with poor vehicular access, no nominations received
RAS-2	North Cherwell	Discount: thin deposits, low likelihood of deliverability, no nominations received
RAS-3	North East Oxfordshire	Include: extensive deposits although remote from much of the county
RAS-4	West Oxfordshire	Include: Significant resource in this area but investment would be needed in road network to improve access
RAS-5	Lower Windrush Valley	Include: Extensive sand and gravel resources but cumulative impact of working needs to be taken into account
RAS-6	Eynsham/Kidlington	Include: Extensive sand and gravel resources but cumulative impact of working needs to be taken into account
RAS-7	Kidlington/Bicester	Discount: Resource unproven, unlikely to be deliverable in the plan period.
RAS-8	Faringdon	Discount for sand and gravel: Limited resource, unlikely to make strategic contribution over plan period
RAS-9	Oxford/Abingdon	Include: Resources with some historic environment constraints.
RAS-10	Upper Thame Valley	Discount: unproven resource, unlikely to be deliverable in the plan period.
RAS-11	Marcham/Grove	Discount: Resource extensive but thin and unproven. Unlikely to be deliverable in the plan period.
RAS-12	Sutton Courtenay	Include: Significant resource but need to take account of cumulative impact of continued working on local environment and communities.
RAS-13	Dorchester/Wallingford	Include: extensive resources although some heritage assets and located entirely within an airfield safeguarding zone
RAS-14	Cholsey	Include: deliverable resources, albeit potentially constrained by environmental designations
RAS-15	Ewelme/Chilterns	Discount: mineral resources unproven, Chilterns AONB
RAS-16	Caversham	Include: deliverable resources which serve an established market
RAS-17	Chilterns	Discount; thin and variable resource entirely within the Chilterns AONB
RAS-18	Culham/Clifton Hampden	Include: Plentiful resource with few environmental constraints
Soft sand		
RAS-8	South West Oxfordshire	Include: One strategic area identified for soft sand extraction to meet the need for soft sand over the Plan period.

Crushed rock		
RAR-1	Cotswolds	Discount: Extensive but variable quality of resource in Cotswolds AONB
RAR-2	North Oxfordshire	Include: Limestone resource. Discount: Extensive ironstone resources; no ironstone required over plan period because of permitted reserves in ROMP applications.
RAR-3	SW Oxfordshire	Include: limestone resource associated with soft sand extraction.
RAR-4	Central Oxfordshire	Discount; small area with variable and unproven resource.

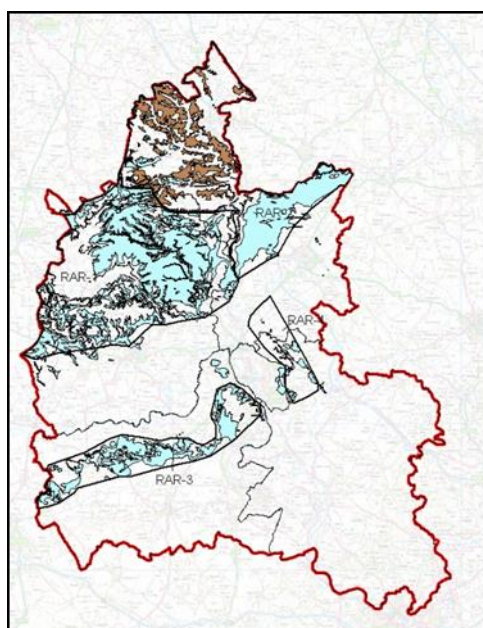
Sharp sand and gravel



Soft Sand



Crushed rock



3.8 **Stage 5: Stakeholder consultation on options, February/March 2010**

3.8.1 An initial set of options for sand and gravel, soft sand and crushed rock, based on the areas identified above, were generated for consultation. A series of facilitated workshops was held for a range of stakeholders to discuss the initial set of strategy options and to seek the stakeholders' feedback. Stakeholders included county councillors, district councillors and planning officers, parish representatives, environmental groups and mineral operators.

3.8.2 The format of each workshop was the same; officers gave a presentation which explained the process of generating the options and then described the options for sharp sand and gravel, soft sand and crushed rock. Stakeholders were then invited to comment on the advantages and disadvantages of each of the proposed options and their feedback was recorded by the facilitators and used to compile a report which was published on the Council's website¹⁰.

February/March 2010 stakeholder workshops

3.8.3 The spatial options presented at the February/March 2010 stakeholder workshops were:

Three options for sharp sand and gravel working:

1. To concentrate working either in an area north west of Oxford, or in an area south east of Oxford, or to share the concentration of development between both areas (options 1a, 1b and 1c);
2. To disperse working as widely as possible to all areas with sand and gravel resources;
3. To make provision for working in existing areas in the plan period but then to also identify new strategic areas to ensure provision beyond the plan period.

One option for soft sand, being the soft sand area in the south west of the county which contains the majority of resource of this mineral in the county. One option for crushed rock, which sought to disperse working between three areas of limestone at Faringdon, near Burford and in the north of the county.

Maps showing these options and a more detailed explanation of each option are at Appendix 5.

Stakeholders' responses

3.8.4 The following points were raised in response to the initial options:

- a) The options were not thought to be sufficiently distinct. Some included the same areas as other options; this was particularly the case for the sand and gravel phased option (option 3).
- b) The areas covered by some options were thought to be too extensive and included areas which are unlikely to be economically workable or which are constrained by national designations.

¹⁰ Minerals Spatial Strategy Options Consultation Workshops Summary report, March 2010

- c) Stakeholders and statutory consultees expressed concerns over the implications of the sand and gravel concentration strategy, particularly over potential transport impacts, impacts on local communities and environment, and local acceptability.
- d) The potential for minerals extraction to create habitats which contribute towards Biodiversity Action Plans targets.

3.8.5 Statutory consultees (the Environment Agency, Natural England and English Heritage) were also asked to provide feedback on these options. The statutory consultees had no major concerns about the proposed strategy for soft sand. There was general concern over concentrating sharp sand and gravel extraction in any one area due to the likely impact on highways, flooding, and areas designated for their environmental protection. There was a preference for dispersing working to reduce the intensity of trip generation, to reduce concentration of impacts on the water cycle in any one area and to minimise distances aggregates need to travel. There were no significant concerns about the crushed rock strategy although some consultees were concerned about potential impacts of traffic impacts on the Peartree interchange north of Oxford and of working in the Burford area.

- 3.8.6 Officers assessed the options against the plan objectives. This assessment is at Appendix 6. The assessment highlighted that:
- Option 1a (concentrating sand and gravel extraction NW of Oxford) does not meet the objective to reduce vulnerability to climate change by reducing likely flooding.
 - Option 1b (concentrating sand and gravel extraction SE of Oxford) is unlikely to enable Oxfordshire to meet the locally determined requirements for supply of sand and gravel over the plan period.
 - Option 1c (sharing the requirement between the areas NW and SE of Oxford) partly or wholly meets the relevant plan objectives.
 - Option 2 (dispersal) should be based on the whole area of mineral resource not just linked to markets; data on the location of markets is not evidence based; this option does not therefore meet objective iii: 'a clear and deliverable strategy...which is based on existing and planned infrastructure provision'.
 - Option 3 (to make provision for quarries beyond the plan period) does not meet objective 6, which is to minimise distance minerals need to be transported; and it includes areas vulnerable to flooding, and so does not meet objective 5 on climate change.
 - The soft sand option partly or wholly meets all the relevant objectives.
 - The crushed rock option partly or wholly meets all the relevant objectives.

3.9 **Stage 6: Sustainability Appraisal of initial options, May 2010**

3.9.1 Consultants carried out a Sustainability Appraisal of the initial draft Minerals Spatial Strategy Options (Examination doc. 9.5), to inform the revision of the options. The appraisal highlighted that concentrating all working in one area could lead to unacceptable impacts on local communities, on the potential for flooding in local areas and on congestion on the transport network. This

led to the identification of several areas for proposed working in the revised options, rather than just one area.

3.10 Revision of Options, March – July 2010

- 3.10.1 A revised set of options (as shown in the next section) was drawn up between March and July 2010, in light of the consultation responses and the assessment process. The key changes that were made to the options were:
- a) The extent of the areas identified was reduced through a further assessment of the realistically workable geological resource, using data from the BGS geological mapping of sand and gravel and Mineral Assessment Reports.
 - b) The phased approach for sand and gravel was changed to address the need for mineral working only during the plan period; and to focus more on moving to new areas of working than on continuation of working in existing areas (albeit this would still be likely to be needed in the short term).
 - c) Possible new areas of working were not included in the same option as concentration on existing working areas, to provide greater distinction between options.
 - d) The dispersed working approach for sand and gravel was related to the whole mineral resource and not to the location of demand.
 - e) The option areas were redrawn to exclude national environmental designations such as Areas of Outstanding Natural Beauty.
 - f) A second area was added for soft sand in response to consultation responses which had noted the presence of a potentially workable soft sand resource in the Duns Tew area in the north of the county. The extensive area of soft sand in the south west was reduced to two smaller areas to more accurately reflect the location of the main areas of resource.

3.11 Stage 7: Stakeholder consultation on revised options, July 2010

- 3.11.1 The revised set of options, as set out below, was the subject of another round of stakeholder consultation. Further workshops were held for stakeholders in a similar format as previously, to present and seek feedback on the revised options. Again, the workshops were facilitated and a report from the workshops was prepared and published on the Council's website¹¹.
- 3.11.2 Three options for a strategy for working sharp sand and gravel were presented:
1. To concentrate on existing working areas;
 2. To concentrate on new working areas;
 3. To disperse working related to markets.
- Three areas were proposed for soft sand working, the two smaller areas in the south west of the county and the additional area at Duns Tew.

¹¹ Minerals Spatial Strategy Options Consultation Workshops – Round 2 – Review of refined options July 2010

The three areas previously proposed for limestone working were presented but the area in the north of the county was amended and reduced in size to include only the limestone area to the east of the River Cherwell.

Maps showing these options and providing a more detailed explanation of each option area are at Appendix 7.

3.11.3 Stakeholders raised the following key points in response to the revised options:

- a) Concentration on existing areas would take advantage of existing resources and infrastructure but would have a cumulative impact on communities, highways and the local environment.
- b) Developing new areas could lead to increased distances for minerals to travel to markets, the need for new roads, alter the landscape in previously unaffected areas of the county but it would bring relief to communities in existing working areas.
- c) The dispersal option was generally unpopular; it was thought likely to cause disruption in many areas, having no advantages of scale and to be potentially uneconomic.
- d) Sharp sand and gravel option 1 was most favoured, option 3 was least favoured.

3.11.4 Statutory consultees were concerned about the potential impact of mineral working in the Lower Windrush Valley and the impact workings could have on surface and ground water flows, potentially contributing to low flows in the River Windrush. The MOD was concerned about the potential cumulative impact of wetland restoration in the Clanfield/Bampton area which could attract flocking birds in an airfield safeguarding zone around RAF Brize Norton.

3.11.5 The revised options were assessed against the plan objectives. The assessment is at Appendix 6. The assessment highlighted that:

- Sand and gravel option 1 (to concentrate on existing working areas) wholly or partly met all the relevant plan objectives.
- Sand and gravel option 2 (to concentrate on new working areas) wholly or partly met all the relevant plan objectives with the exception of objective 6, which is to minimise distances aggregates would have to travel by road; more than one of the areas identified would result in increased distances for aggregates to be moved to markets, so this objective would not be met.
- Sand and gravel option 3 only wholly meets one objective, to enable Oxfordshire to meet the need for aggregates over the plan period; the other relevant objectives are all only partly met because there is considerable uncertainty over the location of where working would be located, the impacts on the environment and the associated distances minerals would need to travel to markets.
- The soft sand strategy, based on existing working areas, wholly or partly meets all the relevant plan objectives.
- The crushed rock strategy, based on existing working areas, wholly or partly meets all the relevant plan objectives.

3.12 **Stage 8: Sustainability appraisal of the revised options, September 2010**

3.12.1 Consultants carried out a further Sustainability Appraisal of the revised draft Minerals Spatial Strategy Options (Examination doc. 9.6). The findings of the sustainability appraisal of the revised options noted the economic advantages of making efficient use of existing plant, infrastructure and labour force, although it noted the potential for cumulative negative effects on local communities. The option which was taken forward to the draft Minerals Planning Strategy Consultation therefore sought to make best use of existing areas of working, but not to increase the rate of working in these areas, and to identify a new area to provide sand and gravel when existing reserves are exhausted.

3.13 **Stage 9: Initial preferred approach for mineral working agreed by Cabinet, October 2010**

3.13.1 Taking into account the output from the two rounds of stakeholder consultation on options, a technical assessment of the options, the sustainability appraisal and consideration by the Minerals and Waste Plan Working Group in September 2010, an initial preferred strategy approach for mineral working in the short to medium term was drawn up. This was reported to the Cabinet on 19 October 2010.¹²

3.13.2 The Cabinet agreed the preferred approach for mineral working in the short to medium term as:

- sand and gravel – concentration of working in existing areas of working, at Lower Windrush Valley, Eynsham / Cassington / Yarnton, Radley, Sutton Courtenay and Caversham, subject to the ability of these areas to provide for the medium to longer term being re-assessed when the requirement for sand and gravel supply has been established and consideration being given to new areas of working if the re-assessment indicates this is necessary;
- soft sand – working in three existing areas: south east of Faringdon; Tubney / Marcham / Hinton Waldrist; and Duns Tew;
- crushed rock – working in three existing areas: north of Bicester to the east of the River Cherwell; south of the A40 near Burford; and south east of Faringdon.

