

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN

PART 1 – CORE STRATEGY

PROPOSED SUBMISSION DOCUMENT

CONSULTATION STATEMENT

August 2015



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1. Introduction

- 1.1 This statement has been prepared in accordance with the Town & Country Planning (Local Planning) (England) Regulations 2012 (Regulations 17 & 19). It sets out how the County Council has involved and consulted the general and specific consultation bodies and the public in the preparation of the Minerals and Waste Local Plan: Part 1 – Core Strategy.
- 1.2 In accordance with Regulation 17 of the Town and Country Planning (Local Planning) (England) Regulations 2012 this consultation statement explains the process of involvement and consultation, and the outcomes from that process, at each stage in the preparation of the plan. It sets out in particular:
- the main stages of the plan preparation process when involvement and/or consultation was carried out;
 - which bodies and persons were invited to make representations under regulation 18;
 - how those bodies and persons were invited to make such representations;
 - a summary of the main issues raised by those representations; and
 - how those main issues have been addressed in the Minerals and Waste Local Plan: Part 1 – Core Strategy.

2. Revised Statement of Community Involvement 2015

- 2.1 The Revised Oxfordshire Statement of Community involvement was adopted by Oxfordshire County Council in March 2015. This replaced the Statement of Community Involvement that was adopted in 2006.
- 2.2 The Statement of Community involvement sets out the County Council's policy, and standards it will seek to achieve, to ensure meaningful and effective consultation, engagement and involvement of consultees, stakeholders and other interested members of the community in the preparation of documents that make up the Minerals and Waste Local Plan and in the consideration of planning applications that are determined by the County Council.
- 2.3 The adopted Revised Statement of Community Involvement 2015 is available on the County Council website at:
<https://www.oxfordshire.gov.uk/cms/content/new-minerals-and-waste-plan>

3. Bodies and Persons Consulted

- 3.1 Opportunity for statutory bodies, other organisations and local residents and businesses to be involved in the preparation of the Core Strategy is provided by Regulation 18 of the 2012 Regulations.
- 3.2 Regulation 18 (2) (a) provides that 'specific consultation bodies' that the Council consider may have an interest in the content of the Minerals and

Waste Core Strategy be notified of the subject of the proposed plan and invited to make representations on what the plan ought to contain. The 'specific consultation bodies' that were notified and invited to make comment on the Core Strategy are identified in Appendix 1A. These bodies are included on the County Council's minerals and waste plan local consultation database that has been maintained since work commenced on the preparation of the plan.

- 3.3 Regulation 18 (2) (b) provides that other 'general consultation bodies' that the Council consider appropriate be notified of the subject of the Core Strategy and invited to make representations on what it ought to contain. These are defined in the 2012 Regulations as:
- a) voluntary bodies;
 - b) bodies representing the interests of different racial, ethnic or national groups;
 - c) bodies representing the interests of different religious groups;
 - d) bodies representing the interests of disabled persons;
 - e) bodies representing the interests of businesses.
- 3.4 Appendix 1B lists the 'general consultation bodies' on the minerals and waste plan consultation database.
- 3.5 Regulation 18 (2) (c) requires the Council to consider which residents and persons carrying on business in the county are appropriate to be notified of the subject of the Core Strategy and invited to make representations on what it ought to contain. The Core Strategy does not allocate specific sites for minerals or waste development so specific residents have not been identified for consultation. However, a large number of individuals have expressed an interest and made comment during the preparation of the Core Strategy and they have been added to the minerals and waste plan consultation data base. Each individual has then been notified of subsequent consultations. There are over 1000 individuals on the consultation database.
- 3.6 The Council has identified appropriate businesses including, in particular, companies involved in mineral working and supply and waste management in Oxfordshire. They have been notified and invited to make representations at each relevant stage in the preparation of the Core Strategy.
- 3.7 Bodies and persons on the minerals and waste plan consultation database have been notified and invited to comment on draft documents published at particular stages of plan preparation. These stages and information on the consultation undertaken are set out in section 4 of the Statement on Consultation and Representations (October 2012) in Annex 2 to this statement and in section 5 below. The method of notification has been by email or letter, as preferred. In some cases a copy of the draft document has been sent directly with the notification. More recently, with increased access to the internet, copies of documents have not been provided with the notification as a matter of course, but the notification has advised:
- where documents can be viewed and downloaded from the Council's website;

- where paper copies of documents can be viewed (county council offices, district council offices and county libraries as appropriate); and
- email, telephone and postal contact details to obtain further information and a paper copy if required.

4. Preparation of the Core Strategy up to October 2012

- 4.1 Preparation of the Minerals and Waste Local Plan: Part 1 – Core Strategy commenced in July 2013 when the County Council resolved to withdraw the Oxfordshire Minerals and Waste Core Strategy and to prepare a revised Oxfordshire Minerals and Waste Local Plan in accordance with a new Minerals and Waste Development Scheme. The new Core Strategy is however firmly founded on the work that was carried out in the preparation of the previous, withdrawn plan, including the evidence base for that plan and the consultation and other involvement with consultation bodies and the public.
- 4.2 The process of involvement and consultation, and the outcomes, over the period from 2005 to 2012, up to the submission of the (previous and subsequently withdrawn) Minerals and Waste Core Strategy is set out in the Consultation Statement May 2012 and the Statement on Consultation and Representations October 2012 that were produced for the publication and submission respectively of that plan. In view of the relevance of the involvement and consultation carried out between 2005 and 2009 to the preparation of the current Core Strategy proposed submission document, these two documents are included as a separate Annex 1 to this consultation statement and form part of this consultation statement.

5. Local Aggregate Assessment 2013

- 5.1 In January 2013 the County Council appointed consultants (Atkins) to prepare a Local Aggregate Assessment for Oxfordshire. The consultants produced a draft Local Aggregate Assessment 2013 in June 2013. This proposed adjusted aggregate provision figures, above the 10 year average sales figures. Engagement and consultation on this draft was carried out between July and October 2013 with the Aggregate Working Parties (including representatives of mineral planning authorities and the minerals industry) for South East England and the adjoining regions; adjoining and other relevant mineral planning authorities; the Oxfordshire district councils; the Environment Agency; the minerals industry (nationally and locally); and local environmental groups through the umbrella grouping OXAGE (representing CPRE, AGGROW, OUTRAGE, BACHPORT, PAGE, CAGE, SEAG and Eynsham Parish). This was undertaken by meetings and/or email correspondence.
- 5.2 The outcome of this engagement and consultation was reported to a meeting of the Minerals and Waste Cabinet Advisory Group on 23 October 2013 and then to the Council's Cabinet on 26 November 2013. The report to the Cabinet is included at Appendix 2. Paragraphs 10 – 12 summarise the engagement

and consultation undertaken and the outcomes from this; and meetings and correspondence with other authorities, bodies and organisations are set out in annex 1 to the report. The Cabinet resolved that in the light of the consultation the provision figures in the Oxfordshire Local Aggregate Assessment 2013 should be the 10 year average sales figures rather than then adjusted figures recommended by the consultants, and that this should be used as the basis for the provision for mineral working made in the consultation draft Minerals and Waste Local Plan Core Strategy.

6. Preparation of the Minerals and Waste Local Plan: Core Strategy Consultation Draft February 2014

- 6.1 Preparation of the Minerals and Waste Local Plan: Core Strategy Consultation Draft was undertaken between July 2013 and February 2014. The consultation, engagement and involvement that had been carried out in the preparation of the previous (withdrawn) Core Strategy was used to inform the this revised Core Strategy. In particular, the representations made on the Minerals and Waste Core Strategy Proposed Submission Document May 2012 were taken into consideration in deciding how the plan should be changed, especially with regard to meeting the tests of soundness and legal compliance.
- 6.2 In addition, preparation of the revised draft Core Strategy was informed by the engagement under the duty to co-operate that was undertaken with other local authorities and bodies during the period July to October 2013. This engagement was on both the preparation of the Local Aggregate Assessment 2013 (see section 5 above) and the emerging revised Core Strategy. The authorities and bodies engaged with included: all adjoining mineral planning authorities, other mineral planning authorities in the South East and in other adjoining regions, either directly or through the Aggregate Working Parties; the Oxfordshire district councils; the Environment Agency; local environmental groups through the umbrella grouping OXAGE (representing CPRE, AGGROW, OUTRAGE, BACHPORT, PAGE, CAGE, SEAG and Eynsham Parish); and the minerals industry (both nationally and locally).
- 6.3 The revision of the Core Strategy was considered by the Minerals and Waste Cabinet Advisory Group on 19 December 2013 and a draft revised Core Strategy was recommended to the Council's Cabinet on 28 January 2014. The report to the Cabinet is included at Appendix 3. Paragraph 7 notes factors taken into account in reviewing the previous version of the plan, including: the representations made on the proposed submission document May 2012; and the views of other authorities, statutory bodies and organisations engaged with under the duty to co-operate and through informal consultation. Paragraphs 9 – 36 set out the main changes to the Core Strategy from the previous (withdrawn) version. The Cabinet agreed the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy for public consultation.

7. Consultation on Minerals and Waste Local Plan: Core Strategy Consultation Draft February 2014

- 7.1 The Minerals and Waste Local Plan: Core Strategy Consultation Draft was published in February 2014. The consultation period ran for six weeks, from 24 February 2014 to 7 April 2014. All of the bodies and persons included on the consultation database were notified by email or post and invited to comment. The consultation document was published on the Council's website and was available at the Council's offices; and paper copies were provided on request. A form for making comments was provided on the website and paper copies were provided on request.
- 7.2 Council officers were available to meet stakeholders and local groups on request. A meeting held in Eynsham on 28 March 2014, called by Eynsham Parish Council, was attended by an officer in order to provide information about the consultation draft plan and answer questions. An officer also attended a meeting with representatives of the minerals industry, organised by the Oxfordshire Mineral Producers Group, on 28 March 2014.
- 7.3 The consultation generated considerable interest, particularly within areas proposed as locations for sand and gravel extraction, although the number of responses was significantly less than for the previous draft plan consultation in 2011, probably reflecting that locations for mineral working proposed in 2014 were less specific in terms of location. Individual responses were received from 155 organisations and individuals making a total of 806 separate comments on the draft plan. (The number of comments is higher than recorded in reports to Cabinet and Council as some have subsequently been subdivided.) The majority of these comments were on the minerals strategy section of the plan, particularly on policies M2 – M4, on provision for working aggregate minerals, locations for working aggregate minerals and working of aggregate minerals.
- 7.4 The responses to the consultation and the main issues raised in them were reported to and considered by the Council's Minerals and Waste Cabinet Advisory Group at meeting held on 23 May, 16 June and 16 July 2014. Possible changes to the Core Strategy in the light of the responses were considered at these meetings and at further meetings of the Group held on 11 September and 16 October 2014.
- 7.5 Following the series of meetings of the Minerals and Waste Cabinet Advisory Group, the responses to the consultation and the main issues raised in them were reported to and considered by the Council's Cabinet, together with a recommended draft amended version of the Core Strategy, on 25 November 2014. The report set out the key issues raised in the responses to the consultation and set out the main changes that should be made to the Core Strategy in the light of the comments made. The report to the Cabinet is included at Appendix 4. Paragraphs 22 – 54 set out the key issues raised and recommended amendments to the plan. A list of the respondents to the consultation and a summary of the issues raised in the responses were included as annex 2 to the Cabinet report and these are included at Appendix

5 to this statement. A draft amended version of the Core Strategy including these changes was included as annex 3 to the Cabinet report.

- 7.6 The Cabinet agreed the amended Minerals and Waste Local Plan: Part 1 – Core Strategy in principle as the basis of a complete amended version of the Plan for recommendation to Council for publication and submission.
- 7.7 The recommendation of the Cabinet was reported to the meeting of the full County Council on 24 March 2015, with an amended version of the Core Strategy and a summary of changes made from the version agreed in principle by the Cabinet (annexes 3 and 4 to the report to Council). Council resolved to approve the amended Minerals and Waste Local Plan: Part 1 – Core Strategy for publication and submission.
- 7.8 A summary of the comments made on the February 2014 Consultation Draft Core Strategy, listed by respondent and paragraph or policy in the order of the plan, is set out in the separate Annex 2 to this statement. This also includes against each comment a summary of the County Council's response to the comment, where relevant including how the Core Strategy has been amended in the light of the comment. This Annex 2 forms part of this consultation statement.

8. Local Aggregate Assessment 2014

- 8.1 In August 2014 the County Council appointed consultants (LUC and Cuesta Consulting) to prepare a 2014 Local Aggregate Assessment for Oxfordshire. Drafts of the Oxfordshire Local Aggregate Assessment 2014 were considered by meetings the Minerals and Waste Cabinet Advisory Group at the meetings on 11 September and 16 October 2014.
- 8.2 Following the 16 October Cabinet Advisory Group meeting, consultation on the draft Local Aggregate Assessment was carried out with the Aggregate Working Parties (including representatives of mineral planning authorities and the minerals industry) for South East England and the adjoining regions; adjoining and other relevant mineral planning authorities; the Oxfordshire district councils; the Marine Management Organisation; the Oxfordshire Local Enterprise Partnership; and the Oxfordshire Mineral Producers Group.
- 8.3 The draft Oxfordshire Local Aggregate Assessment 2014 was reported to the Council's Cabinet on 25 November 2014. The Cabinet report is at Appendix 4. An update to the report detailed the consultation carried out on the draft and the responses received; this is included at Appendix 6.

