

Buckinghamshire Minerals and Waste Core Strategy Development Plan Document

Issues and Options Consultation Report
(Regulation 25)

Minerals and Waste Local Development Framework

July 2007



Contents	Page
Preface	v
1 Introduction	1
How to respond to this consultation paper	2
What happens next?	3
2 Background to Issues and Options	4
The Buckinghamshire Context	4
Existing Waste Management in Buckinghamshire	4
Existing Mineral Resources in Buckinghamshire	4
Challenges facing Buckinghamshire	5
Existing Mineral and Waste Policy	5
3 Sustainability Objectives	9
4 The Mineral and Waste Planning Framework	12
European and national policy drivers and targets - Waste	13
National policy aims and targets - Minerals	15
Regional policies and targets – Waste	15
Regional policies and targets – Minerals	16
5 General Issue	17
Issue 1 End-date for the Core Strategy DPD	17
6 Core Minerals and Waste Planning Spatial Vision and Objectives for the Minerals and Waste Development Framework	18
Issue 2 Minerals and Waste Spatial Vision and Objectives	18
7 Minerals	22
Issue 3 Supply of Aggregate for Future Growth	23
Issue 4 Mineral Landbank and Safeguarding	24

Issue 5	Alternative Aggregates Production	26
8	Waste	29
Issue 6	Landfill	30
Issue 7	Management of Hazardous Waste	33
9	Environmental Protection	35
Issue 8	Designated Sites of National, Regional and Local Importance	35
Issue 9	Protection of Amenity	37
Issue 10	Buffer Zones	38
10	Development Control	41
Issue 11	Sustainable Transport	41
Issue 12	Restoration and Aftercare	42
Issue 13	Planning Obligations and Developer Contributions	45
11	Monitoring	47
Issue 14	Annual Monitoring	47
12	Feedback	49
	Anything else?	49
13	Glossary	50
	Tables	
Table 1:	Adopted Buckinghamshire Minerals and Waste Local Plan (BM&WLP) “Saved Policies” to be Superseded in the Core Strategy DPD	7
Table 2:	Sustainability Objectives	10
Table 3:	Estimated available capacities (m ³ and tonnes) at 2007 and 2021 of landfill sites within Buckinghamshire (rounded)	31
Table 4:	Sites of International and National Importance	35
Table 5:	Criteria to be Considered on Impact of Amenity	37
Table 6:	Indicative Buffer Zones for Mineral Extraction and Landfilling	39

Table 7: Indicative Buffer Zones for New Permanent Waste Facilities	39
---	----

Figures

Figure 1: The Buckinghamshire Minerals and Waste Local Development Framework	1
Figure 2: The Planning Policy Framework	12

ALTERNATIVE FORMATS OF THIS DOCUMENT CAN BE MADE AVAILABLE ON REQUEST. THESE INCLUDE OTHER LANGUAGES, LARGE PRINT, BRAILLE, AUDIO CASSETTE, COMPUTER DISK OR EMAIL. PLEASE TELEPHONE 01296 387020.

Preface

Over the next 20 years, Buckinghamshire will witness significant growth in housing, its economy and infrastructure as part of the wider South East regional growth strategy which addresses the housing shortage, fosters economic development and improves infrastructure whilst protecting and enhancing the local environments.

The County Council as a Mineral and Waste Planning Authority (MWPA) can play a vital role in delivering this sustainable growth by providing a strategy which delivers a step-change in the way waste is managed in the County, and how we are to look after our natural resources, to ensure the demands of Buckinghamshire's residents are without impinging on the many environmental benefits the county has to offer.

Throughout this period, the Council as an MWPA faces two significant challenges:

- To reduce the amount of waste being sent to landfill as set out in the regional targets, through the provision of alternative recycling and recovery facilities, whilst minimising the impact upon Buckinghamshire's environment.
- To ensure the most prudent use of natural mineral resources throughout the county, whilst attempting to meet the demand for such materials in the growth areas of north and central Buckinghamshire, whilst encouraging greater recycling of construction and demolition waste in conjunction with the protection of Buckinghamshire's environment.

The Council must consider how it is to successfully meet these significant challenges through applying an overarching vision and strategy for mineral and waste planning in Buckinghamshire which:

- Strives to ensure alternative sustainable waste management solutions are found, whilst recognising the role landfill has to play in disposing of residues; and,
- Meets the demand for mineral from the growth areas whilst attempting to ensure the prudent use of locally sourced mineral from the south of the county, encouraging the re-use and recycling of commercial and industrial waste, and delivering provision to allow the sustainable movements of mineral, be it through or from outside the county.

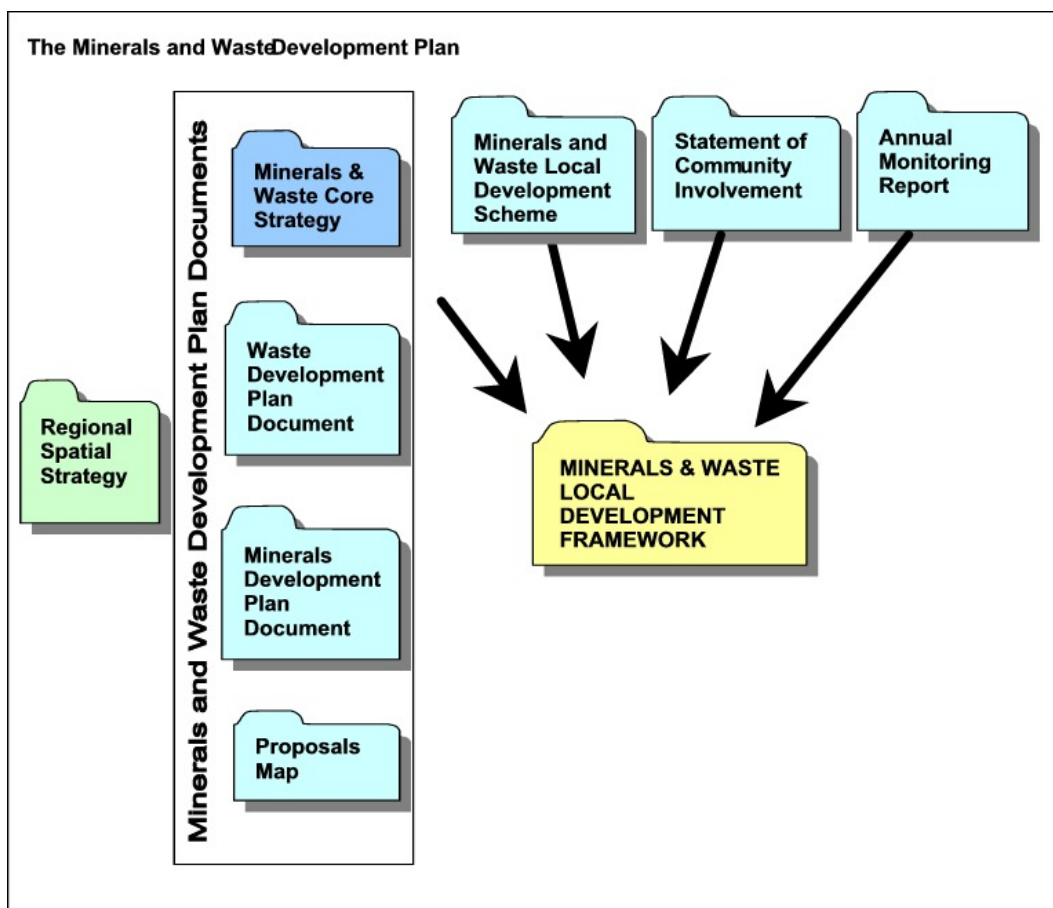
The County Council therefore wants as many sources as possible to respond to this Core Strategy Development Plan Document Issues and Options consultation report to ensure we develop a vision and strategy of how Buckinghamshire is to achieve balanced sustainable solutions to the challenges that face the county as a Mineral and Waste Planning Authority. Your views will be welcomed and carefully considered before Preferred Options are prepared.

1 INTRODUCTION

1.1 The County Council is reviewing its planning policies covering mineral working and waste management in Buckinghamshire. This will result in a new policy framework for minerals and waste development in the County – the Buckinghamshire Minerals and Waste Local Development Framework (MWLDF). The MWLDF will plan how and where necessary minerals and waste development will take place. The MWLDF is a "portfolio" of various development plan and other documents. The new system has the potential benefit that if alterations prove necessary, the individual document affected can be more easily updated than having to renew the whole plan. Details of the timetabling of these documents can be found in the Council's Minerals and Waste Local Development Scheme (MWLDS) at:

www.buckscc.gov.uk - Following the path: Environment > Minerals and Waste Plans > Local Development Framework

Figure 1: The Buckinghamshire Minerals & Waste Local Development Framework (MWLDF)



Source: Minerals & Waste Local Development Scheme 2007-2010

1.2 An important stage in preparing the MWLDF will be to obtain **YOUR** views on the way forward through the use of consultation papers on issues and options. The purpose of this report is to seek views on the strategic minerals and waste aims and objectives that should provide the overarching principles for the MWLDF. This report is formally known as

the **Buckinghamshire Minerals and Waste Core Strategy Development Plan Document** hereafter for convenience called the **“Core Strategy Development Plan Document” (Core Strategy DPD)**.

- 1.3 The Core Strategy DPD is one of the new forms of local plan that the County Council, as a Mineral and Waste Planning Authority must prepare under the revised national planning system introduced by the Government in 2004.
- 1.4 National guidance in Planning Policy Statement 12 (PPS12) says that the Core Strategy should set out the key elements of the planning framework for the area and should comprise:
- a spatial vision and strategic objectives for the area;
 - a spatial strategy;
 - core policies; and,
 - a monitoring and implementation framework with clear objectives for achieving delivery.

Specifically for minerals and waste, the Core Strategy should:

- for minerals, take account of the need to contribute appropriately to national, regional and local requirements at acceptable social, environmental and economic costs; and
 - for waste, set out a planning strategy for sustainable waste management which enables adequate provision of waste management facilities in appropriate locations.
- 1.5 The Council has already undertaken an early (non-statutory) consultation with stakeholders by questionnaire, held between 30 October and 8 December 2006. This sought the views of stakeholders upon the appropriate levels of provision to be made for waste and minerals, and some locational principles. The findings from returned questionnaires have been used to determine the Issues & Options contained in this consultation. Key conclusions on the views of the stakeholders in response to the questionnaire are given in the discussion of the relevant issues.
- 1.6 **The Council now wants to get as wide a range of views as possible on these Issues and Options before it begins drafting the subsequent Core Strategy Preferred Options.**
- 1.7 This document has been published for consultation in accordance with Regulation 25 of the Town and Country Planning (Local Development) (England) Regulations 2004.

How to respond to this consultation paper

- 1.8 This consultation report poses a series of questions after a brief discussion of each of the issues. We would like to have your views on these issues and options (including anything that we have omitted). It would be very helpful if you could do this by answering the questions set out in the report, using the Response Form provided.

- 1.9 Comments are now invited on this consultation paper. Responses are requested by **31 August 2007**. If you wish you can also make your representation electronically at: 'Have Your Say' www.buckscc.gov.uk or by sending an email to: local_plan@buckscc.gov.uk. If you have any queries regarding this document, need further information, or wish to discuss your comments with a member of the Council's Minerals & Waste LDF team, please telephone: **01296 382114**.

What happens next?

- 1.10 This is your first formal opportunity to make your views known on the content of the Core Strategy DPD. Your responses to this consultation will help the Council draw up a Preferred Options report for further consultation in November 2007. Submission of the Core Strategy DPD to Government is programmed to take place in spring 2008, and we hope that the Council will be able to adopt it in March 2009 (after independent examination).

We need your views to help us determine what proposals should be included in the Core Strategy DPD, and what the overall vision for planning for waste facilities and mineral extraction within Buckinghamshire should be.