¹² http://mycouncil.oxfordshire.gov.uk/documents/s3790/CA_

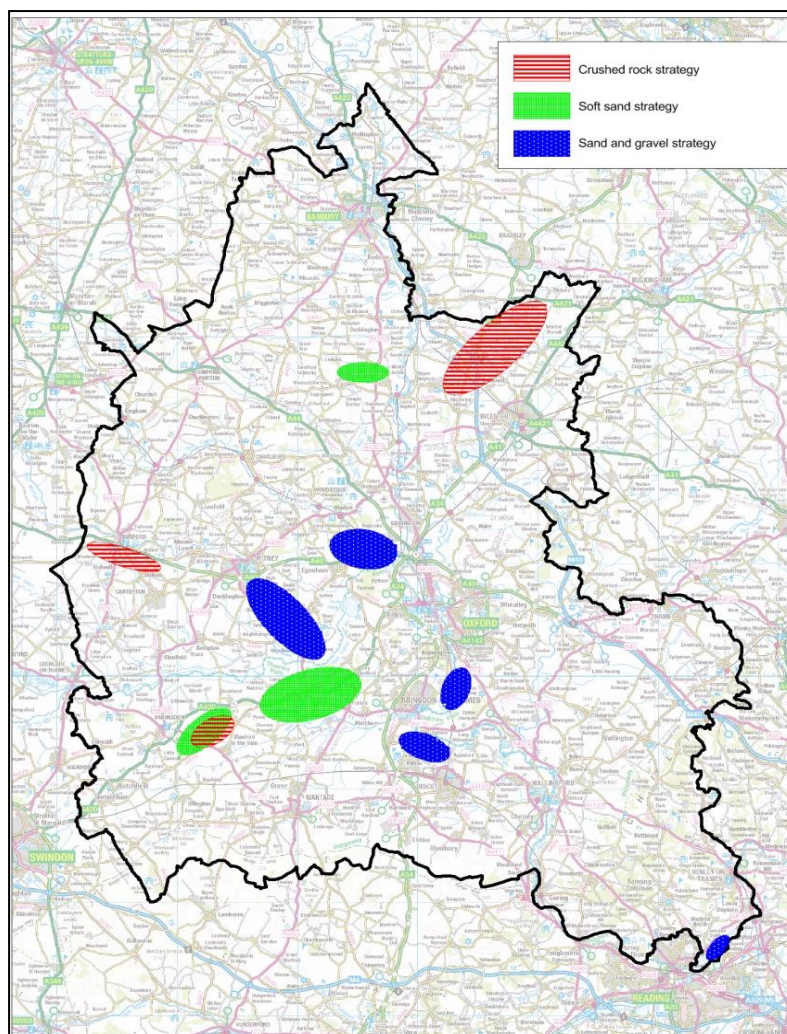


Figure 1: Interim strategy agreed by Cabinet, October 2010

3.14 Stage 10: Local assessment of aggregates supply requirements, January 2011

3.14.1 In light of the Coalition Government's localism agenda and intention to abolish regional spatial strategies, the County Council commissioned consultants, Atkins to establish alternative, robust, locally-derived figures for aggregates supply requirements for Oxfordshire. In particular, regard was had to guidance issued by the Department for Communities and Local Government on 6 July 2010 that planning authorities can set their own minerals supply requirement figures if they have 'new or different information and a robust evidence base'.

3.14.2 The consultants' report, January 2011 (Examination doc. 10.1) suggested a range of figures for sand and gravel provision based on four different methodologies. This was reported to the Minerals and Waste Plan Working Group in January 2011 and to the Cabinet on 16 February 2011. Based on this work, the Cabinet agreed a figure of 1.26 mtpa as a basis for the Council's preferred sand and gravel strategy and a figure of 0.63 mtpa as a

basis for the Council's preferred crushed rock strategy, for consultation (to form part of the Minerals and Waste Core Strategy).

3.15 **Stage 11: Preliminary site assessment, January 2011**

3.15.1 A preliminary assessment of sites that had been nominated by mineral operators and landowners was undertaken by the Council in January 2011 to check that there would be sufficient sites within the option areas that could potentially deliver the amounts of aggregate provision required over the plan period. Each of the site nominations was assessed against the following planning criteria:

- The estimated mineral resources in the site. This data was obtained from site nominations and reviewed by officers. The Council also wrote to mineral operators and landowners who made site nominations in November 2010, asking them to confirm likely dates of deliverability of their sites.
- Whether the site is in or directly adjacent to an Area of Outstanding Natural Beauty.(GIS mapping was used to confirm data).
- Whether the site is in or directly adjacent to a site designated of international or national nature conservation importance (Special Area of Conservation, Site of Special Scientific Interest or National Nature Reserve) (GIS mapping was used to confirm data).
- A recommendation from the County Archaeology Officer on whether the site should be precluded on the grounds of archaeological assets.
- The agricultural land classification of the site (using GIS data from Natural England).
- The proportion of the site in flood zone 3b, the functional flood plain (data from the SFRA for Oxfordshire, 2010)¹³.
- Distance from the site to the lorry route network suitable for HGVs.

3.15.2 A separate paper was prepared, which was revised in February 2012¹⁴. This explains how the preliminary assessment of nominated sites was undertaken and summarises the results of the assessment. Separate spreadsheets for sharp sand and gravel, soft sand and crushed rock site nominations, setting out the results of the assessment, are included as appendices.

3.15.3 The preliminary site assessment found that sites in the Radley and Clanfield/Bampton areas were unlikely to be deliverable during the plan period and that these areas would therefore be unlikely to make a strategic contribution to sharp sand and gravel supply during the plan period. It was therefore necessary to identify a new area of working for sharp sand and gravel to ensure that the Plan could deliver the agreed level of provision over the Plan period. It was considered that a new area should be identified in the south of the county to replace the quarry at Sutton Courtenay when it is

¹³<http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/wasteandrecycling/planning/risk/ReportMainReport.pdf>

¹⁴<http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/mineralsandwaste/PreliminaryAssessmentMineralSitesFeb2012.pdf>

exhausted half way through the plan period and to provide a continuing source of aggregate to serve markets in the south of the county.

3.15.4 The results of the preliminary site assessment were reported to the Minerals and Waste Plan Working Group in January 2011 and to the Cabinet on 16 February 2011.

3.16 **Stage 12: Assessment of new working areas against the plan objectives**

3.16.1 The options for a new sharp sand and gravel area of working in the south of the county (Cholsey, Clifton Hampden and Warborough/Benson/Shillingford) were assessed individually against the plan objectives and as part of the preliminary site assessment process. Existing working areas had already been subject to assessment against the plan objectives. The assessment is at Appendix 6. All three new areas had some constraints but also all had sufficient resources to contribute to the overall level of provision. The assessment highlighted that:

- Proposed sand and gravel working in the Cholsey area wholly or partly met all the relevant plan objectives; the area partly met two objectives because of the area's vulnerability to flooding, and because of its proximity to the North Wessex Downs and Chilterns AONBs.
- Proposed sand and gravel working in the Clifton Hampden area only partly met most of the objectives due to constraints over access to the site, distance from markets, proximity to the River Thames and the presence of some archaeological assets.
- Proposed working in the Warborough/Benson/Shillingford area wholly met some objectives but only partly met others because of the distance of the area from planned development, the presence of archaeological assets and the limited ability of the area to contribute to Conservation Target Area restoration.

3.17 **Stage 13: Preferred minerals strategy agreed by Cabinet, February 2011**

3.17.1 Based on the initial strategy approach agreed in October 2010, and taking into account the report by Atkins on aggregates supply requirements and the preliminary site assessment, a revised preferred spatial strategy approach for mineral working was drawn up. The strategy made provision for an adequate and steady supply of aggregates over the plan period, made the most efficient use of existing working areas and identified a new area in the south of the county to meet demand for aggregates in this area over the plan period. Following consideration by the Minerals and Waste Plan Working Group in January 2011, this was reported to the Cabinet on 16 February 2011¹⁵.

3.17.2 The Cabinet agreed a preferred strategy for mineral working, based on the figures agreed from the Atkins' report, with provision levels of 1.01 mtpa

¹⁵ http://mycouncil.oxfordshire.gov.uk/documents/s4908/CA_FEB1611R06.pdf

sharp sand and gravel, 0.25 mtpa soft sand and 0.63 mtpa crushed rock. The agreed spatial strategy comprised:

- Sharp sand and gravel – continuation of working in existing areas of working, at Lower Windrush Valley, Eynsham / Cassington / Yarnton, Sutton Courtenay and Caversham and a new area at Cholsey.
- Soft sand – working in three existing areas; south east of Faringdon; Tubney / Marcham / Hinton Waldrist; and Duns Tew.
- Crushed rock – working in three existing areas; north of Bicester to the east of the River Cherwell; south of the A40 near Burford; and south east of Faringdon.

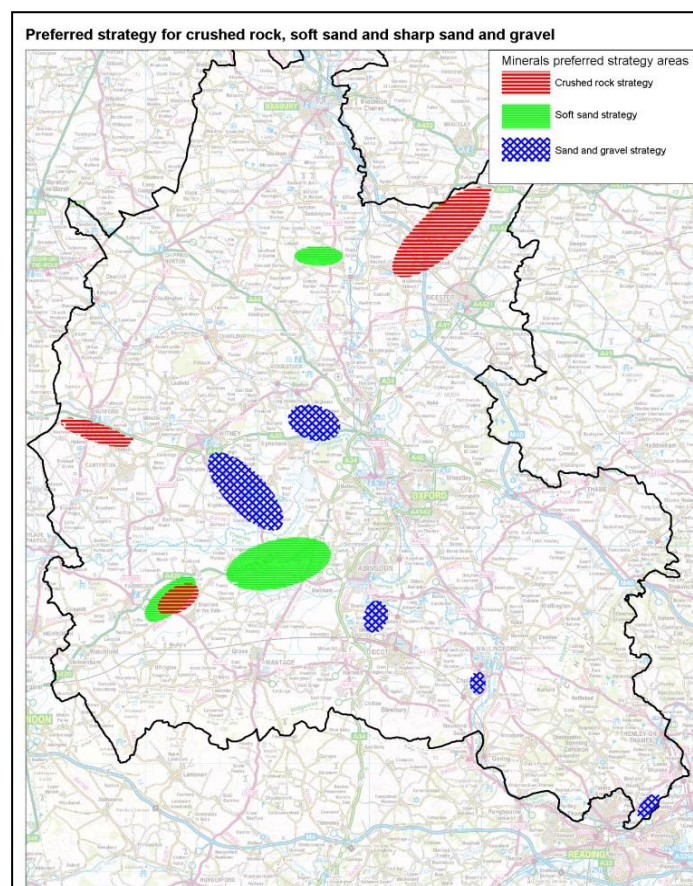


Figure 2: Strategy agreed for mineral working February 2011

3.18 Stage 14: Assessment of aggregate provision level (apportionment) options, July 2011

3.18.1 Consultants carried out a Sustainability Appraisal of Aggregate Apportionment Options (Examination doc. 9.7). The aggregate provision levels from the different methodologies put forward in the report by Atkins (January 2011) were assessed, including in relation to three options for distribution of sharp sand and gravel provision between potential production areas. The conclusions of the sustainability appraisal of the options generally supported the preferred strategy for mineral working, including a provision level of 1.01 mtpa for sharp sand and gravel (option 1) that had been agreed by the Cabinet in February 2011.

3.19 **Stage 15: Draft minerals planning strategy agreed by Cabinet, July 2011**

3.19.1 On 19 July 2011, the County Council's Cabinet confirmed the strategy for mineral working agreed in February, as part of the draft minerals planning strategy, for consultation. This included the Council's proposed strategy for mineral working and policies for minerals development, and a key diagram to illustrate the preferred strategy.

3.20 **Stage 16: Public consultation on draft minerals planning strategy, September 2011**

3.20.1 The draft Minerals Planning Strategy (Examination doc. 9.9) was the subject of public consultation from 5 September to 31 October 2011. It included policy M2: Provision to be made for mineral working and policy M3: Strategy for the location of mineral working, which are set out in full in Appendix 1b. The Sustainability Appraisal report on the Minerals Preferred Strategy, August 2011 (Examination doc. 9.8) was published alongside the consultation draft minerals strategy. Policy M2 included the provision level figures agreed by the Cabinet in February 2011. The spatial strategy in policy M3 identified principal locations for mineral working for sharp sand and gravel, soft sand and crushed rock in the areas agreed by the Cabinet in February 2011.

3.20.2 Responses were received from 779 individuals and organisations. Most of these were on minerals, including 548 objections to a proposed new mineral working area at Cholsey. A stakeholder consultation meeting was held on 29 September 2011. The responses to the consultation and the report from the consultation meeting were published on the Council's website¹⁶.

3.20.3 Overall the consultation did not result in any substantive issues being put forward that called into question the principles on which the draft minerals strategy was prepared or that justified fundamental change to the strategy. Concern was raised that the option of reducing mineral working in West Oxfordshire and redistributing production to other parts of the county to reduce transport distances had not been assessed. A number of more detailed issues were raised, in response to which some minor changes to the strategy policies were proposed. The Habitats' Regulations Assessment¹⁷ recommended that a finding of no likely significant effect on Oxford Meadows Special Area of Conservation (SAC) could not be reached in respect of land to the east and north east of the River Evenlode within the Eynsham / Cassington / Yarnton sharp sand and gravel area and therefore sites should not be identified for mineral working within that part of this area. The strategy should also be amended to exclude aggregate working in AONBs.

