West Berkshire Minerals and Waste Development Plan Document

Issues and Options, January 2014

West Berkshire Local Plan

West Berkshire Council

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1.1 Introduction

1.1 West Berkshire previously worked together with the other unitary authorities that made up the former county of Berkshire on minerals and waste plan making. As such the Replacement Minerals Local Plan for Berkshire Including the alterations adopted in 1997 and 2001 (RMLP) and Waste Local Plan for Berkshire, adopted in 1998, (WLPB) currently form the planning policy context that guides minerals and waste developments in the former county area, and provides the framework for making development management decisions on minerals and waste planning applications in West Berkshire. Some of the policies within these plans have been saved, in accordance with the Planning and Compulsory Purchase Act 2004, to provide the basis for planning decisions until such time as they are replaced.

1.2 Since the adoption of the Replacement Minerals Local Plan for Berkshire and the Waste Local Plan for Berkshire the way in which West Berkshire should plan for the future has changed significantly.

1.3 The Issues and Options consultation stage of development plan preparation used to be a formal stage in the preparation of a development plan, however the government no longer specifies the exact detail of how a local development plan document, such as the West Berkshire Minerals and Waste Development Plan Document (WBMWDPD), must be prepared. Since the adoption of the National Planning Policy Framework (NPPF), and cancellation of PPS12, there is, currently, no government guidance on how development plans should be prepared.

1.4 In April 2012 the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2012 came into force. These are current regulations that must be complied with when producing a local development plan document. Regulation 18 of these regulations confirms that the local planning authority must notify persons that the planning authority proposes to prepare a plan, and to invite such persons to make representations to the planning authority in respect of what a local plan, with that subject, ought to contain.

1.5 In accordance with the regulations this Issues and Options consultation document has been produced to ensure compliance with Regulation 18 and therefore will be consulted on with a wide range of stakeholders, and the comments received will be taken into account by West Berkshire Council and used to develop the WBMWDPD that will be subject to an independent Examination in Public prior to adoption.

1.6 The consultation period on this Issues and Options for the WBMWDPD will run for 6 weeks between Friday the 17th January 2014 and Friday the 28th February 2014.

1.7 Alongside this Issues and Options consultation we are also launching our call for sites, this matter is discussed further below, as issue number 27.

1.8 We want as many of the citizens and workers of West Berkshire, as possible, to get involved in shaping the future of minerals and waste development in West Berkshire, therefore we would welcome any comments that any stakeholder may wish to make. Whilst we would encourage respondents to provide their views upon the options and issues identified by the authority in this document, we would also welcome comments on the evidence based documents that have been developed to inform this initial consultation. The three key documents in this regard are the Local Aggregates Assessment, the Local Waste Assessment and the Interim Sustainability Appraisal / Strategic Environmental Assessment report. These can be found via the Council's Website www.westberks.gov.uk/mwdpd

1.9 We will bring the Issues and Options for the WBMWDPD out into the community through a series of public displays during the consultation period. Planning Officers will be on hand to answer your questions. We welcome as many people as possible so please keep an eye out for our adverts in local media, alternatively contact us to find out where we will be.

1 Introduction

1.10 You can view the Issues and Options for the WBMWDPD consultation document and supporting information online, or at the Council offices on Market Street, Newbury or online at any of the local libraries.

1.11 We would prefer you to make your comments online via our website at:

- www.westberks.gov.uk/mwdpd

1.12 However you can also let us know your views by email, post, fax or at our public displays. Alternatively, if you would simply like more information on the consultation or help to comment online, please phone and speak to a member of the minerals and waste planning policy team.

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2.1 The next stages of the WBMWDPD

2.1 Following the completion of the Issues and Options consultation on WBMWDPD all the responses will be used to inform the development of the Plan.

2.2 Subject to the outcome of this initial Issues and Options consultation, the Council is aiming to publish the preferred options for the WBMWDPD in the Summer of 2014 which will be subject to further consultation. The Authority is aiming to have the final draft of the WBMWDPD submitted to the Secretary of State in the summer of 2015. The final plan will be the subject of an independent examination, hopefully before the end of 2015.

2.3 The preferred options stage of the WBMWDPD will also accord with Regulation 18 of the Town and Country Planning (Local Planning) (England) (Amendment) Regulations 2012, so interested parties will have further opportunities to make representations on the WBMWDPD as it develops. However, we would encourage you to start getting involved in the development of this strategic planning document at this early stage. A more detailed timetable can be found in the West Berkshire Local Development Scheme.

2.4 Under the requirements of the Planning and Compulsory Purchase Act 2004, a Sustainability Appraisal is being prepared alongside the WBMWDPD (incorporating the requirements of the Strategic Environmental Assessment Directive). This will assess the likely environmental, economic and social impacts of policies and proposals contained in the WBMWDPD.

2.5 Both the SA and the SEA requirement can be carried out in one appraisal process. To avoid any confusion the use of SA throughout this document will refer to both SEA and SA. The purpose of the SA is to promote sustainable development through better integration of sustainability considerations in the preparation and adoption of plans. It is an iterative process that identifies and reports on the likely significant effects of each DPD and the extent to which implementation of the policies it contains will achieve agreed social, environmental, economic and resource management objectives. In accordance with draft Government guidance on SA, the potential sustainability effects of options for the strategy, policies and allocations will need to be considered. The SA scoping stage has already been completed by the authority and a non statutory interim environmental report has been completed to inform the development of this initial consultation document. The SA process will continue to inform the development of the WBMWDPD as it progresses.

2.6 A Habitat Regulations Assessment (HRA) will also be carried out as the WBMWDPD develops to ensure that the plan meets the requirements of the Habitats Directive, to avoid any adverse effects of waste management on the integrity of European protected nature conservation sites.

2.7 A requirement for Strategic Flood Risk Assessment to be carried out has been made obligatory within NPPF. There is a need to ensure that the WBMWDPD does not add to the risk of flooding in the future. The flood risk implications of the WBMWDPD will therefore be assessed alongside the plan and used to inform its contents.

2.8 The WBMWDPD will also be supported by a range of other documents, such as an Equalities Impact Assessment and evidence based documents that will inform the key issues of the level of need there is in West Berkshire for new mineral extraction sites and new waste management facilities. A Local Aggregates Assessment (as required by the NPPF) and a Local Waste Assessment have been completed, and the content of these documents have been used to inform this initial consultation document.

3 Minerals and Waste Planning in West Berkshire

3.1 The History of Minerals and Waste Planning in West Berkshire

3.1 Since 1998, the County of Berkshire has been governed by the six unitary authorities of Bracknell Forest Borough Council, Reading Borough Council, Royal Borough of Windsor and Maidenhead, Slough Borough Council, West Berkshire District Council and Wokingham Borough Council.

3.2 These six unitary authorities are the Mineral Planning Authorities and Waste Planning Authorities for their respective areas. Following the transferral of the minerals and waste development plan making responsibilities to the Berkshire Unitary Authorities in 1998, from the former County, the six Authorities continued to work together in respect of Minerals and Waste Planning Policy, with this work being coordinated through the Joint Strategic Planning Unit (JSPU).

3.3 The JSPU led on the production and submission of a Joint Minerals and Waste Core Strategy (JMWCS) that aimed to set out the overarching strategy for minerals and waste planning across Berkshire for the period of 2006 - 2026, which was submitted to the Secretary of State for consideration and examination in February 2009.

3.4 The Joint Minerals and Waste Core Strategy was considered at an Examination in Public in April 2009. During the examination the inspector expressed serious concerns relating to the delivery of the waste strategy and, after discussions between all six Berkshire unitary authorities, the JMWCS was formally withdrawn. Whilst work continued after this date on the production of a revised JMWCS for Berkshire, the severity of the inspectors concerns meant that substantive progress was not made in the timescale available. Therefore in March 2011, all work on the production of a revised JMWCS was suspended.