2 BACKGROUND TO ISSUES AND OPTIONS

The Buckinghamshire Context

- 2.1 The County of Buckinghamshire covers an area of 150,000 hectares (ha), 82% of which is rural in nature. Over a quarter of the county is included within the Chilterns Area of Outstanding Natural Beauty and a further third is covered by the Metropolitan Green Belt.
- 2.2 The population of Buckinghamshire is approximately 480,000 living in some 188,000 households. The large towns of Aylesbury and High Wycombe are the major centres of population, with other important towns including: Amersham, Beaconsfield, Buckingham, Chesham, Gerrards Cross, Marlow and Princes Risborough.
- 2.3 Buckinghamshire is well served by roads, with good connections to London. The M40, M4 and M25 all run through Buckinghamshire and a number of significant A-roads such as the A40, A41, and A413 provide substantial connected routes to these, which run north to south, following the geographic nature of the county. Additionally, rail links run from the northwest to the southeast, providing connections to all the major towns in Buckinghamshire, leading to London.

Existing Waste Management within Buckinghamshire

- 2.4 There are currently nine landfill sites in Buckinghamshire, the largest of these (with the most remaining voidspace) being Calvert landfill site and Springfield Farm. Calvert is the only landfill site supported by a rail link which results in relatively high levels of waste imports from London and a smaller amount from the former Avon area (Bristol, Bath and North East Somerset).
- 2.5 A total of approximately 2.3 million tonnes of waste a year is managed in Buckinghamshire. Some 62% of all waste managed in the county is landfilled.
- 2.6 Buckinghamshire has nine household waste recycling centres (HWRCs) which help towards the county achieving an overall recycling level of over 30%, placing Buckinghamshire in the top 10% of UK counties for recycling.

Existing Mineral Resources in Buckinghamshire

- 2.7 Buckinghamshire currently has 14 permitted mineral extraction sites, nine of which are sand and gravel and spread across south Buckinghamshire. Three others sites have permission for clay extraction and one other for chalk.
- 2.8 Regional guidance states Buckinghamshire is to show it can maintain a supply of 990,000 tonnes per annum of sand and gravel. In 2005, 1.2 million tonnes of primary land-won aggregates were extracted within the County and reserves at the end of the year stood at 7.6 million tonnes,

(which was in excess of the Government's requirement of 6.9mt over a 7 year period). Currently there are four sites in Buckinghamshire capable of producing recycled aggregate, all located at existing mineral workings in the south of the County.

Challenges facing Buckinghamshire

- 2.9 The challenges and issues that face Buckinghamshire and the possible methods with which we can overcome these challenges in planning for mineral and waste development will be provided throughout this consultation document. Ultimately the challenges can be summarised as:

For Waste:

- To reduce the amount of waste being sent to landfill as set out in the regional targets, through the provision of alternative recycling and recovery facilities, whilst minimising the impact upon Buckinghamshire's environment.

For Minerals:

- To ensure the most prudent use of natural mineral resources throughout the county, whilst attempting to meet the demand for such materials in the growth areas of north and central Buckinghamshire, whilst encouraging greater recycling of construction and demolition waste in conjunction with the protection of Buckinghamshire's environment.

Existing Mineral and Waste Policy

- 2.10 The Buckinghamshire Minerals and Waste Local Plan (BMM&WLP) 2004-2016, adopted in April 2006, provides the existing policy framework for minerals and waste planning in Buckinghamshire. The BM&WLP policies in Table 1 will remain in operation until April 2009 or until they are superseded by the adoption of the Core Strategy by the County Council. It will be the role of the Core Strategy DPD to update these existing policies to account for changing national and regional policy and reflect local changes throughout Buckinghamshire.
- 2.11 It is not the role of the Core Strategy DPD to identify Preferred Area allocations for both mineral extraction and waste management facilities, this is left to the Minerals Development Plan Document (Minerals DPD) and Waste Development Plan Document (Waste DPD) respectively to provide these (and detailed development control policies).
- 2.12 National guidance on the preparation of LDFs states that a Core Strategy should normally be the first DPD to be produced, although an exception may be made where the local planning authority has up-to-date saved policies. The Council is satisfied that the adopted BM&WLP (April 2006) will provide an adequately up-to-date and robust 'interim core strategy' to guide the preparation of the Waste and Minerals DPDs whilst the Core Strategy DPD is being prepared.
- 2.13 However, it has become necessary to update some strategic policies in the Waste and Minerals DPDs to accommodate changes in national policy and strategy towards the provision of waste management facilities and mineral site allocations. Those policies that remain are to be

updated in the Core Strategy. The Council has identified these remaining policies as overarching strategic policies which are required for the county-wide search for minerals; diverting waste from landfill; the step management of “other wastes” (for example, hazardous wastes); and the Council’s principles towards the protection of Buckinghamshire’s environment and amenity.

- 2.14 Where policies cannot be updated in the Waste and Minerals DPDs as a result of imminent regional policy change (for example, incorporating relevant recommendations from the Panel report into the submitted South East Plan which is expected in late summer 2007). These will also be updated within the Core Strategy. The Council is waiting on the final regional policies towards the apportionment of London’s waste to be exported to the WPAs and the final conclusions on the policy towards hazardous wastes. These issues are discussed further in Issues 6 & 7.
- 2.15 The adopted Minerals and Waste Local Plan policies to be updated in the Core Strategy are shown in the agreed Minerals and Waste Local Development Scheme 2007-2010, (see Table 1).

Table 1: Adopted Buckinghamshire Minerals and Waste Local Plan (BM&WLP) “Saved Policies” to be Superseded in the Core Strategy DPD

Policy No.	Subject
1	Overarching Minerals Extraction Principles
2	Aggregates Landbank
5	Borrow Pits and other Windfall Sites
6	Alternative Aggregates Production
8	Other Minerals
9	Oil Exploration
11	Imported Wastes
18	Landfill and Landraising
19	Calvert Landfill Site
20	Landfill Gas Collection and Energy Recovery
21	Hazardous Wastes
22	Inert Wastes & Inert Waste Recycling
23	Sewage Treatment Works & Management of Sewage Sludge
24	Protection of Key Environmental Assets
25	Protection of Other Environmentally Important Sites & Features
26	Protection of Agricultural Land
27	Protection of Green Belt
28	Amenity
29	Buffer Zones
30	Proximity Principle and Sustainable Transport
31	Restoration and Aftercare
32	Restoration of Old Sites
33	Groundwater and Floodplain Protection
34	Aviation Safeguards
36	Planning Application Issues
37	Environmental Assessment
38	Planning Obligations
39	Site Monitoring and Enforcement

Source: Minerals and Waste Local Development Scheme 2007-2010

- 2.16 All policies and proposals in development plan documents must be subject to Sustainability Appraisal (SA), including Strategic Environmental Assessment. A Sustainability Appraisal Scoping Report has been prepared (June 2006), setting a framework for the appraisal of policies and proposals.
- 2.17 The Issues and Options presented for consultation in this report have been subject to preliminary examination as part of the Sustainability Appraisal, and will be subject to full Sustainability Appraisal (including Strategic Environmental Assessment) during the consultation period. The outcomes of this process will be available on the County Council website.
- 2.18 To develop a sustainable Core Strategy which meets the wider needs of Buckinghamshire, the Council must draw on a range of relevant county-wide strategies and programmes such as those on environmental

protection, waste and the Community Strategy. This will ensure that the Core Strategy's policies and objectives are developed in conformity and do not conflict with existing relevant county-wide needs and objectives.

2.19 All development plan documents must be subject to rigorous procedures of community involvement, consultation and independent examination to test the soundness of the document and ensure that necessary legal requirements for its preparation have been undertaken. When preparing local development documents for inclusion in a development framework, planning authorities are required to carry out consultation at an early stage, before drawing up proposals. Government policy and advice is that issues and alternative options should be drawn up and consulted on. A revised Statement of Community Involvement (SCI), which sets out how the Council will involve and consult organisations and individuals, was submitted to the Government in May 2007. The SCI is programmed for adoption in November 2007.

2.20 All documents are on the County Council website at:

www.buckscc.gov.uk - Following the path: Environment > Minerals and Waste Plans > Local Development Framework

3 SUSTAINABILITY OBJECTIVES

- 3.1 A Sustainability Report, incorporating Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA), is required at each stage for each of the MWLDF plan documents. The purpose of the SA is to:

“promote sustainable development through the integration of social, environmental and economic considerations into the preparation of development plan documents”

The objective of the SEA is:

“to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans with a view to promoting sustainable development”.

For the purpose of the Buckinghamshire MWLDF, where reference is made to the SA, it denotes SA incorporating SEA.

- 3.2 The aim of the SA is to provide a clear and open appraisal of the environmental, economic and social impacts of the proposals provided throughout each stage of the preparation of the development plan documents, whether they are criteria-based policies or site specific allocations.
- 3.3 In order for the social, environmental and economic benefits of the MWLDF documents to be described, analysed and compared, a set of sustainability objectives have been developed as a result of consultation with relevant statutory consultees and other stakeholders. The Council must consider all Sustainability Objectives when preparing the Core Strategy DPD and the other documents which comprise the MWLDF. The objectives are shown in Table 2 (overleaf).
- 3.4 These objectives are common to all three Development Plan Documents, although in practice some may be expected to be of limited relevance to the detailed area specific Minerals and Waste DPDs. However, all of the SA objectives are relevant to the Core Strategy DPD due to the strategic nature of the Document.

Table 2: Sustainability Objectives

Topic	Number	SA Objective
Air	SA1	To protect and enhance air quality
Climatic Factors	SA2	To minimise impacts on climate change
Population and Human Health	SA3	To protect the living conditions and amenities of local residents from the adverse effects of mineral and/or waste development
	SA4	To minimise adverse impacts on human health
Biodiversity, Flora and Fauna	SA5	To protect and enhance biodiversity and sites of geological interest
Cultural Heritage	SA6	To conserve and where appropriate enhance the historic environment
Soil	SA7	To conserve soil resources and quality
Landscape and Townscape	SA8	To conserve and enhance the quality and distinctiveness of landscapes and townscapes, in particular within the AONB
Material Assets	SA9	To avoid the wasteful use of natural resources and to encourage the use of alternatives to primary materials
Water	SA10	To protect water quality and water resources
	SA11	Not to increase, and where possible to reduce flood risk
Minerals	SA12	To conserve mineral resources and prevent their sterilisation
	SA13	To promote the effective restoration and appropriate after use of minerals and waste sites
Waste	SA14	To contribute positively to the sustainable management of waste (defined as the minimisation of the amount of waste requiring treatment, the movement of the management of waste up the hierarchy, and delivery of national and regional policies regarding waste self-sufficiency).
Energy Generation and Use	SA15	To secure the efficient use of energy and to increase the production of renewable energy from waste
Transport and Access	SA16	To minimise the impacts of minerals and waste traffic on residents, communities and the environment
	SA17	To reduce reliance on road travel
Social	SA18	To enable today's population to meet its needs for minerals and waste facilities, while maintaining the ability of future generations to meet their needs
	SA19	To maximise community participation in and responsibility for the provision of minerals and waste services

	SA20	To protect, enhance and create (where possible) resources valued for recreation, including Public Rights of Way
Economic	SA21	To use sound science responsibly and to encourage innovation
	SA22	To avoid significant adverse impacts on land and premises in employment use
	SA23	To maintain or improve the conditions that enable efficient growth and investment in the mineral and waste industries

4 THE MINERAL AND WASTE PLANNING FRAMEWORK

- 4.1 Buckinghamshire County Council as a Waste and Minerals Planning Authority must plan for the provision of waste management facilities and mineral extraction and processing within Buckinghamshire. The spatial vision and planning criteria for future supply of minerals and provision of waste management facilities in Buckinghamshire will be shaped by a number of regulatory instruments and policy measures at European (as the case for waste), national and regional levels (Figure 2).