¹⁶ <http://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy>

¹⁷ <http://www.oxfordshire.gov.uk/cms/sites/default/files/folders/documents/environmentandplanning/planning/mineralsandwaste/HRAScreeningReportAug2012.pdf>

3.21 Stage 17: Assessment of aggregate provision level (apportionment) options – addendum report, March 2012

3.21.1 Consultants carried out a further appraisal of aggregate apportionment options and produced the Sustainability Appraisal of Aggregate Apportionment Options – Addendum Report in March 2012 (Examination doc. 9.13). This was to address the concern raised in the September 2011 consultation that the option of reducing mineral working in West Oxfordshire and redistributing production to other parts of the county to reduce transport distances had not been assessed.

3.21.2 The previously chosen option 1 was now called 1a and two additional options 1a and 1b were introduced with different ways of achieving a reduction in provision from West Oxfordshire after 2020. Option 1b, with continued provision from both the Lower Windrush Valley and Eynsham-Cassington-Yarnton areas was taken forward as a basis for the minerals strategy in the proposed submission version of the Core Strategy.

3.22 Stage 18: Core Strategy proposed submission document approval by Cabinet and Council, March – April 2012

3.22.1 Amendments to the minerals strategy were made in the proposed submission document to incorporate the recommendations of the Habitats Regulations Assessment report and to exclude aggregate working within AONBs but the spatial strategy remained essentially the same as that in the September 2011 consultation draft strategy, including the proposed new sharp sand and gravel area at Cholsey. Other amendments to Policy M3 and its supporting text included the addition of Table 1 setting out the contribution of resources from each of the strategy areas, drawing on the July 2011 and March 2012 sustainability appraisals of provision options) and the creation of a separate policy on non-aggregate minerals.

3.22.2 Consultants carried out an appraisal of proposed minerals strategy and policies in the Sustainability Appraisal Report on the Pre-Submission Minerals and Waste Core Strategy, March 2012 (Examination doc. 9.14). The appraisal of the strategic minerals policies found that overall the policies supported the majority of the SA objectives. The common core policies were also found to be broadly in line with the SA objectives and likely to have significant positive effects upon the objectives most relevant to the policy.

3.22.3 Following consideration by the Minerals and Waste Plan Working Group and the Council's Growth and Infrastructure Scrutiny Committee on 27 February 2012, the recommended Minerals & Waste Core Strategy proposed submission document was agreed by Cabinet on 13 March 2012 and approved by the full County Council on 3 April 2012 for publication and submission.

3.23 Stage 19: Publication of the Core Strategy proposed submission document, May 2012

3.23.1 The Minerals and Waste Core Strategy – proposed submission document was published in May 2012 (Examination doc. 9.15), to enable representations to be made on the soundness of the plan and on its legal compliance. It included policy M2: Provision to be made for working aggregate minerals and policy M3: Locations for working aggregate minerals, which is set out in full in Appendix 1b. Policy M2 was unchanged from the September 2011 consultation draft Minerals Planning Strategy and the spatial strategy in policy M3 was also the same as in the September 2011 consultation draft but with added caveats relating to protection of SACs.

3.23.2 Representations were received on policy M3. These are summarised in the Council's Statement on Consultation and Representations, October 2012, which is included in Annex 1 to the Council's Statement on Consultation and Representations, December 2015 which was submitted with the current Core Strategy (Examination doc. 3.1b). There were objections to the inclusion of all the proposed principal locations for sharp sand and gravel working, but particularly to the new area at Cholsey; objectors considered that the selection of Cholsey over other options had not been adequately justified and that the selecting this relatively small area was tantamount to identifying a specific site rather than a strategic area.

3.24 Stage 20: Submission of Core Strategy for examination, October 2012 and withdrawal of the plan, July 2013

3.24.1 The Minerals and Waste Core Strategy was submitted for examination in October 2012; it was unchanged from the plan that was published in May 2012 (Examination doc. 9.15). Following suspension of the examination, at the meeting of the full County Council on 9 July 2013 it was resolved to withdraw that plan. The reasons for withdrawal were not specifically related to the content of policies M2 or M3 although they did in part relate to the Local Aggregate Assessment process.

3.25 Stage 21: Preparation of revised Core Strategy and approval by Cabinet, January 2014

3.25.1 Following withdrawal of the 2012 submitted plan, the Core Strategy was redrafted having regard to the representations made on May 2012 published Core Strategy and current national planning policy (NPPF). Regard was also had to the Oxfordshire Local Aggregate Assessment 2013 (LAA) which was approved by the Cabinet on 26 November 2013. The redrafting was informed by meetings of the Minerals and Waste Cabinet Advisory Group held on 22 July, 23 October and 19 December 2013 and 21 January 2014 (see appendix 3b).

3.25.2 The LAA 2013 was prepared with support from consultants Atkins. A draft LAA was produced in June 2013 for engagement with stakeholders,

including the South East England Aggregate Working Party, adjoining mineral planning authorities, the minerals industry and local environmental groups. Atkins put forward an adjusted LAA method which took into account other relevant local information and produced provision levels higher than the 10 year sales average figures. Taking into account the views of stakeholders the Cabinet approved the 10 year sales figures, including a provision level of 0.81 mtpa for sharp sand and gravel, as the provision figures in the LAA 2013 and for use in the consultation draft Core Strategy.

3.25.3 The consultation draft Minerals and Waste Local Plan Core Strategy was approved by the Cabinet on 28 January 2014. In a change from the previous 2-part plan approach, it was now proposed to have a single plan document containing a broad spatial strategy with areas of search for mineral working and criteria based policies against which planning applications would be considered. The main change to the minerals spatial strategy was that instead of a specific location for a new sand and gravel working area, a wider area of search encompassing all the significant sharp sand and gravel resource areas in southern Oxfordshire was included. The areas of search were identified by mapped boundaries instead of the previous more diagrammatic approach.

3.26 **Stage 22: Public consultation on draft Minerals and Waste Core Strategy, February 2014**

3.26.1 The draft Minerals and Waste Local Plan: Core Strategy (Examination doc. 9.16) was the subject of public consultation from 24 February to 7 April 2014. It included policy M2: Provision for working aggregate minerals and policy M3: Location for working aggregate minerals, which is set out in full in Appendix 1b. Actual provision figures were not included in policy M2, which instead referred to the annual requirement rate in the most recent LAA, reflecting policy in the NPPF. An addition was made to policy M2 to seek a broad balance in annual production capacity for sharp sand and gravel between western Oxfordshire and southern Oxfordshire.

3.26.2 The consultation draft plan also included a new policy M4: Working of aggregate minerals. This set out criteria relating to the areas of search in policy M3 which would have to be met by any planning applications for mineral working. Some of these criteria had previously been included in policy M3, which was now simplified to just identify the areas for aggregate mineral working. This reflected the change to a single plan (Core Strategy) rather than a 2-stage plan with a subsequent site allocations document.

3.26.3 The strategy locations in policy M3 included the locations in the previous (2012) version of the Core Strategy but were now termed areas of search and were identified by mapped boundaries instead of the previous more diagrammatic approach. Instead of the specific location for a new sand and gravel working area (at Cholsey) previously identified, a wider area of search encompassing all the significant sharp sand and gravel resource areas in southern Oxfordshire was included. In the case of crushed rock, since the LAA 2013 indicated no requirement for further areas for working during the

plan period and it was likely that any additional requirement resulting from an increase in demand could be met from extensions to existing quarries, and given that potential resources of limestone are extensive, broad areas for working were named in policy M3 but areas of search for crushed rock were not defined on maps.

- 3.26.4 The Sustainability Appraisal report on the Minerals and Waste Local Plan Core Strategy, February 2014 (Examination doc. 9.17), prepared by consultants TRL, was published alongside the consultation draft Core Strategy.
- 3.26.5 Responses were received from 155 individuals and organisations, making a total of 806 separate comments. The majority of these comments were on the minerals strategy section of the plan, particularly on policies M2, M3 and M4. A summary of each comment, with the Council's response, is included in Annex 2 to the Council's Statement on Consultation and Representations, December 2015 which was submitted with the current Core Strategy (Examination doc. 3.1c).
- 3.27 **Stage 23: Preparation of Core Strategy proposed submission document and approval by Cabinet and Council, March 2015**
- 3.27.1 The Core Strategy was revised having regard to the representations made on the February 2014 consultation draft and current national planning policy and guidance (NPPF, NPPW and NPPG). Regard was also had to the Oxfordshire Local Aggregate Assessment 2014 (LAA). The redrafting was informed by meetings of the Minerals and Waste Cabinet Advisory Group held on 23 May, 16 June, 16 July, 11 September and 16 October 2014 (see appendix 3b).
- 3.27.2 The LAA 2014 was prepared with support from consultants LUC and Cuesta Consulting. Consultation on a draft LAA was carried out with the South East England Aggregate Working Party and with other mineral planning authorities. The consultants put forward adjusted 10 year sales average figures which took into account other relevant local information and produced provision levels higher than the 10 year sales average figures. The LAA with these higher figures, including a provision level of 1.015 mtpa for sharp sand and gravel, was approved by the Cabinet on 25 November 2014 for use as the basis of provision for mineral working in the Core Strategy. The LAA 2014, November 2014 was then published (Examination doc. 6.1).
- 3.27.3 Consultation responses on the February 2014 draft Core Strategy criticised the single plan approach with areas of search as not giving sufficient certainty about where new developments would be located and not being in accordance with national policy and guidance. Taking this into account, it was therefore decided to revert to a 2-stage plan approach. Also, the plan period was extended to 2031.
- 3.27.4 Policy M2 was largely unchanged from the 2014 consultation draft Core Strategy in terms of overall levels of provision, continuing to refer to the

annual requirement rate in the most recent LAA, but the part of the policy seeking a broad balance in annual production capacity for sharp sand and gravel between western Oxfordshire and southern Oxfordshire was taken out and moved to policy M4.

- 3.27.5 In view of the change back to a 2-stage plan with a core strategy and site allocations document, policies M3 and M4 were amended. The areas identified in policy M3 remained essentially as they were in 2014 consultation draft Core Strategy but were changed from areas of search to strategic resource areas within which sites would be identified in the site allocations document. The strategic resource areas covered the locations of the previous areas of search but were less defined and shown on a key diagram rather than having mapped boundaries. Also, the areas were drawn to reflect better the geological mapping of mineral resources that may potentially be workable but excluding the built up areas of towns and villages, AONBs and SACs and buffer areas around them as agreed with Natural England.
- 3.27.6 Policy M4 was changed to a set of criteria for the identification of sites for mineral working. These included changing the balance of production capacity for sharp sand and gravel between western and southern Oxfordshire over the plan period to more closely reflect the distribution of demand. This had previously been included in policy M2: provision for working aggregate minerals but it was considered that including it in policy M4 instead would be a more effective way of achieving the objective of a more balanced pattern of supply.
- 3.27.7 The Minerals and Waste Local Plan: Part 1 – Core Strategy proposed submission document was approved by the Cabinet on 25 November 2014 and then by the full County Council on 24 March 2015. It was published on 19 August 2015. It included policy M2: Provision for working aggregate minerals and policy M3: Principal locations for working aggregate minerals, which is set out in full in Appendix 1b.
- 3.27.8 The Sustainability Appraisal report on the Minerals and Waste Local Plan Core Strategy, August 2015 (Examination docs. 2.2 & 2.3a-d), prepared by consultants TRL, was published alongside the Core Strategy.

3.28 **Policy Context**

- 3.28.1 The policies in the version of the Core that was published in May 2012 and then submitted in October 2012 were prepared prior to the NPPF (March 2012), when the former planning policy statements and minerals policy statements and the regional spatial strategy and saved policies from the Minerals and Waste Local Plan formed the policy context. The former national planning policy statements and minerals policy statements were replaced by the NPPF in March 2012. The Government announced its intention to revoke the regional spatial strategies in 2010; the South East Plan was partially revoked, including revocation of all minerals and waste policies, on 25 March 2013. Some policies of the Oxfordshire Minerals and

Waste Local Plan (1996) have been 'saved' by the Secretary of State¹⁸ until such time as they are replaced by new policies in the Minerals and Waste Plan although the weight they can be given in planning decisions will be dependent on how closely they conform to guidance in the NPPF.

3.28.2 This following sections set out firstly the relevant national and regional policy context within which the 2012 version of the Core Strategy was prepared and then the relevant policies of the NPPF which are now current and are relevant to the 2015 version of the Core Strategy, the submitted plan.

3.28.3 Pre-NPPF policies

PPS 1: Delivering Sustainable Development (2005)

Paragraph 27: *'In preparing development plans, planning authorities should seek to bring forward sufficient land of a suitable quality in appropriate locations...for the exploitation of raw materials such as minerals.'*

MPS 1: Planning and Minerals

Paragraph 10 *'MPAs should use the best available information on mineral resources within their areas and consider the social, environmental and economic benefits and constraints of working them.'*

Paragraph 15: *'Identify sites, preferred areas and/or areas of search, having taken account of environmental considerations, to provide greater certainty of where future sustainable mineral working will take place.'* And *'consider the benefits, in terms of reduced environmental disturbance and more efficient use of mineral resources including full recovery of minerals, of extensions to existing mineral workings rather than new sites.'*

PPG 2: Green Belts (1995)

Paragraph 3.11: *'Mineral extraction need not be inappropriate development; it need not conflict with the purposes of including land in Green Belts, provided that high environmental standards are maintained and that the site is well restored.'*

MPS 2: Controlling & Mitigating the Environmental Effects of Minerals Extraction in England (2005)

Paragraph 4: *'Mineral Planning Authorities should aim to ensure that the environmental impacts caused by mineral operations and the transport of minerals are kept to an acceptable minimum.'*

PPS 12: Local Spatial Planning (2008)

Paragraph 4.36 *'Core Strategies must be justifiable; they must be founded on a robust and credible evidence base and be the most appropriate strategy when considering the reasonable alternatives.'*

Minerals and Waste Local Plan¹⁹

¹⁸ Letter dated 25 September 2007 from Office of the Deputy Prime Minister

¹⁹ Oxfordshire Minerals and Waste Local Plan (1996)

The Minerals and Waste Local Plan provided for separate landbanks to be maintained for sharp sand and gravel and soft sand in accordance with Government advice and the current regional apportionment (policy SD1). It made provision for small extensions to existing sand and gravel quarries (policy SD2). Planning permission would not normally be granted for new limestone or chalk quarries, other than for small scale quarries to supply local building stone (policy SD3). Planning permission for ironstone extraction would only be granted in exchange for an agreed revocation, without compensation, of an existing planning permission with workable reserves (policy SD4).