9. Sustainability Appraisal and Strategic Environmental Assessment

- 9.1 In November 2013 the County Council appointed consultants (TRL) to carry out sustainability appraisal and strategic environmental assessment in relation to preparation of the revised Minerals and Waste Local Plan Core Strategy.

The consultants have produced a Sustainability Appraisal Report August 2015, which has been published on the Council's website with the Minerals and Waste Local Plan: Part 1 – Core Strategy proposed submission document August 2015, as one of the proposed submission documents. Appendix B of this report sets out the consultations that were carried out as part of the sustainability appraisal and how consultation responses have been taken into account, as outlined in the following paragraphs.

- 9.2 The consultants reviewed the responses that had been received on the sustainability appraisal report which had been published alongside the previous (and subsequently withdrawn) Minerals and Waste Core Strategy Proposed Submission Document May 2012. They took those responses into account in the revised sustainability appraisal that they prepared for the February 2014 Consultation Draft Core Strategy. This is documented in Appendix B.1 to the Sustainability Appraisal Report August 2015.
- 9.3 In December 2013 the statutory consultation bodies – Environment Agency, Natural England and English Heritage – were consulted on revision of the Sustainability Appraisal Scoping Report. The consultation responses and how they were taken into account is documented in Appendix B.2 to the Sustainability Appraisal Report August 2015.
- 9.4 A Sustainability Appraisal Report was published alongside the Minerals and Waste Core Strategy Consultation Draft February 2014. The comments received on the SA report in responses to this consultation and how these comments have been taken into account is documented in Appendix B.3 to the Sustainability Appraisal Report August 2015.

10. Habitats Regulations Assessment

- 10.1 A meeting was held with Natural England in August 2014 at which the need for an updated Habitats Regulations Assessment Screening Report to be prepared, to support the Minerals and Waste Local Plan: Part 1 – Core Strategy, was discussed. In February and March 2015 there was further discussion and correspondence with Natural England on the scope of this update, following which Natural England were formally consulted on a draft HRA Screening Report in May 2015. The Screening Report reaches a conclusion that the Core Strategy would have no likely significant effect on any European Sites (i.e. Special Conservation Areas – SACs)
- 10.2 Natural England responded in June 2015 raising some issues that they considered needed to be addressed before they could support a conclusion of no likely significant effect. A further meeting was held with Natural England following which additional information on traffic impacts was included in the Screening Report and it was amended, in particular to clarify that the Core Strategy had been amended to exclude from the strategic mineral resource areas and the waste strategy areas specified water catchment areas relating to the Oxford Meadows and Cothill Fen SACs and dust impact buffer areas around all SACs.

- 10.3 An amended HRA Screening Report was sent to Natural England in July 2015 and Natural England has replied, agreeing with the conclusion of Screening Report of no likely significant effect.

11. Strategic Flood Risk Assessment

- 11.1 The County Council holds regular, approximately bi-monthly, meetings with the Environment Agency on minerals and waste planning issues, including the Minerals and Waste Local Plan. The need to review or update the Strategic Flood Risk Assessment (SFRA) for the Minerals and Waste Local Plan: Part 1 – Core Strategy was discussed at meetings in 2014 and early 2015.
- 11.2 In view of uncertainty over the extent of updating or revision of the previous SFRA that was required, in March 2015 the County Council appointed consultants (AECOM) to carry out an initial review of existing SFRA (which had been undertaken in 2009 and 2010). The purpose of this review was to establish the significance for the plan of changes in flooding information since the original SFRA work was done.
- 11.3 The consultant's findings were discussed with the Environment Agency at a meeting in April 2015. Although these indicated that the changes since the previous SFRA did not significantly affect the strategy and proposals in the Core Strategy, it was agreed that the SFRA needed to be updated to reflect the most recent information and to relate to the revised Core Strategy. The Environment Agency considered that this should be done by way of preparation of a new SFRA document rather than an addendum to the previous SFRA.
- 11.4 In April 2014 the County Council appointed the consultants (AECOM) to prepare an updated Minerals and Waste Level 1 SFRA for Oxfordshire. The Environment Agency were consulted on the consultants' project brief and made comments on it, which were taken on board. The Environment Agency were consulted on the draft SFRA report and provided comments on it in June 2015. A final SFRA has been produced which takes on board the comments of the Environment Agency. Preparation of the updated SFRA also involved liaison with and input from the section of the County Council that acts as the Lead Local Flood Authority.

12. Duty to Co-operate

- 12.1 Consultation overlaps with engagement and liaison under the duty to co-operate. Except where specifically mentioned, this statement does not cover the County Council's engagement, liaison and working with other local authorities and bodies under the duty to co-operate. This is being documented in a separate statement on compliance with the duty to co-operate, which will be made available on the Council's website.

Appendix 1 – Consultation Bodies

A. Specific Consultation Bodies

National Bodies

The Coal Authority
Environment Agency
English Heritage (now Historic England)
The Marine Management Organisation
Natural England
Network Rail Infrastructure Limited
Highways Agency

Relevant Authorities (Oxfordshire)

District Councils:

Cherwell District Council
Oxford City Council
South Oxfordshire District Council
Vale of White Horse District Council
West Oxfordshire District Council

Parish Councils:

All Parish and Town Councils and Parish Meetings in Oxfordshire

Police and Crime Commissioner:

Thames Valley Police and Crime Commissioner

Relevant Authorities (Adjoining Oxfordshire)

County Councils:

Buckinghamshire County Council
Gloucestershire County Council
Northamptonshire County Council
Warwickshire County Council

District Councils:

Aylesbury Vale District Council
Cotswold District Council
South Northamptonshire District Council
Stratford-on-Avon District Council
Wycombe District Council

Unitary Councils:

Reading Borough Council
Swindon Borough Council
West Berkshire Council
Wokingham Borough Council

Adjoining Parish Councils:

Adlestrop Parish Meeting
Aldworth Parish Council
Barton Hartshorn Parish Council
Bishopstone and Hinton Parva Parish Council
Bledington Parish Council
Boarstall Parish Council
Boddington Parish Council
Brill Parish Council
Chaddleworth Parish Council
Chaddleworth Parish Council
Chetwode Parish Council
Compton Parish Council
Cottisford Parish Meeting
Croughton Parish Council
Earley Town Council
East Garston Parish Council
East Ilsley Parish Council
Eastleach Parish Council
Edgcote Parish Meeting
Evenley Parish Council
Evenlode Parish Council
Great Rissington Parish Council
Haddenham Parish Council
Hambleton Parish Council
Highworth Town Council
Ibstone Parish Council
Ickford Parish Council
Icomb Parish Council
Inglesham Parish Council
Kingsey Parish Council
Lambourn Parish Council
Langford Parish Council
Lechlade on Thames Town Council
Little Compton Parish Council
Long Compton Parish Council
Long Crendon Parish Council
Longwick cum Ilmer Parish Council
Ludgershall Parish Council
Moreton in Marsh Town Council
Oakley Parish Council
Pangbourne Parish Council
Purley on Thames Parish Council
Radnage Parish Council
Shabbington Parish Council
South Marston Parish Council
Southrop Parish Council
Stokenchurch Parish Council
Tingewick Parish Council
Turweston Parish Council, Clerk

Twyford Parish Council
Tysoe Parish Council
Wargrave Parish Council
Water Stratford Parish Council
West Ilsley Parish Council
Westbury Parish Council

Adjoining Police and Crime Commissioners:
Gloucestershire Police and Crime Commissioner
Northamptonshire Police and Crime Commissioner
Warwickshire Police and Crime Commissioner
Wiltshire Police and Crime Commissioner

National Health Service bodies

Oxfordshire Clinical Commissioning Group
National Health Service Commissioning Board

Licence holder under section 6 (1) (b) or (c) of the Electricity Act 1989

RWE NPower

Sewerage/Water Undertakers

Anglian Water
Severn Trent Water Ltd
Thames Water Utilities

Homes and Communities Agency

B. General Consultation Bodies

Voluntary Bodies

Age Concern
(AGGROW) Anti Gravel Group Residents in Oxfordshire West
Burcot and Clifton Hampden Protection of the River Thames (BACHPORT)
Bampton Environmental Watch Group (BEWG)
Berks, Bucks and Oxon Wildlife Trust
Bicester Friends of the Earth
Burford Quarry Liaison Group
Campaign for Sustainable Didcot
Campaign to Protect Rural England (CPRE)
Caversham & Districts Residents Association
Caversham GLOBE Group
Chinnor & Thame Friends of the Earth
Cholsey 1000 Plus
Cholsey Community Library
Communities Against Gravel Extraction (CAGE)
Dorchester Historical Society
Dorchester-on-Thames Society
Earth Trust
ENOUGH
Eynsham and Cassington Gravel Committee
Eynsham Society
Eynsham Womens Institute
Friends of the Earth
Friends of South Hinksey
Friends of South Hinksey & South Hinksey Flood Group
Hardwick with Yelford and Ducklington Charity
Hurst Water Meadow Trust
Iffley Fields Residents' Association
Inland Waterways Association
Land not Sand Community Group
Lower Windrush Garden Club
Lower Windrush Valley Project
National Federation of Womens Institutes
Oxford Upper Thames Residents Against Gravel Extraction (OUTRAGE)
Oxford Civic Society
Oxford Community Foundation
Open Spaces Society
Oxford Council for Sport & Recreation
Oxford Federation of Community Associations
Oxford & District Trades Union Council
Oxford Fieldpaths Society
Oxford Friends of the Earth
Oxford Green Belt Network
Oxford Ornithological Society
Oxford Preservation Trust
Oxfordshire Architectural and Historical Society (OAHS)

Oxfordshire Federation of Women's Institutes
Oxfordshire Gardens Trust
Oxfordshire Geology Trust
Oxfordshire Green Party
Oxfordshire Nature Conservation Forum
Oxfordshire Playing Fields Association
Oxfordshire Ramblers Association
Oxfordshire RIGS Group
Oxfordshire Rural Community Council
Oxfordshire Women's Institute
Parishes Against Gravel Extraction (PAGE)
River Thames Society
River Users Society
Royal Society for the Protection of Birds (RSPB)
Shotover Preservation Society
Sonning and Sonning Eye Society
Sonning Eye Action Group
The Bensington Society
The British Association for Shooting & Conservation
The Carter Institute
The National Cyclists' Organisation
The National Trust
The Wallingford Historical & Archaeological Society
The Warren and District Residents Association
Transition Eynsham Area (Green Tea)
Trust for Oxfordshire's Environment
Tubney Wood Preservation Group
Wallingford Museum
Wilts & Berks Canal Trust
Witney and District Historical and Archaeological Society
Wolvercote Commoners Committee
Woodland Trust
Wroxton & Balscote Action Group

Racial, Ethnic, National and Religious Groups

Indian Union
National Federation of Gypsy Liaison Groups
Traveller Law Reform Project
Oxfordshire Ethnic Minorities Business Services
Oxfordshire Chinese Community & Advice Centre
Oxford Diocesan Board of Finance
Oxford Mosque
Asian Cultural Centre
African Caribbean Community Action Network

Business Groups

Abingdon on Thames Chamber of Commerce
ACTVaR
Airport Operators Association
Banbury & District Chamber of Commerce

Bicester & District Chamber of Commerce
Carterton & District Chamber of Trade & Commerce
CBI West Midlands
Chemical Business Association
Chipping Norton Guild of Commerce
DB Schenker Rail (UK) Ltd
Didcot Chamber of Commerce
Didcot Development Agency Limited
Direct Rail Services
Environmental Services Association
Faringdon Chamber of Commerce
Farming & Wildlife Advisory Group
Freight Transport Association
Henley Chamber of Trade & Commerce
Institute of Directors
Mendip Rail Ltd
Mineral Products Association
National Farmers Union
Oxfordshire Investment Opportunity Network
Oxfordshire Mineral Producers Group
Rail Freight Group
Road Haulage Association
Summertown Trade & Business Association
Thame Chamber of Trade & Commerce
Thames Valley Chamber of Commerce
Wallingford Business 2000
Wantage & District Chamber of Commerce
Witney & District Chamber of Commerce
Woodstock Chamber of Commerce

Government Departments/Agencies

Civil Aviation Authority
Defence Estates
Defence Infrastructure Organisation
Forestry Commission
Health and Safety Executive
High Speed Two (HS2) Ltd
Nuclear Decommissioning Authority
Office for Nuclear Regulation
Office of Rail Regulation (now Office of Rail and Road)

Non-Government Organisations

British Geological Survey
Canal & River Trust (formerly British Waterways)
Centre for Ecology & Hydrology
Chilterns Conservation Board
Citizens Advice Bureau
Cotswold Conservation Board
Crown Estate Commissioners
Equality and Human Rights Commission

General Aviation Awareness Council
National Grid Company
National Playing Fields Association
North Wessex Downs Area of Outstanding Natural Beauty
Post Office Property Holdings
Southern and East England Tourist Board
Sport England
The National Trust

Local Authorities/Associated Groups

Bedfordshire County Council
City of London
Dorset County Council
East London Waste Plan
East Sussex County Council
Hampshire County Council
Hertfordshire County Council
Isle of Wight Council
Kent County Council
Mayor of London
Milton Keynes Council
North London Waste Plan
Nuclear Legacy Advisory Forum
Oxfordshire Association of Local Councils
Oxfordshire Emergency Planning Unit
Oxfordshire Fire & Rescue Service
Oxfordshire Local Enterprise Partnership
Royal Borough of Windsor and Maidenhead
South East England Aggregates Working Party (SEEAWP)
Slough Borough Council
South East Waste Planning Advisory Group (SEWPAG)
South London Waste Plan
Surrey County Council
West London Waste Plan
West Northamptonshire Joint Planning Unit
West Sussex County Council

Appendix 2 – Report to County Council Cabinet 26 November 2013

CABINET – 26 NOVEMBER 2013

OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2013

Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Introduction

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The programme for preparing the plan is the subject of a separate report to this meeting.
2. Under the Government's National Planning Policy Framework, March 2012 (NPPF), the County Council must prepare a Local Aggregate Assessment annually. In addition, the duty to co-operate introduced by the Localism Act 2011 applies to the preparation of a local aggregate assessment since this is an activity supporting the preparation of a local plan relating to a strategic matter.
3. The Local Aggregate Assessment is a key part of the evidence base for the plan. It will establish the amount of provision for mineral working that should be made in the plan for the period to 2030. It will also be a material consideration in the determination of planning applications. This report recommends a Local Aggregate Assessment for Oxfordshire for 2013.