Figure 2: The Planning Policy Framework



- 4.2 Government advice, for example in Planning Policy Statement 1 (PPS1, 2005) “Delivering Sustainable Development” provides objectives behind sustainable development. Four key aims are:
1. the prudent use of natural resources;
 2. effective protection of the environment;
 3. the maintenance of high and stable levels of employment; and,
 4. social progress which recognises the needs of everyone.
- 4.3 The Core Strategy can significantly contribute to the delivery of aims relating to natural resources and protection of the environment.
- 4.4 The Strategy will be a significant driver in ensuring the prudent use of Buckinghamshire’s natural resources. The vision, objectives and ultimately the policies can help ensure natural resources throughout the County are used wisely and efficiently so that future generations’ needs are also met by gaining the maximum outputs from the minimum use of resources. The submitted SE Plan identifies how resources are to be efficiently used within the South East Region, through the encouragement of using more recycled and secondary aggregate and the re-use and recycling of waste products.
- 4.5 The Core Strategy will also provide policies to ensure the effective protection of Buckinghamshire’s environment from minerals and waste

development, and encourage improved restoration where necessary proposals have taken place.

- 4.6 The above objectives will be achieved through implementing policies which deliver a spatial vision and set objectives specific to the area. The Core Strategy will consider the requirements, environmental circumstances and natural resources of the area to provide a vision and strategy which meets the needs of present and future generations.

European and national policy drivers and targets - Waste

- 4.7 The EU Waste Framework Directive sets out general requirements for waste management across the Community, including key objectives for control of waste management and disposal and the promotion of waste prevention, re-use, recycling and recovery, known as the waste hierarchy:

- Reduction;
- Re-use;
- Recycling & Composting;
- Energy Recovery;
- Disposal.

- 4.8 A number of directives leading from the Waste Framework Directive provide key targets which must be applied on a national and local scale. The most significant driver for change in Buckinghamshire is the Landfill Directive which, over time, reduces the amount of Biodegradable Municipal Waste (BMW) that can be sent to landfill. The national targets are:

- By 2010 to reduce BMW landfilled to 75% of that produced in 1995;
- By 2013 to reduce BMW landfilled to 50% of that produced in 1995;
- By 2020 to reduce BMW landfilled to 35% of that produced in 1995.

- 4.9 All waste disposal authorities (for example the County Council) must achieve the targets through the Landfill Allowance Trading Scheme (LATS) which sets allowances for the amount of BMW each WDA can send to landfill, above which fines can be incurred, these targets are set at the regional level.

- 4.10 The EU requirements of the Directives for England and Wales are reflected in Government's Waste Strategy for England 2007 (WS2007) (published in May 2007 as successor to Waste Strategy 2000 and 2005) which provides key waste management principles that should underpin all waste management decisions and sets targets for managing waste in a more sustainable way.

- 4.11 WS2007 identifies England's performance on waste still lags behind many European countries and so identifies an improvement in performance required, from producers, retailers, consumers, local authorities and the waste management industry in improving this performance.

- 4.12 With this, WS2007 provides updated objectives to:

- Meet and exceed the Landfill Directive diversion targets for biodegradable municipal waste in 2010, 2013 and 2020;
 - Increase diversion from landfill of non-municipal waste and secure better integration of treatment for municipal and non-municipal waste;
 - Secure the investment in infrastructure needed to divert waste from landfill and for the management of hazardous waste; and
 - Get the most environmental benefit from that investment through increased recycling of resources and recovery of energy from residual waste using a mix of technologies.
- 4.13 WS2007 places greater focus on waste prevention with the introduction of a new national target to reduce the amount of household waste not re-used, recycled or composted by 45% at 2020. Further detailed targets are provided in the Waste DPD Preferred Options Consultation Report (June 2007).
- 4.14 Together, the objectives and targets provide a significant step change approach for the nation and Buckinghamshire in altering the way we manage waste. This can be achieved by significantly reducing the disposal of waste to landfill and finding alternatives which are less harmful to the environment, through recycling and recovery processes.
- 4.15 'Planning Policy Statement 10 – *Planning for Sustainable Waste Management*' (PPS10) provides the national planning policy for waste management. It contains the key planning objectives and decision-making principles, and the Government's policies on how development plans should make provision for waste management facilities.
- 4.16 The key planning objectives for planning authorities in PPS10 are to prepare and deliver planning strategies that:
- drive waste management up the waste hierarchy, address waste as a resource and look to disposal as the last option;
 - provide for communities to take more responsibility for their waste and enable provision of waste facilities to meet the needs of communities;
 - help implement the national waste strategy and targets;
 - help secure recovery or disposal of waste without danger to health or harm to the environment and enable waste to be disposed at one of the nearest appropriate installations;
 - reflect the concerns, interests and needs of communities, waste authorities and business and encourage competitiveness;
 - protect Green Belts but give significant weight to the particular locational needs of some types of waste management facilities;
 - ensure the design and layout of new development supports sustainable waste management.

National policy aims and targets - Minerals

4.17 Minerals Policy Statement 1 (MPS1) outlines the Government's national policies and objectives for mineral planning. The key national objectives for mineral planning can be summarised as:

- the prudent, efficient and sustainable use of minerals and recycling of suitable materials;
- conserve and safeguard mineral resources through appropriate domestic provision and timing of supply;
- reduce as far as possible the impacts upon the environment, including the protection of internationally and nationally important designated areas of landscape and nature conservation arising from the extraction, processing, management or transportation;
- to secure adequate and steady supplies of minerals needed by society and the economy, within the limits set by the environment;
- promote and seek to enhance the overall quality of the environment once extraction has ceased, through high standards of restoration; and,
- to promote the sustainable transport of minerals by rail, sea or inland waterways.

4.18 The objectives are to be achieved through implementing the national policies at the regional and local levels. The guidance suggests that mineral planning authorities should use the length of the landbank in its area as an indicator of when new permissions for aggregates extraction are likely to be needed. The landbank required for sand and gravel is at least 7 years. The landbank is based on a regional figure apportioned between each Mineral Planning Authority (MPA) e.g. the County Council. The current apportionment figure for Buckinghamshire and how it has been apportioned is explained in the regional policies and targets set out in paragraph 4.22.

Regional policies and targets - Waste

4.19 Regional Planning Guidance for the South East (RPG9) for Waste (June 2006) contains a number of regional and local targets for recycling and composting and diversion from landfill. With a few amendments these have been included in the submitted South East Plan (SE Plan), March 2006. The SE Plan states that WPAs should ensure policies and proposals are in place to deliver these targets through applying the waste hierarchy. Sufficient landfill capacity must also be provided for waste that cannot practicably be recovered. It also requires WPAs to plan for "net self-sufficiency", by making provision for waste management capacity equivalent to the amount of waste arising and requiring management within their areas.

4.20 The Council's Waste DPD Preferred Options Report (June 2007) suggests that Buckinghamshire should identify additional annual recycling and recovery capacity of some 1.58 million tonnes per annum by 2021. The Waste DPD identifies the policies and areas for the additional waste management capacity, which is the first major step towards achieving a strategy of significantly reducing the amount of waste that is sent to landfill sites in Buckinghamshire. The Waste DPD Preferred Options report

identifies six Preferred Areas to provide the majority of required capacity. Three of these areas have been put forward as 'Strategic Waste Complexes' (SWC) which will incorporate a range of co-located facilities, including recovery, recycling, and transfer.

- 4.21 However, it will be the role of the Core Strategy DPD to identify if Buckinghamshire will require additional landfill capacity, and if so, how such capacity should be found over the plan period, and when it will be needed. It will also address the provision of certain other waste streams (for example, hazardous wastes).

Regional policies and targets - Minerals

- 4.22 RPG9 sets out the provision for primary land-won sand and gravel deposits which Buckinghamshire must meet over the period 2001-2016. The regional figure for the supply of land-won sand and gravel is 13.25 mtpa. This figure has been apportioned between the mineral planning authorities within the South East England Region. Buckinghamshire has been given an annual apportionment of 990,000 tonnes a year.
- 4.23 The Minerals DPD will allocate preferred areas for mineral working to meet the annual apportionment throughout the plan period. The Core Strategy DPD will provide the overarching approach to mineral extraction within Buckinghamshire, whilst considering the need to meet the county apportionment.

5 GENERAL ISSUE

ISSUE 1 End-date for the Core Strategy DPD

- 5.1 A key issue for the preparation of the Council’s new Development Plan Documents is the time period that the overall vision, strategy and policies should cover.
- 5.2 The main options are to take the Core Strategy DPD coverage to:
 - 2021, which extends the coverage of the currently adopted local plan by a further 5 years and is consistent with the plan period for the Council’s emerging Waste and Mineral DPDs.
 - 2026, the end date of current Regional Planning Guidance (RPG9) and the submitted SE Plan as emerging Regional Spatial Strategy or “RSS”.
- 5.3 Government policy is that the Core Strategy should cover a period of "at least 10 years" from adoption, and should also look ahead to any longer-term horizon set in the Regional Spatial Strategy. The expected date of adoption of the Core Strategy DPD is March 2009. The Waste DPD Preferred Options (June 2007) has already identified the preferred timescale to be 2021. Therefore it would not be appropriate for the Core Strategy to cover a shorter period.
- 5.4 The choice between the options shown in paragraph 5.2 is largely procedural and will be influenced by National and Regional Government guidance, which requires all development frameworks to be in general conformity with ‘higher tier’ policy. The Council's initial view is that the Core Strategy DPD should provide a longer term framework compatible with the coverage of the Regional Spatial Strategy (i.e. to 2026). However, we are interested to find out whether there are any strong views about this issue and, if so, the reasons for them.

QUESTION 1 End-date for the Core Strategy DPD	
Which period should the Core Strategy DPD cover, should it be:	
i)	The period to 2021?
ii)	The period to 2026?
iii)	Some other period?

6 CORE MINERALS AND WASTE PLANNING SPATIAL VISION AND OBJECTIVES FOR THE MINERALS AND WASTE DEVELOPMENT FRAMEWORK

ISSUE 2

Minerals and Waste Spatial Vision and Objectives

- 6.1 National policy for minerals and waste planning, Planning Policy Statement 10 (PPS10) and Mineral Policy Statement 1 (MPS1) provide the key planning objectives which it is advised planning authorities should deliver through their planning strategies.
- 6.2 Section 2 above identified the need for the Core Strategy to set a clear Vision to guide the future pattern of waste and minerals development and clear objectives to achieve the vision and strategies for delivery and implementation. For mineral and waste planning in Buckinghamshire, the vision will need to identify the sustainable development principles for the county and clearly identify the outcomes sought. The vision should provide an identity to the local area which sets out how the area is to adapt and change over the plan period. It will therefore be a “Spatial Vision”.
- 6.3 Ultimately, the spatial vision should provide the framework within which all DPD policies will be developed and implemented which aim to deliver the vision. To ensure the vision results in appropriate policies which allow for successful sustainable management of waste and efficient use of natural resources throughout Buckinghamshire, it is important the aspirations and needs of the people of Buckinghamshire are sought to develop the vision.

Developing the Spatial Vision

- 6.4 Paragraph 2.16 identified a requirement for the Core Strategy to consider appropriate regional county-wide strategies and programmes in its development, and to contribute to the delivery of such strategy’s objectives.
- 6.5 The SE Plan provides a strategic vision for the Region, which should be reflected in locally prepared Core Strategies. This identifies the need for the prudent use of natural resources and addresses the issue of mitigating climate change through a range of policies, particularly those for energy efficiency and renewable energy, waste management and transport.
- 6.6 The Council considers the Community Strategy (*The Sustainable Community Strategy for Buckinghamshire 2005-2008*) as fundamental to developing a Vision for the Core Strategy. The Core Strategy is a means to help deliver a range of objectives and outcomes within the Community Strategy, which include:
1. Sustainable new developments which conserve natural resources and enhance the character of both the towns and the countryside;
 2. Waste minimisation;
 3. Balancing and integrating the social, economic and environmental components of their community;

4. Meeting the needs of existing and future generations; and,
 5. Respecting the needs of other communities in the wider region or internationally also to make their communities sustainable.
- 6.7 If the Minerals and Waste Core Strategy is to effectively support the aspirations of the Community Strategy, the Council in developing the Spatial Vision should use the appropriate principles underpinning mineral and waste national and regional planning objectives. The Council could use its Sustainability Objectives (section 3) to identify the key objectives at the County level.
- 6.8 The responses you provide throughout this issues and options consultation report will be important in developing the Spatial Vision.