3.28.4 Current national planning policy

The Plan-making process:

The NPPF sets a presumption in favour of sustainable development; *'LPAs should positively seek opportunities to meet the development needs of their area.'*

Paragraph 157: *'Local Plans should plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of this Framework*

- *Be drawn up over an appropriate time scale, preferably a 15 year time horizon;*
- *Be based on co-operation with neighbouring authorities, public, voluntary and private sector organisations*
- *Indicate broad locations for strategic development on a key diagram and*
- *Contain a clear strategy for enhancing the natural, built and historic environment.'*

Meeting the need for minerals

Paragraph 20: core planning principles include *'To help achieve economic growth, Local Planning Authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.'*

Paragraph 143: *'In preparing Local Plans, Local Planning Authorities should identify and include policies for extraction of mineral resources of local and national importance in their area.'*

And

'Set out environmental criteria, in line with the policies in this framework, against which planning applications will be assessed so as to ensure that permitted operations do not have unacceptable adverse impacts on the natural and historic environment or human health.'

Paragraph 145 *'Mineral Planning Authorities should plan for a steady and adequate supply of aggregates by; making provision for the land-won and other elements of their Local Aggregates Assessment in their mineral plans taking account of the advice of the Aggregate Working Parties and the National Aggregate Coordinating Group as appropriate.'*

Sustainable locations for development

Paragraph 30: *'Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.'*

Paragraph 90 notes that some forms of development, including mineral extraction are not inappropriate in the Green Belt.

Paragraph 100: *'Inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk, but where development is necessary, making it safe without increasing flood risk elsewhere.'*

4. Conclusions

- 4.1 This topic paper sets out the evolution of the minerals spatial strategy, as set out in policies M1, M2 and M3 and the minerals 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 minerals 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 the aggregate supply that is expected to be required in Oxfordshire over the plan period.

Appendix 1a: Recycled and Secondary Aggregate Policy (policy M1) wording included in the different versions of the Core Strategy

a) Minerals Planning Strategy Consultation Draft, September 2011

Policy M1: Provision for secondary and recycled aggregates

The production and supply of secondary and recycled aggregates, in place of land won aggregates, will be encouraged.

Provision will be made for facilities to enable the supply of at least 0.9 million tonnes of secondary and recycled aggregates a year, comprising:

- Permanent facilities; and
- Temporary facilities at aggregate quarries and inert waste landfill sites.

Provision will be primarily through recycling of construction, demolition and excavation waste but also through recycling of road planings and rail ballast and recovery of ash from combustion processes.

b) Minerals and Waste Core Strategy Proposed Submission Document, May 2012 and Submission Document, October 2012

Policy M1: Provision for secondary and recycled aggregates

The production and supply of secondary and recycled aggregates, in place of land won aggregates, will be encouraged.

Provision will be made for facilities to enable the supply of at least 0.9 million tonnes of secondary and recycled aggregates a year, comprising:

- Permanent facilities; and
- Temporary facilities at aggregate quarries and inert waste landfill sites.

Provision will be primarily through recycling of construction, demolition and excavation waste but also through recycling of road planings and rail ballast and recovery of ash from combustion processes.

c) Minerals and Waste Local Plan: Core Strategy Consultation Draft, February 2014

Policy M1: Recycled and Secondary Aggregate

The production and supply of recycled and secondary aggregate will be encouraged, in particular through:

- Recycling of construction, demolition and excavation waste;
- Recycling of road planings;
- Recycling of rail ballast;

- Recovery of ash from combustion processes; to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.

Permission will be granted for facilities for the production and/or supply of recycled and secondary aggregate, including temporary recycled aggregate facilities at aggregate quarries and inert waste landfill sites, at locations that meet the criteria in polices W5, W6 and C1 – C11.

Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.

d) Minerals and Waste Local Plan: Part 1 – Core Strategy Proposed Submission Document, August 2015

Policy M1: Recycled and secondary aggregate

So far as is practicable, the need for aggregate mineral supply to meet demand in Oxfordshire should be met from recycled and secondary aggregate materials in preference to primary aggregates, in order to minimise the need to work primary aggregates.

The production and supply of recycled and secondary aggregate will be encouraged, in particular through:

- recycling of construction, demolition and excavation waste;
- recycling of road planings;
- recycling of rail ballast;
- recovery of ash from combustion processes; and
- where available, the supply of secondary aggregates from sources outside Oxfordshire;

to enable the contribution made by these materials towards meeting the need for aggregates in Oxfordshire to be maximised.

Where practicable, the transport of recycled and secondary aggregate materials from sources distant to Oxfordshire should be by rail.

Permission will be granted for facilities for the production and/or supply of recycled and secondary aggregate, including temporary recycled aggregate facilities at aggregate quarries and inert waste landfill sites, at locations that meet the criteria in polices W4, W5 and C1 – C11. Proposals for temporary facilities shall provide for the satisfactory removal of the facility. At mineral working and landfill sites the facility shall be removed when or before the host activity ceases. Temporary facility sites shall be restored in accordance with the requirements of policy M10 for restoration of mineral workings.

Sites for the production and/or supply of recycled and secondary aggregate will be safeguarded in accordance with policy W11.

Sites proposed or safeguarded for the production and/or supply of recycled and secondary aggregate will be identified in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document.

Appendix 1b: Minerals Spatial Strategy Policy (policy M3) wording included in the different versions of the Core Strategy

a) Minerals Planning Strategy Consultation Draft, September 2011

Policy M2: Provision to be made for mineral working

Permission will be granted for mineral working to enable landbanks of reserves with planning permission to be maintained of at least 7 years for soft sand and sharp sand and gravel and 10 years for crushed rock, based on the following rates of extraction:

- Sharp sand and gravel – 1.01 million tonnes a year;
- Soft sand 0.25 – million tonnes a year; and
- Crushed rock – 0.63 million tonnes a year.

Policy M3: Strategy for the location of mineral working

The principal locations for sharp sand and gravel working, as shown in figure 7, will be at:

- i. existing areas of working at:
 - Lower Windrush Valley;
 - Eynsham / Cassington / Yarnton;
 - Sutton Courtenay; and
 - Caversham;through extensions to existing quarries or new quarries to replace exhausted quarries; and
- ii. a new area of working at Cholsey, to replace Sutton Courtenay when reserves there become exhausted;

Permission for further working within the Lower Windrush Valley and Eynsham / Cassington / Yarnton areas will not be permitted if it would lead to an increase in the overall level of mineral extraction or mineral lorry traffic above past levels within these areas combined.

The principal locations for soft sand working, as shown in figure 7, will be:

- East and south east of Faringdon;
- North and south of the A420 to the west of Abingdon; and
- Duns Tew.

The principal locations for crushed rock working, as shown in figure 7, will be:

- North of Bicester to the east of the River Cherwell;
- South of the A40 near Burford; and
- East and south east of Faringdon.

Preference will be given to extensions to existing soft sand and crushed rock quarries. New quarries will only be permitted if sufficient provision cannot be made through extensions.

Additional working of ironstone for aggregate use will only be permitted in exchange for revocation, without compensation, of an existing permission containing workable resources.

The working of clay will normally be permitted only from areas where sand and gravel is being worked in the following locations:

- Lower Windrush Valley;
- Eynsham/Cassington/Yarnton; and
- Sutton Courtenay.

Planning permission will not be granted for mineral working outside the locations identified above unless the required provision cannot be met from within these areas.

Applications to work fullers earth, oil, gas, coal or any other minerals not currently worked in the county will be considered in the light of national and development plan policies.

Permission will be granted for extensions to existing quarries and new quarries for extraction of building stone where a local need for the material has been demonstrated and provided that the quarrying is at a scale appropriate to the locality and will not harm the environment or local amenity.

b) Minerals and Waste Core Strategy Proposed Submission Document, May 2012 and Submission Document, October 2012

Policy M2: Provision to be made for working aggregate minerals

Permission will be granted for mineral working to enable landbanks of reserves with planning permission to be maintained of at least 7 years for soft sand and sharp sand and gravel and 10 years for crushed rock, based on the following rates of extraction:

- Sharp sand and gravel – 1.01 million tonnes a year;
- Soft sand 0.25 – million tonnes a year; and
- Crushed rock – 0.63 million tonnes a year.

Policy M3: Locations for working aggregate minerals

The principal locations for sharp sand and gravel working, as indicated in figure 10, will be at:

- i. existing areas of working at:
 - Lower Windrush Valley;
 - Eynsham / Cassington / Yarnton;
 - Sutton Courtenay; and
 - Caversham;

through extensions to existing quarries or new quarries to replace exhausted quarries; and

- ii. a new area of working at Cholsey, to replace Sutton Courtenay when

reserves there become exhausted;

Within the Lower Windrush Valley and Eynsham / Cassington / Yarnton areas further working will only be permitted if it would not lead to an increase in the overall level of mineral extraction or mineral lorry traffic above past levels within these areas combined.

Within the Eynsham / Cassington / Yarnton area further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Oxford Meadows Special Area of Conservation; and land to the east and north east of the River Evenlode will not be identified as specific sites for mineral working in a site allocations development plan document.

The principal locations for soft sand working, as indicated in figure 10, will be:

- East and south east of Faringdon;
- North and south of the A420 to the west of Abingdon; and
- Duns Tew.

Within the area north and south of the A420 to the west of Abingdon further working will only be permitted if it can be demonstrated that it would not lead to changes in water levels in the Cothill Fen Special Area of Conservation.

The principal locations for crushed rock working, as indicated in figure 10, will be:

- North of Bicester to the east of the River Cherwell;
- South of the A40 near Burford; and
- East and south east of Faringdon.

Additional working of ironstone for aggregate use will only be permitted in exchange for revocation, without compensation, of an existing permission containing workable resources.

Preference will be given to extensions to existing soft sand and crushed rock quarries. New quarries will only be permitted if sufficient provision cannot be made through extensions.

Planning permission will not be granted for working aggregate minerals outside the locations identified in this policy unless the required provision cannot be met from within these areas.

Further working of minerals for aggregate use will not be permitted within Areas of Outstanding Natural Beauty.

c) Minerals and Waste Local Plan: Core Strategy Consultation Draft, February 2014

Policy M2: Provision for working aggregate minerals

Provision will be made to enable the supply of aggregate minerals from land-won sources within Oxfordshire to meet the requirement identified in the most recent Local Aggregate Assessment.

Permission will be granted for aggregate mineral working to enable separate land banks of reserves with planning permission to be maintained for the extraction of minerals of:

- at least 7 years for sharp sand and gravel;
- at least 7 years for soft sand;
- at least 10 years for crushed rock;

in accordance with the annual requirement rate in the most recent Local Aggregate Assessment.

In order to enable an effective supply of locally sourced construction material to the county's main growth areas, a broad balance in annual production capacity for sharp sand and gravel between the mineral resource areas in western Oxfordshire (west of Oxford and north of the River Thames) and southern Oxfordshire (south of Oxford) will be sought.

Policy M3: Locations for working aggregate minerals

Permission will be granted for the working of aggregate minerals within the following areas provided that the criteria in policy M4 are met:

- A. Areas of search for sharp sand and gravel working, as shown on figures 9 – 12:

Western Oxfordshire:

- Eynsham/Cassington/Yarnton (including Lower Evenlode Valley);
- Lower Windrush Valley;

Southern Oxfordshire:

- North East of Caversham;
- Thames Valley (Oxford to Goring Gap);

- B. Areas of search for soft sand working, as shown on figures 13 – 14:

- Corallian Ridge between Oxford and Faringdon;
- Duns Tew;

- C. Areas for crushed rock working:

- North West of Bicester;
- South of the A40 near Burford;
- East and south east of Faringdon.

d) Minerals and Waste Local Plan: Part 1 – Core Strategy Proposed Submission Document, August 2015

Policy M2: Provision for working aggregate minerals

Provision will be made through policies M3 and M4 to enable the supply of aggregate minerals from land-won sources within Oxfordshire to meet the requirement identified in the most recent Local Aggregate Assessment throughout the period to the end of 2031.

Permission will be granted for aggregate mineral working under policy M5 to enable separate landbanks of reserves with planning permission to be maintained for the extraction of minerals of:

- at least 7 years for sharp sand and gravel;
- at least 7 years for soft sand;
- at least 10 years for crushed rock;

in accordance with the annual requirement rate in the most recent Local Aggregate Assessment.

Policy M3: Principal locations for working aggregate minerals

The principal locations for aggregate minerals extraction will be within the following strategic resource areas, as indicated on the Minerals Key Diagram:

Sharp sand and gravel

- The Thames, Lower Windrush and Lower Evenlode Valleys area from Standlake to Yarnton;
- The Thames and Lower Thame Valleys area from Oxford to Cholsey;
- The Thames Valley area from Caversham to Shiplake.