Local Aggregate Assessment

4. The Local Aggregate Assessment (LAA) provides a foundation for the development of the minerals strategy and associated policies in the Minerals and Waste Plan. Government policy in the NPPF is that the starting point for the LAA is the 10-year sales average (of minerals extracted in the county); but it goes on to say that authorities also need to consider other relevant local information.

Sales of minerals over the last 10 years

5. An important local consideration is that Oxfordshire's mineral resources, particularly sand and gravel, are of strategic importance and that moving forward it is expected that they will continue to serve not only local but wider markets. However, over the last 10 years sales of minerals from Oxfordshire's quarries have fallen. In particular, sales of sharp sand and gravel have fallen nearly 60%, from 1.37 million tonnes in 2003 to 0.56 million tonnes in 2012.

6. The decline in sales over this period reflects the situation nationally and to a large extent is due to the reduction in demand for construction materials resulting from the recession; but it has also been influenced by commercial decisions by mineral producers to concentrate production at quarries in other locations, particularly Gloucestershire. Oxfordshire has moved from being a net exporter of sand and gravel to a net importer. In 2009 the net import of sharp sand and gravel into Oxfordshire was 0.13 million tonnes, 17% of total consumption in the county.
7. Sales of sharp sand and gravel in Oxfordshire have increased slightly since 2010, but the 2012 figure of 0.56 million tonnes is well below the 10 year sales average of 0.81 million tonnes. If annual sales were to increase further, to around the 10-year average level, it is likely the County would once again become a net exporter of sharp sand and gravel, reflecting the strategic significance of Oxfordshire’s mineral resources.

Draft Local Aggregate Assessment

8. Supported by consultants Atkins, we produced a draft LAA in June 2013. This set out a proposed methodology that applied an adjustment factor to the 10-year average sales figure that sought to offset the impact of local circumstances that, arguably, have seen Oxfordshire’s sales in the last 10 years suppressed more than has been the case nationally. This methodology was based on applying national consumption per head figures to Oxfordshire’s population forecasts, to produce estimates of quantities of minerals consumed in Oxfordshire; and then applying an adjustment for the ratio of sales to consumption over the last 10 years to reflect the average net import or export position.
9. This adjustment methodology produced figures somewhat higher than the 10 year sales averages, as shown in the following table. The draft LAA (June 2013) presented these as options.

Mineral type	10 year Past Sales Average (million tonnes per annum)	Adjusted LAA Method (million tonnes per annum)
Sharp sand & gravel	0.81	0.96
Soft sand	0.19	0.24
Total sand & gravel	1.00	1.20
Crushed rock (limestone & ironstone)	0.47	0.58

10. Engagement and discussions on the draft LAA took place over the course of the summer and into early autumn with the South East England Aggregate Working Party and adjoining mineral planning authorities, as required by the

NPPF and under the ‘duty to co-operate’, and also with the minerals industry and local environmental groups opposed to new mineral working. The bodies concerned and details of meetings and correspondence are listed in Annex 1.

11. Feedback from this engagement was variable and highlighted the challenge associated with developing an approach that is easy to understand and apply but which takes into account local circumstances. Key themes in responses were:
 - i. support for Oxfordshire recognising the strategic importance of its mineral resources and that continued net import of sand and gravel is not a sustainable supply strategy in the medium to longer term;
 - ii. concern that the proposed adjustment methodology is not necessarily transparent and may not be robust, and consequently may not be defensible at the plan examination;
 - iii. questioning why Oxfordshire is not just using the 10 year sales average, as proposed in most other LAAs; and
 - iv. a mix of views on the level of provision, particularly for sharp sand and gravel, ranging from too low through to too high.
12. The South East England Aggregates Working Party was generally supportive of the adjusted methodology approach. The minerals industry expressed support for an LAA approach that results in figures above the 10 year sales average. Gloucestershire and Wiltshire Councils had concerns about the methodology but welcomed an approach that would meet future demand and remove the need for imports of sand and gravel from those counties. Other adjoining and South East authorities were less concerned about the level of provision but some had concerns about the robustness of the methodology and inconsistency with the approach used by other authorities. The local environmental groups thought there was no need for an adjusted methodology and that the 10 year sales average adequately took into account fluctuations in supply and demand over the period.

Minerals and Waste Cabinet Advisory Group

13. A Cabinet Advisory Group (chaired by Cllr David Nimmo Smith with Cllr Anne Purse as deputy chairman) has been established. This Group is already considering work on the new Minerals and Waste Plan and will advise the Cabinet on key issues at the appropriate decision points.
14. The Cabinet Advisory Group considered the draft LAA and the feedback from the engagement with other authorities, organisations and interest groups at its meeting on 23 October.
15. The Group’s discussion highlighted concerns that the adjustment methodology proposed in the LAA was unclear and not easy to understand. Members were concerned that the Council’s evidence would be hard to defend at later stages in the process. In addition, the members on the Group emphasised the fact that based on the 10-year sales average there would already exist scope for sharp sand and gravel production within Oxfordshire to increase substantially above the current level; and they questioned the need

for setting a figure that is higher than the 10-year sales average. On this point, members questioned why Oxfordshire should adopt a different approach from that apparently being taken by other mineral planning authorities.

16. The Cabinet Advisory Group asked the Officers to look again at the LAA methodology.

Further consideration

17. Within the South East, the draft Oxfordshire LAA is the only one that has proposed an adjustment to the 10 year sales average. All other LAAs are based on a 10 year sales average, unless the authority already has an adopted plan with a different figure, except for one case where the average of the last 3 years sales has been used because there were no sales during the first part of the 10 year period. Outside the South East, all LAAs that we are aware of use the 10 year sales average.
18. The adjusted methodology proposed in the draft LAA relies on certain assumptions and relationships which are open to challenge and may be difficult to explain and defend; and there is a risk that the approach would be found unsound at examination. These include the use of population as a proxy for demand; the application of national consumption per head figures to Oxfordshire; the use of the ratio of sales to estimated consumption as the net import or export position in Oxfordshire over the last 10 years; and the use of an average of those figures as a net import or export factor as an adjustment factor applied to the level of provision in future years.
19. Having looked at the LAA methodology in the light of these factors and the responses to the June 2013 draft LAA, I am not convinced of the need for an adjustment to be made to the 10 year sales average. There is significant headroom between the 10 year average figures and the position in 2012, as shown in the table below, which would enable sales to increase such that Oxfordshire could move from being a net importer to a net exporter of sharp sand and gravel.

Mineral type	10 year Past Sales Average (million tonnes per annum)	Sales in 2012 (million tonnes per annum)
Sharp sand & gravel	0.81	0.56
Soft sand	0.19	0.16
Total sand & gravel	1.00	0.72
Crushed rock (limestone & ironstone)	0.47	0.24

20. The NPPF requires the LAA to be updated annually. This updating should include an assessment for each mineral of the current 10-year sales average as the basic indicator of demand; the reserves of minerals already with permission (the landbank); and the additional provision that will need to be made in order to meet expected demand. Given that these figures will change annually, this points to an approach in the revised Minerals and Waste Plan whereby the minerals policies do not specify the exact amount of mineral to be provided through the plan but state that permissions will be granted as and when required in order to meet the level of need indicated by the most recent LAA and landbank position.
21. This reflects the fact that a fundamental part of any plan is the need to monitor and review it in light of changes in circumstances. But it would also help avoid the Minerals and Waste Plan becoming outdated too quickly and hence reduce the frequency with which policies would need to be fundamentally reviewed.
22. I consider that, in conjunction with this type of approach, it would be appropriate for the LAA to be based solely on the 10-year sales average. In addition to the headroom for an increase in sales that this would in any case provide, any increased requirement for mineral supply, as indicated by an increase in the 10-year sales average, could be accommodated through the flexibility provided by the plan policies. There would be therefore no need for the 10-year sales average to be adjusted through the use of a methodology using a proxy for actual demand (such as the population proxy proposed in the draft LAA).
23. The views of the South East England Aggregates Working Party, the minerals industry and key adjoining authorities on the use of a 10-year sales average for Oxfordshire rather than the adjusted methodology have been sought and will be reported at the meeting.
24. Subject to consideration of those views, I consider that the draft Oxfordshire LAA should now be finalised with a conclusion that, notwithstanding the fall in sales over the last 10 years, the appropriate LAA figures for Oxfordshire are the 10 year sales averages. These figures should then be used as the basis for the provision for mineral working to be made in the draft Minerals and Waste Local Plan that is produced for public consultation in February 2014. The LAA will be published alongside the draft plan, as one of the evidence documents, which will provide a further opportunity for comment to be made on it. These figures should also be used as the basis for calculating the Oxfordshire landbank, which will be a material consideration in the determination of planning applications.

Financial and Staff Implications

25. The Minerals and Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Plan Project earmarked reserve. This report does not raise any additional financial or staffing implications.

RECOMMENDATION

26. **The Cabinet is RECOMMENDED to**
- (a) approve the 10 year average sales figures set out in the table in paragraph 19 of the report as the provision figures in the Oxfordshire Local Aggregate Assessment 2013, for use as the basis for provision for mineral working in the consultation draft Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;**
 - (b) authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) in consultation with the Cabinet Member for Environment to finalise the Oxfordshire Local Aggregate Assessment 2013 for publication.**

Martin Tugwell
Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Background papers:

- i. Oxfordshire Local Aggregate Assessment Final Draft Report June 2013.
- ii. Responses from consultees on the Oxfordshire Local Aggregate Assessment Final Draft Report June 2013.

All background papers are kept in the Minerals and Waste Policy Team at Speedwell House, Oxford.

Contact Officer: Peter Day, tel. Oxford 815544

November 2013

**Meetings and Correspondence with Other Local Authorities and Organisations
July – October 2013 on the Draft Oxfordshire Local Aggregate Assessment
June 2013**

Organisation	Meeting or Correspondence	Response
South East England Aggregate Working Party	Meeting 03.07.2013	Minutes of Meeting
South West Aggregate Working Party	Email exchange + follow-up phone call	Written response 19.08.2013
West Midlands Aggregate Working Party	Email sent 21.08.2013	No response *
East Midlands Aggregate Working Party	Email exchange	Email 23.09.2013
East of England Aggregate Working Party	Email exchange	Email 09.08.2013
Buckinghamshire CC	Meeting 25.07.2013	Email 30.08.2013
West Berkshire Council	Meeting 25.07.2013+ follow-up email	No written response **
Reading BC		No written response **
Wokingham BC		No written response **
Bracknell Forest Council		No written response **
Royal Borough of Windsor & Maidenhead	Meeting 18.09.2013 + follow-up email	No written response **
Slough BC		No written response **
Hampshire CC	Meeting 05.07.2013 + follow-up email	No written response **
Surrey CC		No written response **
Kent CC	Email exchange	Email 08.07.2013
East Sussex CC	via SEEAWP + follow-up email 21.08.2103	No written response ***
West Sussex CC	via SEEAWP+ follow-up email	Email 30.08.2013
Isle of Wight Council	via SEEAWP	Email 02.07.2013
Wiltshire Council	Meeting 29.08.2013	Written officer response 12.09.2013
Swindon BC		
Gloucestershire CC	Meeting 05.07.2013	Email 06.08.2013
Warwickshire CC	Meeting 10.07.2013	Email 31.07.2013
Northamptonshire CC	Meeting 24.07.2013 + follow-up email	Email 21.08.2013
Milton Keynes Council		No written response **
Cherwell DC	Meeting of Oxfordshire Planning Policy Officers 20.09.2013	No written response **
Oxford City Council		No written response **
South Oxfordshire DC		Written officer response 04.10.2013
Vale of White Horse DC		No written response **
West Oxfordshire DC		Written officer response 20.09.2013
Environment Agency	Meeting 16.07.2013	Letter 06.09.2013
Mineral Products Association	Meetings 31.07.2013 +	Letter 27.08.2013

Oxfordshire Mineral Producers Group	follow-up email and 01.10.2013	Written response from Hills Quarry Products Limited 31.07.2013
Local Environmental Groups (OXAGE): CPRE; AGGROW; OUTRAGE; Eynsham; BACHPORT; PAGE; CAGE; SEAG	Meetings 13.09.2013 and 04.10.2013	Written report prepared by consultants 03.10.2013

* No response has been received from the West Midlands Aggregates Working Party despite a reminder being sent.