3.5 The Berkshire wide Joint Strategic Planning Unit closed on the 30th September 2011, therefore the work on a Joint Minerals and Waste Core strategy ceased and no further consultations or publications have been, or will be undertaken. The minerals and waste plan-making function has therefore passed to the Berkshire unitary authorities. There have been a number of discussions undertaken between the Berkshire unitary authorities in respect of the future of minerals and waste development plans and, at this stage, a number of the authorities remain undecided in respect of the way forward. This hiatus was not acceptable to the elected members in West Berkshire and a decision was made by the Council to produce a West Berkshire specific Minerals and Waste Development Plan Document in 2012. Since that date much of the effort has been directed towards the collection and collation of the necessary evidence base to support the production of such a plan for West Berkshire. This has involved the production of a Local Aggregates Assessment (LAA) for West Berkshire (2013) and a Local Waste Assessment (LWA) for West Berkshire (2013).

3.6 This Issues and Options consultation document forms the first public consultation stage involving stakeholder engagement and includes basic information about the requirements for minerals and waste management capacity over the period of the WBMWDPD (2006 - 20??). This consultation will be used to inform and develop the content of the WBMWDPD, which will set out the long term direction and strategy for mineral extraction and waste management in West Berkshire, together with detailed development management policies to enable the consideration of minerals and waste planning applications and the allocation of sites for extraction and waste management to meet the level of need identified in the plan.

3.7 For each of the issues that have been identified in this consultation document, a number of different questions and / or options for different courses of action have been suggested. We would welcome your comments on the various questions and options that have been identified. If you would also like to make comments on the documents supporting this consultation, as found on the Council's website at www.westberks.gov.uk/mwdpd, then these would also be welcomed.

4.1 The Replacement Minerals Local Plan and Waste Local Plan for Berkshire

4.1 The current planning policy position for minerals and waste development in West Berkshire comes from the Replacement Minerals Local Plan for Berkshire and the Waste Local Plan for Berkshire, which were produced jointly between the six Unitary Authorities which made up the former Berkshire County Council.

4.2 The Replacement Minerals Local Plan for Berkshire, including the alterations adopted in 1997 and 2001 (RMLP), was adopted by the County Council in 1995. Subsequent alterations to the RMLP were adopted in 1997 following the addition of the areas of Colnbrook and Poyle to the County area (but outside West Berkshire District)[1]. A subsequent review of the RMLP was undertaken and further alterations to the Plan were adopted in May 2001. The RMLP was prepared under the Town and Country Planning Act 1990 and was scheduled to cover the period up to 2006, although the aim of the plan was to also ensure that there was sufficient minerals permissions to allow an adequate level of mineral permission for 7 years beyond the projected end date of 2006 (to the end of 2013).

4.3 The Waste Local Plan for Berkshire (WLPB)[2] was adopted in 1998 following a public enquiry, which took place in 1995/1996. The WLPB was prepared under the Town and Country Planning Act 1990 and was also scheduled to cover the period up to 2006.

4.4 In 2007, the Secretary of State has directed that, under paragraph 1(3) of Schedule 8 to the Planning and Compulsory Purchase Act 2004, a number of policies in the RMLP and WLPB should be saved indefinitely until they are replaced by National or Local Minerals and Waste policies.

4.5 Upon the adoption of the WBMWDPD (2006 – 20??) the WLPB and RMLP will no longer form part of the Statutory Development Plan in West Berkshire.

1 The Replacement Minerals Local Plan for Berkshire, Including the alterations adopted in 1997 and 2001 is available to view on the Council's website: www.westberks.gov.uk/mineralsandwaste

2 The Waste Local Plan for Berkshire is available to view on the Council's website: www.westberks.gov.uk/mineralsandwaste

5 Other Plans, Polices and Strategies

5.1 Local Level Plans, Policies and Strategies

5.1 The WBMWDPD is one of a number of development plan documents that relate to West Berkshire. In July 2012, West Berkshire Council adopted the West Berkshire Core Strategy[3]. The West Berkshire Core Strategy sets out the long term vision for development in West Berkshire to 2026, and translates this vision into spatial terms, setting out proposals for where development will go, and how this development will be built.

5.2 The Core Strategy aims to make West Berkshire an attractive place within which to live, work and enjoy leisure time. It also commits the Council to target the delivery of at least 10,500 new homes to 2026.

5.3 The West Berkshire Core Strategy has been developed on the basis that it would sit alongside a specific Minerals and Waste Development Plan Document for West Berkshire. When adopted the WBMWDPD will complement, and not supersede, the West Berkshire Core Strategy.

5.4 In addition to the development plan documents, that form the statutory development plan for West Berkshire, there are a myriad of other strategies and plans that are of relevance to the development of the WBMWDPD. A number of the key documents that have been identified are detailed further below.

5.5 The Council has an adopted Local Transport Plan (LTP) which sets the framework for the delivery of all aspects of transport and travel for West Berkshire. The Council's third LTP[4] covers the period from April 2011 to 2026, and is an important local document, which will inform the development of the WBMWDPD.

5.6 Approximately 74% of West Berkshire is located within the North Wessex Downs Area of Outstanding Natural Beauty. The North Wessex Downs Area of Outstanding Natural Beauty Management Plan[5] is therefore another important consideration for the preparation of the WBMWDPD. The management plan is driven by the primary purpose of the AONB designation - conservation and enhancement of natural beauty. It places a strong emphasis on the delivery of an integrated and sustainable approach, with vibrant rural economies and communities.

5.7 In 2002, West Berkshire Council adopted its 20 year plan for waste management [6]. Since 2002, the waste management service has been working towards meeting the aims and objectives of that strategy, through maximising composting and recycling. The local authority collected waste recycling rate has increased to 46% (2011/2012). There is an aim to see this rate increased further. A new waste management contract with Veolia Environmental Services was signed in March 2008. A new Household Waste Recycling Centre was opened in Newbury in 2008 and a new Integrated Waste Management Facility was opened in Padworth in 2011.

5.8 The Sustainable Community Strategy (SCS)[7] sets out a long-term vision for the District and has been developed by the West Berkshire Partnership. This partnership comprises of a range of local people and organisations, including business groups and public sector bodies. The purpose of the Community Strategy is to set a clear vision and direction focusing on improving the social, economic, and environmental well-being of the area, in addition to providing an overarching framework within which other local strategies will sit. The policies and proposals within the West Berkshire Core Strategy and the WBMWDPD will help to deliver some of the Sustainable Community Strategy priorities. The themes within the Sustainable community strategy have therefore helped to guide the draft strategic objectives of this Issues and Options consultation on the WBWMDPD.

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3 West Berkshire Core Strategy (2006 - 2026) Adopted July 2012, available to view on the Council's website: www.westberks.gov.uk/corestrategy

4 Local Transport Plan (2011 - 2026) adopted March 2011: www.westberks.gov.uk/ltp

5 The North Wessex Downs AONB Management Plan (2009-2014), available at http://www.northwessexdowns.org.uk/

6 A Municipal Waste management Strategy (2002 - 2022) for West Berkshire Council Adopted January 2001, available to view on the Council's website: www.westberks.gov.uk/waste

7 Sustainable Community Strategy for West Berkshire to 2026 "A Breath of Fresh Air", first published in 2003, available on Council's website: www.westberks.gov.uk

Other Plans, Polices and Strategies 5

5.9 Feeding into the development of the WBMWDPD are various other plans, such as Parish and Town Plans produced by the local communities of West Berkshire. Broadly, these types of plans identify the economic, environmental and social issues important to a particular area and set out a vision for the local community, and these will also inform the development of the WBMWDPD.