QUESTION 2a Minerals and Waste Spatial Vision	
i)	Should the Council look to the objectives of the Community Strategy in developing the vision? (see paragraph 6.6)
ii)	If yes to Qi, which of the Community Strategy objectives would be appropriate to include within the spatial vision? (see paragraph 6.6)
iii)	Should the Council look to sustainability objectives in developing the vision? (see Table 2)
iv)	If yes to Qiii, which sustainability objectives would be appropriate to include within a spatial vision? (see Table 2)
v)	Are there any other overarching waste principles the Council should consider in developing the spatial vision?
vi)	Are there any other overarching mineral principles the Council should consider in developing the spatial vision?

Developing the Spatial Objectives

- 6.9 Currently, the County Council draws on the adopted Buckinghamshire Minerals and Waste Local Plan 2004 - 2016 to identify the main minerals and waste planning objectives to be addressed by the Waste and Minerals Development Plan Documents. These objectives should also inform the development of a spatial vision.

The existing waste planning objectives are:

- W1 To seek minimisation at source of waste arisings and to support and encourage initiatives designed to achieve this;
- W2 To increase re-use, recycling and recovery of materials and energy and to minimise the quantities of residual waste for final disposal while recognising that this will continue to be required;
- W3 To provide waste management facilities of appropriate capacity and type to achieve self-sufficiency within Buckinghamshire and which increase the proportion of waste managed further up the **Waste Hierarchy**;
- W4 To provide flexibility so that new waste management technologies can be provided for, where this is compatible with other policies of the Council's adopted minerals & waste local plan;
- W5 To locate waste management facilities so that wherever possible they minimise the distances that waste is transported for management and disposal, and to minimise adverse traffic effects of waste management development;
- W6 To facilitate regional self-sufficiency, including in circumstances where this may require Buckinghamshire to accommodate management of more waste than equivalent to that which arises in the county, where this is shown to be the most sustainable option;
- W7 To safeguard appropriately located existing waste management facilities from competing forms of development that might otherwise constrain their continued operation or lead to their loss;
- W8 To ensure appropriate protection of the quality of life of those who live and work in Buckinghamshire from the adverse effects of waste management related development;
- W9 To ensure appropriate protection of the natural and cultural heritage in Buckinghamshire from the adverse effects of waste management related development.

Mineral planning objectives:

- M1 To safeguard viable deposits of mineral from other development thereby avoiding the sterilisation of valuable resources;

- M2 To enable continuity of the supply of minerals over the plan period so as to meet Buckinghamshire's prevailing apportionment figure as identified in the Regional Planning Guidance for the South East (RPG9);
- M3 To facilitate/enable a reduction in the use of primary land-won minerals in line with the principles of sustainable development;
- M4 To facilitate the production of recycled materials as an alternative to primary land-won minerals and promote the use of new and existing recycling facilities;
- M5 To encourage the use of rail and water by supporting the development of new rail aggregates depot and wharf facilities and the safeguarding of existing and permitted permanent sites, thereby helping to reduce the adverse impacts of traffic associated with the minerals industry;
- M6 To support the Chiltern brick industry in maintaining the production of traditional Chiltern bricks;
- M7 To ensure appropriate protection of the quality of life of those who live and work in Buckinghamshire from the adverse effects of minerals related development;
- M8 To ensure appropriate protection of the natural and cultural heritage in Buckinghamshire from the adverse effects of minerals development;
- M9 To ensure a high standard of restoration and appropriate after use.

QUESTION 2b Minerals and Waste Planning Objectives	
To support and to contribute to developing the Spatial Vision for Mineral and Waste planning in Buckinghamshire:	
i)	Do you consider that ALL the existing objectives remain relevant?
ii	If no, which of the objectives would you delete or change (and how)?
iii)	Are there any other objectives the Council should include?

7 MINERALS

- 7.1 The Core Strategy DPD must provide the overarching framework to mineral extraction within Buckinghamshire and establish the strategy the County Council is to apply to mineral planning over the plan period. The Core Strategy DPD must consider the sustainability objectives (section 3 above) whilst trying to ensure the Minerals DPD meets the sub-regional apportionment.
- 7.2 The Council will need to consider the impact of the identified growth areas in central and north Buckinghamshire which have been identified in the submitted SE Plan and the pressure this will place on demand for sand and gravel originating from Buckinghamshire.
- 7.3 In Buckinghamshire, the major sand and gravel deposits are found in the Thames Valley in the south of the county and the Ouse Valley in north Bucks. Studies have been undertaken in the north and central area by the British Geological Survey to establish the viability of the mineral resources. The results of these surveys are contained in two separate reports which indicate that, outside the river terraces along the Ouse, workable sand and gravel is confined to a few, small areas. The intermittent nature of deposits has been reflected in the few planning applications submitted in this part of the county.
- 7.4 The existing BM&WLP identifies the Thames Valley area as a Mineral Consultation Area (MCA). Nine existing sand and gravel workings and the three Preferred Areas (as in the BM&WLP) which will enable Buckinghamshire to maintain its landbank until the end of the existing BM&WLP period, at 2016.
- 7.5 The Council feels that it should consider a strategy which meets the needs of providing a suitable supply of aggregate to the growth areas to the north of the County and the sustainable options to achieve this.
- 7.6 The Core Strategy DPD should therefore consider how the Council can plan for the provision of aggregate for future growth. This could be achieved by identifying whether or not Buckinghamshire is to attempt to be self-sufficient in its supply of aggregate to these growth areas, and how this is to be achieved. Additionally, this asks the question of how the Council should go about safeguarding the proven economically viable deposits. The final issue relates to the use of recycled and secondary aggregate throughout the county.

ISSUE 3

Supply of Aggregate for Future Growth

- 7.7 The SE Plan identifies Aylesbury Vale and Milton Keynes as areas for major growth. Current housing figures suggest Aylesbury Town will grow by 16,800 homes between the period 2006-2026, with an additional 4,400 spread throughout Aylesbury Vale. The proposed growth within north Buckinghamshire will bring high demand for construction materials, be they primary, secondary or recycled materials. As discussed previously, Buckinghamshire's primary source of aggregate originates from the south of the County. The issue is how the county should support the supply of materials to the major growth areas without impacting upon the sustainability objectives.
- 7.8 The submitted SE Plan encourages the development of sustainable construction practices, notably through the use of construction materials that reduce the demand for primary sourced minerals. The challenge that faces the South East, is achieving the substantial growth without impinging on the sustainability objectives of the use of primary resources. Policy M1 (Sustainable Construction) of the SE Plan promotes the use of sustainable supply routes but also encourages the reduction of delivery distances of construction materials.
- 7.9 MPS1 encourages mineral supplies to be sourced locally so as to accord with the sustainability objectives (Table 2 of this report) of reducing the distances the material is transported and thereby reducing emissions.
- 7.10 In attempting to be self-sufficient in the supply of aggregate, sand and gravel would need to be transported by road from the south to the north of the county to meet the demands of the growth areas, which have little or no local supplies. This action would be unsustainable and therefore other means of supplying the growth areas need to be considered such as the increased use of secondary/recycled aggregate. However, it is likely that this and any local sources would still fail to meet aggregate requirements, and supply would therefore have to rely on other means such as the importation of aggregate from outside the county.

QUESTION 3 **Supply of Aggregate for Future Growth**

In developing a long-term strategy to provide primary or secondary/recycled aggregate for the major growth areas in Buckinghamshire:

- i) Should Buckinghamshire aim to be self-sufficient in meeting the demand for aggregate from the growth areas?**
- ii) Should the Council meet the possible increased demand from the growth areas in the north from the sources in the south of the County? or**
- iii) Should we rely on imports from outside Buckinghamshire in to the growth areas?**
- iv) What factors do you consider to be important in deciding whether the Council should look to alternative provision from outside the County?**

ISSUE 4 **Mineral Landbank and Safeguarding**

Landbank

- 7.11 Since the early 1990's, Buckinghamshire has witnessed a variation in annual production of aggregate, however there has been a steady decline since 1997. 1996-1997 witnessed a jump from 1,000,000 tonnes to a peak of 1,780,000 tonnes. By 2005 this had fallen to 1,150,000, broadly following the trends identified both nationally and regionally which have shown a decline in sales.
- 7.12 The aim of the landbank is to ensure a continuity of supply of primary aggregate throughout a specific period (at least 7 years). The planning system must aim to meet the apportionment, taking into account the time lag in making sites available and making sure that extraction rates can fulfil the annual apportionment target.
- 7.13 Section 4 above identified the South East regional apportionment of 13.25 mtpa and Buckinghamshire's annual share of this, 990,000 tpa to be achieved throughout the Plan period. The existing BM&WLP aims to meet this apportionment by maintaining a reserve of land with planning permission to the end of the current Plan period, 2016, where this would least compromise Buckinghamshire's environmental interests.
- 7.14 The three Preferred Areas identified in the BM&WLP make an important contribution in maintaining the 990,000 tpa apportionment throughout the plan period. The Minerals DPD will identify additional preferred areas

which will ensure the continuing supply of at least a 7 year landbank throughout the MDPD plan period.

Safeguarding of Mineral Reserves

- 7.15 Sterilisation of economically viable materials can occur where development has been permitted on or near to the land which could potentially be worked to provide a supply of primary aggregate. If sterilisation of such deposits occur, Buckinghamshire could struggle to meet its future apportionment.
- 7.16 MPS1 discusses the role of Mineral Safeguarding Areas (MSAs) regarding the protection of viable mineral resources. In two-tier planning areas (such as Buckinghamshire), counties should also define Mineral Consultation Areas (MCAs) based on their MSAs. An MCA enables County and District Councils to liaise where 'surface development would be likely to affect or be affected by the winning and working of minerals'. District Council's must therefore consult the County Council on planning applications they receive within MCAs where permanent forms of development take place where mineral extraction could occur prior to development. This is to ensure the risk to economically viable deposits becoming sterilised is minimised.
- 7.17 The BM&WLP states that the District Council's will consult with the County Council on all planning applications within the MCA. This therefore permits the county to safeguard the economically viable deposits from other forms of development which could reduce or completely sterilise the mineral.
- 7.18 If the Core Strategy is to provide a framework for the sustainable supply of aggregate within Buckinghamshire, the Council must consider how it is to approach the safeguarding of economically viable deposits within the County.

QUESTION 4 Safeguarding

In considering the County Council's commitment to maintaining at least a 7 year landbank of aggregate within the County, should the County Council:

- i) Include all mineral deposits within the MSA, even if they are not economically viable at present? or,**
- ii) Only safeguard current viable deposits? or**
- iii) Should we safeguard all proven deposits?**
- iv) If the County Council has to compromise some of the sustainability objectives listed in the table in paragraph 3.1 so as to meet the landbank requirement, which are:**

**The 3 objectives that you consider to be the least important?
and,**

The 3 objectives that you consider to be the most important?

ISSUE 5 Alternative Aggregates Production

- 7.19 The sustainability objectives of Central Government, outlined in MPS1, promote the most efficient use of resources and encourages, where possible, alternatives to them. These alternatives include the reduction in use of primary land won aggregates, the increased use of secondary aggregates which mostly comprise of waste materials arising from some other industrial or mineral extraction process such as pulverised fuel ash from power stations, and the recycling of construction and demolition waste. MPS1 encourages the most efficient use of recycled C&D waste through restoration purposes or identifying a market for such waste and where possible, use in place of primary minerals.
- 7.20 Policy M2 of RPG9 (and submitted SE Plan) states that the use of secondary aggregates and recycled materials in the South East should increase from 6.6mtpa to 7.7mtpa by 2016. The SE Plan provides local recycling apportionments to be met by each MPA within the South East Region. It recommends that by 2016, Buckinghamshire should make provision for the annual production of 600,000 tonnes of recycled and secondary aggregates.
- 7.21 The Minerals DPD Issues and Options (February 2007) identifies the need to provide sites for recycling facilities to cater for the 600,000 tpa and asked whether these should take the form of permanent or temporary facilities. Policy W17 of RPG9 provides the criteria for consideration of locating such facilities. Suitability of sites is considered against accessibility to planned new development; good transport connections (including rail and water) and compatibility with active mineral working sites.