** No written comments have been received following meetings with West Berkshire Council, Reading BC, Wokingham BC, Bracknell Forest Council, Royal Borough of Windsor & Maidenhead, Slough BC, Hampshire CC, Surrey CC, Milton Keynes Council, Cherwell DC, Oxford City Council and Vale of White Horse DC. At the meetings with these authorities, no significant concerns were raised over the draft Local Aggregate Assessment with the exception of Windsor & Maidenhead, who expressed concerns over the complexity of the methodology (but not over the resultant provision figures). (These concerns are similar to those raised in the response by Buckinghamshire CC.) Windsor & Maidenhead were asked to provide written comments in a follow-up email, but none have been received.

*** No response has been received from East Sussex CC. (There is very little mineral supply relationship between Oxfordshire and East Sussex.)

Appendix 3 – Report to County Council Cabinet 28 January 2014

CABINET – 28 JANUARY 2014

OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN: CORE STRATEGY – CONSULTATION DRAFT

Report by Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Introduction

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and having due regard to the emerging new National Planning Practice Guidance.
2. The Cabinet on 26 November 2013 approved a revised Oxfordshire Minerals and Waste Development Scheme (Fifth Revision) 2013, setting out the following programme for preparing the Minerals and Waste Local Plan:
 - Public consultation on draft revised Plan – Feb/March 2014;
 - Consultation on proposed submission document – Oct/Nov 2014;
 - Submit Plan to Secretary of State for examination – March 2015;
 - Examination hearings – July 2015;
 - Inspector’s report – October 2015;
 - Council adopts Plan – December 2015.
3. This report recommends a draft Minerals and Waste Local Plan: Core Strategy for public consultation.

Draft Minerals and Waste Local Plan: Core Strategy

General Principles

4. Taking into account the context now provided by government policy and emerging new guidance, and the urgent need for a new plan to replace the out of date Minerals and Waste Local Plan (1996), the new Minerals and Waste Development Scheme provides for a single new plan document to be prepared. This will focus on the provision that needs to be made for mineral working and waste management over the period to 2030; the strategic framework for delivering this, including the broad spatial strategy with areas of search for mineral working; and criteria based policies against which planning applications would be considered. This approach should provide an appropriate level of flexibility in the provision to be made for mineral working and waste management capacity to respond to assessed needs.

5. In particular, this approach enables us to prepare a plan that makes clear the strategic importance of Oxfordshire's mineral resources but manages the release and development of these resources in a way that both alleviates the concerns of local people about unnecessary and unacceptable mineral working and at the same time provides the minerals industry with the flexibility it needs to plan for and bring forward new proposals when and where they are required in order to meet the need for construction materials. It should provide a robust basis for decision making on planning applications, to ensure that mineral working takes place where it is needed in the County and takes place only in suitable locations and where the proposals involved are environmentally acceptable.
6. This approach will provide the quickest and most effective way for the Council to put in place an up to date local policy framework for decision making on planning applications for minerals and waste developments. At the same time it will avoid the plan-making process getting bogged down in detailed, site-specific issues that are more appropriately considered through the planning application process.
7. In preparing the draft Minerals and Waste Local Plan: Core Strategy we have taken the previous Minerals and Waste Core Strategy (Submission Document October 2012) as a starting point. We have reviewed the policies and supporting text having regard to:
 - representations that were made on the Proposed Submission Document May 2012;
 - the National Planning Policy Framework March 2012;
 - current and emerging updated National Waste Planning Policy (PPS10);
 - emerging new National Planning Practice Guidance;
 - views of other authorities, statutory bodies and organisations that we have engaged with under the duty to co-operate and through informal consultation;
 - new information that is now available, in particular:
 - the Oxfordshire Local Aggregate Assessment agreed by the Cabinet on 26 November 2013;
 - a review of the Oxfordshire Waste Needs Assessment May 2012.
8. A draft Minerals and Waste Local Plan: Core Strategy is at Annex 1. Following three initial sections setting out an introduction and background to the plan, and the Vision and Objectives of the plan, it is in three main policy sections: Minerals Planning Strategy; Waste Planning Strategy; and Core Policies. The policies are complete but some further updating of the supporting text is needed, as indicated in the document, specifically: maps of existing mineral and waste sites in section 2 (background); and quantities of waste arising and needing to be managed in Oxfordshire in section 5 (waste). These are factual updates that do not affect the policies. They will be made before the document is published for consultation. The main policy elements, focussing

on changes from the previous Minerals and Waste Core Strategy, are set out below.

Minerals Planning Strategy

9. Policy M1 seeks to maximise the contribution to aggregate supply from recycled and secondary aggregates. The previous target has been omitted as the basis for that was the now revoked South East Plan, and inclusion of a target will not in itself deliver increased supply of this material and could be misconstrued as a maximum level to be achieved.
10. Policy M2 requires provision to be made for the supply of land-won aggregates (sharp sand and gravel, soft sand and crushed rock), and for landbanks of permissions to be maintained, to meet the requirement in the most recent annual Local Aggregate Assessment. Since the Local Aggregate Assessment may change from year to year, the actual requirement figures are not included in the policy. A section has been added to the policy providing for a broad balance of sharp sand and gravel production capacity between western Oxfordshire and southern Oxfordshire, to enable local supply of aggregate to the county's main growth areas.
11. Policy M3 identifies the following areas of search where permission would be granted for the working of aggregate minerals provided certain criteria are met:
 - A. Sharp sand and gravel:
Eynsham/Cassington/Yarnton (including Lower Evenlode Valley)
Lower Windrush Valley
North East of Caversham
Thames Valley (Oxford to Goring Gap)
 - B. Soft sand
The Corallian Ridge between Oxford and Faringdon
Duns Tew
 - C. Crushed rock
North West of Bicester
South of the A40 near Burford
East and south east of Faringdon

The main change from the areas included previously is that instead of a specific location being identified for a new working area to replace Sutton Courtenay, a wider area of search encompassing all the significant sharp sand and gravel resource areas in southern Oxfordshire (between Oxford and the Goring Gap) is included.

12. Policy M4 is a new policy that includes and adds to the criteria for granting permission for working aggregate minerals that were previously part of policy M3. These criteria would act to ensure that new working areas are only permitted when and where they are needed in order to meet the requirement in the Local Aggregate Assessment and to achieve a balance in supply of

sharp sand and gravel from western and southern Oxfordshire. The criteria include measures to limit the number of mineral working sites in western Oxfordshire and in the Caversham area; and to ensure any new working in southern Oxfordshire would only be in place of an existing quarry.

13. Policy M5 on aggregates rail depots is similar to the previous policy M4.
14. Policy M6 on non-aggregate minerals includes similar provisions for building stone and clay as in previous policy M5 and adds specific provisions for chalk, fuller's earth and oil and gas, in line with national policy and guidance. There are currently no licensed areas for oil or gas exploration or production in Oxfordshire but the specific inclusion of these minerals would provide the Council with a policy basis for the consideration of any planning applications that may be made in the event that the Government does issue oil and gas licences covering Oxfordshire.
15. Policy M7 on safeguarding mineral resources is similar to the previous policy M6 but the mineral safeguarding areas will need to be identified on a map in the draft plan. This map has not yet been prepared but the mineral safeguarding areas will be drawn from the published British Geological Survey maps. The identification of these areas will be for safeguarding purposes only and they will have no policy significance for the location of mineral workings or the consideration of planning applications for mineral working.
16. Policy M8 on restoration of mineral workings is a simplified version of the previous policy M7, setting out more clearly and succinctly the factors to be taken into account in considering restoration and removing overlap with the core policies.

Waste Planning Strategy

17. Policy W1 reiterates the commitment to net self-sufficiency in provision for waste management from the previous policy, but the actual amounts of waste to be managed are not included since forecasts may change and up to date figures will be included in annual monitoring reports.
18. Policy W2 on management of waste from outside Oxfordshire expands the previous policy to distinguish between facilities for residual waste treatment and for recycling and composting, and broadens it to cover inert as well as non-hazardous waste.
19. Policy W3 on diversion of waste from landfill includes the same targets as in the previous policy but makes it clearer that proposals for waste management should demonstrate that they provide for waste management as far as reasonably possible up the waste hierarchy.
20. Policy W4 on waste management capacity requirements omits the waste requirement figures that were included in the previous policy and instead states that capacity requirements will be monitored and updated in the annual monitoring reports. In addition to generally providing for additional waste

management facilities to meet capacity requirements, it includes particular statements from previous policy W5 encouraging further recycling and composting facilities but saying further capacity for residual waste treatment will only be permitted if it would not impede the achievement of waste management targets.

21. Policy W5 on locations for waste management facilities is a simplified version of the previous policy but retains the same overall spatial strategy for strategic facilities within a core part of the county; non-strategic facilities near to the main towns; and only small scale facilities in more rural areas.
22. Policy W6 on siting of waste management facilities is similar to the previous policy but reference to sites within Areas of Outstanding Natural Beauty is omitted as this is covered by the core policy on landscape.
23. Policy W7 on landfill is the same as the previous policy except for a change in the order of the sections.
24. Policy W8 on hazardous waste is the same as the previous policy but it now covers hazardous waste only and does not include radioactive waste.
25. Policy W9 on radioactive waste broadens the previous policy to cover the possibility of proposals being made for facilities for low level radioactive waste elsewhere in Oxfordshire, as well as making specific provision for managing radioactive wastes at Harwell and Culham. The provisions for Harwell and Culham are as in the previous policy, although the need to management of intermediate level radioactive waste has now been met by the recently permitted storage building. Elsewhere in the county, low level radioactive waste facilities would only be permitted if they are substantially required for the management of waste from Oxfordshire.
26. Policy W10 on waste water and sewage sludge is a new policy providing for additional capacity where it is needed to extend or replace existing facilities for the treatment and disposal of this waste.
27. Policy W11 on safeguarding waste management sites includes the previous policy W10 but expands it to include reference to specified sites to be safeguarded that are to be listed in an appendix to the plan and in annual monitoring reports.

Core Policies for Minerals and Waste

28. Policies C1 and C2 on sustainable development and climate change are new policies. The former is a standard policy that planning inspectors have been requiring all plans to include, stating a presumption in favour of sustainable development in accordance with the National Planning Policy Framework. The latter responds to an apparent expectation by inspectors that plans will contain a policy on climate change and reflects what was previously included in supporting text.

29. Policy C3 on flooding is unchanged from the previous policy C1 but adds a section on increasing flood storage capacity in the flood plain (taken from previous policy M7 on restoration of mineral workings).
30. Policy C4 on water environment is unchanged from the previous policy C2.
31. Policy C5 on general environmental and amenity protection includes previous policy C3 but adds a list of relevant impacts to clarify what the policy covers.
32. Policy C6 on agricultural land and soils slightly amends but essentially has the same meaning as previous policy C4.
33. Policy C7 on biodiversity and geodiversity has been rewritten from the previous policy C5, to be consistent with the National Planning Policy Framework. It includes a general requirement to conserve and, where possible, enhance biodiversity; and sets out more clearly the hierarchy of international, national and local designations and the approaches to be taken to considering development proposals that affect them.
34. Policy C8 on landscape soils slightly amends but essentially has the same meaning as previous policy C6.
35. Policy C9 on historic environment and archaeology has been rewritten from the previous policy C7, to be consistent with the National Planning Policy Framework. It distinguishes between designated and non-designated heritage assets and the approaches to be taken to considering development proposals that affect them.
36. Policies C10 and C11 on transport and rights of way slightly amend but essentially have the same meaning as previous policies C8 and C9.

Minerals and Waste Cabinet Advisory Group

37. The Minerals and Waste Cabinet Advisory Group (chaired by Cllr David Nimmo Smith with Cllr Anne Purse as deputy chairman) considered a draft set of objectives and policies at its meeting on 19 December and was broadly supportive of them as a basis for a consultation draft plan. The Group suggested some detailed amendments to policy wording and these have been taken into account in the draft plan at Annex 1.

Consultation

38. Public consultation on the draft Minerals and Waste Local Plan: Core Strategy is proposed to be undertaken in February/March 2014, over a period of at least six weeks. All organisations and individuals on the consultation list from the earlier Minerals and Waste Core Strategy will be notified and the plan and supporting documents will be published on the Council's website. Paper copies will be made available in the case of people without internet access.

39. The supporting documents will in particular include the Local Aggregate Assessment and the Waste Needs Assessment Review. In addition, sustainability appraisal incorporating strategic environmental assessment is being carried out as an integral part of preparation of the plan and an environmental report on the draft plan will be published.
40. Engagement with other councils and statutory bodies under the duty to co-operate will continue in parallel with the consultation and beyond, as part of an on-going process as required by the Localism Act 2011 and the National Planning Policy Framework.
41. The outcome from the consultation will be reported to the Cabinet in the summer and will be taken into account in shaping the proposed submission version of the plan. The plan will then be taken to full Council for approval, before being published for consultation in October / November 2014 and submitted to the government for independent examination in 2015.