6 National Plans, Polices and Strategies

6.1 National Planning Policy Framework

6.1 In March 2012, the National Planning Policy Framework (NPPF) [8] was adopted and replaced the majority of the national planning guidance documents (Planning Policy Guidance notes, Planning Policy Statements, Mineral Planning Guidance Notes and Mineral Policy Statements) with a single National Policy document and an accompanying Technical Guidance note [9].

6.2 The NPPF explicitly states planning's principal role as being to help achieve sustainable development, and at the heart of the NPPF is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking. The NPPF emphasises that sustainable development should be about positive growth – making economic, environmental and social progress for this and future generations and also emphasises central role of Local Plans in planning system.

6.3 The NPPF is relatively silent on waste policies, although there are a number of references to 'minimisation of waste'. The NPPF is still supported by PPS10, which defines strategic waste management principles for planning policy development and determination of planning applications.

6.4 The NPPF sets out the overarching national policy position for minerals development and the production of mineral development plans. The NPPF confirms that minerals are essential to support sustainable economic growth and quality of life. It also identifies the need to ensure that there is a sufficient supply of minerals to deliver the infrastructure, buildings, energy and goods that the country needs. Recognition is given to the fact that minerals are a finite resource, and can only be worked where they are found and that it is important to make the best use of minerals to secure their long term conservation.

6.5 In respect of developing mineral local plans the NPPF confirms that planning authorities should:

- identify and include policies for extraction of mineral resource of local and national importance in their area;
- take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials, whilst aiming to source minerals supplies indigenously;
- define Minerals Safeguarding Areas and adopt appropriate policies in order that known locations of specific minerals resources of local and national importance are not needlessly sterilised, whilst not creating a presumption that resources defined will be worked;
- safeguard existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport of minerals;
- safeguard existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material;
- set out environmental criteria against which planning applications will be assessed so as to ensure that permitted operations do not have unacceptable adverse impacts on the natural and historic environment or human health, including from noise, dust, visual intrusion, traffic, tip- and quarry-slope stability, differential settlement of quarry backfill, mining subsidence, increased flood risk, impacts on the flow and quantity of surface and groundwater and migration of contamination from the site; and take into account the cumulative effects of multiple impacts from individual sites and/or a number of sites in a locality;

8 National Planning Policy Framework: Department for Communities and Local Government, March 2012: https://www.gov.uk/government/publications/national-planning-policy-framework--2

9 https://www.gov.uk/government/publications/national-planning-policy-framework-technical-guidance

- when developing noise limits, recognise that some noisy short-term activities, which may otherwise be regarded as unacceptable, are unavoidable to facilitate minerals extraction; and

- put in place policies to ensure worked land is reclaimed at the earliest opportunity, taking account of aviation safety, and that high quality restoration and aftercare of mineral sites takes place, including for agriculture (safeguarding the long term potential of best and most versatile agricultural land and conserving soil resources), geodiversity, biodiversity, native woodland, the historic environment and recreation.

6.6 The content of the NPPF, particularly the sections relating to the preparation of local plans, has been used to inform the development of the draft objectives and the issues and questions that are included in this consultation document.

6.2 Planning Policy Statement 10

6.7 As detailed above, one of the older National Policy Documents that was not replaced by the National Planning Policy Framework was Planning Policy Statement 10: Planning for sustainable waste management (PPS10) [(10)]. PPS10 emphasises the need to take into account the principles of the waste hierarchy (as set out in the EU Waste Framework Directive) in planning decisions for current and future waste arisings. The current waste hierarchy is (in order of preference) (a) prevention; (b) preparing for re-use; (c) recycling; (d) other recovery; and (d) disposal.

6.8 PPS10 confirms that waste development plan documents should inform, and be informed by, any relevant municipal waste management strategy and that it should look forward for a period of at least 10 years from the date of adoption. PPS10 suggests that a waste development plan document should identify sites and areas for new or enhanced facilities in appropriate locations and identify the type, or types, of waste facility that could be appropriately located on any allocated site, or in the allocated area, taking care to avoid stifling innovation.

6.9 PPS10 also sets out a range of considerations and criteria to be taken into account during the identification of sites for potential waste management facilities in a strategic plan and a range of factors that should be considered when identifying sites and areas for new waste management facilities.

6.10 The content of PPS10 has been used to inform the development of the draft objectives and the issues and questions that are included in this consultation document.

6.3 Localism Act 2011 and the Regional Spatial Strategy

6.11 The Localism Act of 2011 [(11)]removed the regional tier of the planning framework, meaning no further Regional Spatial Strategies can be created. The South East Plan (the Regional Spatial Strategy for the South East) was revoked on the 25th March 2013, under the Regional Strategy for the South East (Partial Revocation) Order 2013 [(12)]. Two policies remain extant following the partial revocation of the South East Plan and only one policy: policy NRM6 (relating to the Thames Basin Heaths Special Protection Area)[(13)], is relevant to development of the WBMWDPD.

10 Planning Policy Statement 10: Planning for sustainable waste management https://www.gov.uk/government/publications/planning-for-sustainable-waste-management-planning-policy-statement-10
11 http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted
12 http://www.legislation.gov.uk/uksi/2013/427/contents/made
13 See pages 99 to 100 of The South East Plan

6.12 The Localism Act also introduced a Legal requirement to co-operate under section 33A of the Planning and Compulsory Purchase Act 2004 (as inserted by section 110 of the Localism Act 2011), commonly referred to as the "Duty to Cooperate".

6.13 This "Duty to Cooperate" (DTC), is regarded as the new tool for delivering strategic planning at local level and requires councils and public bodies to engage constructively, actively, and on an ongoing basis, in relation to planning for strategic issues. The Duty to Cooperate aims to promote a culture change and spirit of partnership working on strategic cross boundary issues.

6.14 West Berkshire acknowledges that both minerals and waste are strategic matters, in the terms of section 33A of the Planning and Compulsory Purchase Act 2004, and therefore West Berkshire Council will engage constructively, actively, and on an ongoing basis, in any process where there are cross-boundary issues or impacts.

6.15 As part of the Duty to Cooperate, the Berkshire Unitary Authorities have drafted two memoranda of understandings, in order to form an ongoing basis for implementing the Duty to Co-operate for planning in the former county of Berkshire. These memoranda of understanding are not intended to be legally binding, nor do they form a statement of policy, rather they are intended to provide a statement on the six Berkshire Unitary Authorities understanding of how joint working on strategic planning, including minerals and waste plan making, will proceed.

6.16 Similarly, under this requirement enacted through the Localism Act 2011, West Berkshire Council has signed up to a further memorandum of understanding that has been signed by a number of the waste planning authorities that make up the former South East region. The purpose of this memorandum of understanding is to underpin effective cooperation, consistency and collaboration between the Waste Planning Authorities in the South East, to aid in addressing strategic cross boundary issues that relate to planning for waste management.

6.4 Waste strategy for England and the Waste Strategy Review

6.17 In 2007, DEFRA published the Waste Strategy for England[14], which sets out the strategy for the translation of the principles of the European Waste Framework Directive[15] and Landfill Directive[16] into UK Law. In 2011, the Waste Strategy was reviewed by DEFRA through the Government Review of Waste Policy in England. This review evaluated waste management policies for England, and their delivery, to ensure that the policies were fit for purpose and were meeting society's expectations while reflecting the Government's ambitions for a zero waste economy.

6.18 In 2013, Government published a consultation draft of a Waste Management Plan for England [17]. When published in final form this Waste Management Plan for England will superseded the Waste Strategy for England in 2007 to take into account the latest requirements of the updated European Directives, in particular the need to satisfy the requirement for a National Waste Management Plan.

6.19 The broad aims of the draft Waste Management Plan for England are to continue to move beyond our current throwaway society to a "zero waste economy," in which material resources are re-used, recycled or recovered wherever possible, and only disposed of as the option of very last resort. The draft strategy principally aims to:

- Decouple waste growth from economic growth.
- Set national landfill diversion target to meet and exceed the EU targets.
- Facilitate the development of necessary waste infrastructure.
- Increase levels of recycling and energy recovery.