7.22 Issue 3 of this report discusses the option of providing recycling facilities for C&D waste if it is undesirable to transport materials from the south of the county to the growth areas to ensure a degree of self-sufficiency, whilst fulfilling a strategy of proximity. Recycling promotes the use of Buckinghamshire's own C&D waste. This meets the sustainability requirements of decreasing dependency and preserving primary aggregate supplies whilst achieving sustainable economic growth and minimising environmental consequences of mineral extraction and supply.

7.23 The existing BM&WLP supports the need to promote and increase the use of recycled aggregates and provides criteria for accepting proposals for C&D recycling facilities, permanent and/or temporary. Currently, temporary proposals are acceptable:

- At active mineral workings;
- Processing sites; or,
- Existing waste management facilities.

Additionally, temporary sites which are directly associated with construction, demolition and highways projects and fulfil all aspects of C&D waste recycling resulting directly from the project, will be supported only if the recycling operations are linked to the life of the construction/demolition project.

7.24 In attempting to meet the 600,000tpa apportionment for the recycling of C&D waste consideration must be given to the means of making provision for appropriate facilities. Achieving the regional target will require a number of facilities both existing and new to handle greater proportions of C&D waste that is to be recycled. Additionally, it might be possible to encourage imports from outside Buckinghamshire to be recycled within the County. This could reduce the demand for primary sourced material from existing mineral workings and possible new sites, reducing environmental impacts and prolonging the life of primary resources.

7.25 The submitted SE Plan encourages an increased number of processing facilities within the region to ensure all recyclable materials are processed in the region where possible. Policy W10 supports the need for new or expanded regional and pan-regional scale recovery and processing facilities, supported by a sub-regional network of bulking and sorting facilities.

7.26 Currently, if the County Council meets or even exceeds the 600,000 tpa recycling target, there is not a method in place whereby additional recycled materials allow for a decrease in the annual apportionment of primary materials. If the Government is to encourage greater recycling of C&D waste, then it is considered that the amount of this type of waste that is recycled should be offset against the county's apportionment of land won primary aggregate. The Council intends to lobby SEERA on this issue.

7.27 However, C&D materials will predominantly originate from construction projects which the District Councils are responsible for granting planning

permission. It would be a decision for the District Councils as to whether applications involving demolition processes included information relating to (on-site) recycling and/or re-use of C&D waste. It may be helpful for the County to work with the District Council's in attempting to achieve greater awareness and encouragement to applicants in recycling C&D waste on site.

QUESTION 5
Alternative Aggregates Production

In attempting to reduce the use of primary land-won sand and gravel and increase the supply of secondary and recycled aggregates should the County Council:

- i) Lobby SEERA to consider a reduction in the apportionment of landwon primary aggregate if C&D recycling targets are met?**
- ii) Work with the districts to encourage C&D re-use/recycling facilities in conjunction with new large-scale planning applications for the recycling of C&D waste?**
- iii) If yes, which criteria should we encourage the Districts to apply in District matter applications for the recycling of C&D waste?**
- iv) Which criteria would be appropriate for County matter applications?**

8 WASTE

- 8.1 Paragraphs 4.5 – 4.8 identified the requirement placed on EU member states to reduce the amount of waste sent to landfill and find alternative methods of waste management. The aim is to reduce the emission of greenhouse gases and potential pollution of groundwaters.
- 8.2 The submitted SE Plan identifies how we deal with waste as an integral part of its sustainable resource approach. Implementing the waste hierarchy acts to reduce energy resources used in the production of materials through re-using and recycling existing materials. Coupled with this is the potential to use the waste that cannot be recycled, for the generation of energy through recovery technologies such as Energy from Waste (EfW).
- 8.3 Reducing the amount of waste to landfill provides environmental benefits through ensuring the longer term safeguarding of existing void space. The husbanding of existing voidspace has been a key objective of County policy for many years.
- 8.4 RPG9 and the submitted SE Plan contain landfill diversion targets as discussed in section 4, that identify the need to reduce the amount waste sent to landfill and replace this with alternative methods of treatment recycling and recovery facilities. The Waste DPD Preferred Options consultation report identifies the total new non-landfill capacity that is expected to be needed to 2021.
- 8.5 The Waste DPD will allocate the required Preferred Areas, other locations and set out criteria to provide the alternative waste capacity. The Core Strategy therefore must provide the overarching principles for waste planning; including how Buckinghamshire is to cater for the residues from the recycling and recovery processes produced from its own waste and accommodate apportioned landfill imports from London. It will do this through strategic policies to husband existing landfill and identify new voidspace resulting from new mineral extraction proposals.
- 8.6 The Core Strategy DPD must also consider provision for the management and disposal of other forms of waste, including hazardous wastes (for which sub-regional mechanisms may be more appropriate).

- 8.7 Disposal of waste (e.g. landfill) is the least favoured waste management method identified in the waste hierarchy. Nevertheless, PPS10 states that whilst planning strategies should look to disposal as the last option, it is one that must be adequately catered for. There will always be some waste that cannot practicably be re-used, recycled or have resources recovered from it, and there will always be some residues from waste recovery processes that will have to be landfilled.
- 8.8 The Waste DPD Preferred Options (June 2007) indicates that Buckinghamshire will have an adequate amount of landfill for the life of the Waste DPD (2021) to provide for the residues of recycling and recovery processes. The Council estimates that the total landfill capacity available in Buckinghamshire at March 2007 stands at some 27 Mt (of which 25.4 Mt is classified as Non-hazardous/inert, and 1.4 Mt for inert), available at nine existing landfill sites. At 2021 we expect that 6.5 mt of Non-hazardous or inert capacity will remain. However at 2026 this could decline to 0.3 mt and one site (Calvert) will be the only remaining working landfill within the county (based on current consents).
- 8.9 Once worked, new Preferred Areas for the extraction of sand and gravel identified within the forthcoming Minerals DPD will provide additional inert landfill capacity. However, these will provide relatively modest voidspace. The Council recognises the need to optimise the new voidspace that becomes available. The life of such sites could become longer if recycling of construction and demolition (C&D) waste increases.
- 8.10 A key factor will be the provision to be made in Buckinghamshire for imported waste. The submitted SE Plan identifies the provision for London's declining amount of exports of waste being sent to landfill for each WPA. Buckinghamshire has a proposed apportionment of 2.7mt between the period 2006-2015, falling to 1.7mt in 2016-2025. However, these provisional apportionments will not become more certain until the Government's Proposed Modifications become available in late summer 2007.

Table 3: Estimated available capacities (m³ and tonnes) at 2007 and 2021 of landfill sites within Buckinghamshire (rounded)

Site Name	Waste Type	Consent Expiry Date	Estimated Capacity at March 2007 (m ³)	Estimated Capacity at March 2007 (tonnes)	Estimated Capacity at 2026 (m ³)	Estimated Capacity at 2026 (tonnes)
Calvert	Non-Haz/ Inert	2047	20,000,000	17,391,300 ¹	321,426	279,501
Wapseys Wood	Non-Haz/ Inert	2012	714,300	621,100 ¹	Completed	Completed
Springfield Farm	Non-Haz/ Inert	2026	8,250,000	7,173,900 ¹	Completed	Completed
Meadhams Farm	Non-Haz/ Inert	2020	250,000	217,400 ¹	Completed	Completed
Sub-Total	Non-Haz/ Inert	-	29,214,300	25,403,700	321,426	279,501
All Souls Farm	Inert	2009	157,000	104,700 ²	Completed	Completed
Warren Farm	Inert	2008	315,900	210,600 ²	Completed	Completed
Park Lodge	Inert	2011	550,000	366,700 ²	Completed	Completed
Spade Oak Quarry	Inert	2008	450,000	300,000 ²	Completed	Completed
East Burnham Quarry/ Beechwood Nurseries	Inert	2013	650,000	433,300 ²	Completed	Completed
Sub-Total	Inert	-	2,122,900	1,415,300	Completed	Completed
TOTAL	ALL	-	31,337,200	26,819,000	321,426	279,501

8.11 Currently, the County Council restricts the provision of new voidspace, and the enlargement of existing voidspace where a significant proportion of the waste to be dealt with would come from outside the region. Further, permission for such sites will only be granted where:

- the amount of imported waste to be landfilled within Buckinghamshire is declining;

- the exporting authority has met its recycling and recovery and diversion from landfill targets and is only the remaining that needs landfilling; and
 - by the end of the Plan period only provide for residual waste that has been subject to recovery processes or from which value cannot be recovered.
- 8.12 The Council's adopted minerals and waste local plan seeks to husband void space within engineered landfill sites and ensure that they are primarily used for the disposal of residual treated non-inert waste. Landraising, either inert or non-inert will only be permitted if the harm arising from such proposals is outweighed by the demonstrable gain in benefits.
- 8.13 It might, therefore, be prudent to apply greater husbanding of existing void space, where possible. However this must be considered against potentially prolonging the restoration of existing sites.
- 8.14 Alternatively, as a result of the decrease in existing, and the relatively modest voidspace from new mineral workings, it might be necessary to re-consider the issue of landraising in Buckinghamshire at existing landfill sites.
- 8.15 A key issue for the Core Strategy is how the Council is to approach the optimum use of existing landfill sites, and new voidspace which will become available from new mineral workings.

QUESTION 6 Landfill

In controlling the use of existing and new landfill voidspace during the plan period, subject in all cases to site-specific geological and environmental considerations, should new permitted voidspace:

- i) Be restricted to filling by residues from waste treatment/recovery processes; or**
- ii) Be restricted to filling by residues and by inert waste only; or**
- iii) Be allowed to be filled by any non-hazardous waste?**
- iv) Should the County Council reconsider its approach to landraising?**
- v) If yes, what do you think the Council's approach to landraising should be?**

ISSUE 7 Management of Hazardous Waste

- 8.16 Since the adoption of the Council's minerals and waste local plan in 2006, there has been a change in legislation of the disposal of specific waste streams, such as hazardous, agricultural and electrical wastes.
- 8.17 Wastes such as oil and construction and demolition hazardous wastes (which include contaminated soils and asbestos) make up 33% and 35% of hazardous waste respectively in the South East, which is predominantly landfilled.
- 8.18 Regional policy requires greater separation of such specific materials to facilitate increased resource recovery. This will therefore bring about a need to identify a small number of large scale specialist facilities to handle both hazardous wastes and source-separated materials serving large catchments or the region as a whole.
- 8.19 The Landfill Directive of 2004 has prohibited the co-disposal of hazardous and non-hazardous wastes to landfill. Therefore, hazardous wastes must be sent to landfill sites designated specifically for such wastes, or if the waste is stable and non-reactive, to a separate cell in an appropriate landfill site.
- 8.20 Policy 21 of the Council's adopted minerals and waste local plan supports the need to work with other adjacent waste planning and disposal authorities, the waste industry and Environment Agency to identify a sub-regional need for new hazardous waste management capacity. In order to achieve the necessary infrastructure of management options for hazardous wastes at the sub-regional level, the Council will wish to work with Regional Assembly (SEERA), and others, to explore wider catchments.
- 8.21 The geology of Oxford clay at Calvert landfill site is suitable for the construction of a cell for stable non-hazardous waste, subject to a licence from the Environment Agency. Calvert is the only such site within Buckinghamshire. This would allow the County a degree of self-sufficiency in the treatment and disposal of such wastes. The existing landfill and mineral extraction sites to the south of the County are not appropriate for the filling of such wastes due to the geology and presence of aquifers.
- 8.22 Alternative methods for managing hazardous wastes can involve treatment and processing facilities which breakdown the chemical components of the waste. The facilities to carry out the processes are expensive and require a range and sufficient quantities of such wastes to be economically viable. Planning for such facilities is more appropriate at the sub-regional level where a range of markets for such wastes will be available.
- 8.23 The Waste DPD Issues and Options (October 2006) asked whether sites for waste management facilities for 'other' waste streams (including hazardous wastes) should be identified, or if criteria for searching for such sites would be more favourable. Overall there was a split between

identifying criteria and allocating sites which deal with a range of waste types.