Financial and Staff Implications

42. The Minerals and Waste Local Plan is included within the work priorities of the Environment and Economy Directorate and funding provision for this project is held in the Minerals and Waste Plan Project earmarked reserve. This report does not raise any additional financial or staffing implications. The resources required and available to meet the programme for preparation of the plan will be kept under review as part of the management of the project.

Legal Implications

43. The County Council is required to prepare a minerals and waste local plan under the Planning and Compulsory Purchase Act 2004 (as amended). The effect of the European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, is to require waste planning authorities to put in place waste local plans.

Risk Management

44. The complexity of the Minerals and Waste Local Plan process and the potential implications for major mineral working and waste management proposals emphasise the importance of good project management and regular reporting on risk management, which have been put in place.

RECOMMENDATION

45. **The Cabinet is RECOMMENDED to**
 - (a) **agree the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy at Annex 1, subject to final detailed amendment, updating and editing, as a draft for consultation;**

- (b) authorise the Deputy Director for Environment & Economy (Strategy & Infrastructure Planning) to:**
 - (i) carry out final detailed amendment, updating and editing of the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy, in consultation with the Cabinet Member for Environment;**
 - (ii) publish the draft Oxfordshire Minerals and Waste Local Plan: Core Strategy for public consultation.**

Martin Tugwell
Deputy Director for Environment & Economy (Strategy & Infrastructure Planning)

Contact Officer: Peter Day, tel. Oxford 815544

January 2014

Appendix 4 – Report to County Council Cabinet 25 November 2014

CABINET – 25 NOVEMBER 2014

- OXFORDSHIRE MINERALS AND WASTE LOCAL PLAN:**
- A. OXFORDSHIRE LOCAL AGGREGATE ASSESSMENT 2014**
 - B. MINERALS AND WASTE LOCAL PLAN, PART 1 – CORE STRATEGY – PROPOSED SUBMISSION DOCUMENT**
 - C. REVIEW OF OXFORDSHIRE STATEMENT OF COMMUNITY INVOLVEMENT**
 - D. OXFORDSHIRE MINERALS & WASTE DEVELOPMENT SCHEME (SIXTH REVISION) 2014**

Report by Deputy Director Strategy & Infrastructure Planning

Introduction

1. The County Council has a statutory duty to prepare a new Oxfordshire Minerals and Waste Plan, to provide an effective planning strategy and policies for the supply of minerals and management of waste in the county, consistent with environmental, social and economic needs. The Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and the new National Planning Policy for Waste (October 2014), and having due regard to the recent National Planning Practice Guidance (March 2014).
2. This report covers four separate but connected documents that relate to the Minerals and Waste Local Plan:
 - A. Oxfordshire Local Aggregate Assessment 2014
 - B. Minerals and Waste Local Plan, Part 1 – Core Strategy – Proposed Submission Document
 - C. Review of Oxfordshire Statement of Community Involvement
 - D. Oxfordshire Minerals & Waste Development Scheme (Sixth Revision) 2014

A. Oxfordshire Local Aggregate Assessment 2014

3. Under the Government's National Planning Policy Framework, March 2012 (NPPF), the County Council must prepare a Local Aggregate Assessment (LAA) annually. The LAA is a key part of the evidence base for the Minerals and Waste Local Plan. It establishes the amount of provision for mineral working that should be made in the plan, thereby providing a foundation for the minerals strategy and associated policies. It will also be a material consideration in the determination of planning applications. This report recommends an LAA for Oxfordshire for 2014.

Draft Local Aggregate Assessment

4. Consultants LUC and Cuesta Consulting have provided technical support in the preparation of the LAA, the final draft of which is attached as Annex 1. Preparation of the LAA has been informed by discussion at meetings of the Minerals and Waste Cabinet Advisory Group on 11 September and 16 October 2014 (with the consultants) as well detailed comments by members of the Group on a draft of the LAA.
5. Government policy in the NPPF is that the starting point for the LAA is the 10-year sales average (of minerals extracted in the county) but that other relevant local information must also be considered.
6. Oxfordshire's aggregate mineral resources – sharp sand and gravel, soft sand and crushed rock (limestone) – are of strategic importance and have served not only local but wider markets. However, over the last 10 years sales of minerals from Oxfordshire's quarries have fallen. In particular, sales of sharp sand and gravel fell 66% from 2004 to 2013. Sales of soft sand declined much less sharply but there was also a significant fall in sales of crushed rock extracted in the county. The 10 years sales figures for sharp sand and gravel, soft sand and crushed rock are set out in Tables 3.1, 3.2 and 3.6 respectively in section 3 of the LAA at Annex 1.
7. The decline in sales over this period in part reflects the situation nationally, whereby there has been a general reduction in demand for construction materials resulting from the recession. But this effect has been compounded in Oxfordshire by temporary commercial decisions to concentrate production at quarries in other locations, particularly Gloucestershire (sharp sand and gravel) and Somerset (crushed rock). Consequently, Oxfordshire moved from being a net exporter of sand and gravel to a net importer; in 2009 the net import of sand and gravel into Oxfordshire was 0.13 million tonnes, 17% of total consumption in the county that year.
8. The LAA at Annex 1 sets out the position of Oxfordshire as a source and producer of aggregate minerals, including secondary and recycled materials; and provides a detailed analysis of the supply of aggregates in and to the county over the previous 10 years. It also considers a number of factors affecting supply and demand, which the consultants have identified as other relevant local information that should be taken into account. It assesses each of these factors in terms of whether they justify deviation from the 10 year sales average figures.
9. In addition to the commercial decisions of quarry operators, the LAA identifies the increased demand for aggregates that is expected to result from economic growth, population growth and housing construction, and major infrastructure projects and key developments as pointing to a need for future provision to be at a higher level than the 10 year sales average. The LAA therefore concludes that it would be unwise to rely on the 10 year sales average as a guide for future provision in Oxfordshire, notwithstanding that use of this average is intended to overcome the effects of short term variations in sales.

10. The consultants acknowledge that it is difficult to quantify the effect of future increased demand for aggregates on the levels of provision required, but they have calculated upward adjustments of the 2003 – 2012 average sales figures by relating past sales in Oxfordshire to those in England as a whole. (This 10 year period has been used because England figures for 2013 are not yet available.) The resultant figures compared with the 10 year sales averages are shown in the following table.

Mineral type	10 year Sales Average 2003 – 2012 (million tonnes per annum)	Adjusted 10 year Sales Average (million tonnes per annum)
Sharp sand & gravel	0.812	1.015
Soft sand	0.189	0.189
Crushed rock	0.470	0.584

11. The increased demand for aggregates from expected growth in Oxfordshire will at least to some extent be accommodated by these adjustments but it is possible that future demand could exceed these adjusted levels. The LAA therefore recommends that provision for the Minerals and Waste Local Plan period – to 2031 – is initially set at these adjusted levels but that actual sales are monitored annually and that, if new evidence indicates increased demand, these levels of provision be reviewed. This is in line with the NPPF requirement for LAAs to be prepared annually and with requirements for local plans to be monitored regularly and reviewed when necessary.
12. On the basis of these adjusted figures, and taking into account existing permitted reserves of minerals at the end of 2013, the LAA calculates the remaining supply requirement for the period to 2031 that the Minerals and Waste Local Plan needs to make provision for to be:
 Sharp sand and gravel – 11.651 million tonnes;
 Soft sand – 1.238 million tonnes;
 Crushed rock – no requirement.
 (Some of the sharp sand and gravel requirement will be met as a result of decisions on planning applications made in 2014, for extensions to Caversham Quarry – 1.86 million tonnes and Gill Mill Quarry – 5 million tonnes, although not all of the latter will be worked within the period to 2031.)

Consultation with Aggregate Working Party and Other Authorities

13. The NPPF requires mineral planning authorities to participate in an Aggregate Working Party and to take the advice of that Party into account in preparing their LAA. The Council is a member of the South East Aggregate Working Party (SEEAWP), which includes all mineral planning authorities in the South East and representatives of the minerals industry. SEEAWP considered the draft Oxfordshire LAA at a meeting on 27 October and agreed it.

14. In addition, the duty to co-operate introduced by the Localism Act 2011 applies to the preparation of the LAA since it supports the preparation of the Minerals and Waste Local Plan. Engagement and discussions are taking place with adjoining mineral planning authorities and other, more distant authorities from which Oxfordshire imports significant quantities of aggregate, including engagement with adjoining Aggregate Working Parties. No significant strategic issues have been raised so far but the outcome of this engagement will be reported at the meeting.

Conclusion

15. I consider the approach and methodology used by the consultants in the LAA to be robust and defensible; and that the LAA provides a realistic set of figures for aggregate minerals provision for use in the Minerals and Waste Local Plan and also as the basis for calculating the Oxfordshire landbank, which will be a material consideration in the determination of planning applications.
16. Subject to the consideration of any views received from other mineral planning authorities under the duty to co-operate, I consider that the draft LAA at Annex 1 should be agreed and published as the Oxfordshire LAA for 2014.

B. Minerals and Waste Local Plan, Part 1 – Core Strategy – Proposed Submission Document

17. The Oxfordshire Minerals and Waste Local Plan: Core Strategy – Consultation Draft February 2014 was agreed by Cabinet on 28 January 2014. It was published for a 6 week period of consultation commencing on 24 February. The Consultation Draft Plan is on the Council's website at: <https://www.oxfordshire.gov.uk/cms/content/minerals-and-waste-core-strategy>
18. In the light of comments made on the consultation document and taking into account the Local Aggregate Assessment 2014 and other technical work carried out over the past year, and also having due regard to current national planning policy and guidance, the plan now needs to be amended in certain respects. The amended plan will need to be approved by Full Council before it is published for a further round of consultation early in 2015 and then submitted to the Government for independent examination by a planning inspector.
19. Over the past six months the Minerals and Waste Cabinet Advisory Group has met five times to consider the comments made on the draft plan and the changes that should be made to it. Work on amendments to the plan has not yet been completed but, taking into account the views of the Cabinet Advisory Group, the main changes required have now been established. This report recommends a draft amended version of the plan, as attached at Annex 3, including key changes to policies and supporting text but with more detailed amendments to be made before the plan goes to Full Council.

Responses to Consultation

20. Responses to the Consultation Draft Plan were received from 155 organisations and individuals. These responses made a total of 644 separate comments on the draft plan. The respondents are listed, grouped by category of organisation, in Annex 2. A summary of issues raised in the consultation responses is also included in Annex 2.
21. A schedule of all the responses received, with a summary of the comments made by each respondent, grouped by section, policy and paragraph of the plan is available in the Members' Resources Centre. The full responses can be seen in the Minerals and Waste Policy Team at Speedwell House, Oxford. County Council responses to these comments are being prepared and will be reported to Full Council with the amended plan.

Key Issues and Amendments to the Plan

Structure of Plan

22. The consultation draft plan was prepared on the basis that only strategic 'areas of search' would be identified, within which planning applications for minerals and waste developments would be considered against criteria, and that specific sites for development would not be included in the plan. Consultation responses have criticised this approach as not giving sufficient certainty where new developments will be located, being likely to result in piecemeal development with a risk of over-provision, and not being in accordance with national policy and guidance.
23. New national planning guidance makes it clear that plans should as far as possible identify specific sites for development. It is therefore now proposed to change to a two-part plan (as was proposed in the 2012 version of the plan). The Core Strategy would become Part 1 of the plan, setting out broad strategies for the location of minerals and waste developments; and a Part 2 – Site Allocations would be prepared subsequently, identifying specific sites for development within the parameters set by the Core Strategy.
24. The government's preference is for single local plan documents, but the inclusion of sites in the Core Strategy would significantly delay its progress to adoption (by at least a year) because further technical assessment and consultation would be required. It is considered more important to get the Core Strategy adopted as quickly as possible, to provide an up to date local minerals and waste policy framework for the determination of planning applications. The two-stage plan approach has been endorsed in recently adopted Minerals and Waste Local Plans elsewhere in the country.

Plan Period

25. Responses have suggested the plan should cover the period to the end of 2031, rather than 2030. This would tie in with the Oxfordshire Strategic Housing Market Assessment and other forecasting data and with the periods

of other emerging new local plans. It will also ensure that the plan will have a life of at least 15 years when it is adopted (scheduled for December 2015), in line with national policy. The amended plan at Annex 3 includes this revised end date for the plan.

Minerals Policies

26. The majority of responses on the consultation draft of the plan were made on the minerals section (section 4), particularly on the policy on provision for aggregate mineral working (policy M2) and the policies on locations for aggregate mineral working (policies M3 and M4).

Level of Provision for Mineral Supply

27. Consultation responses have included comments that policy M1 on recycled and secondary aggregates should include targets for supply and that policy M2 on provision for working aggregate minerals should include the levels of provision to be planned for.
28. There is no requirement in national policy or guidance for such policies to include targets or levels of provision. To do so would make the policies inflexible and, in the case of recycled and secondary aggregates, could be misconstrued as maximum levels to be achieved. Under the NPPF, levels of provision for aggregate mineral working are to be determined through the annual Local Aggregate Assessment. This means that the provision figures are liable to change throughout the plan period, and their inclusion in policy could result in a need for frequent review of the plan.
29. Policy M1 is proposed to be amended: to state that as far as practicable demand for minerals should be met from recycled and secondary aggregate in preference to primary aggregate; to refer also to secondary aggregates from sources outside Oxfordshire; to state that where practicable aggregates from outside Oxfordshire should be transported by rail; and to state that sites for recycled and secondary aggregate supply will be identified in the Site Allocations document.
30. The only change proposed to policy M2 is to delete the paragraph about enabling a balance of sand and gravel production between western and southern Oxfordshire, as this can more effectively be achieved through policies M3 and M4 of the plan (see below).
31. The levels of provision for aggregate mineral working to be made through the plan have been revised in the Local Aggregate Assessment 2014, as set out in part A of this report. These should now be included in the text of the plan, supporting policy M2, as being the most up to date figures available.