Soft sand

- The Corallian Ridge area from Oxford to Faringdon;
- The Duns Tew area.

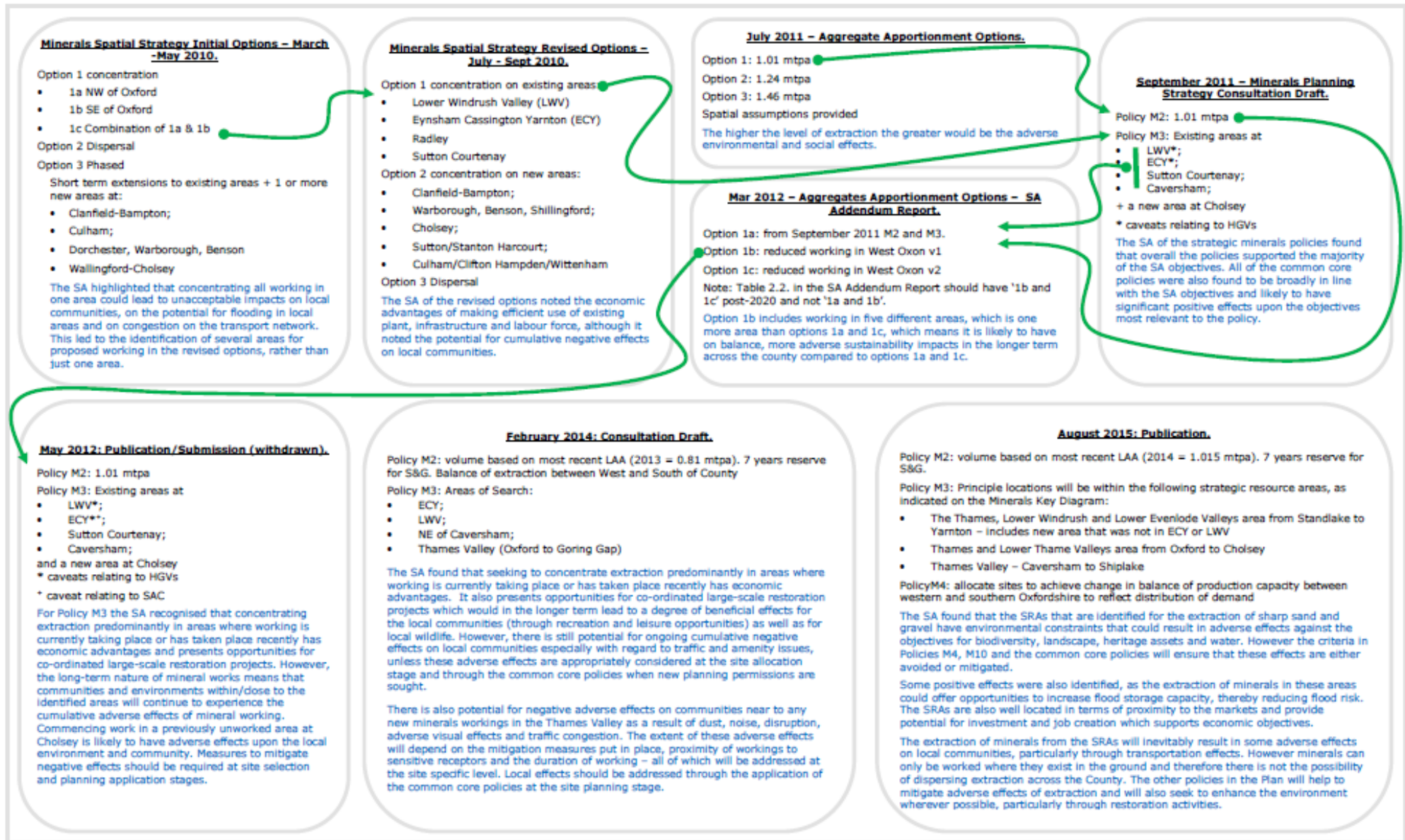
Crushed rock

- The area north west of Bicester;
- The Burford area south of the A40;
- The area east and south east of Faringdon.

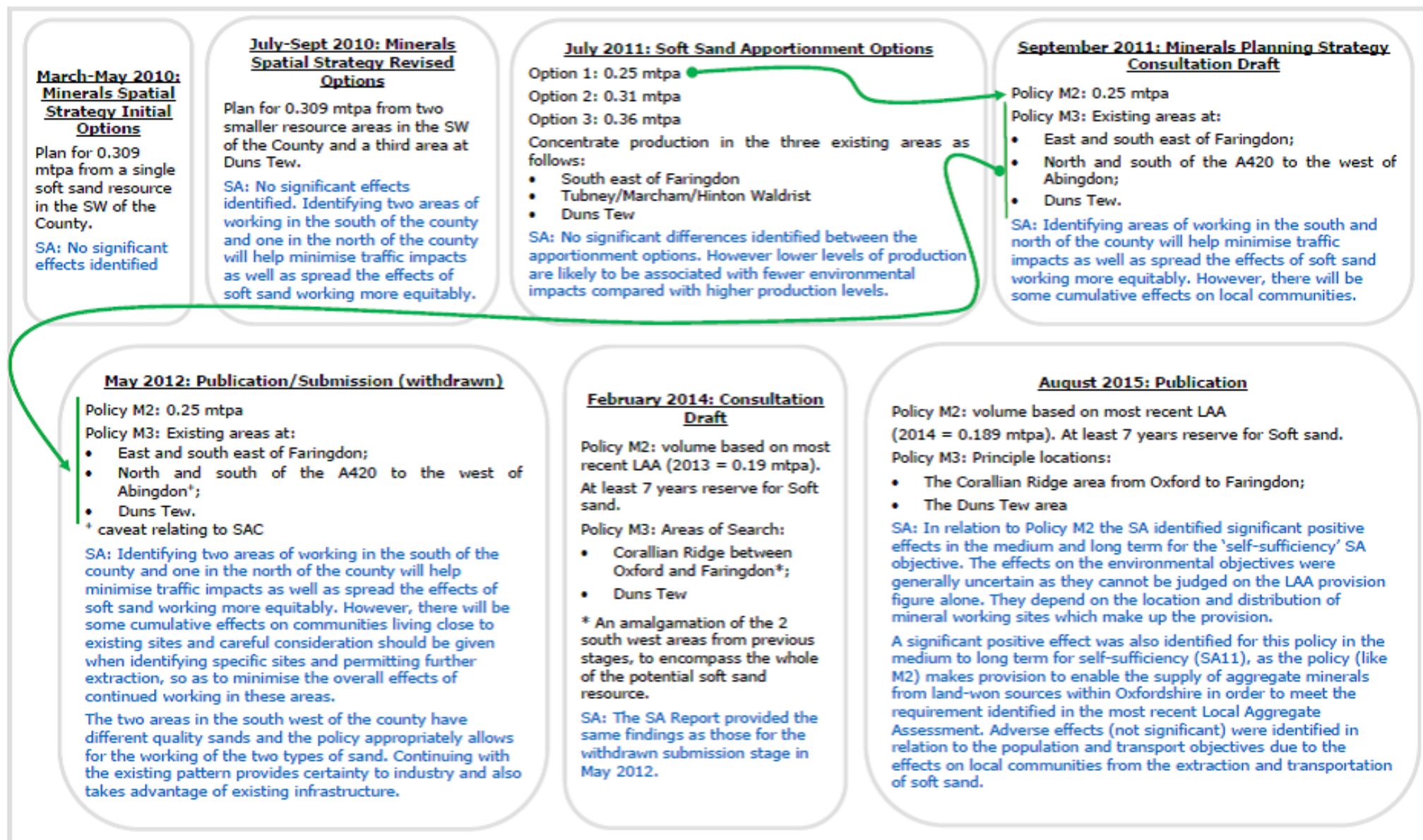
Specific sites for working aggregate minerals will be identified within these strategic resource areas in the Minerals & Waste Local Plan: Part 2 – Site Allocations Document.

Appendix 2: Spatial Strategy Summary Sheets

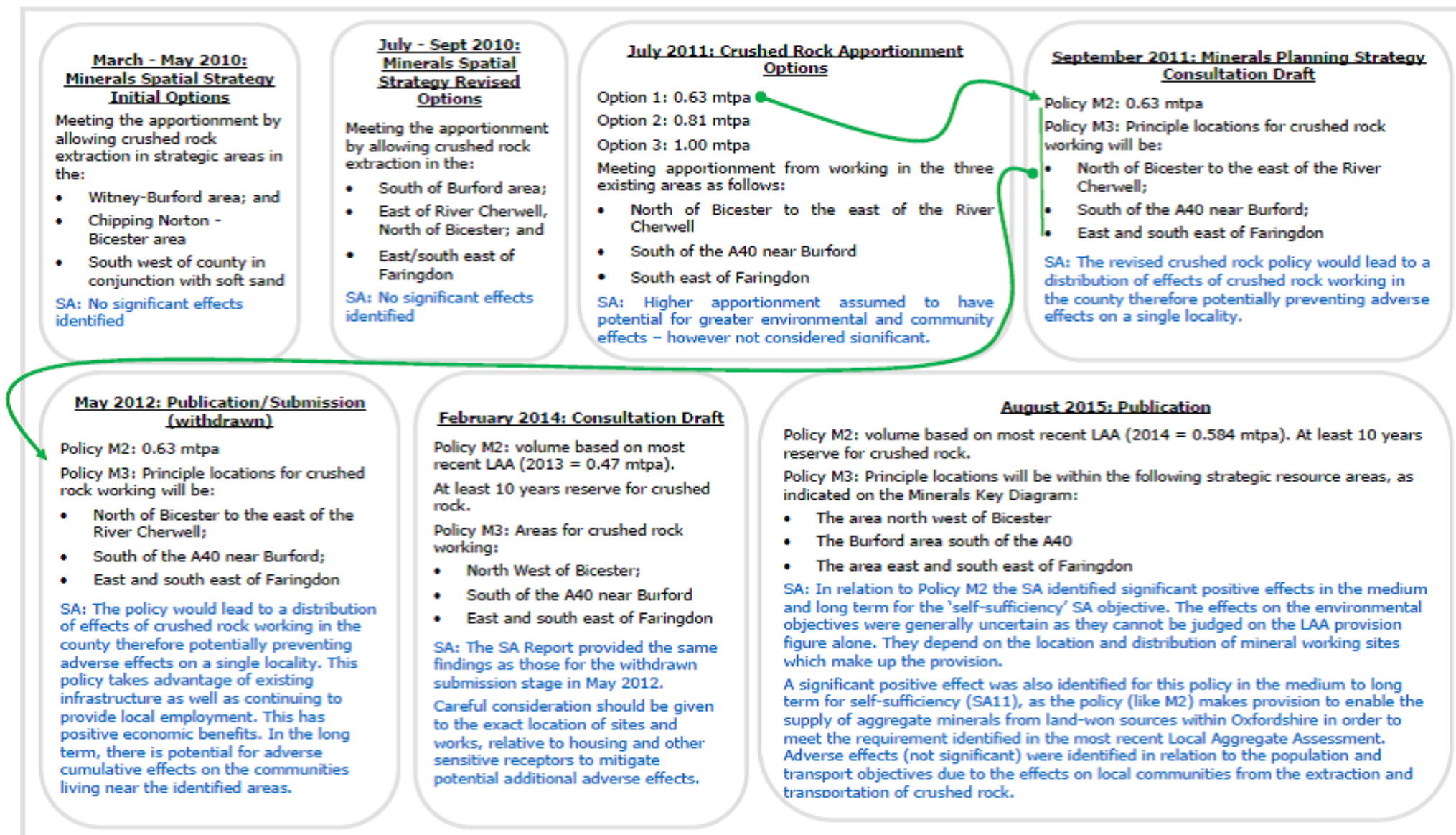
a) Development of the Strategy for Sharp Sand and Gravel



b) Development of the Strategy for Soft Sand



c) Development of the Strategy for Crushed Rock



Appendix 3a
Meetings of the Minerals and Waste Stakeholder Forum with summary of the main issues discussed (minerals specific items in bold)

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: <ul style="list-style-type: none"> - Minerals supply/working issues; - 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). Strategy for the location on new minerals workings 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 (morning)	Vision, objectives strategy and policies in the Draft Minerals Planning Strategy (Sept 2011)
29 September 2011 (afternoon)	Vision, objectives, strategy and policies in the Draft Waste Planning Strategy (Sept 2011)

Appendix 3b

Meetings of the County Council's Minerals and Waste Plan Working Group and Minerals and Waste Cabinet Advisory Group with summary of outcomes relating to development of the minerals spatial strategy

The Minerals and Waste Plan Working Group (to February 2012) and Minerals and Waste Cabinet Advisory Group (from July 2013) met at intervals throughout the process of generating and revising the minerals strategy options and establishing the Council's proposed minerals spatial strategy for inclusion in the Minerals and Waste Core Strategy, as summarised below.