QUESTION 7
Management of Hazardous Waste

In developing a strategy to cater for Buckinghamshire's hazardous waste:

- i) As a strategy, should the County Council:
 - a) look to treat and dispose of Buckinghamshire's own hazardous waste where possible? or**
 - b) look to export hazardous waste for treatment and disposal elsewhere?****
- ii) If yes to a), which types of facilities should the Council encourage to achieve this strategy?**
- iii) Which location(s) would best suit the handling of hazardous wastes?**
- iv) What criteria do you consider most important in identifying specialist hazardous waste facilities?**

9 ENVIRONMENTAL PROTECTION

ISSUE 8
Designated Sites of National, Regional and Local Importance

- 9.1 The Government provides planning authorities with a range of environmental criteria to achieve a sustainable balance between the provision of mineral extraction sites and waste management facilities and the environment. Planning Policy Statement 9 (PPS9) “Biodiversity and Geological Conservation”, states that local planning authorities should ensure the potential impacts on biodiversity and geological conservation are fully considered when determining mineral and waste proposals. It is the role of the local planning authorities to ensure that appropriate weight is attached to designated sites of international, national and local importance. Such decisions should aim to maintain, enhance, restore or add to biodiversity and geological interests within the wider environment.
- 9.2 PPS10 provides locational criteria which must be considered in testing the suitability of sites and areas for waste management facilities. Protection of designations of national importance will need to be considered in relation to the impacts upon landscape, nature conservation and the historic environment and built heritage in Areas of Outstanding Natural Beauty (AONB) and Heritage Sites.

In addition, potentially adverse affects on sites of international and national importance for nature conservation must be considered (see Table 3).

Table 4: Sites of International and National Importance

International	National
<ul style="list-style-type: none"> • Special Protection Areas; 	<ul style="list-style-type: none"> • Sites of Special Scientific Interest
<ul style="list-style-type: none"> • Special Areas of Conservation 	<ul style="list-style-type: none"> • National Nature Reserves
	<ul style="list-style-type: none"> • Scheduled Monuments
	<ul style="list-style-type: none"> • Conservation Areas
	<ul style="list-style-type: none"> • Listed Buildings
	<ul style="list-style-type: none"> • Registered Parks & Gardens

- 9.3 MPS1 states mineral extraction cannot be permitted unless in exceptional circumstances on sites outlined in Table 3, and National Parks and AONBs (in Buckinghamshire’s instance, the Chiltern AONB).
- 9.4 Policy 24 of the adopted minerals and waste local plan states permission will not be given for mineral or waste developments which are likely to have a significant adverse affect on the environment of internationally and nationally important landscapes, nature conservation sites, archaeological sites, registered historic parks and gardens, and listed buildings.

9.5 Consistent with national policy, Policy 25 of the adopted minerals and waste local plan states that a number of locally important environmentally sensitive areas should only be considered by the County Council if it is shown the development is necessary to meet an essential need which cannot satisfactorily met by any other means.

9.6 Depending on future circumstances, it might become necessary to consider such locations as suitable for mineral/waste development. As discussed earlier, minerals can only be worked where they are found. Therefore, in future there might be pressure to extract economically viable material at such locations. If such proposals could fall to be considered, there might be merit in providing an order to which site should/should not be considered for such development.

9.7 The locally-important environmental areas for Buckinghamshire include:

• Areas of Attractive Landscape (AALs)	• Common Land
• Country Parks	• Conservation Areas
• Areas of Conservation Importance	• Ancient semi-natural woodland
• Colne Valley Park	• Village Greens
• Local Nature Reserves	• Airfields in current use

9.8 The issue for the Core Strategy is whether the County Council should ever consider development at locally important environmental sites, and whether some local designations should be prioritised over others. In the Council’s early Stakeholder Questionnaire, 69% of respondents favoured treating the locally-important areas as equally important.

QUESTION 8 Protection of Designated Environmental Sites	
<p>In meeting the needs of the County and continuing to protect the environment of Buckinghamshire should the County Council:</p>	
<p>i)</p>	<p>Look to locally-important environmental areas (see paragraph 9.7) if it is the last possible option for mineral and/or waste development?</p>
<p>ii)</p>	<p>Should any of the categories in the table in paragraph 9.7 be:</p> <p>a) Subject to stronger protection than the others (if so which)? or</p> <p>b) Subject to lesser protection than the others (if so which)? or</p> <p>c) Should they all be subject to equal protection?</p>

ISSUE 9 Protection of Amenity

- 9.9 Mineral extraction and waste management facilities are forms of development which can generate many levels of disturbance for peoples' amenities. The Council recognises the public concern that exists in connection with potential disturbance from mineral extraction/restoration and waste management operations.
- 9.10 The Waste Development Plan Document Preferred Options outline the need to identify additional waste management facilities to handle some 1.6 million tonnes of waste each year. These facilities such as EfW or "biological" recovery plant, will take a 'permanent' form whereby the plant could last 25 years or so. Any potential impacts on amenity are also likely to be longer term and will require suitable effective mitigation.
- 9.11 Mineral proposals however are considered to be 'temporary' whereby mineral workings will be restored to an agreed afteruse once the extraction is completed in ways set out in the planning permission. Arguably, therefore, a somewhat lower level of mitigation may be acceptable because potential impacts would only last for a shorter period of time.
- 9.12 Currently, Policy 28 of the BM&WLP seeks to ensure any proposed mineral extraction or waste development will not be granted planning permission if it is likely to cause significant levels of:
- disturbance to the amenity of those effected by such proposals, both near to the site and on routes to and from it;
 - from a number of existing mineral or waste workings in an area at the same time; or,
 - those resulting at one larger site from a number of separate operations.

Criteria to be considered are:

Table 5: Criteria to be considered on impact of amenity

Criteria	Example
Noise	Number of permitted vehicle movements
Vibration	From vehicle movements
Dust	From mineral extraction
Fumes	Vehicle movements
Gases	Landfill sites
Odour	Landfill sites
Illumination	Emanating from any permitted development
Litter	Landfill Sites
Birds	Landfill sites and mineral restoration areas
Pests	Landfill sites

- 9.13 In order to establish what constitutes 'significant adverse levels of disturbance' the nature of specific proposals will be considered in relation to the possible impacts above. Consultation will occur at the application

stage to establish any concerns over impact on amenity issues and appropriate mitigation measures.

- 9.14 Responses to the stakeholder questionnaire offered a number of suggestions as to possible additional amenity criteria to those above, such as permitted vehicle movements and emissions.

QUESTION 9 **Protection of Amenity**

In developing a policy on protecting amenity:

- i) Should the County Council consider amenity criteria differently, depending upon whether facilities are ‘temporary’ or ‘permanent’?**
- ii) If yes, which do you consider to be more appropriate for ‘permanent’ developments? (see Table 5)**
- iii) If yes, Which do you consider to be more appropriate for ‘temporary’ developments? (see Table 5)**
- iv) Can amenity requirements be lower for ‘temporary’ developments?**

ISSUE 10 **Buffer Zones**

- 9.15 In order to protect sensitive land uses (homes, schools, hospitals etc) from the adverse effects of mineral and waste development, the County Council currently applies a buffer between the proposed development and any adjoining sensitive areas (the distance is agreed at application stage). Buffer distances are also applied to safeguard economically viable mineral deposits from sterilisation from other forms of development.
- 9.16 The question of appropriate separation is difficult. For example, if applied buffer distances are ‘too generous’, the amount of economically viable material that can be extracted will decrease. This could potentially increase the need for further mineral sites to provide the material which could have been supplied from the restricted site. Conversely, ‘too small’ buffering separation can result in unacceptable reductions in amenity for adjacent sensitive land uses.
- 9.17 The capacity of waste facilities can also be affected by inappropriate distances between the waste use and sensitive developments. A restriction in the working capacity of the waste site is a possibility if a proportion of the site cannot be utilised for part of the waste use. The Council could therefore need to provide further waste management sites.
- 9.18 The County Council is therefore faced with a need to provide guidance on appropriate distances between sensitive uses and mineral workings or waste development. This is to provide protection of amenity whilst

providing the necessary waste management capacity and ensuring the County's need for minerals is met.

- 9.19 Tables 5 and 6 show the Council's indicative buffer distances used for the control of mineral extraction and waste landfilling and of new permanent waste facilities respectively. The distances may be increased or reduced depending on the individual circumstances of the proposal, agreement to which is carried out at the planning application stage. If such a buffer cannot be provided, the Council's adopted policy (Policy 29 of the BM&WLP) states that such proposals will not be permitted.
- 9.20 However, the Council is aware the appropriateness of a given buffer zone need to take into account the variety in scale and size of site, materials and type of machinery involved in processing of materials in conjunction with the specific environmental conditions such as the site location, topography and the surrounding area.
- 9.21 The stakeholder questionnaire asked whether the existing distances were appropriate and if other distances should be considered. 51% agreed with the existing distances. The 49% who did not, provided a range of distances ranging from 300m to 1500m. Some respondents stated the distances should be based on a site-by-site basis, and suggested distances provided should be of minimum.

Table 6: Indicative Buffer Zones for Mineral Extraction and Landfilling

Distance	Use
200m	Open Land
100m	Tree belt 100m plus in depth and major road
100m	Landscaped bund minimum height 5m

Table 7: Indicative Buffer Zones for New Permanent Waste Facilities

Distance	Use
250m	Composting; Anaerobic Digestion; Mechanical Biological Treatment; Pyrolysis & Gasification; Large/small scale thermal treatment plants; Landfill gas plant; Waste transfer
100m	Recycling processing facilities (MRFs) and small scale facilities (HWRCs)
50m	Leachate treatment plant (enclosed, 200m if external)

QUESTION 10
Buffer Zones

In ensuring that the amenity of sensitive receptors is protected from mineral and waste development:

- i) Should the County Council continue to provide indicative buffer distances?**
- ii) If yes, are the distances in Table 6 appropriate? (if no what distances would you recommend?) and,**
- iii) Are the distances in Table 7 appropriate? (if no what distances would you recommend?)**
- iv) Should the above distances be treated as:**
 - a) minimum buffer distances? or**
 - b) maximum buffer distances? or**
 - c) starting distances open for discussion at the application stages with the possibility to be increased or reduced?**
- v) Are there any other alternative methods the Council should use to consider suitable separation distances between mineral/waste developments and sensitive land uses?**

10 DEVELOPMENT CONTROL

ISSUE 11 Sustainable Transport

- 10.1 National and regional policy provides guidance on ensuring local authorities seek to minimise the impact of transport of all forms of waste and minerals and construction materials.
- 10.2 PPS10 emphasises the need for communities to take greater responsibility for the waste they generate. In assessing appropriate sites for waste management use it favours additional transport modes other than road transport, where it is deemed practicable and beneficial. To ensure the sustainable handling of waste, it is recommended that waste to be disposed of at one of the nearest appropriate installations so as to reduce the associated impacts of transport use (emissions/noise).
- 10.3 Existing regional policy and the submitted South East Plan state that policies in MWLDFs should encourage the use of alternative sustainable methods of transport for the movement of waste through rail and water borne transport wherever possible.
- 10.4 MPS1 favours the bulk transportation of minerals by rail or water to reduce the environmental impact of road transport. RPG9 and the submitted South East Plan enhance this further through the encouragement of wharves and rail depots to aid such sustainable transport movements, proximity to markets being one criteria which to assess the need for such facilities.
- 10.5 Issue 3 above discussed the need to transport primary aggregate from the south of the county to the growth areas in central and north Buckinghamshire. If Buckinghamshire were to seek to be self-sufficient in its approach to aggregate supply, possibilities for the greater movement of minerals by rail or water should be explored. However, providing the appropriate infrastructure in the right places will not be easy.
- 10.6 If imports of aggregate into the county are to satisfy the demand for mineral in the growth areas, rail depots and wharves could be required to accept the mineral or C&D waste.
- 10.7 Significant movements of mineral or waste are likely to be only south-north. Policy 30 of the BM&WLP supports the need to minimise adverse impacts resulting from the transportation of minerals and waste. Proposals wherever possible, should demonstrate alternative methods to road transport, including the use of rail, waterways, conveyors and pipelines. The Plan currently safeguards two rail aggregate depots, at Aylesbury and Iver. If road is the only possible method of transport, suitability and capacity of available access roads to the main access of a Strategic Highway Network (SHN) will be taken into account in the decision-making process.