Locational Strategy for Mineral Working

32. As referred to above, the amendments that are proposed to the plan in the light of comments on the consultation draft and national policy and guidance

include a change from the areas of search for mineral working that were identified in policy M3 and shown on maps in the draft plan. In line with a change to a two-part plan, it is now proposed that policy M3 should identify strategic resource areas as principle locations for working sharp sand and gravel, soft sand and crushed rock (limestone) and that the locations of these areas be indicated on a key diagram. These strategic resource areas broadly cover the locations of the previous areas of search but are less defined, leaving the delineation of working areas to be determined through the identification of specific sites in the Site Allocations document.

33. Following on from this change, policy M4 is proposed to be changed to a set of criteria for the identification of specific sites for mineral working within the strategic resource areas, for inclusion in part 2 of the plan, the Site Allocations document. Currently the majority of Oxfordshire's sharp sand and gravel production and permitted reserves is in the western part of the county, whereas demand is more evenly spread. The proposed criteria in policy M4 include changing the balance of production capacity for sharp sand & gravel between the strategic resource areas in western & southern Oxfordshire over the plan period to one which more closely reflects the distribution of demand within the county. The inclusion of this as one of the criteria for identifying sites for mineral working will be a more effective way of achieving the objective of a more balanced pattern of supply in relation to demand than was the case through policy M2 (in the consultation draft plan).
34. The site criteria in policy M4 would also be used in the determination of planning applications for aggregate mineral working pending preparation of the Site Allocations document. A new policy M5 is proposed stating that permission will be granted within sites identified in accordance with the criteria in policy M4 provided the core policies of the plan (C1 to C11) are also met. This policy also sets out the exceptional circumstances in which permission may be granted for mineral working outside the identified sites, in particular where there is a need that cannot be met from the identified sites or where the mineral would otherwise be sterilised by other development.

Other Minerals Policies

35. Relatively few comments were made on the remaining minerals policies. Policies M5 on aggregates rail depots, M6 on non-aggregate minerals, M7 on safeguarding mineral resources and M8 on restoration of mineral workings in the consultation draft plan are renumbered as policies M6, M7, M8 and M10 respectively. Only relatively minor changes are proposed to these policies, made in the light of comments on the consultation draft plan and current national policy and guidance.
36. A new policy M9 on safeguarding mineral infrastructure is proposed to be included. This is in response to a requirement in the NPPF for certain mineral related facilities to be safeguarded. These include quarry processing and other ancillary plant and facilities; other bulk mineral transport facilities (including aggregate rail depots, as covered by policy M6); and industrial manufacturing plant using minerals, such as roadstone coating, concrete

batching and concrete product plants; as well as facilities for the production or supply of recycled or secondary aggregate materials and aggregate rail depots, as already covered by policies M1 and M6. Except where they are located at quarries or aggregate rail depots or involve waste, safeguarding of these types of facilities will rest largely with the district planning authority. This policy relates to safeguarding of sites and infrastructure for which the County Council is the planning authority.

Waste Policies

37. Fewer comments were made in the consultation responses on the waste section of the plan (section 5) than on the minerals part. On the whole, the issues raised are detailed rather than fundamental but, coupled with an updating of the waste needs assessment for Oxfordshire and recent changes to national policy, with the publication of National Planning Policy for Waste and related planning guidance, extensive amendment of the waste section is required. The main changes proposed to the policies are set out below.
38. Policy W1 – management of Oxfordshire waste is amended to relate only to the three principal waste streams – local authority collected, commercial & industrial and construction, demolition & excavation wastes (the more specialised waste streams are covered in other policies); and also to include the estimated quantities of these wastes that will require management over the plan period to 2031. These estimates have been updated in the light of the more recent waste needs assessment from those included in the supporting text of the consultation draft plan.
39. Policy W2 – management of waste from other areas is deleted as the content of this policy is better covered within other policies with which this policy overlapped, in particular policy W4 on waste management capacity requirements and W7 on landfill.
40. In policy W3 – diversion of waste from landfill, the waste management targets are rolled forward to the new plan end date of 2031 and in some cases amended in the light of further technical work done in connection with the waste needs assessment on realistic levels of diversion of waste from landfill by recycling and other forms of waste treatment.
41. Policy W4 – waste management capacity requirements is extensively amended to make it clearer and more consistent with national policy and guidance; to cross-refer directly to the table of identified waste management needs in the supporting text; to state that sites for waste management facilities will be identified in the Site Allocations document; and to include reference to enabling the management of waste at the nearest appropriate installation (the proximity principle) in respect of any proposals for further capacity for treatment of residual waste.
42. The wording of policy W5 – locations for facilities to manage the principal waste streams is amended only slightly but the policy title is changed to clarify

that it relates only to the principal waste streams (as in policy W1), not all waste streams.

43. Policy W6 – siting of waste management facilities is amended to remove duplication and make its meaning clearer, particularly in respect of temporary facilities but more significantly the final part of the policy relating to the green belt is amended to reflect the new National Planning Policy for Waste. Government policy is now clearly that proposals for waste facilities in the green belt should be treated in the same way as any other form of inappropriate development and should not be permitted unless very special circumstances can be demonstrated. This is a change from the previous national policy in PPS10: Planning for Sustainable Waste Management which stated that the particular locational requirements of some waste management facilities and the wider environmental and economic benefits of sustainable waste management should be significant weight. Policy W6 is amended to reflect this stricter policy approach in the new national policy.
44. This change in policy on waste facilities in the green belt is likely to make it more difficult to find suitable sites for new facilities for waste arising in Oxford. However, this should not prevent the plan strategy for the location of facilities being delivered, and policy W5 should continue to require strategic waste management facilities to be located in the core Bicester – Oxford – Abingdon – Didcot area of the county.
45. Policy W7 – landfill is amended to include that part of deleted policy W2 that relates to landfill of waste from outside Oxfordshire. It is also amended to delete reference to husbanding of non-hazardous landfill capacity, as this is now considered undeliverable and unnecessary; and to signal a more cautious approach to any proposal to extend the life of a landfill. Other minor rewording is made to improve the clarity of the policy.
46. Policy W8 – hazardous waste is amended only slightly, to improve clarity, in particular to clarify that the policy covers landfill of hazardous waste as well as other forms of waste management.
47. A new policy WX – agricultural waste is inserted to fill a gap in the consultation draft plan. This policy covers on-farm treatment of agricultural and other organic waste and in principle encourages proposals for energy generation such as through anaerobic digestion.
48. Policy W9 – management of radioactive waste is reordered to make it clearer and more generally applicable and consistent with the policy on hazardous waste. The parts of the policy relating specifically to facilities at Harwell and Culham are amended to refer only to treatment and storage of radioactive waste, not disposal. This leaves any proposal for disposal to be considered against the general part of the policy, which sets a higher test of need.
49. Policy W10 – waste water and sewage sludge is amended to make it more generally applicable to any proposals that may come forward and to state that

proposals should meet the core policies of the plan unless there is an overriding need that cannot otherwise be met.

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

Core Policies

51. The core policies section of the plan (section 6) includes 11 general policies to ensure that important environmental, amenity and transport factors are taken into consideration in both the identification of minerals and waste development sites for inclusion in the Site Allocations document and the determination of planning applications.
52. Amendment of this section of the plan is still in progress. It is clear that a number of largely minor changes need to be made to the policies and also the supporting text in the light of comments made on the consultation draft plan, including from statutory bodies such as English Heritage, Natural England and the Environment Agency and to ensure that the plan is consistent with current national planning policy and guidance. These changes will be included in the final amended version of the plan that is reported to Council.

Other sections of the Plan

53. The introductory section 1 of the plan has been updated but section 2 – background has not yet been revised. This is largely a matter of factual updating but there are also some comments made on the consultation draft plan which are being considered.
54. Section 3 – vision and objectives has been partially amended in the light of comments made on the consultation draft plan and current national planning policy and guidance. In particular, amendments have been made to make the visions and objectives for minerals and waste more consistent, for example to include the impact of waste management facilities on communities, the environment and the road network in the waste vision. The minerals vision and objectives have been strengthened with regard to achieving biodiversity and other environmental and community benefits through restoration of mineral workings. Amendments have been made to the waste objectives to promote more clearly the provision of sufficient waste management facilities in line with the proximity principle and other aspects of national policy for waste.

Conclusion

55. I believe that as a result of considering the comments made in the responses to the consultation draft plan, in the light of current national planning policy and guidance, the Core Strategy has been significantly improved and strengthened. Whilst some further amendment is required, I consider that the Council will be in a position to publish a plan early in 2015 that should be

found sound when it is submitted for independent examination later in the year.

56. I consider that the Minerals and Waste Local Plan: Part 1 – Core Strategy as amended at Annex 3 should now be agreed in principle and that, subject to the completion of amendments, it should be recommended to Council for publication early in 2015, for representations to be made on soundness, and subsequent submission to government for independent examination.

C. Review of Oxfordshire Statement of Community Involvement

57. The Statement of Community Involvement (SCI) is a statutory planning document that sets out how Oxfordshire County Council will involve the community (consultees, stakeholders and other interested parties) in:
- i. preparing and reviewing the Minerals and Waste Local Plan;
 - ii. making decisions on planning applications for minerals, waste and County Council developments.

The Council must comply with its SCI in preparing local plan documents.

58. The current SCI was adopted by the Council in November 2006. Since then there have been changes in legislative requirements for consultation and in the way the Council carries out consultation. The procedures for producing and consulting on local plans have been simplified and have been changed to take account of increased use of electronic communications. In addition, a statutory duty to co-operate has been introduced, which links to the SCI.
59. In view of these changes, a draft revised Oxfordshire SCI was agreed by Cabinet on 15 July 2014 for public consultation. The draft revised Oxfordshire SCI was published for public consultation between 1st September and 13th October 2014.
60. This report outlines the comments received during that consultation and proposes amendments to the revised SCI in the light of these comments. It puts forward an amended revised Oxfordshire Statement of Community Involvement for adoption by the Council.

Consultation and amendments to the revised SCI

61. 24 responses were received to the consultation draft revised SCI, of which 16 contained specific comments and 8 recorded that the consultee had no comments. The comments are recorded in Annex 4, accompanied by a proposed County Council response to each one, including any proposed amendment to the revised SCI or the reason why no change is considered necessary or appropriate. Annex 5 contains an amended version of the revised SCI, including the changes made in response to the consultation comments shown as insertions and ~~deletions~~.
62. The government's amendments to local plan procedures since 2006 have included changes to the way SCIs are prepared. It is no longer a requirement to include the SCI in the Minerals and Waste Development Scheme or to

submit the SCI to the Secretary of State for independent examination by an inspector. The Council can now adopt a SCI after carrying out consultation on it and considering any responses received.

63. The amended revised SCI at Annex 5 covers:
- i. What the SCI is and why it has been being revised;
 - ii. The Council's principles of community involvement;
 - iii. The Council's planning responsibilities;
 - iv. The Minerals and Waste Local Plan and how consultees and interested parties will be involved in the preparation of plan documents;
 - v. Planning applications and how consultees and interested parties will be involved in the determination of applications for minerals, waste and County Council developments;
 - vi. Monitoring and review of the SCI.
64. The revised SCI complements the Council's corporate policy on communicating and consulting with the public. Where appropriate, it goes beyond the minimum requirements of the relevant regulations in relation to community involvement in the planning processes, and it seeks to promote best practice and effective partnership working with community and other relevant interest groups.
65. I consider that the revised Oxfordshire Statement of Community Involvement as now proposed to be amended at Annex 4 should be adopted by the County Council to replace the SCI adopted in 2006. This will ensure that an up to date SCI is in place before the Minerals and Waste Local Plan: Core Strategy is published for further consultation and submitted to the Secretary of State for examination next year.

D. Oxfordshire Minerals & Waste Development Scheme (Sixth Revision) 2014

66. The Council must prepare, maintain and publish a Minerals and Waste Development Scheme, setting out the Council's programme for preparing the Minerals and Waste Local Plan. The original Oxfordshire Minerals and Waste Development Scheme came into effect in May 2005 and revisions were produced in 2006, 2007, 2009, 2012 and most recently in December 2013.
67. In line with the December 2013 Development Scheme, the revised Draft Minerals and Waste Local Plan: Core Strategy was published for public consultation in February 2014. In the light of responses received and having regard to current national planning policy and guidance, some changes are proposed to be made to the format of the Minerals and Waste Local Plan. There have also been minor changes to timetable for preparation of the plan. This report therefore puts forward a revised Development Scheme.