14 http://archive.defra.gov.uk/environment/waste/strategy/strategy07/
15 http://ec.europa.eu/environment/waste/legislation/a.htm
16 http://ec.europa.eu/environment/waste/landfill_index.htm
17 https://consult.defra.gov.uk/waste/https-consult-defra-gov-uk-waste

6.20 The waste hierarchy also remains a fundamental part of the draft Waste Management Plan for England.

6.5 European legislation

6.21 The waste hierarchy is a well established principal relating to waste policy that persists from the European down to local level. It is of overarching importance and sets out a series of principles for encouraging a more sustainable attitude towards waste management.

6.22 The waste hierarchy is a sequential order of preference for different approaches to waste management, within which prevention of waste arisings is the first priority. After waste prevention, the next preferred approach in the hierarchy is to make best use of waste that does arise through direct re-use and preparing items for re-use. This is followed by recycling, in order to further reduce the amount requiring eventual disposal. The waste hierarchy confirms that energy should be recovered from waste wherever possible, with disposal of residual waste as a last resort. The intention is that, in making decisions about waste management, greater weight should be attributed to those waste management methods at the top of the waste hierarchy.

6.23 The Revised European Waste Framework Directive (2008/98/EC) [18] focuses on the prevention and reduction of waste arisings. The original Waste Framework Directive, from 1975, introduced the key concept of the waste hierarchy as a requirement for Member States to manage, more effectively, the amount of waste requiring disposal. The revised 2008 Directive builds upon the earlier directive and sets a number of important measures and targets for Member States. These targets include: by 2015 separate collections should be set up for paper, metal, plastic and glass and it requires the separate collection and treatment of biowaste. The 2008 Directive also sets recycling targets of 50% for household waste and 70% for construction and demolition waste by 2020 for each EU member state. These targets will be examined and reviewed by the Commission in 2014 with a view to reinforcing the targets and considering the setting of targets for other waste streams.

6.24 The Revised Waste Framework Directive (2008) also re-iterates the obligation for member states to embrace the principals of proximity and self sufficiency. These principles are refined, primarily because of the extension of the proximity principle to require Member States to establish an integrated and adequate network of waste disposal installations and installations for the recovery of mixed municipal waste collected from private households. Waste planning authorities are required to have regard to these requirements when exercising their planning functions relating to waste management.

6.25 The requirement to be self-sufficient in waste management is set out at national level, and is given effect through the UK Plan for Shipments of Waste 2007[19]. The delivery of both this principle, and the proximity principle, is recognised by Planning Policy Statement 10, which advises that waste planning authorities should provide a framework in which communities should take more responsibility for their own waste, and enable sufficient and timely provision of waste management facilities to meet the needs of their communities. This principal of self sufficiency is also re-iterated in the draft Waste Management Plan for England (2013).

6.26 The overall aim of the EU Landfill Directive (99/31/ED) is *"to prevent or reduce as far as possible negative effects on the environment from the landfilling of waste, during the whole lifecycle of the landfill*". The Directive has provisions covering location of landfills, and technical and engineering requirements for contaminants and emissions control and sets demanding targets to reduce the amount of biodegradable municipal waste landfilled.

18 http://ec.europa.eu/environment/waste/framework/index.htm
19 http://www.doeni.gov.uk/niea/waste-shipments.pdf

6 National Plans, Polices and Strategies

6.27 There are other waste related European Directives, such as the Integrated Pollution Prevention and Control (IPPC) Directive [20], the Waste Incineration Directive[21], the Mining Waste Directive[22] and the Packaging and Packaging Waste Directive[23], amongst others. In addition, there are a range of other European Directives that have an impact upon minerals and waste plan making, such as the Strategic Environmental Assessment (SEA) Directive[24], the Conservation of Natural Habitats and of Wild Fauna and Flora Directive[25], The Water Framework Directive[26], The Air Quality Directive[27] and so on.

6.28 All these Directives, and the relevant regulations that transpose the requirements of the Directives into UK Law, will need to be complied with in the development and production of the WBMWDPD.

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20 http://ec.europa.eu/environment/air/pollutants/stationary/ippc/index.htm
21 http://europa.eu/legislation_summaries/environment/waste_management/l28072_en.htm
22 http://ec.europa.eu/environment/waste/mining/index.htm
23 http://ec.europa.eu/environment/waste/packaging/index_en.htm
24 http://ec.europa.eu/environment/eia/sea-legalcontext.htm
25 http://europa.eu/legislation_summaries/environment/nature_and_biodiversity/l28076_en.htm
26 http://ec.europa.eu/environment/water/water-framework/index_en.html
27 http://ec.europa.eu/environment/air/quality/legislation/existing_leg.htm

7.1 Background

7.1 West Berkshire is a unitary authority of 704 square kilometres (272 square miles), which is located in the South East of England. It contains both towns and extensive rural areas, with about 90% of the district being rural in character. The North Wessex Downs Area of Outstanding Natural Beauty (AONB) is a nationally important and legally protected landscape, designated for the quality of its scenic beauty that covers approximately 74% of the authority area.

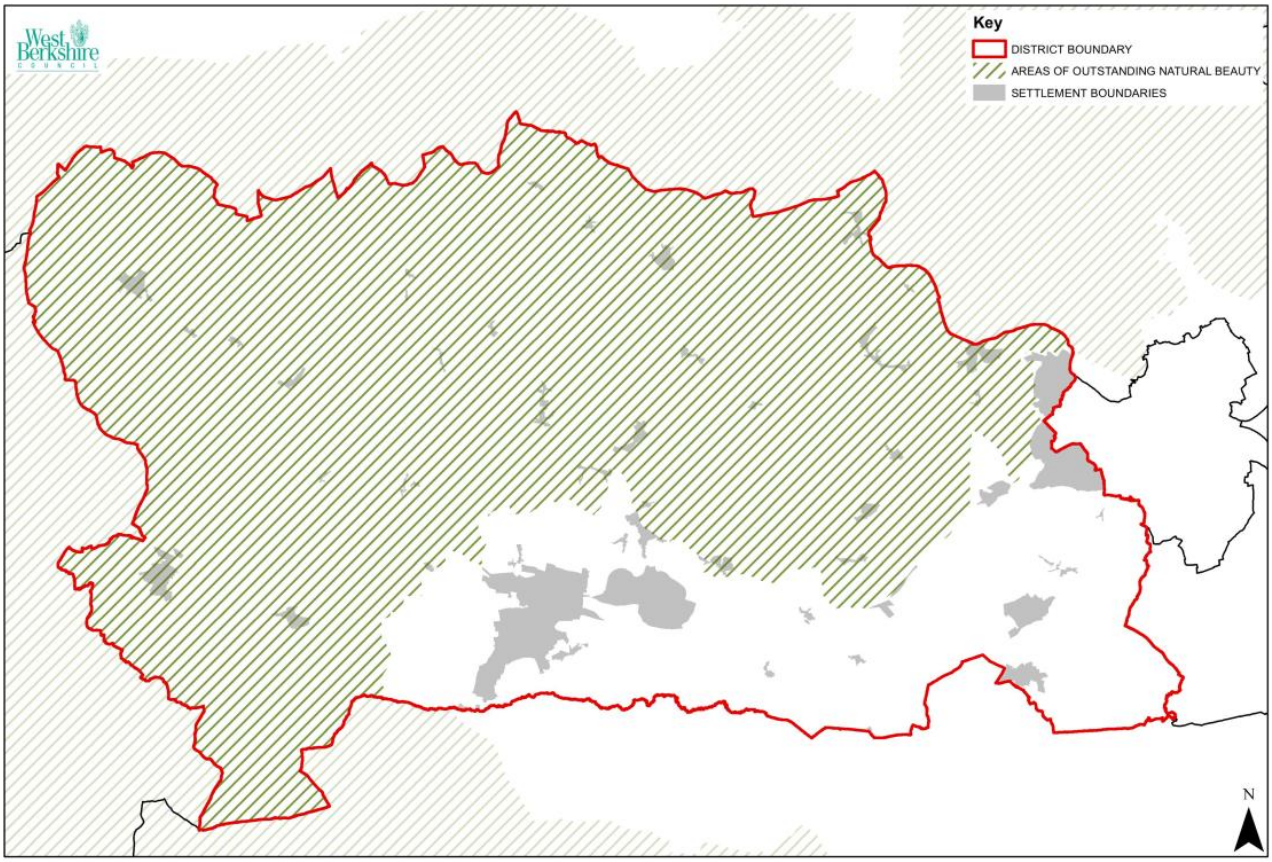
7.2 Approximately 44% of the total population (154,000) live in the rural areas of the District. This rural population is dispersed across a large number of towns, villages and smaller settlements. Each of which has its own identity, as well as its own specific needs and concerns.