Date of Meeting	Matters discussed and outcomes related to Minerals Planning Strategy
07 July 2003	Key issues for Minerals and Waste Local Plan Review (paper MW2) Agreed commencement of work on review of plan
20 November 2003	Aggregates supply requirements (paper MW3) Locational strategy options for aggregates supply (paper MW4) Agreed estimates of aggregates provision to be used as initial basis for plan and that locational strategy options should be developed further.
13 May 2004	Aggregates supply requirements and locational strategy options (paper MW3) Agreed estimates of aggregates provision to be used as initial basis for plan and subdivision of figures between different aggregate types and that locational strategy options should be developed further.
20 September 2004	Aggregates supply requirements and locational strategy options (oral report) Update of supply requirement noted; further work on locational strategy options to be done.
22 November 2004	Aggregates supply requirements (paper MW2) Update noted
17 January 2005	Regional Strategy aggregate supply and apportionment (paper MW3) Minerals strategic resource areas and locations for sand and gravel working (paper MW4) Structure Plan EIP Panel report noted; await Secretary of State's proposed changes.
16 March 2005	Minerals and Waste Development Framework objectives (paper MW2)

	Draft objectives agreed as basis for consultation and preparation of plan
08 August 2005	Draft objectives and issues and options for Minerals and Waste Development Framework (paper MW3) Objectives and issues and options agreed as basis for Issues and Options Report
20 October 2005	No relevant minerals planning strategy matters discussed
30 November 2005	No relevant minerals planning strategy matters discussed
19 July 2006	Minerals site selection methodology (paper MW4) Agreed to sites selection methodologies being finalised for inclusion in Site Options consultation document
26 September 2006	Minerals and Waste Core Strategy preferred options and proposals (paper MW1) Agreed to preparation of report on preferred options consultation document for Cabinet approval.
29 March 2007	Minerals and Waste Core Strategy preferred options consultation (oral report) Update on consultation noted.
30 May 2007	Minerals and Waste Core Strategy preferred options consultation (draft report 18.05.07) Minerals Site Proposals and Policies issues and options consultation (oral report) Report on preferred options consultation noted; further report on mineral sites consultation to be made at next meeting
10 September 2007	Minerals and Waste Core Strategy preferred options consultation (oral report) Minerals Site Proposals and Policies issues and options consultation (oral report) Updates on preferred options consultation and mineral sites consultation noted.
06 March 2008	South East Plan aggregates apportionment (paper MW2) Report noted.
19 June 2008	South East Plan aggregates apportionment (paper MW3) Report noted.
11 September 2008	Mineral site option nominations (paper MW3) South East Plan aggregates apportionment (oral report) Report on mineral site nominations and update on

	apportionment noted
23 February 2009	Minerals and Waste Core Strategy vision and objectives (paper MW2) Spatial strategy options for sand and gravel working (paper MW3) Mineral site option nominations (paper MW4) Vision and objectives to be further refined in light of comments; further work to be done on generating and assessing options in light of comments; site nominations noted.
14 April 2009	Minerals and Waste Core Strategy vision and objectives (paper MW1) South East Plan aggregates apportionment (oral report) Spatial strategy options for mineral working (paper MW2) Reports noted.
31 July 2009	Spatial strategy options for mineral working (paper MW2) South East Plan aggregates apportionment (oral report) Agreed spatial strategy options for focussed consultation and assessment; update on apportionment noted.
29 September 2009	Spatial strategy options for mineral working (paper MW1) Agreed strategy options as basis for informal consultation with key stakeholders.
18 January 2010	Spatial strategy options for mineral working (oral report) South East Plan aggregates apportionment (oral report) Noted update on consultation arrangements on minerals spatial strategy options; noted update on apportionment.
29 March 2010	Spatial strategy options for mineral working (paper MW1) South East Plan aggregates apportionment (oral report) Considered output from consultations and possible revision of strategy options for further informal consultation; noted Secretary of State's proposed changes to apportionment figures in South East Plan.
26 May 2010	Spatial strategy options for mineral working – report on consultation (paper MW1) South East Plan aggregates apportionment (oral report) Further considered issues raised in output from consultations and further work and information required on strategy options; noted County Council objection to proposed new apportionment.
28 June 2010	Refined minerals spatial strategy options (paper MW1) Agreed revised strategy options for further informal consultation with key stakeholders.

27 September 2010	Assessment of mineral spatial strategy options (paper MW1) Considered an assessment of minerals strategy options and agreed for recommendation to Cabinet (19 October 2010) an interim minerals strategy and that public consultation be carried out on a preferred minerals strategy and need for aggregates supply.
24 January 2011	Local assessment of aggregate supply requirements (paper MW4) Preferred mineral spatial strategy (paper MW1) Agreed for recommendation to Cabinet (16 February 2011) the use of provision figures derived from the consultants' (Atkins) report on aggregates supply requirement, as a basis for the minerals strategy and for testing through consultation, and a revised preferred strategy for sharp sand and gravel for public consultation.
9 May 2011	Local assessment of aggregate supply requirements (paper MW1) Minerals and Waste Core Strategy – preferred strategy (paper MW2) Noted the responses received to consultation on the Atkins report and agreed for recommendation to Cabinet (19 July 2011) a preferred minerals planning strategy for consultation.
21 December 2011	Minerals and Waste Core Strategy – responses to consultation on draft and main issues (paper MW1) Considered the responses to consultation on the draft minerals planning strategy and the main issues raised and noted further technical work required.
24 February 2012	Minerals and Waste Core Strategy – changes to policies for Proposed Submission Doc (paper MW1) Considered key issues from consultation on the draft minerals planning strategy and how these had been addressed and agreed for recommendation to Cabinet (13 March 2012) draft proposed changes to policies as a basis for a Minerals and Waste Core Strategy proposed submission document.
22 July 2013	Local aggregate assessment (oral report) Comments made on draft LAA
23 October 2013	Local aggregate assessment and implications for Minerals and Waste Core Strategy (briefing note) Comments made on revised draft LAA in the light of the outcome of engagement under the duty to cooperate; robustness of LAA methodology to be further tested; support given for plan based on areas of search and criteria policies.

19 December 2013	Minerals and Waste Core Strategy – consultation draft (briefing note) Comments made on draft policies, to be taken into account in drawing up draft plan for Cabinet (28.01.14).
21 January 2014	Minerals and Waste Core Strategy – consultation draft (oral report) Comments made on draft plan for consideration by Cabinet (28.01.14).
23 May 2014	Minerals and Waste Core Strategy – responses to consultation draft and issues arising (briefing note) Agreed to recommend changes to polices M1, M2 and M3 in light of consultation responses and change to preparation of a 2-part plan including a follow-on site allocations document; and alternatives to areas of search for mineral working to be investigated.
16 June 2014	Minerals and Waste Core Strategy – responses to consultation draft (briefing note) Minerals and Waste Core Strategy – possible changes to key minerals polices (briefing note) Responses to consultation noted; changes to minerals strategy policies (M1 – M4) agreed.
16 July 2014	Minerals and Waste Core Strategy – responses to consultation draft (briefing note) Minerals and Waste Core Strategy – possible revised minerals polices (briefing note) Responses to consultation noted; agreed to extend plan end date to 2031; agreed changes to minerals policies.
11 September 2014	Local Aggregate Assessment 2014 (oral report on first draft) Minerals and Waste Core Strategy – revised minerals planning strategy (briefing note) Comments agreed to be provided to consultants (LUC) preparing LAA 2014; consultants to be invited to next meeting; further comments provided on changes to minerals part of Core Strategy.
16 October 2014	Local Aggregate Assessment 2014 (oral report on third draft) Minerals and Waste Core Strategy – revised plan (oral report on draft revisions) Agreed revisions be made to LAA to strengthen justification for its conclusions before views of SEEAWP and neighbouring authorities are sought and it is taken to Cabinet for approval.

Appendix 3c
Meetings of County Council Cabinet, Full Council and other Committees with summary of outcomes relating to development of the minerals spatial strategy

Date of Meeting	Matters discussed and outcomes related to Minerals Planning Strategy
Growth & Infrastructure Scrutiny Committee 6 October 2010	Considered report on preferred minerals strategy. Supported recommendation of Working Group for spatial strategy based on option 1 – concentrate working at existing areas of working – and maximise use of recycled aggregates.
Cabinet 19 October 2010	Agreed guiding principles for minerals strategy and agreed the Council's preferred approach for mineral working in the short to medium term, based on concentration of working in existing areas of working.
Cabinet 16 February 2011	Agreed locally derived figures for aggregate supply requirement as basis for preferred spatial strategy approach for mineral working; and agreed Council's preferred approach for mineral working, based on concentration of working in existing areas of working and Cholsey.
Growth & Infrastructure Scrutiny Committee 9 March 2011	Call-in of decision of Cabinet 16.02.11; decided not to refer decision back to Cabinet.
Cabinet 24 May 2011	Consideration of Core Strategy preferred strategy for consultation deferred to a future meeting for further consideration of waste strategy.
Growth & Infrastructure Scrutiny Committee 14 July 2011	Report on waste planning strategy noted.
Cabinet 19 July 2011	Agreed draft waste planning strategy for consultation.
Growth & Infrastructure Scrutiny Committee 27 February 2012	Considered report on changes to Minerals and Waste Core Strategy and identified five aspects which Cabinet should satisfy itself of before agreeing the strategy.
Cabinet 13 March 2012	Agreed amended policies and vision and objectives as basis for Minerals and waste Core Strategy proposed submission document.

Full County Council 3 April 2012	Approved Minerals and Waste Core Strategy proposed submission document for publication and submission.
Full County Council 9 July 2013	Resolved to withdraw Minerals and Waste Core Strategy.
Cabinet 26 November 2013	Approved 10 year average sales figures as provision figures in Oxfordshire LAA 2013 and as basis for provision in Minerals and Waste Local Plan.
Cabinet 28 January 2014	Agreed Minerals and Waste Core Strategy as a draft for consultation.
Cabinet 25 November 2014	Approved Oxfordshire LAA 2014; Agreed amended Minerals and Waste Core Strategy in principle as basis for recommendation to Council.
Full County Council 24 March 2015	Approved Minerals and Waste Core Strategy for publication and submission.

Appendix 4: Minerals and Waste Core Strategy, Preferred Options Consultation, February 2007

Analysis of summary of responses on minerals preferred options

Summary of Responses	Action to be taken
Comments on matters raised in the section on Background and Context	
In the Sustainability Appraisal, assessment of traffic and transport impacts should be undertaken earlier in the process.	As well as the sustainability appraisal of the draft minerals spatial strategy options, OCC transport planners are providing an assessment of the draft options and of the nominated sites. The results of this will inform the selection of a preferred option.
More regard should be had to other plans and policies such as County Council policies on transport.	A review of relevant plans and policies has been undertaken as part of the updating of the Sustainability Appraisal Scoping report in April 2009
Some respondents challenged the assertion that post-mineral restoration could increase bio-diversity, suggesting instead that new species could threaten native species.	Planned habitat creation would increase biodiversity by augmenting existing conservation target areas, which have been designated based on the presence of native species.
Habitats Regulations Assessment should be of all European sites potentially affected by the MWDF, not just those in the county.	The Habitats Regulation Assessment screening report now includes European sites within 15km of the county boundary.
Comments were made about the desirability of Oxfordshire's Biodiversity Action Plan targets being used to inform site options appraisal and that Oxfordshire Wildlife and Landscape Study could be used to help to identify suitable mineral extraction areas.	The use of landscape description units in the Oxfordshire Wildlife and Landscape Study which reflects geology, topography and soils cannot give more than a broad indication of mineral resources; the BGS maps are conventionally used to identify resources.
Comments on the plan's aims and objectives	
There was broad support for the Minerals aims and objectives. However, there was some concern that the objectives were not sufficiently specific to the characteristics of Oxfordshire.	The minerals vision and objectives have been redrafted to be more specific to Oxfordshire.

Agriculture and forestry should be added to the objectives for restoration	The strategic objectives do not identify specific, appropriate land uses for post mineral restoration.
Suggestion that the objectives should address the protection of the historic environment	Minerals objective 7 now refers specifically to the protection of the natural and built environment and Oxfordshire's distinctive built heritage.
The objectives should be re-ordered to place M3 before M2, to emphasise the importance of using secondary and recycled aggregates over primary aggregates.	All of the minerals objectives are important; their order does not particularly emphasise the importance of one over another.
Comments on Issue 2a – Minerals Provision	
One respondent acknowledged that there may be short term benefits in securing extensions to existing pits but these are small scale and not likely to avoid the need for new 'stand-alone' workings, especially for the supply of soft sand.	This is being considered as part of the draft minerals spatial strategy options.
More work is needed on the impact of further mineral working on local communities in west Oxfordshire.	A review of previous working in W Oxfordshire and S Oxfordshire is taking place.
The Core Strategy is not sufficiently spatial in approach.	Spatial strategy options for mineral working have been drafted for selection of a preferred strategy for inclusion in the revised Core Strategy Preferred Options document.
Some respondents asked whether the Core Strategy takes sufficient account of the Government's targets to increase the supply of secondary and recycled aggregates.	This will be taken into account in determining spatial strategy options for inclusion in the revised Core Strategy Preferred Options document.
Some respondents queried whether the levels of primary aggregates required are realistic.	The sub-regional apportionment for all the counties in the SE is currently under review; Oxfordshire has plentiful reserves of sand and gravel but actual sales have decreased over the last few years.
One respondent asked whether the Core Strategy should make the current position clear, that Oxfordshire's sand and gravel land bank is below 7 years.	The adopted Core Strategy will be the statutory land-use plan for 15 years; this information changes annually and would therefore be out of date very quickly.
More emphasis should be placed on the potential for post-mineral restoration to increase biodiversity.	This will be taken into account in policies for inclusion in the revised Core Strategy Preferred Options document.