Revised Minerals and Waste Development Scheme 2014

68. A draft revised Minerals and Waste Development Scheme 2014 is set out in Annex 6. This sets out a programme for preparation of the Minerals and Waste Local Plan. The programme focuses on preparation of the Minerals and Waste Local Plan Core Strategy to a timetable that will see a new plan put in place at the earliest opportunity.
69. The 2013 Development Scheme did not include preparation of a Site Allocations document. The Minerals and Waste Local Plan must be prepared in accordance with current government policy in the National Planning Policy Framework (March 2012) and having due regard to the new National Planning Practice Guidance (March 2014). It is now clear that where possible minerals and waste local plans should include specific sites for the minerals and waste developments that will be needed over the period of the plan. I therefore now consider it necessary for the Development Scheme to be revised to include the preparation of a Site Allocations document, to form Part 2 of the Minerals and Waste Local Plan. The Site Allocations part of the Plan would be prepared after the Core Strategy, which would now form Part 1 of the Plan. At this stage, it is not possible to provide a timetable for the Site Allocations document.
70. The principal target dates in the revised programme for the Plan are:
- Publish/consult on proposed submission document – February 2015;
 - Submit Plan to Secretary of State for examination – April 2015;
 - Examination hearings – July 2015;
 - Publish Inspector’s report – October 2015;
 - Council adopts Plan – December 2015.
71. Previous versions of the Development Scheme have included preparation of supplementary planning documents on a Minerals and Waste Development Code of Practice and on Restoration and After-use of Minerals and Waste Sites. These are not priority documents and therefore are not included in the revised programme; but the possible future need for them should be kept under review.
72. I consider this revised programme for the Minerals and Waste Local Plan – Core Strategy to be realistic taking into account experience with preparing the earlier Minerals and Waste Core Strategy; the work required to prepare the necessary documentation and evidence base for the publication, submission and examination stages of the process; remaining requirements for engagement and consultation with stakeholders and the public, including under the duty to co-operate; sustainability appraisal, strategic environmental assessment and other technical assessment work; and available resources.
73. Approval of the revised Minerals and Waste Development Scheme 2014 by the Cabinet is required before it can be brought into effect. The Scheme must then be published on the Council’s website.

Financial and Staff Implications

74. The new Minerals & Waste Plan is included within the work priorities of the Environment and Economy Directorate and is in part being progressed within the existing mainstream budget for the Council's minerals and waste policy function. In addition, a special reserve (£191,000) was created last year to help fund the abnormal costs of plan preparation (including the commissioning of specialist background technical studies) and the independent examination. By the end of this financial year, some £35,000 of that reserve will remain, creating a need for the reserve to be topped up by an estimated £100,000 in 2015/16.

Equalities Implications

75. None specifically identified.

Legal Implications

76. Under the Planning and Compulsory Purchase Act 2004 (as amended), the County Council is required to prepare a minerals and waste local plan and a statement of community involvement and to maintain an up to date minerals and waste development scheme. An annual local aggregate assessment, as required by the NPPF, is essential for the minerals and waste local plan to be "sound". The European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011, require waste planning authorities to put in place waste local plans.

Risk Management

77. If a new Minerals and Waste Local Plan is not adopted (for example, if it were abandoned, or found to be "unsound" following examination), the County Council would have no up to date and locally-determined land-use policy framework against which to regulate proposals for new mineral working and waste management in Oxfordshire. Such a diminution of local control over these operations would leave the authority with much less influence over the location of future minerals and waste operations and make it heavily reliant on the NPPF and National Planning Policy for Waste, which are considerably less comprehensive and detailed in their coverage of these matters. Having an up to date Statement of Community Involvement, Minerals and Waste Development Scheme and Local Aggregate Assessment in place will help the Council to demonstrate that the Minerals and Waste Local Plan is both legally compliant and "sound" when it is independently examined.

RECOMMENDATION

78. The Cabinet is RECOMMENDED to

A.

- i. approve the Oxfordshire Local Aggregate Assessment 2014 at Annex 1 for use as the basis for provision for mineral working in the Oxfordshire Minerals and Waste Local Plan and for calculating the Oxfordshire landbank;**
- ii. authorise the Deputy Director Strategy & Infrastructure Planning in consultation with the Cabinet Member for Environment to make any necessary minor corrections and amendments and publish the Oxfordshire Local Aggregate Assessment 2014 on the Council website.**

B.

- i. agree the amended Minerals and Waste Local Plan: Part 1 – Core Strategy at Annex 3 in principle as the basis of a complete amended version of the Plan for recommendation to Council for publication and submission to the Secretary of State under Regulations 19 and 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012; and**
- ii. authorise the Deputy Director Strategy & Infrastructure Planning in consultation with the Cabinet Member for Environment to finalise the Plan for recommendation to Council.**

C. RECOMMEND to Council to

- i. adopt the Oxfordshire Statement of Community Involvement with the amendments as shown in Annex 5 to replace the existing Oxfordshire Statement of Community Involvement adopted on 7 November 2006; and**
- ii. authorise the Deputy Director Strategy & Infrastructure Planning in consultation with the Cabinet Member for Environment to make any further factual corrections or updating required and finalise the adopted Statement of Community Involvement for publication.**

D.

- i. approve the Oxfordshire Minerals and Waste Development Scheme (Sixth Revision) 2014 at Annex 6, subject to final detailed amendment and editing, to have effect from 23 December 2014;**

- ii. **authorise the Deputy Director Strategy & Infrastructure Planning to:**
 - (a) **carry out final detailed amendment and editing of the Oxfordshire Minerals and Waste Development Scheme, in consultation with the Cabinet Member for Environment;**
 - (b) **take the necessary steps to bring the revised Scheme into effect from 23 December 2014 and publish the revised Scheme, in accordance with Sections 15 and 16 of the Planning and Compulsory Purchase Act 2004 (as amended).**

Bev Hindle
Deputy Director Strategy & Infrastructure Planning

Background papers:

- iii. Responses from South East England Aggregate Working Party and other Mineral Planning Authorities on the draft Oxfordshire Local Aggregate Assessment 2014.
- iv. Responses received to the Minerals and Waste Local Plan: Core Strategy, Consultation Draft February 2014
- v. Responses received to the Revised Oxfordshire Statement of Community Involvement, Consultation Draft September 2014.
- vi. Oxfordshire Minerals and Waste Development Scheme (2005 – 2008), May 2005 and five subsequent revisions dated March 2006, March 2007, May 2009, May 2012 and December 2013.

All background papers are kept in the Minerals and Waste Policy Team at Speedwell House, Oxford.

Contact Officer: Peter Day, tel. Oxford 815544
November 2014

Appendix 5 – Respondents to Minerals and Waste Local Plan: Core Strategy, Consultation Draft February 2014 and Summary of Issues Raised

A. Respondents to Consultation Draft Core Strategy February 2014 by Category (respondent number and name)

District / County / Unitary Councils

0006 Milton Keynes Council
0008 Northamptonshire County Council
0010 City of London Corporation
0018 Oxford City Council
0024 Gloucestershire County Council
0038 West Berkshire Council
0045 Wokingham Borough Council
0051 Cumbria County Council
0056 Aylesbury Vale District Council
0087 North London Waste Plan
0089 South Oxfordshire District Council
0095 Vale of White Horse District Council
0098 Cherwell District Council
0101 Surrey County Council
0107 Cotswold District Council
0122 Vale of White Horse District Council
0124 Mayor of London
0131 Wiltshire Council and Swindon Borough Council
0145 West Oxfordshire District Council
0147 West London Waste Plan

Parish and Town Councils

0004 Berrick and Roke Parish Council
0013 Marcham Parish Council
0014 Pyrton Parish Council
0017 Charlbury Town Council
0019 Middleton Stoney Parish Council
0021 Hanborough Parish Council
0031 Drayton St Leonard Parish Council
0035 Benson Parish Council
0040 Warborough Parish Council
0055 Dorchester Parish Council
0069 Eynsham Parish Council
0071 Aston, Cote, Shifford & Chimney Parish Council
0085 Sutton Courtenay Parish Council
0086 Stadhampton Parish Council
0091 Hinton Waldrist Parish Council
0100 Alvescot Parish Council
0108 Caversfield Parish Council
0115 Northmoor Parish Council
0126 Nuneham Courtenay Parish Council
0128 Stanton Harcourt Parish Council

- 0132 Wallingford Town Council
- 0143 Newington Parish Council
- 0149 Brightwell-cum-Sotwell Parish Council
- 0154 Shiplake Parish Council

Other Statutory Consultees / Public Bodies

- 0002 Police and Crime Commissioner Warwickshire
- 0007 North Wessex Downs AONB
- 0022 East Midlands AWP
- 0026 Highways Agency
- 0033 Natural England
- 0036 High Speed Two (Ltd)
- 0046 The Coal Authority
- 0057 The Chilterns Conservation Board
- 0063 English Heritage
- 0088 Environment Agency
- 0119 Thames Water
- 0134 Marine Management Organisation
- 0135 The Cotswolds Conservation Board
- 0144 Anglian Water

Local Action Groups

- 0023 AGGROW
- 0052 Parishes Against Gravel Extraction (PAGE)
- 0067 Sonning Eye Action Group (SEAG)
- 0092 OUTRAGE
- 0103 Burcot And Clifton Hampden Protection Of River Thames (BACHPORT)
- 0153 Communities Against Gravel Extraction (CAGE)

National or Local Environmental Organisations / Groups:

- 0029 British Horse Society, Oxfordshire
- 0037 Oxford Green Belt Network
- 0044 CPRE
- 0059 Oxfordshire Architectural and Historical Society
- 0061 GreenTEA
- 0074 The Eynsham Society
- 0077 Oxford City and County Archaeological Forum
- 0121 RSPB
- 0146 Berkshire, Buckinghamshire and Oxfordshire Wildlife Trust

Minerals or Waste Companies:

- 0005 RWE Npower
- 0032 United Kingdom Atomic Energy Authority
- 0039 Earthline Ltd
- 0041 Sheehan Haulage and Plant Hire Ltd
- 0047 Grundon
- 0053 Hills Quarry Products Ltd
- 0054 FCC Environment Ltd
- 0090 Mineral Products Association

- 0094 Oxfordshire Mineral Producers Group
- 0105 Lafarge Tarmac Ltd
- 0114 Raymond Brown Minerals and Recycling Ltd
- 0136 Smith and Sons (Bletchington) Ltd
- 0138 Oxford Aggregates (a collaboration between Hanson and Smith & Sons)
- 0142 Research Sites Restoration Limited (RSRL)
- 0151 Hanson UK

Other Businesses / Landowners:

- 0001 David Wilson Homes South
- 0028 Eskmuir Properties Ltd (local business)
- 0049 Corpus Christi College
- 0070 Synergy Global Consulting
- 0072 Blenheim Estate
- 0109 Stanton Harcourt Estate
- 0111 Exeter College

Local Residents.

- 0003 Mr Partridge
- 0009 Mr and Mrs Buch
- 0011 Mrs Rosemary Parrinder
- 0012 Peter Cannon-Brookes
- 0015 Dr Stuart Brooks
- 0016 Dr Anne Thomson
- 0020 Sean Nicholson
- 0025 John and Christine Dowling
- 0027 Richard Wright
- 0030 Nick Hutton
- 0034 CRW Leonard
- 0042 W J Bannister
- 0043 Alan Briggs
- 0048 Graham Griffiths
- 0050 Dr Graham Shelton
- 0058 Prof Alan Atkinson
- 0060 Philip Rogers
- 0062 Susan Chapman
- 0064 Vincent Goodstadt
- 0065 Susan Eysackers
- 0066 Dr Don Chapman
- 0068 Neil Bailey
- 0073 Mr TD Henman
- 0075 Greta Rye
- 0076 Mrs Helen Sandhu
- 0078 Sally Rowley-Williams
- 0079 Mrs Wilkinson
- 0080 Mrs Mary Fletcher
- 0081 Dr Duncan Reed
- 0082 Robert Florey
- 0083 Jennifer Harland

0084 Mark Watson
0093 Linda Barlow
0096 Jane Thompson
0097 Peter Winder
0099 Richard Bakesef
0102 Anne Wrapson
0104 Lynda Hillyer
0106 Henry Pavlovich
0110 Robin Mitchell
0112 Mrs Clare Simpson
0113 Robin Draper
0116 Charles Dickerson
0117 Valerie Ryan
0118 Alison Gomm
0120 R H Atkinson
0123 John Nagle
0125 Dr Judith Webb
0129 Iona Millwood and Simon Hall
0130 Marshall Leopold
0133 Peter Fry
0139 Mr N Brading
0140 Mr & Mrs RD Sharp
0141 Toby G Marchant
0150 Peter C Power
0155 Mrs Justine Higgin

Oxfordshire County Councillors

0127 Cllr Charles Mathew
0152 Cllr David Bartholomew

Oxfordshire County Council Internal Consultees

0137 Oxfordshire County Council Archaeologist
0148 Oxfordshire County Council Ecologist Planner

B. Summary of Issues Raised in Responses to Consultation Draft Core Strategy February 2014 by Policy

Mineral Policies:

Policy M1: Recycled and secondary aggregates

- General support for greater recycling of aggregates;
- Support the removal of a target for the amount of recycled and secondary materials and flexibility of policy;
- The policy is contrary to the NPPF as no target is set for the supply of recycled and secondary aggregates;
- Over-reliance on temporary recycled facilities at quarry and landfill sites may result in loss of capacity as host sites are completed;
- Well located temporary recycling facilities sites should be retained;
- Reliance on CDE waste to provide a quantified contribution to a steady and adequate supply of aggregates is risky.