7.3 West Berkshire is part of the Thames Valley which is recognised as the most dynamic and competitive sub-regional economy in the UK. Employment provision in West Berkshire is diverse, and despite the current economic downturn, rates of employment in the district remain high.

7.4 The largest settlements include Newbury and Thatcham and the urban areas around Reading; such as Tilehurst, Purley on Thames and Calcot. Newbury is the largest town in West Berkshire and serves as the District's administrative centre.

7.5 West Berkshire is well connected in transport terms. At the centre of the District, is an important road interchange. This is where the east-west M4 motorway intersects with the north-south A34. This strategic road network provides connections to larger centres such as Reading, Oxford, Swindon, Basingstoke and London. Mainline railway services to London and the South West of England run through the south of the District. These locational factors, combined with high quality urban and rural areas, contribute towards making the area a popular place to live and work.

7.6 The following map shows the District of West Berkshire together with the extent of the Area of Outstanding Natural Beauty and the main settlements.



Not to Scale

7 About West Berkshire

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7.2 Minerals in West Berkshire

7.7 Minerals are important natural resources, which make an essential contribution to the country's prosperity and health. They provide the basic raw materials for a wide range of products, and the assurance of their continuing supply is fundamental to the nation's prosperity and quality of life. The availability of mineral resources in any place is determined by its geology, and therefore mineral resources have to be transported to match the wider than local patterns of demand and supply.

7.8 In West Berkshire, the main mineral deposits that occur are construction aggregates: sharp sand and gravel (primarily used to make concrete) and soft sand (primarily used for mortar production). It is understood that a limited amount of marine aggregates are also imported into West Berkshire, by both rail and road, for use within the authority and surrounding area.

7.9 Minerals can only be won where they naturally occur, and construction requires a range of different types of aggregate materials for each project. In common with many other Mineral Planning Authorities, West Berkshire has no deposits of hard rock. Demand for these types of minerals is therefore met by material that is imported into West Berkshire to supply the construction industry with the full range of materials and products needed for new development and the maintenance of existing development. The West Berkshire LAA has confirmed that substantial volumes of hard rock are transported into West Berkshire from the South West, predominantly by rail.

7.10 West Berkshire has been a significant producer of aggregates for many years, and over the last decade approximately 4.8 million tonnes of primary aggregates have been sold from quarries within West Berkshire. Whilst the mineral deposits in West Berkshire used to be extensive, years of aggregate production has reduced the availability of the aggregate resource. The high quality sharp sand and gravel deposits that are found in West Berkshire are located throughout Kennet valley between Newbury and Reading. However, this area has seen decades of exploitation, which has resulted in a significant reduction in the volume of reserves that remain in situ that could be worked in the future.

7.11 Historically, the majority of the soft sand deposits that have been worked in West Berkshire have been those found in the North Wessex Downs AONB, in particular an outcrop found around Junction 13 of the M4. It is understood, from the British Geological Society, that there are soft sand deposits in West Berkshire that are located outside the AONB, but these deposits have not been worked in recent years.

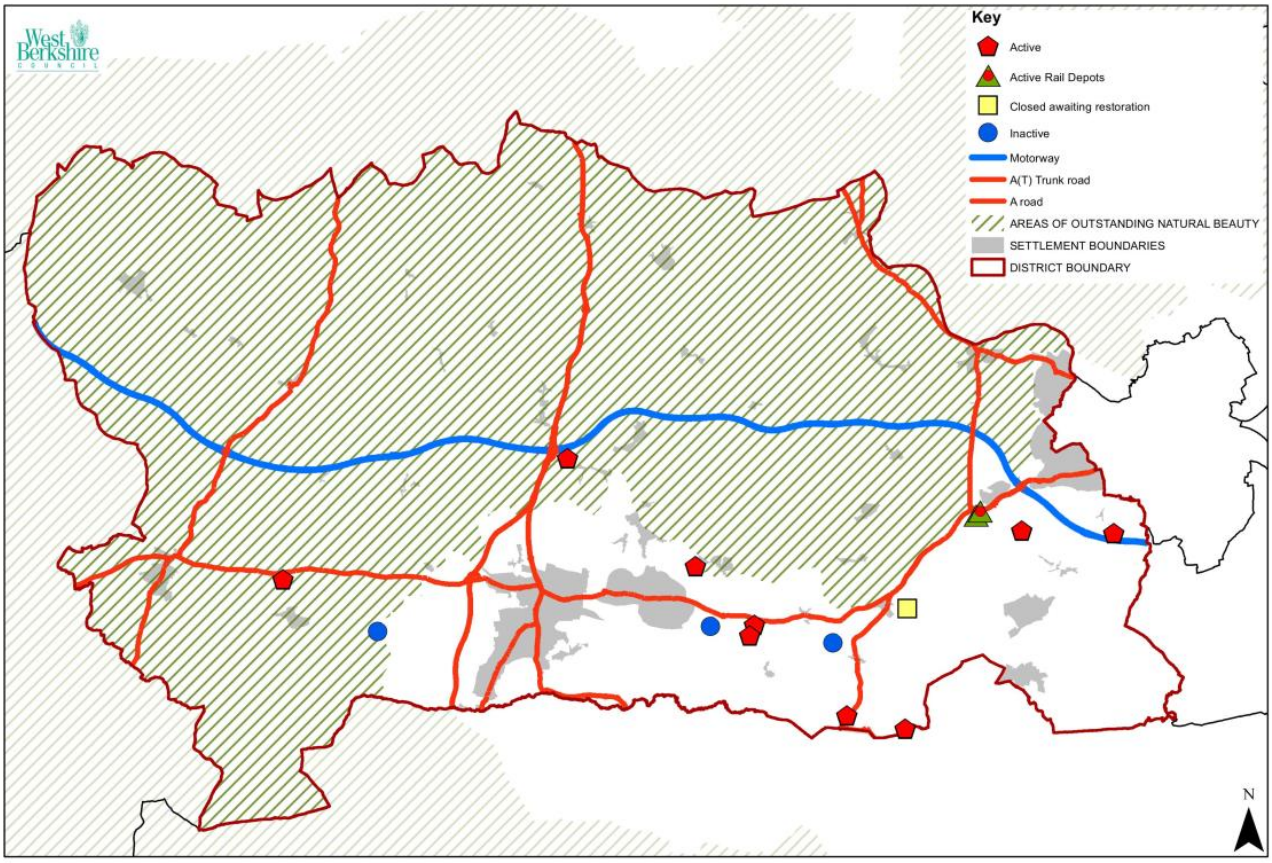
7.12 Sand and gravel quarrying does not require blasting, and due to the shallow nature of the deposits, sand and gravel quarries are relatively short lived by comparison with hard rock quarries. There is no doubt however, that the process of minerals extraction and transportation can have significant effects on the local environment whilst operations take place. This is an important issue in West Berkshire, due to the concentration of all types of development in many of the areas where minerals naturally occur, and the extent of the various planning designations aimed at preserving the special character of its countryside, which influence the pattern of development.