- 10.8 However there is greater flexibility for the more sustainable transport of waste than for minerals. Although the greater use of rail and water movement will remain a desirable objective, the key will be to develop networks of waste management facilities that are well-located to where waste arises. This will reduce the length of road-borne waste movements. Other relevant factors will be the range/mix/size of waste sites available and possibilities for co-location.

QUESTION 11
Sustainable Transportation of Waste

In providing more sustainable transportation of movement of waste within Buckinghamshire:

- i) Should the Council favour the development of waste facilities that:**
 - a) meet local needs and are proximate to where waste arises?**
 - b) are more remote but are served by transport modes other than road?**
 - c) are co-located but which require movements of waste over long distances even if served by road?**
- ii) Should priority be given to facilities which are:**
 - a) adjacent to a Strategic Highway Network (SHN)? or,**
 - b) are more proximate to waste but are not located adjacent/near to a SHN?**

ISSUE 12
Restoration and Aftercare

- 10.9 The County Council recognises the degree of visual intrusion and disturbance to the landscape mineral extraction and waste management sites can cause. Where such sites are temporary, suitable restoration and aftercare schemes are carried out to enable an acceptable after-use of the land within an acceptable time-frame. The implications of “permanent” waste facilities are clearly different and argue for a higher level of design of facilities.
- 10.10 MPS1, and in more detail MPG7 provide a number of criteria which the LPA must consider in planning for the restoration of mineral extraction sites. MPAs must ensure land is reclaimed at the earliest opportunity through agreement of restoration/aftercare schemes submitted with the planning application.
- 10.11 MPG7 provides detail and methods on the types of restoration schemes possible, namely; use for agriculture; forestry; or amenity through

increased public benefit and access. Methods which treat and enhance the land such as planting, cultivating, watering and draining are often used.

- 10.12 The aim of restoration and subsequent aftercare schemes is to ensure the outcomes of restoration are beneficial to the local area. Appropriate restoration should have regard to providing a suitable sustainable after use which benefits and is appropriate to the local area (for example, environmental, social or economic gain). The majority of land restored in Buckinghamshire is back to an agricultural use. However, arguably, in the case of the least productive land it might be better to seek to improve quality or to promote alternatives (forestry, recreation or biodiversity).
- 10.13 Policies 31 and 32 of the adopted minerals and waste local plan encourage the restoration and aftercare of existing and former mineral and waste management sites. Aftercare schemes, lasting generally for five years after completion of the working of the site is required by the Council, either for agriculture, forestry or amenity use.
- 10.14 Conditions of older formerly restored mineral workings can become environmentally poor over time if the restoration scheme is not to a high standard or the aftercare scheme was not suitable over a long period of time. It is important to ensure unsatisfactorily restored former mineral workings are restored. This would lead to a significant improvement to the standard of the environment and amenity for the local area.
- 10.15 Policy 32 favours and encourages proposals to secure the improvement of restoration at old mineral extraction and waste disposal sites, particularly those within the Colne Valley Park to support the long-term aims and objectives of the Colne Valley Park Regional Park Strategy.
- 10.16 As time progresses however, a number of other former sites might need additional aftercare. Alternatively the site might have had a temporary restoration scheme whereby the permanent use was not undertaken or not required for economic reasons at the time. In these circumstances, an updated application might be made to support the renewed restoration of such an area which might be for a possible alternative afteruse. There is an issue here whether the application should be for improved restoration of the existing temporary afteruse, or allow for a different afteruse or new proposals if they do not conflict with the sustainability objectives in section 3.
- 10.17 Even though the Council tries to avoid any temporary impact mineral workings can have on local amenity over a period of time, restoration schemes can provide a form of community gain for such an intrusion into the local environment. If the restoration scheme is to benefit the wider community, economically, socially or environmentally, there is an issue as to the influence local residents could have in deciding what this restoration might be. A balance will need to be drawn between the role communities have in deciding what the restoration might be, the landowner submitting the scheme application and the planning authority who determine whether such a scheme is appropriate for the local area.

QUESTION 12
Restoration and Aftercare

In developing a policy to ensure appropriate restoration and aftercare of mineral extraction and waste management sites:

- i) Should the County Council favour restoration proposals that only satisfy the needs of the worked site? or**
- ii) Should the restoration be planned so as to provide gains to the wider local area be it economic (agricultural/forestry), social (recreational) or environmental (woodland/habitat/biological)?**
- iii) If the original land-use was of agricultural land grading of 3b-5, should the Council encourage this land to be restored to:
 - a) agricultural use?**
 - b) if so, should we try to improve the quality?****
- iv) How could the County Council encourage the restoration of unrestored land?**
- v) What degree of influence should the local community have in deciding the restoration and aftercare schemes?**
- vi) Are there further considerations the County Council should apply in developing policy for the restoration and aftercare of such sites?**

ISSUE 13
Planning Obligations and Developer Contributions

- 10.18 Restoration and aftercare schemes are likely to require significant financial investment if they are to be successfully completed to high environmental standards, agreed at the application stage. Paragraph 70 of MPG7 says that applicants should be made aware from the outset of the financial costs involved in aftercare proposals, and also how they can make provision for them.
- 10.19 National policy states that planning authorities cannot normally require bonds or other financial guarantees to underpin planning conditions. However planning obligations may be appropriate to support the after-use of the site, including provision of recreation or conservation activities. MPG7 continues by saying any planning obligations which are sought should fairly and reasonably relate in scale and kind to the proposed development.
- 10.20 In certain circumstances, planning obligations or developer contributions can be negotiated with applicants for planning permission to:
- prescribe the nature of the development;
 - Secure a contribution from a developer to compensate for loss or damage created by a development; or
 - To mitigate a development's impact.
- 10.21 One form of planning obligation is the provision of a financial guarantee so the MPA can complete the restoration of the working site if it is not properly restored. Policy 38 of the adopted minerals and waste local plan currently seeks planning obligations where planning conditions cannot secure suitable planning control on a site at the application stage. It also states planning permission might be refused where a restoration and performance bond is not completed. However, as MPAs cannot refuse planning permission because an operator has not provided a bond, it may be necessary in future to require the operator to provide satisfactory evidence that funds will be available to complete the proposed restoration and aftercare scheme. Alternatively the Council might seek to give priority in granting consents to operators who belong to an industry guarantee restoration scheme.
- 10.22 One form of contribution is a one-off payment (developer contribution) submitted by developers to provide relevant facilities. 89% of respondents to the stakeholder questionnaire agreed the Core Strategy DPD should include policies that impose requirements on non-waste related development for a financial contribution to waste minimisation and/or waste processing facilities of capacity equivalent to the demand created by that development.

QUESTION 13a
Financial Guarantees

In developing a policy which provides a form of financial guarantee for restoration and aftercare schemes:

- i) Should the Council look to ensuring developers provide suitable financial information for the provision of aftercare schemes? or**
- ii) Should the Council favour operators belonging to an industry restoration scheme when granting consents for new mineral and landfill workings?**
- iii) Should the Council only seek assurances in the case of operators with an unsatisfactory record, or in the case of an innovative process?**
- iv) What form should this assurance take?**

Question 13b
Developer Contributions

- v) Should the County Council seek to gain developer contributions on non-waste related development for waste minimisation and/or waste processing facilities as part of that development through:
 - a) negotiation by the County Council at the application stage?**
 - b) encouraging policies in the District Local Development Documents?****
- vi) Are there other methods the Council should identify to seek a financial contribution from developers towards mineral or waste proposals?**

11 MONITORING

ISSUE 14 Annual Monitoring

- 11.1 Under the Planning and Compulsory Purchase Act 2004, an Annual Monitoring Report (AMR) is required as part of the LDF. The primary role of the AMR is to monitor the effectiveness of the policies and proposals in Minerals and Waste Development Plan Documents and the current status of MWDPD production.
- 11.2 The objectives of the AMR as set by Central Government are to determine:
- whether the targets set out in the MWDPDs are being met, are on target to be met; and if not the reasons why;
 - what impact the MWDPD policies are having on other targets set out at national, regional, sub-regional or local level;
 - whether any policies need to be replaced or amended to meet sustainable development objectives;
 - what action is needed to be taken if policies need changing as a result of the monitoring of policies and targets;
 - any problems encountered in preparation of the Annual Monitoring Report and how these may be dealt with in next year's report.
- 11.3 The Council will therefore need to provide a number of local targets which will allow the Council to monitor the policies within the Waste, Minerals and Core Strategy DPDs. Currently the AMR must include Government's Core Output Indicators (COIs):
- Mineral Production in Buckinghamshire, including Core Output Indicators 5a and 5b;
 - Waste management in Buckinghamshire, including Core Output Indicators 6a and 6b;
- 11.4 At present, monitoring concentrates upon the production of minerals and the management of waste. It does not fully deal with the environmental consequences of these activities.
- 11.5 To ensure the policies derived from this issues and options consultation deliver the spatial vision and strategic objectives, a number of local output indicators will be needed. The indicators should allow for consistent monitoring of the performance of policies and proposals, year on year with a view to identifying where the LDF needs to be altered in some way.
- 11.6 Currently the Council can only monitor the local targets of:
- Planning applications dealt with in the 8 and 13 week period; and,
 - Monitoring and enforcement of landfill sites within Buckinghamshire.
- 11.7 The Council will therefore need a number of new indicators specific to the adopted LDF. The Council will use the COIs outlined above. To develop

indicators locally specific to Buckinghamshire, two methods of selection are possible:

- Monitoring of targets which are applied within policies themselves; and,
- Indicators which relate to the sustainability objectives and policies.

11.8 The indicators and targets will relate to the policies resulting from this Issues and Options consultation document. The Council would like to develop a range of indicators and targets which relate specifically to the responses you have provided, where possible.

11.9 The Community Strategy has developed a number of indicators which are monitored to ensure the outcomes are being achieved: These include the levels of key air pollutants and carbon dioxide emissions by sector and per capita emissions.

QUESTION 14 Annual Monitoring

In producing an Annual Monitoring Report each year:

- i) Should the County Council derive the targets from the sustainability objectives (Table 2)?**
- ii) If yes, what type of targets/indicators would be most appropriate?**
- iii) If no, what other approach should the Council apply in the monitoring of its objectives and policies?**
- iv) Are there source others than those identified, of targets/indicators/data you know of which could assist us in monitoring our policies?**

12 FEEDBACK

- 12.1 Thank you for your consideration of the issues raised in this Report. Comments are invited in response to the issues raised, or on any matter associated with the future strategic planning for the provision of minerals and waste in Buckinghamshire.

QUESTION 15 Anything else?

Do you have any other comments on any matter associated with the strategic mineral and waste planning principles for the Core Strategy?

We would like your views on these matters:

We need to know what you think

The statutory consultation period to respond is 16 July to 31 August 2007.