One respondent suggested that option 2a(i), to identify specific sites for mineral working, should be amalgamated with option 2a (iii), which seeks to identify specific sites for mineral working for the period to at least 2019.	This will be considered when the preferred options are being drafted.
Comments on Issue 2b – Provision for sharp sand and gravel and soft sand	
There was general support for the proposed sub-division of sand and gravel and soft sand.	This sub division is based on the relative proportions of the three previous years' sales and therefore reflects changes in the market.
Some respondents noted that there should be flexibility in the sub-division, with a clear commitment to meeting the sub-regional apportionment of 1.82mtpa and a 7 year landbank.	Noted; flexibility is achieved by sub-dividing the sand and gravel and the soft sand apportionments, based on the three previous years' sales.
Comments on Issue 3a – Strategy for location of sand and gravel working	
There was general support for the strategy and recognition that the strategy made good use of existing infrastructure.	Noted; this will be incorporated when the preferred options are being drafted.
It was suggested that there should be no further working in the Windrush and Evenlode valleys until a comprehensive restoration strategy has been prepared.	The Lower Windrush Valley Project co-ordinates, implements and helps manage projects that aim to improve the landscape, biodiversity and public access.
Some respondents queried why the preferred option did not refer to the potential for extending existing sites in South Oxfordshire, as opposed to only searching for new working in that area.	This will be considered when the preferred options are being drafted.
One respondent suggested that workings within the Central Oxfordshire sub-region should be identified to minimise transport distances.	This is being considered as part of the draft minerals spatial strategy options.
There was general support for the preferred option of seeking sites in the Oxford/Abingdon/Faringdon resource area.	This will be considered when the preferred options are being drafted.
One respondent asked whether extensions to existing workings could be made in the north of the county to continue to provide for soft sand needs in that area.	This is being considered as part of the draft minerals spatial strategy options
Comments on Issue 4 – Strategy for location of Crushed Rock (limestone/ironstone workings)	
Some respondents thought that there should be a greater level of provision for crushed rock, which could be substituted	Crushed rock and sand and gravel have different uses in the market and one cannot be substituted for

for sand and gravel.	the other.
One respondent suggested that extensions to existing quarries should be encouraged as benefits of this approach outweigh the disadvantages	This is being considered as part of the draft minerals spatial strategy options.
One respondent wanted no further crushed rock quarries to be identified in W Oxfordshire until a full environmental assessment had established that this was feasible.	A sustainability appraisal of the crushed rock spatial strategy will be undertaken, which includes a Strategic Environmental Assessment of proposed working in this area.
Comments on Issue 5a – Provision of Secondary and Recycled Aggregates	
There was overall support for the preferred approach although some respondents suggested this could be improved with additional policy support for the provision of temporary facilities	This will be considered when the preferred options are being drafted.
Some respondents noted that it is difficult to find suitable locations for permanent facilities where noise and dust generation will not cause problems for adjacent residential properties.	
Several respondents noted that the Plan should be clear in setting out to demonstrate how Oxfordshire will achieve the secondary and recycling aggregate targets as required by Policy M2 of the SE Plan.	This will be considered when the preferred options are being drafted.
Comments on Issue 5b – Where Aggregate recycling facilities should be located	
Many respondents noted that the environmental impacts of aggregate recycling should be taken into account in any locational strategy.	This will be considered when the preferred options are being drafted.
Many respondents objected to the use of a sequential approach to the siting of aggregate recycling facilities, especially on the grounds that development in the Green Belt is not precluded by this approach.	This will be considered when the preferred options are being drafted.
Green Belt should only be considered as a final option in a sequential test.	
Some respondents highlighted the advantages of locating secondary and recycled aggregate facilities in active	This will be considered when the preferred options are being drafted.

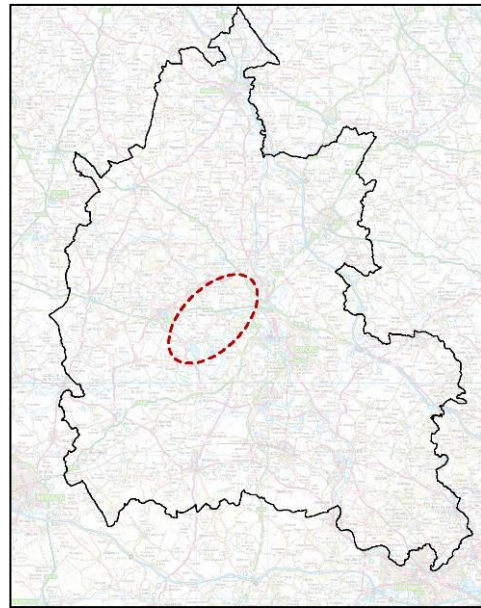
quarries.	
One respondent noted that temporary sites should be moved further up any sequential list.	This will be considered when the preferred options are being drafted.
Comments on Issue 6 – Imported Aggregates and Rail Depots	
Additional rail depots should be identified on the basis of acceptable environmental impact, rather than on the basis of demonstrating that a new facility is needed.	It is unlikely that any further rail depots will be identified in the Core Strategy or in the minerals sites DPD.
It was suggested that the preferred approach would be strengthened by committing OCC to meet its sub-regional apportionment from local sources.	This is reflected in the revised objectives for the Core Strategy.
Comments on Issue 7 – Methodology for Identification and Assessment of Areas or Sites for Mineral Working	
Many respondents noted that more clarity in the assessment process is required with respect to the weighting of the different criteria.	This needs to be taken into consideration in drafting the assessment methodology.
It was requested that more recognition be given to the need to safeguard archaeological remains and landscapes.	This needs to be taken into consideration in drafting the assessment methodology.
More emphasis should be placed on avoiding mineral extraction in the Green Belt.	PPG 2 notes that mineral extraction is compatible with the Green Belt as long as high environmental standards are maintained and the site is well restored.
One respondent noted that the proposed methodology intended to rely on a former Structure Plan policy and that it was not considered appropriate to replicate former development plan policies.	The methodology is being updated and amended for the revised Core Strategy.
Comments on Issue 8 – Restoration of Mineral Workings	
Many respondents noted that long term management agreements are vital in securing successful restoration opportunities. An Area Action Plan may bring a balance of social, environmental and economic benefits.	This will be taken into account when development control policies are being drafted for the Core Strategy.
Many respondents felt that the selection of sites for mineral working should be based primarily on the areas which have greatest potential for restoration to improve biodiversity.	This will be taken into consideration in drafting the assessment methodology.

Respondents interested in habitat and wildlife restoration noted that, in light of the restricted amount of available inert fill, fill should be used to enhance post mineral restoration on those sites which would contribute to conservation target areas.	This will be taken into account in drafting policies for mineral restoration.
Consideration could be given to the creation of water bodies in post mineral restoration to provide a local water supply to adjacent communities.	
Comments on Issue 9 – Minimising the Environmental Impacts of Mineral Working and Supply	
There was strong support for the preferred approach for the establishment of buffer zones, but it was felt that rather than leaving the setting of a buffer zone to the planning application stage, it would be useful to establish parameters and guidelines, or even a specific distance for buffer zones in the Core Strategy.	This will be considered when Preferred Options are being drafted.
Comments on Issue 10 – Safeguarding of Minerals	
Only one response was received; the respondent suggested that as well as safeguarding sand and gravel, limestone, ironstone and Fuller’s Earth, the Core Strategy should also safeguard natural stone resources, which may be suitable for maintenance of historic buildings and monuments.	The Council only has a statutory duty to plan for aggregate provision; however, this does need to be taken into account when Preferred Options are being drafted.

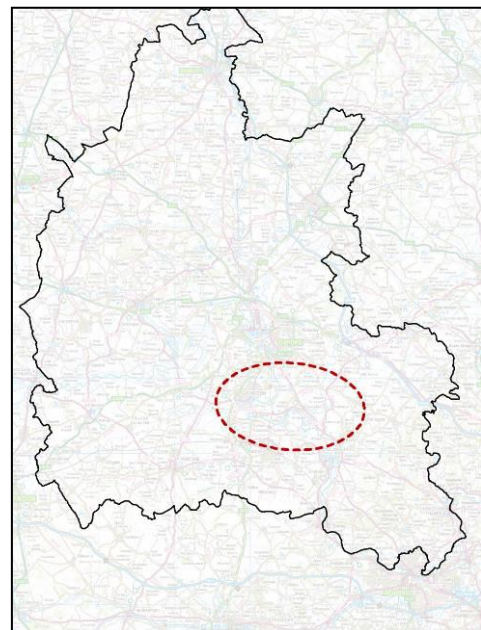
Appendix 5: Spatial Options Presented at the February/March 2010 Stakeholder Workshops

Sand and gravel options March 2010

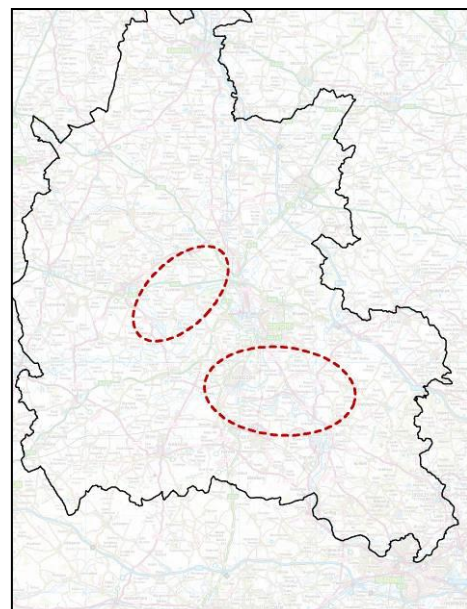
Option 1 sought to concentrate extraction of sand and gravel in areas in central Oxfordshire. Option 1a proposed to concentrate development northwest/west of Oxford in the Lower Windrush Valley, Stanton Harcourt, and the Eynsham/Cassington/Yarnton areas.



Option 1b proposed to concentrate development southeast of Oxford in the Radley, Sutton Courtenay and Warborough/Shillingford/Benson areas.

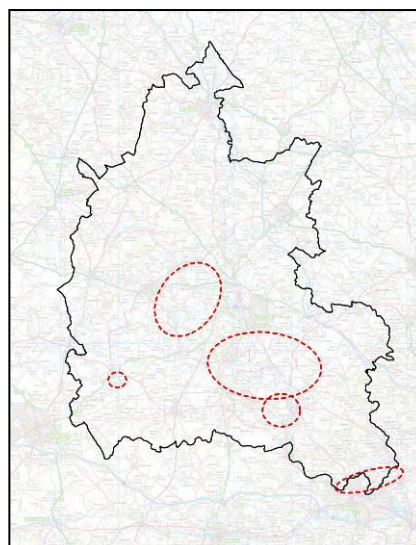


Option 1c sought to share the concentration of development between the areas north west of Oxford and south east of Oxford.



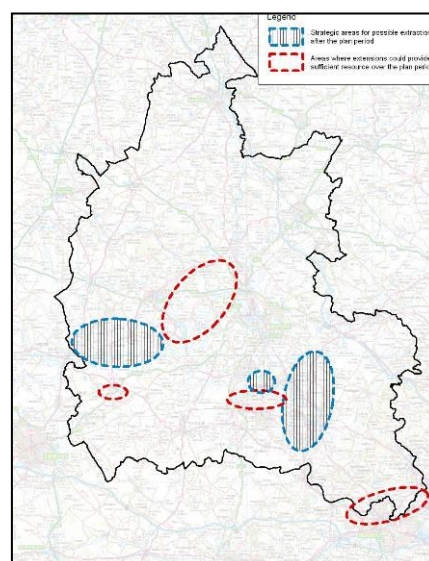
Option 2

This option sought to disperse mineral extraction as widely as possible to minimise the impact of mineral working on any one area and to reduce the impact of working in existing areas; whilst locating working close to areas of demand. It took into account the planned housing development at Oxford, Bicester, Didcot, and Wantage and Grove, and economic development in centres of employment such as Harwell, Culham and Milton Park. The strategy also took account of the significant role that the Caversham area plays in supplying aggregates to the Reading area.



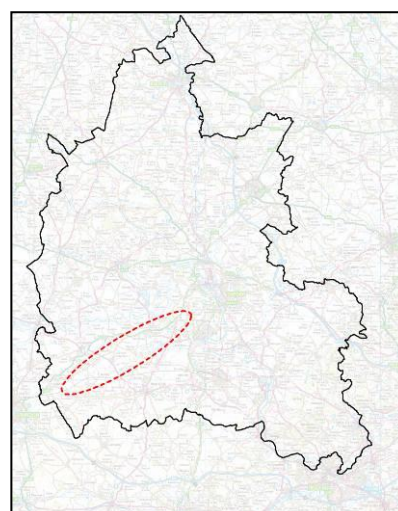
Option 3

This option sought to meet the requirement for sand and gravel over the period of the Minerals and Waste Core Strategy but also planned for the longer term by promoting one of several new strategic resource area options, including Clanfield, Warborough/Benson/Shillingford and Clifton Hampden. Before 2026, sand and gravel requirements would be met from extensions to existing workings, then a new area would be identified to start work after this time.



Soft sand option

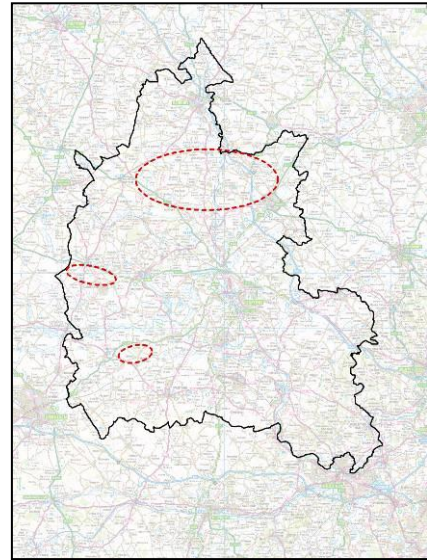
The soft sand area in the south west of the county contains the majority of the soft sand resource in the county. Operators have highlighted the difference between two distinct areas of sand within the soft sand resource. The resource around Tubney produces a higher quality product for the construction industry. It is suitable for use in the production of asphalt, dry screen and ready mix mortars. The sand which extends west from Kingston Bagpuize to Faringdon/Shillingford has



a higher silt content and is more appropriate for general building sand use.