7.13 Increasingly construction and demolition waste is being used, where the specification allows, as a substitute for primary aggregates. This poses new and different demands on the construction aggregate supply industry in finding sites and processing capacity to recycle and deliver these

materials. The West Berkshire LAA confirms that recycled aggregates are an important component in the overall construction aggregate mix in the authority. In 2012, the sales of recycled aggregates exceeded the sales of primary aggregates won from sites within the authority.

7.14 Other minerals that have been worked in West Berkshire historically are chalk and clay, but generally the amounts were much smaller and used for more specialised purposes. There are also deposits of oil, gas and coal underlying large areas of West Berkshire along with outcrops of shales that may contain shale gas. None of these minerals are currently exploited, but might offer potential should future demand for these resources make them viable.

7.15 The following map illustrates the location of the sites in West Berkshire where mineral extraction is taking place, as well as site that are currently producing recycled aggregates, together with the location of the rail depot sites where minerals are imported into the Authority. This map also illustrates the location of a number of mineral sites that are currently inactive.



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7.3 Waste in West Berkshire

7.16 National Planning Policy confirms that it is the role of the waste planning system to provide the land use and spatial planning context through which the necessary facilities for waste management (treatment, recycling, recover), and the ultimate disposal of residual waste, can be planned for. This framework needs to correspond to the type, quantities and location of waste generated throughout West Berkshire, and must balance the needs of waste management with the need to protect the natural environment, and the quality of life enjoyed by those who live and work in the area. Achieving an adequate balance can often be challenging.

7.17 There are various waste types that arise in West Berkshire, all of which needs to be managed in some way or another. The three principal waste streams are municipal solid waste (also known as local authority collected waste), commercial & industrial waste and construction, demolition & excavation wastes.

7.18 Municipal solid waste (MSW): This includes household waste and any other waste collected by waste collection authorities (or their agents) such as street sweepings, municipal parks and garden waste and waste resulting from the clearance of fly tipped material. The MSW waste stream contains a considerable amount of recyclable material, as well as a biodegradable element. However, it also invariably contains a fraction of hazardous waste materials, such as batteries and paint, and can even contain radioactive materials in products such as ionising smoke detectors.

7.19 Commercial and industrial waste (C&I): This is generally waste that arises from wholesalers, catering establishments, shops and offices (in both the public and private sector), factories and industrial plants. Much like MSW, C&I waste can include a range of materials such as food, paper, card, wood, glass, plastics and metals. Broadly speaking the volume of C&I waste arising in an authority area is approximately double that of the MSW arisings, and the LWA, that supports this consultation, suggests that West Berkshire is no different in this regard.

7.20 Construction, demolition and excavation waste (CD&E): This waste arises from the construction, repair, maintenance and demolition of buildings, structures, roads, other infrastructure and the excavation of sites. It is normally made up of bricks, concrete, hardcore, subsoil and topsoil, but can include timber, metal, plastics and occasionally hazardous waste materials. The LWA has confirmed that this waste stream is the most dominant in West Berkshire, and it is estimated to make up over 40% of the total waste arisings in the authority.

7.21 A range of other wastes arise, and are managed within, West Berkshire. These include radioactive waste, hazardous waste, sewage sludge, agricultural waste and equine wastes.

7.22 The LWA suggests that West Berkshire Council is both an importer of waste, and an exporter of waste. It is understood that total volume of waste that is managed in West Berkshire currently exceeds the total amount of waste that arises within the authority. However, this appears to be principally due to a significant amount of construction and demolition waste management capacity located with West Berkshire that recycle large volumes of this waste stream to create recycled aggregates and soils. There are a number of facilities located within West Berkshire that are understood to principally manage waste that is arising from surrounding waste planning areas and similarly, there are facilities located in surroundings waste planning areas that manage significant volumes of waste that arises within West Berkshire. The key factors that have been identified that influence where waste arisings are ultimately managed are predominantly considered to be waste management contracts and economics.

7.23 The planning process cannot dictate where waste arisings have to be managed, and there is no requirement for individual authorities to be self sufficient in terms of waste infrastructure. West Berkshire Council has, along with many other waste planning authorities in the former south east region, acknowledged that there will always be a degree of cross-boundary movement of waste. In light of this, it is understood that most of the waste planning authorities in the former south east region are intending on developing strategic waste plans using the principal of "net self-sufficiency", which

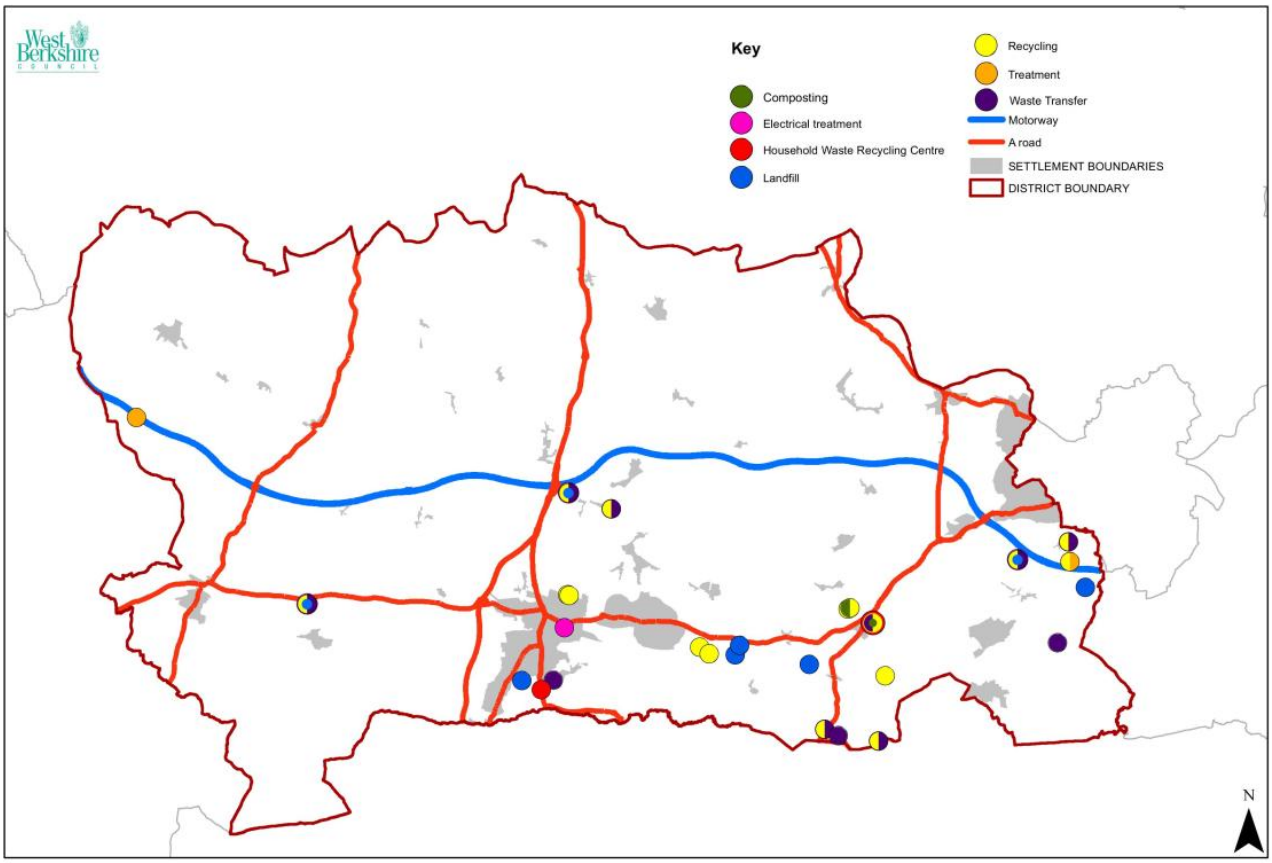
assumes that within each waste local plan area the planning authority, or authorities, will plan for the management of an amount of waste which is equivalent to the overall amount arising in that plan area.