Policy M2: Provision for working aggregate minerals

- Lack of provision figures is not in accordance with the NPPF and National Planning Practice Guidance (NPPG) and provides no assistance to delivery of a steady and adequate supply of aggregates;
- The lack of quantified provision creates uncertainty and will make delivery and monitoring of the policy difficult;
- It is unclear whether the aggregate provision required in the plan is deliverable;
- The policy should not imply that permission will only be granted for new where the landbank is close to or below the 7 year minimum for sand and gravel;
- Reliance on landbank levels to determine the granting of planning permission ignores the need to maintain productive capacity to ensure a steady and adequate supply of aggregates;
- There is no definition of 'balance in annual production capacity';
- It is unclear how a balance between western and southern Oxfordshire will be achieved and enforced;
- Rebalancing between west and south could constrain supply, limit the ability of the industry to respond to demand and increase travel distances – there should be at least 3 active quarries in each area to ensure continuity of supply and competition between operatorsThe South/West balance;
- Existing permissions mean western Oxfordshire will continue to be the main source of sand and gravel over the plan period;
- The cumulative effect of past sand and gravel extraction in western Oxfordshire has not been taken into account.

Policy M3: Locations for working aggregate minerals

- Areas of search do not accord with government guidance, which places priority on identifying specific sites for future mineral working;
- Areas of search will result in piecemeal development; the plans should provide a more detailed steer and not rely on broad areas of search;
- The areas of search exceed what is needed to meet supply requirements;

- Lack of site identification causes uncertainty about where mineral working will take place and consequently whether the interests of communities will be affected and whether the aims of the plan can be delivered;
- The methodology for selecting the areas of search is unclear and the selection of the areas of search has not been justified; important environmental and transport factors have not been considered;
- Object to the extraction of sand or gravel near Eynsham and Thames Valley;
- Concern about the impacts on residential areas, the environment, road network, health and flooding;
- Any proposal should consider the likely environmental and amenity impact and include a buffer zone to safeguard residential amenities;
- Some support for the Areas of Search approach;
- The Corallian Ridge area of search should be extended.

Policy M4: Working of aggregate minerals

- There is uncertainty over how the policy will work with policy M2 in delivering a steady and adequate supply of aggregates;
- The policy is too restrictive and doesn't give certainty or assist in the delivery of sufficient sites to meet demand; the policy should be flexible to allow for additional reserves and additional productive capacity;
- Restricting western Oxfordshire to 3 sand and gravel sites is anti-competitive and lacks justification;
- Concern about the south/west balance being unsettled by capping the number of sites in West Oxfordshire;
- There is capacity for more quarries in the Thames Valley (Oxford to Goring Gap) area of search as it has significant workable reserves and good access to the road network and markets; provision should be made for two new quarries;
- The requirement that mineral workings shall not result in a change in water levels in the Oxford Meadows SAC is simplistic and unqualified;
- Prevention of working in AONBs is contrary to the NPPF and contradicts draft plan policy C8;
- Object to the extraction of sand or gravel near Eynsham;
- The Sutton Courtenay area of search should be deleted as it has limited remaining life;
- Priority should be given to extensions at Sutton Courtenay over new quarries in southern Oxfordshire;
- The Thames Valley (Oxford to Goring Gap) area of search should be deleted due to environmental constraints;
- The policy should give specific protection to designated sites and areas, e.g. heritage designations;
- Concern about flooding, local road network and impact on nearby residential areas.

Policy M5: Aggregate rail depots

- New aggregate rail depots should be located close to source;
- Consideration should be aggregates available from china clay working in Cornwall;

- Appleford Sidings rail depot at the Sutton Courtenay landfill should not be safeguarded.

Policy M6: Non-aggregate mineral working

- With regards to clay extraction, the Lower Windrush Valley and Thames Valley areas should be protected.

Policy M7: Safeguarding mineral resources

- Lack of plans – without plans it is not possible to consider this matter and the Core Strategy deficient;
- Accompanying plans should cover both existing sites and potential resources.

Policy M8: Restoration of mineral workings

- The policy is open to interpretation;
- The policy needs to be strengthened to have stronger aspirations for biodiversity; all mineral sites should be required to deliver net gains in biodiversity;
- The policy provides limited coverage of social and community benefit.

Waste Policies:

Policy W1: Management of Oxfordshire waste

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

Policy W2: Management of waste from other areas

- Acknowledgement that London has a shortage of landfill capacity is welcomed; Support for recognition of need to provide capacity for disposal of waste from London and elsewhere (consistent with NPPF para. 182); policy is consistent with the West London Waste Local Plan;
- Better explanation needed of what is meant by the intention to not make provision for ‘facilities which provide *substantially* for the treatment of residual non-hazardous waste from outside Oxfordshire’; the policy appears to preclude the provision of facilities for the treatment of waste from other areas;
- It is not possible for London to become self-sufficient in managing its waste needs in the period covered by the plan;

- Not clear where the forecasted waste import figures are derived: the adopted London Plan does not contain this information;
- The Further Alterations to the London Plan anticipate a 30% reduction in the amount of waste originally forecast for London in the period to 2031, and this should be reflected in Oxfordshire's waste policy ;
- Pleased to see that waste imported into the county is, in general, reducing year on year;
- Waste should be treated as close to its source as possible; allowing large amounts of waste to travel from London to Sutton Courtenay does not achieve this;
- The plan is contradictory in making provision for disposal of waste from London whilst saying (paragraph 5.17) that transporting waste from elsewhere for disposal in Oxfordshire is unsustainable; the policy should discourage the importation of waste from other areas for disposal in Oxfordshire
- Further discussion needed on options for meeting the unmet demand for disposal of non-hazardous waste from West Berkshire; concern that the policy may not allow for fulfilment of the contract for disposal of Central Berkshire waste in Oxfordshire;

Policy W3: Diversion of waste from landfill

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

Policy W4: Waste management capacity requirements

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

Policy W5: Locations for waste management facilities

- The general locational strategy is overcomplicated; the broad area approach is not specific, overcomplicated and does not accord with PPS10.
- Clarification is required for how the broad area for strategic waste facilities was defined;

- Greater clarity is required in locations for waste facilities: provision should be made for specific deliverable sites; identification of strategic waste sites should only be through the development plan process;
- Lack of provision for specific sites may increase pressure outside Oxfordshire;
- The broad area defined as appropriate for the location of strategic waste facilities should be re-defined to omit rural communities, include existing strategic sites; make better provision for facilities east of Oxford; acknowledge that significant parts are Green Belt; and better reflect the locational requirements of waste facilities;
- Concern about impact on AONBs;
- Banbury should be included as one of the growth areas better able to accommodate new waste facilities;
- The need for CDE waste recycling facilities should not be met in the Oxford Green Belt;
- Better household waste recycling centre (HWRC) facilities are required close to Bicester; Ardley HWRC should remain open until one can be provided.

Policy W6: Siting of waste management facilities

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

Policy W7: Landfill

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

Policy W8: Hazardous waste

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

Policy W9: Management of radioactive waste

- General support for this policy.

Policy W10: Waste water and sewage sludge

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

Policy W11: Safeguarding waste management sites

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

Core Policies:

Policy C1: Sustainable development

- General support for this policy.

Policy C2: Climate change

- General support for this policy.

Policy C3: Flooding

- The Strategic Flood Risk Assessment is outdated; and a level 2 study is required;
- The supporting appendix in the plan does not accurately reflect the NPPF in relation to water compatible use;
- Concern about impacts of mineral workings on local communities, associated economy and the environment; mineral developments should be restricted to areas which are not at risk from flooding;
- Concern about enforcement of the policy;

Policy C4: water environment

- General support for this policy.

Policy C5: General environmental and amenity protection

- Restrictions should be set to minimise pollution and further protect neighbourhoods and businesses.

Policy C6: Agricultural land and soils

- The policy provides an appropriate level of flexibility on the way in which mineral sites on best and most versatile agricultural land should be restored.

Policy C7: Biodiversity and geodiversity

- Support for the aspiration to conserve and enhance biodiversity;
- The policy should require all developments to deliver a net gain in biodiversity;
- Support for the level of protection given to international, national and local designations and to priority habitats and species;
- The policy uses confusing and inconsistent terminology;
- The wording in relation to SSSIs is inconsistent with the NPPF;
- The policy should be reworded to better reflect the mitigation hierarchy expressed in the NPPF.

Policy C8: Landscape

- The policy is not consistent with the paragraph 116 of the NPPF;
- The policy should not restrict mineral development in AONBs to that which is small scale and serves local needs;
- Development within the AONB should be considered in light of its potential effects on the purposes of the AONB, and whether these can be satisfactorily mitigated;
- Support for the protection of AONBs.

Policy C9: Historic environment and archaeology

- The policy does not fully accord with the NPPF.

Policy C10: Transport

- Further consideration should be given to the transport impact of minerals and waste movements by road.

Policy C11: Rights of way

- Consideration should be given to impacts on the amenity value of the public right of way;
- Working and restoration affecting equestrian rights of way should be undertaken with horses in mind;
- Sections of the rights of way network are not well maintained, e.g. at Sutton Courtenay.

Appendix 6 – Consultation on and Responses to Draft Oxfordshire Local Aggregate Assessment 2014

Cabinet – 25 November 2014 Item 8 – Oxfordshire Minerals and Waste Local Plan

Update and Corrections

A. Oxfordshire Local Aggregate Assessment 2014

1. Paragraph 14 of the report says the outcome of engagement with adjoining and other mineral planning authorities and aggregate working parties on the Draft Oxfordshire Local Aggregate Assessment 2014 (LAA) will be reported at the meeting.
2. The bodies that have been consulted and the responses received are set out below.

Body consulted	Response
South East Aggregate Working Party	Considered at meeting 27.10.2014. LAA approved. Some detailed comments made by individual members. Approval of LAA confirmed by letter 05.11.2014.
East of England Aggregate Working Party	No issues raised (email 06.11.2014)
East Midlands Aggregate Working Party	No concerns or objections (email 12.11.2014)
West Midlands Aggregate Working Party	No response
South West Aggregate Working Party	Response to be sent following meeting of Aggregate Working Party 28.11.2014.
London Aggregate Working Party	Agreed no need to consult as unlikely to be any cross-boundary aggregate movements (email 28.10.2014)
West Berkshire Council	Discussed at officer meeting 07.11.2014. No issues raised; LAA already agreed by South East Aggregate Working Party, of which West Berkshire Council is a member
Wokingham Borough Council	No concerns raised. Some detailed queries. (email 20.11.2014)
Bracknell Forest Council	The stance taken in the LAA is supported (email 21.11.2014)
Other Berkshire Unitary Authorities	No response
Buckinghamshire County Council	No concerns raised on LAA (email 19.11.2014)
Milton Keynes Council	LAA generally compliant with NPPF requirements. No concerns raised. Some detailed comments.

	(email 07.11.2014)
Other South East Mineral Planning Authorities	Discussed at meeting of SE MPA officers 27.10.2014 (all MPAs represented except Buckinghamshire). No concerns raised.
Northamptonshire County Council	LAA generally compliant with NPPF requirements. No concerns raised. Some detailed comments. (email 07.11.2014)
Warwickshire County Council	No objection to the methodology used to calculate the LAA figures. Some detailed comments. (email 21.11.2014)
Gloucestershire County Council	Discussed at officer meeting 22.10.2014. Generally support the LAA, as it recognises there is limited potential to continue current supply patterns from Gloucestershire to Oxfordshire and has adjusted provision accordingly. (email 07.11.2014)
Wiltshire Council	Concerns raised over assumptions used and effect on limiting supply; complex methodology; and reliance on mothballed sites reopening. (email 21.11.2014) May be based on misunderstanding. Clarification sought. (email 24.11.2014)
Swindon Borough Council	As for Wiltshire above
South Gloucestershire Council	No response
Somerset County Council	No objections to LAA or concerns about future supply of aggregate from Somerset to Oxfordshire. Some detailed comments. (letter 06.11.2014)
Leicestershire County Council	No comments on level of provision in LAA. Movement of aggregate from Leicestershire to Oxfordshire could be affected over the period to 2031 depending on the determination of a current planning application. (email 12.11.2014)
Mayor of London	No response
Marine Management Organisation	No response
City and District Councils in Oxfordshire	Issue of preparation of LAA reported to Growth Board Executive 04.09.2014 and (Shadow) Oxfordshire Growth Board 12.09.2014. LAA Discussed at officer meeting 14.11.2014. No fundamental concerns raised over approach used in LAA or conclusions reached. Detailed comments received from WODC. (email 17.11.2014)
Oxfordshire Local Enterprise Partnership	Officer meeting 10.11.2014. No comments made. Report on Minerals & Waste Local Plan and LAA to go to LEP Board meeting 06.01.2014.

Oxfordshire Mineral Producers Group (OMPG)	Discussed at officer meeting 17.10.2014. OMPG indicated support for the approach taken in the LAA and the conclusions. This view was subsequently confirmed by the Mineral Products Association and British Aggregates Association in expressing support for the LAA at the South East Aggregate Working Party meeting on 27.11.2014.
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3. The responses that have been received do not raise any fundamental concerns or other issues with the Local Aggregate Assessment 2014. Any further responses received will be reported orally at the meeting.
4. The detailed comments made at the South East Aggregate Working Party meeting have already been addressed in the draft LAA that is attached to the report at Annex 1. Other detailed comments can, as appropriate, be addressed through minor corrections and amendments when the LAA is finalised for publication.