Crushed rock option

The crushed rock strategy option sought to disperse working between three areas of limestone at Faringdon, south of Burford and in the north of the county.







Appendix 6: Assessment of options against plan objectives, February 2010, July 2010 and September 2011

Objectives

1. Meet requirements for sand and gravel, soft sand and crushed rock
2. Enable continued supply of limestone & ironstone for building & walling stone
3. Provide clear, deliverable, flexible strategy
4. Facilitate environmentally & economically efficient supply of minerals & encourage max recovery of secondary & recycled aggregates
5. Minimise impact of mineral development on climate change; minimise need to travel & areas at risk of flooding
6. Minimise distances aggregates travel by road and impacts of minerals on local communities and environment
7. Protect landscapes, ecological, geological & heritage sites
8. Provide benefits to natural environment and local communities through restoration, contributing to nature conservation, CTAs, landscape character, local recreation
9. Safeguard sand and gravel, crushed rock, building stone and Fuller's Earth
10. Safeguard permanent facilities for secondary and recycled aggregates and for importing aggregates by rail.

Key

-  Option supports the objective
-  Option may not support the objective; further work required.
-  Option does not support or could work against this objective
-  Option has no impact or relevance to this objective.

Options	Strengths	Weaknesses										
February 2010 – Minerals spatial strategy options presented to stakeholder workshops February/March 2010												
February 2010 Sand and gravel option 1a – concentrate sand and gravel extraction northwest/west of Oxford												
<table border="1" style="width: 100%; height: 100%; border-collapse: collapse;"> <tr> <td style="background-color: #92d050; text-align: center;">1</td> <td style="background-color: #add8e6; text-align: center;">2</td> <td style="background-color: #92d050; text-align: center;">3</td> <td style="background-color: #92d050; text-align: center;">4</td> <td style="background-color: #ff0000; text-align: center;">5</td> <td style="background-color: #ffff00; text-align: center;">6</td> <td style="background-color: #92d050; text-align: center;">7</td> <td style="background-color: #92d050; text-align: center;">8</td> <td style="background-color: #add8e6; text-align: center;">9</td> <td style="background-color: #add8e6; text-align: center;">10</td> </tr> </table>	1	2	3	4	5	6	7	8	9	10	<p>Good access to A40 and A34 and Oxford Plentiful resources in the area Existing infrastructure at Cassington and in the Lower Windrush Valley</p>	<p>Concentrating all working in this area would have a significant impact on local communities, traffic generation on the A40 and surrounding roads, and potentially on local flooding Potential impact of mineral working upstream from Oxford Meadows</p>
1	2	3	4	5	6	7	8	9	10			
February 2010 Sand and gravel option 1b – concentrate development south east of Oxford												
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1	2	3	4	5	6	7	8	9	10			

February 2010 Sand and gravel option 1c – share the concentration of development between the areas west of Oxford and south east of Oxford											
1	2	3	4	5	6	7	8	9	10	Working in both areas would reduce impacts on any one community and on local roads in any one area.	Provision of aggregates would be concentrated around Oxford and would not meet the needs of markets such as Banbury.
February 2010 Sand and gravel option 2 – to disperse mineral extraction, whilst relating it to markets											
1	2	3	4	5	6	7	8	9	10	Option identifies 5 areas offering flexibility and proximity to a number of markets	No certainty that areas identified are in close proximity to markets; most areas south of county Option includes areas vulnerable to flooding in west Oxfordshire and at Caversham
February 2010 Sand and gravel option 3 – to meet the need during and beyond the plan period											
1	2	3	4	5	6	7	8	9	10	Identifying new, large scale areas for minerals extraction would enable strategic planning of extraction and restoration to take place on a landscape scale. No one area would have to bear the brunt of mineral working	The option identifies 7 areas for working which could potentially have a significant impact on a large number of communities and areas of landscape. Some areas included are vulnerable to flooding and have environmental constraints such as the Clanfield/Bampton area.

February 2010 Soft sand option											
1	2	3	4	5	6	7	8	9	10	The option area includes existing working areas and would enable efficient working using existing infrastructure to take place.	The option area is extensive; could cause planning blight across a large area. The option does not identify an area of resource in the north of the county
February 2010 Crushed rock option											
1	2	3	4	5	6	7	8	9	10	The option identifies three existing areas of working outside the AONBs which would enable efficient use of resources and of existing infrastructure.	The area in the north of the county is extensive and could cause unnecessary planning blight.

<p>July 2010 – Revised options to take into account findings of appraisal of options against plan objectives, sustainability appraisal, feedback from stakeholder workshops.</p>											
<p>July 2010 Sand and gravel option 1 – concentration on existing working areas</p>											
1	2	3	4	5	6	7	8	9	10	<p>Option is based on existing and recently worked areas; efficient use of resources and of infrastructure</p> <p>Areas identified have good access to A34 and A40 and to Oxford</p>	<p>Option includes area where mineral working could have effect on Oxford meadows SAC Option includes Radley where access from proposed sites to main road network is poor. Some areas have already experienced working over many years.</p>
<p>July 2010 Sand and gravel option 2 – concentration on new working areas</p>											
1	2	3	4	5	6	7	8	9	10	<p>This option would provide relief for communities which currently experience impacts from mineral working There are plentiful resources in these new areas</p>	<p>Some new areas have poor access and are located far from existing markets and planned residential and economic development. There are extensive archaeological assets in some of the new areas identified.</p>

July 2010 Sand and gravel option 3 – dispersed working										<p>This option could potentially reduce the impact of working on any one area of the county. Potentially it could provide local supplies of aggregates to markets, although the pattern of supply and demand is unclear.</p>	<p>Twelve areas are identified; if all these areas were worked, there could be significant impacts on many communities, local roads and extensive areas of landscape. There is no certainty that this strategy will lead to a reduction in mineral miles; it could have the opposite effect by allowing a large number of small sites in rural locations.</p>
1	2	3	4	5	6	7	8	9	10		
July 2010 Soft sand strategy option										<p>Three smaller areas now make up the soft sand option, based on viable areas of resource. The area at Duns Tew could meet the need for soft sand in the north of the county, reducing mineral miles from the south of the county to markets in the north.</p>	<p>The option is based on existing areas so impacts on local communities are likely to continue in these areas throughout the plan period.</p>
1	2	3	4	5	6	7	8	9	10		

July 2010 Crushed rock strategy option										This option is based around existing working areas, thus making most efficient use of resources and infrastructure.	The area in the north is still fairly extensive.
1	2	3	4	5	6	7	8	9	10		

September 2011 – Draft minerals plan											
Preferred spatial strategy for sand and gravel: existing areas plus a new area in the south/east of the county to meet planned demand in this area when Sutton Courtenay is exhausted. Options for new areas in the south of the county are:											
Cholsey											
1	2	3	4	5	6	7	8	9	10	Good road access to areas of planned development at Didcot and the Science Vale Enterprise zone Plentiful resources Few environmental constraints No archaeological constraints	Proximity to AONBs Proximity to residential properties
Clifton Hampden											
1	2	3	4	5	6	7	8	9	10	Plentiful resources Few environmental constraints	Poor road access to HGV lorry route; access would be through local villages. Long distances to markets. Proximity to R Thames and national trail Some archaeological assets
Warborough/Benson/Shillingford											
1	2	3	4	5	6	7	8	9	10	Extensive area with plentiful resources, not immediately adjacent to settlements	Archaeological constraints in part of the area Distance from planned development.

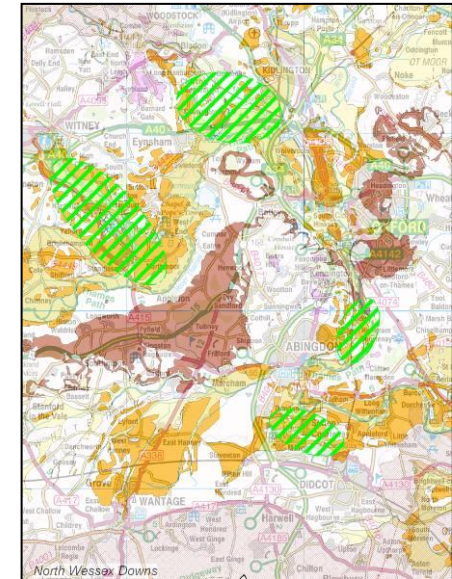
Appendix 7: Revised Sand and Gravel Strategy Options July 2010

Option 1: Concentration on Existing Working Areas

This option sought to concentrate sand and gravel working in areas where working is currently taking place or has taken place recently. This option refined the previous option 1c and included areas both to the west / north west and south / south east of Oxford, around existing or recent sand and gravel working areas; new areas of working were identified separately in option 2.

The areas included in this option were:

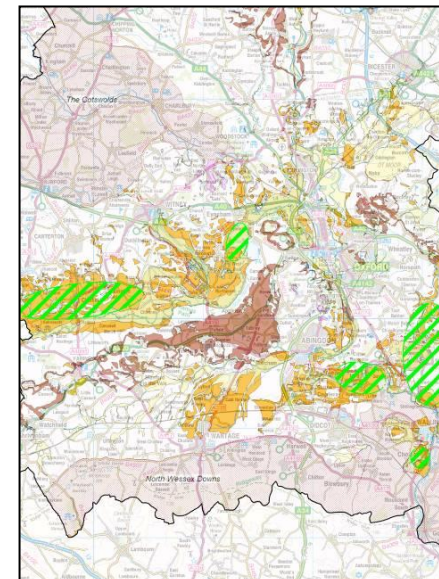
- Lower Windrush Valley;
- Eynsham/Cassington/Yarnton;
- Radley;
- Sutton Courtenay.



Option 2: Concentration on New Working Areas

In response to the concern about cumulative impact of mineral working on some areas, this option identified new areas where working would be concentrated, to replace existing areas of working. In the short term, while the new areas are planned, some extensions to existing sites might be needed to maintain supply. The areas included in this option were:

- Clanfield/Bampton;
- Warborough/Shillingford/Benson;
- Cholsey;
- Sutton/Stanton Harcourt;
- Culham/Clifton Hampden/Wittenham.



Option 3: Dispersed Working

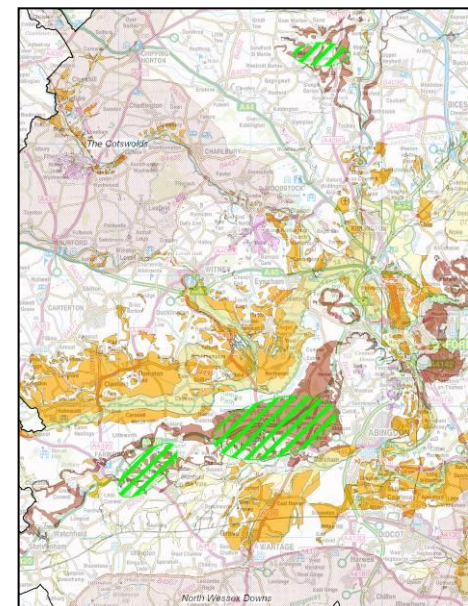
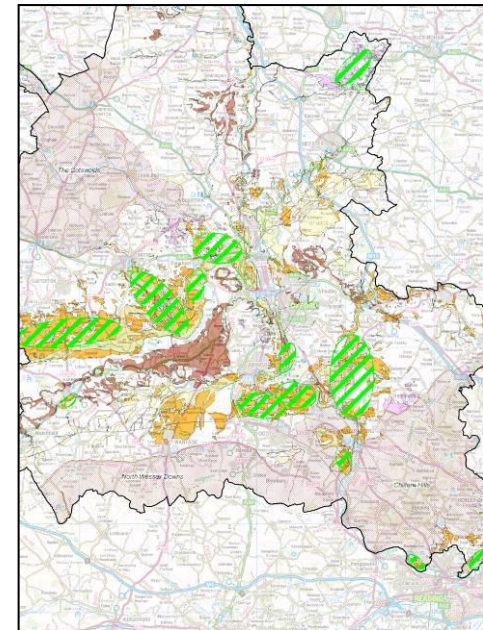
The initial draft dispersal option sought to disperse working related to markets, to reduce mineral miles. This option was amended to provide for working to take place within any of the areas of potential sand and gravel resource, so that it represented a truly dispersed option.

The areas included in this option were:

- Finmere;
- Clanfield/Bampton;
- Lower Windrush Valley;
- Eynsham/Cassington/Yarnton;
- Faringdon;
- Radley;
- Sutton Courtenay;
- Warborough/Shillingford/Benson;
- Cholsey;
- Caversham;
- Clifton Hampden/Wittenham;
- Sutton/Stanton Harcourt.

Soft Sand Strategy Option

The soft sand strategy option was modified to include an area of soft sand resource at Duns Tew in the north of the county, in response to feedback from the first consultation. The extensive area of soft sand resource in the south west of the county was reduced to two smaller areas located close to the A420. These areas would allow the current pattern of extraction of two different quality sands to be continued. The areas included in this option are:



- East / South East of Faringdon;
- Tubney/Marcham/Hinton Waldrist;
- Duns Tew.

Crushed Rock Strategy Option

This option comprised three areas based around existing limestone working areas. The size of the area identified in the north of the county between Bicester and Chipping Norton was reduced to an area of search east of the River Cherwell, where the existing quarry at Ardley indicated that there are likely to be potentially workable deposits of limestone. The areas included in this option were:

- South of Burford;
- East of River Cherwell, North of Bicester;
- East / South East+
- of Faringdon (soft sand area)