7.24 In adopting such an approach of net self sufficiency, it is recognised that it may not be possible to meet this requirement for each waste stream, particularly for hazardous and other specialist waste streams (as geology and / or economics may mean such facilities meet a national, rather than local, need). However, if all authorities plan on this basis, then it is considered that no provision would have to be made in waste local plans to meet the overall needs of any other authorities which are also devising waste policies to achieve the principle of net self-sufficiency.

7.25 It is important to note that the new WBMWDPD will not determine the way that waste is managed, for example in terms of the way in which it is collected or treated, and will not set objectives for recycling or waste recovery. That role is fulfilled by national waste management policy and Waste Management Strategy that is prepared by West Berkshire Council's waste management team.

7.26 The role of the development plan is to ensure that the necessary planning mechanisms are in place to deliver the facilities needed to implement these strategies. Therefore the WBMWDPD will provide the framework determining where facilities should be located for the management of waste to meet the chosen strategy. It will balance the requirement to address need for waste management facilities with the need to protect the environment and the amenity of local communities.

7.27 The following map illustrates the broad locations of the various waste management sites within West Berkshire.



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8.1 West Berkshire Local Aggregates Assessment

8.1 A Local Aggregate Assessment (LAA) is used to predict and review the demands for construction aggregates to ensure that Minerals Planning Authorities provide an adequate and steady supply of construction aggregates. The LAA that has been produced to support this Issues and Options consultation also considers the need for the provision of an appropriate aggregate mineral landbank over the projected plan period.

8.2 The LAA has been developed on the basis that it is an evidence based, factual document that has been used to inform the initial Issues and Options stage of the WBMWDPD (projected to cover the period to 2036) [(28)] . The LAA seeks to provide data to support plan making, but does not seek to drive the policy formulation or the final approach of the development plan, as that is the role of plan making documents, such as this Issues and Options consultation.

8.3 An outline of what is included in the LAA and general findings are provided below, although the full document can be found at www.westberks.gov.uk/mwdpd

8.4 As West Berkshire has not previously developed a strategic plan for minerals and waste solely for its authority area, the availability of West Berkshire data is limited. As such, the LAA is grounded upon the following data sources:

- Planning application forms,
- Written submissions accompanying planning applications,
- Proofs of evidence supporting planning appeals,
- Letters from site operators,
- Site visit photographs,
- Site visit notes (including notes of conversations with site managers),
- Aerial photography,
- Returns information provided by mineral operators,
- Annual Monitoring Reports produced by the JSPU, and
- Annual Monitoring Reports produced by the Aggregates Working Party, in this case the South
- East England Aggregates Working Party.
- Aggregates Monitoring report for Berkshire 2011

8.5 Additional demands which may be placed upon primary aggregates from infrastructure proposals or large scale developments within, and around, West Berkshire have been documented in the LAA, to assist in the understanding of the demand factors.

8.6 The LAA also documents the current sites, operators, types of deposits and production end dates, along with the locations of historic workings to show where primary mineral remains. The trend of active sand and gravel sites in West Berkshire is also provided. Any assumptions which have been applied within the LAA are clearly listed.

8.7 The ongoing supply of aggregates from the consented quarries in West Berkshire are currently limited by factors such as; the fact that two of the available four quarries are nearing the end of their lives and planning conditions on the active sites limit the level of annual production from the operational sites.

8.8 Mineral movements resulting in imports into or exports from Berkshire have been mapped from the Annual Mineral Returns 2009 survey (which have only been recorded to the scale of the former county of Berkshire). In summary, Berkshire consumed more than two thirds of the mineral produced

28 The plan period may alter over the course of the consultation upon and development of the West Berkshire Minerals and Waste DPD but for the purpose of the Local Aggregate Assessment a 20 year plan period (post current anticipated adoption date) was assumed

within its authority area, with less than a third being exported from the area. The LAA considers the movement of aggregates in some detail and concludes that it is likely that a large proportion of this mineral is then exported to the surrounding area, either as aggregate or product.

8.9 The analysis of the historic primary aggregates sales data supports the initial ssumption that West Berkshire has consistently supplied land won primary aggregates to meet the needs of the surrounding areas. Despite a recent decline in sales the level of sharp sand and gravel and soft sand produced by sites in West Berkshire is still predicted to be above the total volume of sharp sand and gravel and soft sand consumed within the authority area.

8.10 In considering all sources of construction aggregates, the LAA considers recycled aggregates. Unfortunately, the information on recycled aggregate production is often 'less robust' than the information collected for primary aggregates. The LAA considers a number of sources, and concludes that the level of recycled aggregates produced in West Berkshire, in 2012, exceeded the level of demand for recycled aggregates in the authority area by a considerable margin. The LAA also establishes that significant amounts of construction, demolition and excavation waste have been imported into West Berkshire in recent years, resulting in the increased level of recycled aggregate production.

8.11 Secondary aggregates are aggregates that are generally produced as a by product of other quarrying and mining operations. There are no known sources of secondary aggregates within West Berkshire.

8.12 When considering supply related factors, regard has been given to permitted reserves and capacities, as well as alternative sources to replace primary aggregates, such as secondary and recycled aggregates, imported minerals and marine aggregates. The operational quarries in West Berkshire that have approved reserves for extraction of sharp sand and soft sand have been assessed, alongside those other sites that have produced primary aggregates since 2000.

8.13 This analysis shows that, since 2000, 11 sites have been worked out and closed, 1 site has remained inactive. In 2012, there remained 4 active sites. The two remaining mineral processing plants in operation, principally import and process mineral that is won from quarries in West Berkshire. It is estimated that the combined output from these two these plants currently provides approximately 200,000 tonnes of aggregates for use by the construction industry per year.

8.14 Based on historic sales patterns and apportionment calculations, it is apparent that, in 2012, the landbank was well below the recommended level of "at least 7 years" as stated in the NPPF. Therefore, it is acknowledged that there was a shortfall of consented supply in 2012. During 2013, planning permission was granted for the extraction of 2.4 million tonnes of sharp sand and gravel from Lower Farm, Wasing. This consent has increased the level of consented reserves to around 3.4 million tonnes in 2013. The LAA confirms that, at present, the landbank of permitted reserves in West Berkshire is slightly above 7 years.

8.15 The LAA identifies that the operators of the 3 rail depots at Theale, Hanson (road to rail aggregates), Hope construction materials (road to rail cement) and Aggregate Industries / United Asphalt (road stone plant), in West Berkshire (which have linkages to the aggregate industry), are a critical element of the mineral industry infrastructure. This is due to the fact that because the majority of the hard rock and marine aggregates imported to West Berkshire are unloaded at these sites. At present, these sites show no indication of seeking to increase their capacity. However, the LAA suggests that it would be desirable to safeguard the current capacity to cater for ongoing demand.

8.16 The LAA considers a number of issues that have the potential to impact upon the pattern of aggregate supply in West Berkshire moving forward. This included consideration of the numerous environmental designations in the authority and identified issues, such as freight path capacity on the railway mainlines (which is likely to be the major factor restricting further supply of aggregates, by rail freight, into West Berkshire). Numerous different methodologies for calculating the level of demand for land won primary aggregates from sites within West Berkshire in the future were tested

in the LAA. The approaches examined included the consideration of population changes, proposed housing growth, ten year sales average and other averages, and included extrapolation of the apportionment figure for Berkshire from the, now revoked, south east plan.