- 12.2 Please use the Response Form enclosed with this consultation document for your answers and return it to us by **31 August 2007**.

or you can respond by e-mail to local_plan@buckscc.gov.uk

All comments must be received within this period and can be sent to:

**Core Strategy DPD Consultation
FREEPOST RLZY-THBC-AHHL
Buckinghamshire County Council
County Hall
Aylesbury
HP20 1UY**

The document can also be inspected at (and further copies of the Response Form obtained from):

- Local Libraries
- District Council Offices
- On-line

13 GLOSSARY

Acronym	Term	Definition
	Aggregates	Sand, gravel and crushed rock (known as primary aggregates) and other mineral waste such as colliery spoil, industry wastes and recycled materials (known as secondary aggregates). Aggregates are used in the construction industry to produce concrete, mortar, asphalt, etc.
	Alternatives	Different ways of achieving the Plan objectives. Sometimes referred to as Options.
AMR	Annual Monitoring Report	A report that presents an analysis of existing ('saved') policies, progress on the Local Development Scheme (see below) and note if any adjustments to the scheme are needed.
AONB	Area of Outstanding Natural Beauty	Areas of land designated under the National Parks and Access to the Countryside Act 1949, where the primary purpose is the conservation and enhancement of natural beauty, which includes protecting flora, fauna, geology and landscape features. The Countryside Agency is responsible for formally designated AONBs and advising on policies for their protection. Much of southern Buckinghamshire is within the Chilterns AONB.
AQMA	Air Quality Management Area	Area designated (under the Environment Act) by local authorities following local assessment of air quality where individual pollutants are forecast to exceed standards defined in the National Air Quality Strategy.
	Biodegradable	Waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard
BMW	Biodegradable Municipal Waste	Waste from households, that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard
BPEO	Best Practicable Environmental Option	The outcome of a systematic and consultative decision making procedure, which emphasises the protection and conservation of the environment across land, air and water. The BEPO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term. – Now replaced by SEA
	Borrow Pit	Mineral working to provide materials for a specific and major construction project and normally close to the works.
	Buffer zone	Safeguarding area around dwellings and other sensitive developments and areas to protect them from the most immediate damaging effects of mineral working and waste disposal.

Acronym	Term	Definition
C & D	Construction and Demolition Waste	Waste arising from construction and demolition activity and often referred to as inert. It forms a sub-group of Industrial Waste. Although often described as inert, that can be misleading as C & D waste may include material such as timber, paper and paint, which need to be separated out if the waste is to be re-used, e.g. as inert fill, or if disposed of at a site licensed only for inert waste.
C & I	Commercial and Industrial Waste	Waste arising from premises used for industry, trade or business, and hence may include a wide range of waste material. – Commercial waste does not include sewage.
	Conservation Area	Area of special architectural or historical interest
	Cumulative Effects	Effects that result from changes caused by a project, plan, programme or policy in association with other past, present or reasonably foreseeable future plans and actions.
DCLG	Department for Communities & Local Government	The job of this Department is to help create sustainable communities, working with other Government departments, local councils, businesses, the voluntary sector, and communities themselves.
DPD	Development Plan Document	A Local Development Document which forms part of the statutory development plan, including the Core Strategy, Proposals Map and Area Action Plans.
EA	Environment Agency	Public body for protecting and improving the environment in England and Wales.
GOSE	Government Office South East	The Government Office for South East England is the regional arm of Central Government in the South East, particularly the Departments for Communities & Local Government, Education and Skills, Trade and Industry, Transport; Culture, Media and Sport, Environment, Food and Rural Affairs and the Home Office. GOSE works to influence contracts and develop government programmes and initiatives at a regional and local level, by working in partnership with relevant organisations to meet local needs.
HWRC	Household Waste Recycling Centre	Supervised facilities where members of the public can bring and discard of a variety of household waste. HWRCs typically cater for paper, plastic, metal, glass and bulky waste such as tyres, refrigerators, electronic products, waste from DIY activities and garden waste.
	Indicator	Measurement of change to a system or objective

Acronym	Term	Definition
	Inert landfill	Waste which does not give rise to significant quantities of toxic leachate or landfill gas and which does not easily decompose. This generally consists of clean excavated materials from civil engineering projects, construction and demolition wastes etc
JMWMS	Joint Municipal Waste Management Strategy	The Buckinghamshire Joint Municipal Waste Management Strategy (JMWMS) sets out proposals for the management of Municipal Solid Waste (MSW) produced in Buckinghamshire to 2025. The JMWMS has been produced by the authorities responsible for waste collection and disposal within the county combined into a body known as the <i>Waste Partnership for Buckinghamshire</i> ("the Partnership"). The JMWMS is programmed for agreement by the Partnership for submission to Government in early 2007.
	Landfill	The disposal of waste material by tipping into voids in the ground.
	Landbank	The quantity of mineral remaining to be worked at sites with planning permission for mineral working – usually expressed as the number of years that permitted reserves will last at the indicated level of supply and given rate of extraction.
	Listed Building	Building included on a list of buildings of architectural or historic interest
LDD	Local Development Documents	The Planning and Compulsory Purchase Act 2004 states, Local Development Documents will comprise both statutory Development Plan Documents and non-statutory Supplementary Planning Documents. LDDs are likely to include core policies, area action plans, proposal map, site-specific policies and a Statement of Community Involvement.
LDF	Local Development Framework	A folder containing a number of documents including LDDs setting out a local authority's policies for meeting the economic, environmental and social aims of its area.
LDS	Local Development Scheme	A timetable and project plan for the production of all the LDDs relating to a LDF.
LATS	Landfill Allowance Trading Scheme	A scheme whereby waste disposal authorities are allocated allowances for the amount of biodegradable municipal waste that can be disposed of to landfill.
LDS	Local Development Scheme	A timetable and project plan for the production of all the LDDs relating to a LDF.
	Mitigation	Measures to avoid, reduce or offset the adverse effects of the plan on sustainability
	Monitoring	Check of effectiveness of policies
	mt	Million Tonnes

Acronym	Term	Definition
MWLDF	Minerals and Waste Local Development Framework	A collection of LDDs (see above) relating to mineral and waste issues.
MWLDS	Minerals and Waste Local Development Scheme	A timetable and project plan for the production of all the LDDs (see above) relating to mineral and waste issues.
MSW	Municipal Solid Waste	More commonly known as rubbish, trash or garbage — consists of everyday items such as product packaging, grass clippings, furniture, clothing, bottles, food scraps, newspapers, appliances, paint, and batteries.
MWMS	Municipal Waste Management Strategies	A strategy produced by local authorities to deliver more sustainable waste management and break the link between economic growth and the amount of waste produced so that the disposal of waste is the last option for dealing with it.
	Objective	Statement of what is intended, specifying the desired direction of change
ODPM	Office of the Deputy Prime Minister	The former Office of the Deputy Prime Minister was the immediate predecessor to the Department for Communities & Local Government (DCLG) – see above.
PPG	Planning Policy Guidance	Guidance issued by DCLG, setting out the Government's policy on planning issues.
PPS	Planning Policy Statements	New guidance issued by DCLG, setting out the Government's policy on planning issues. These will replace PPGs.
	Preferred Area	Area where there will be a general presumption in favour of mineral extraction being granted planning permission – subject to specific planning considerations
PDL		Previously Developed Land
	Recycled Materials	Aggregate materials that are recovered from construction and demolition processes and from excavation on construction sites.
RPG	Regional Planning Guidance	Strategic Planning Guidance for the South East (see below) produced by GOSE. The Waste and Minerals part of the plan cover the period from 2001 to 2026.
RSS	Regional Spatial Strategies	Strategy setting out the Government's planning and transport policy for each region for a 15-20 year period
RWS	Regional Waste Strategy	Strategic Strategy that sets regional targets for the diversion from landfill to recycling and composting.
SA	Sustainability Appraisal	A single appraisal tool which provides for the systematic identification and evaluation of the economic, social and environmental impacts of a proposal

Acronym	Term	Definition
SAC	Special Area of Conservation	An SSSI (see below) additionally designated a Special Area of Conservation.
SAM	Scheduled Ancient Monument	Nationally important archaeological site included in the Schedule of Ancient Monuments
SCI	Statement of Community Involvement	Document setting out how the community will be consulted on major planning applications and in the preparation of the Local Development Framework
	Scoping	Process of deciding the scope and level of detail of the SEA
	Screening	Process of deciding if a plan or programme requires an SEA or other assessment
SEA	Strategic Environmental Assessment	A process to ensure that significant environmental effects arising from policies, plans and programmes are identified, assessed, mitigated, communicated to decision-makers, monitored and that opportunities for public involvement are provided
SEERA	South East England Regional Assembly	The representative body of local authorities, plus social, economic and environmental partner organisations in South East England. Created under Regional Development Agencies Act 1999, Regional Assemblies have various functions, one of which is the preparation of Regional Spatial Strategies – the one for this part of the country being better known as The South East Plan.
SE Plan	The South East Plan	The Regional Spatial Strategy (RSS) for South East England
	South East	The area covered by both GOSE and SEERA (refer above) this includes the geographical counties of Buckinghamshire, Berkshire, East Sussex, Hampshire, Isle of Wight, Kent, Oxfordshire, Surrey and West Sussex.
SSSI	Site of Specific Scientific Interest	Sites of Special Scientific Interest. Areas of national nature conservation or wildlife importance protected under the Wildlife and Countryside Act 1981, as amended by the Countryside and Rights of Way Act 2000. SSSIs are identified by English Nature.
	Waste Hierarchy	A hierarchy of approaches to waste management, with 'reduction' the most preferred approach, followed by 're-use'; 'recycling, composting or energy recovery from waste'; and finally 'disposal'.
WCA	Waste Collection Authority	
WDA	Waste Disposal Authority	Local authority responsible for the collection of waste in their administrative boundary and its disposal
WTS	Waste Transfer Station	A facility where waste is unloaded in order to permit its preparation for further transport for recovery, treatment or disposal elsewhere.

Appendix A – Existing BM&WLP Policies to be Updated throughout the MWLDF

Policy to be updated	Document
Policy 1: Overarching Minerals Extraction Principles	CSDPD
Policy 2: Aggregates Landbank	CSDPD
Policy 3: Preferred Areas for Sand and Gravel Extraction	MDPD
Policy 4: Area of Search	MDPD
Policy 5: Borrow Pits & Other Windfall Sites	CSDPD
Policy 6: Alternative Aggregates Production	CSDPD
Policy 7: The Transport of Aggregates	MDPD
Policy 8: Other Minerals	CSDPD
Policy 9: Oil Exploration	CSDPD
Policy 10: Overarching Waste Management Principles	WDPD
Policy 11: Imported Wastes and Landfill Sites	CSDPD
Policy 12: Integrated Waste Management	CSDPD
Policy 13: Recycling Composting Facilities	WDPD
Policy 14: Household Waste Recycling Centres (HWRCs)	WDPD
Policy 15: Waste Transfer Facilities	WDPD
Policy 16: Anaerobic and Mechanical – Biological Treatment Plant	WDPD
Policy 17: Energy from Waste Plant	WDPD
Policy 18: Landfill and Landraising	CSDPD
Policy 19: Calvert Landfill Site	CSDPD
Policy 20: Landfill Gas Collection & Energy Recovery	CSDPD
Policy 21: Hazardous Wastes	CSDPD
Policy 22: Inert Wastes and Inert Waste Recycling	CSDPD
Policy 23: Sewage Treatment Works & Management of Sewage Sludge	CSDPD
Policy 24: Protection of Key Environmental Assets	CSDPD
Policy 25: Protection of Other Environmentally Important Sites & Features	CSDPD
Policy 26: Protection of Agricultural Land	CSDPD
Policy 27: Protection of The Green Belt	CSDPD
Policy 28: Amenity	CSDPD
Policy 29: Buffer Zones	CSDPD
Policy 30: Proximity Principle and Sustainable Transport	CSDPD
Policy 31: Restoration and Aftercare	CSDPD
Policy 32: Restoration of Old Sites	CSDPD
Policy 33: Groundwater and Floodplain Protection	CSDPD
Policy 34: Aviation Safeguard Areas	CSDPD
Policy 35: Best Practicable Environmental Option	WDPD
Policy 36: Planning Application Issues	CSDPD
Policy 37: Environmental Assessment	CSDPD
Policy 38: Planning Obligations	CSDPD
Policy 39: Site Monitoring and Enforcement	CSDPD
Policy 40: Plan Monitoring	CSDPD