8.17 After analysing various methodologies, the LAA concluded that the ten year average of historic sales currently represents the most realistic supply system for West Berkshire to utilise in defining the level of need for land won primary aggregates to be met. This figure is located around the middle range created by the various methodologies, and forms part of a concentrated grouping of estimated future annual demand figures between 415,000 and 480,000 tonnes. This is believed to reinforce the robustness of this approach, as it removes the methodologies which result in unrealistically high or low figures.

8.18 This methodology is considered to reflect the fall in demand for land-won primary aggregates over the past 10 years, while at the same time provides plenty of headroom to provide for an increase in demand resulting from future growth in economic activity. This also reflects the significant proportion of the area designated as AONB and the shift in emphasis for land-won production from west Berkshire to the more urbanised east Berkshire. The chosen approach accounts for the historic higher levels of sales within West Berkshire and allows a certain amount of flexibility for future growth, post recession. It is also a recognised approach within the Guidance on the Managed Aggregate Supply System and supported by the South East England Aggregates Working Party.

8.19 When using the average of the previous ten years historic sales figures, as an indicator of future demand for land won primary aggregates, this suggests that West Berkshire will need to deliver 439,356 tonnes of land won aggregates from sites within West Berkshire per annum to meet the level of demand identified in the LAA. When this is extrapolated this suggests that West Berkshire should seek to identity an additional 13,620,042 tonnes of land won primary aggregate resource to meet this level of provision to 2036 (the LAA assumed a projected plan period extending to 2036, purely for the purposes of undertaking such estimates).

8.20 The calculations in the LAA indicate that the level of permitted reserves of primary aggregates are projected to be sufficient to maintain the suggested 7 year landbank level for 2013 and 2014, however after this date the landbank is likely to fall below the suggested 7 year level.

9.1 West Berkshire Local Waste Assessment

9.1 A Local Waste Assessment (LWA) has been produced by West Berkshire Council to inform the initial stages of the development of the WBMWDPD. Therefore, the key issues that have been identified within the LWA have been used to inform the waste related issues and draft waste objectives that have been identified in this Issues and Options consultation for the WBMWDPD.

9.2 To date, the information and evidence presented in the LWA has been derived from a variety of available sources. As the WBMWDPD develops it is expected that the information in the LWA will be supplemented by further evidence and data that is obtained from various stakeholders and interested parties.

9.3 Like the LAA, the LWA has been developed on the basis that it is an evidence based, factual, document that has been used to inform the initial Issues and Options stage of the WBMWDPD. It seeks to provide data to support plan making, but the LWA does not seek to drive the policy formulation or the final approach of the development plan.

9.4 The LWA acknowledges that there are many factors, policies, incentives and regulations, both at the local and national level, that can and do, affect the level of waste arisings within West Berkshire. The LWA has sought to identify these factors and, where possible, incorporate such matters into the overall assessment of historic and future trends.

9.5 The first sections of the LWA consider the waste related issues pertinent to West Berkshire, as well as the national policy and targets relating to waste management. In addition, key European policy is also considered, such as; the Waste Framework Directive, Landfill Directive and Waste Strategy 2007, with references to the waste hierarchy and the proximity principle. In summary, these European, National and Local drivers seek to divert waste from landfill, minimise waste disposal and increase recycling rates.

9.6 An overview of the national waste arisings is provided in the LWA, which generally show a declining trend in arisings of waste over the past decade (at the national level). There has also been a significant change in waste management processes over the past decade, with a greatly reduced reliance on landfill disposal and greater levels of waste management through treatment and recycling.

9.7 The existing waste infrastructure in West Berkshire has been reviewed, with estimates of site capacities derived from information held by the authority and from data provided annually by the Environment Agency. The following table provides an estimate of the existing capacities of sites in West Berkshire:

Facility type	Capacity in 2013 (tonnes)
Household Waste Recycling Centres	30,000
Inert waste landfill sites	1,809,000
Biological treatment : thermal and composting facilities	54,000
Recycling facilities	611,000
Waste Transfer Stations	319,000
Specialist Treatment Sites	40,000

9.8 The LWA seeks to provide an estimate of the historic level of waste arising within West Berkshire from all the various waste streams that have been identified as being particularly relevant. In doing so, the authority has sought to assess the local and a wider than local pattern of arisings for each waste stream. The waste streams considered in the LWA are as follows:

- Local Authority collected waste (municipal solid waste)
- Commercial and Industrial waste
- Construction and Demolition waste
- Hazardous waste
- Radioactive waste
- Sewage sludge
- Equine waste

9.9 Unfortunately, West Berkshire is a relatively new planning authority area, so data has not always been documented at the local authority area level. In many cases, historic waste data for West Berkshire has been combined with data relating to surrounding areas (most commonly the whole of the former county of Berkshire). Where possible, West Berkshire specific data is used in the LWA. However, when local level data has not been available, an estimate of arisings has been derived from wider than local, sub national or national level data. Where assumptions have been applied to derive such figures, these assumptions have been clearly stated in the LWA.

9.10 The following table provides the conclusions of the historic waste arisings chapter in the LWA. This provides an estimate of the total waste arisings of each waste stream in West Berkshire.

9 West Berkshire Local Waste Assessment

Waste Stream	Year	Estimated tonnage arising per annum unless where otherwise stated
Municipal Solid Waste (MSW)	2011/12	81,513
Commercial and Industrial waste (C&I)	2009	168,601
Construction, Demolition and Excavation waste (C,D&E)	2010	245,884
Hazardous waste	2011	18,120
Radioactive waste	2012/13	1,053 m^3
Sewage Sludge for Thames Water area	2009	265,682
Equine waste	2010	52,807.5
Total		566,926
		1,053 m^3

9.11 The LWA also considered the general movements into and out of the Authority area, using the information documented in the Environment Agency's Waste Data Interrogator. In summary, between 2008 and 2011, West Berkshire exported more of the waste arising in West Berkshire than it managed within the authority area. Although, exports of the volume of waste arising in West Berkshire have increased over time, this increase in exports was insignificant when compared to the increase seen in waste imports to the authority area over the same period.

9.12 The LWA also sought to make some limited assessment of the potential future waste arisings for the following waste streams: local authority collected waste, commercial and industrial waste, construction demolition and excavation waste, hazardous waste, radioactive waste, sewage sludge and equine waste.

9.13 It is acknowledged that the projection of future waste growth is difficult, particularly given the myriad of factors that influence waste arisings. This has been further compounded by the fact that, for many of the waste steams, the historic waste data for West Berkshire has itself been derived using estimates. As such, the estimated projections should only be given limited weight. Where possible West Berkshire specific data has been used to inform the projections, however such local level data has not been available for many of the waste streams identified. Generally, low, central and high level projections have been identified in the LWA and used to identify what the potential waste arisings could be in West Berkshire in the future.

9.14 The following table provides a broad, worst case estimate of the total waste arising figure for West Berkshire at 2035/36.

Waste Stream	Year	Tonnage arising per annum unless where otherwise stated
Municipal Solid Waste (MSW)	2035/36	130,338
Commercial and Industrial waste (C&I)	2036	241,022
Construction, Demolition and Excavation waste (C,D&E)	2036	318,483
Hazardous waste	2036	48,043
Radioactive waste	2036	309m^3
Sewage Sludge	2036	4,533
Equine waste	2035	69,132
Total		811,551
		390 m^3

9.15 Due to the issues surrounding the projections that are shown in the above table, the lack of local level data and the potential inaccuracies in the estimates used to derive these figures the Council considers that these projections are by no means robust. However, by assuming a realistic "worst case" approach these projections do provide an indication of the possible level of waste arisings in the future.

9.16 When these figures are compared to the existing level of waste management capacity in West Berkshire, it is apparent that there could be sufficient consented capacity to meet the projected level of need in the future. However, such a generalised analysis ignores the fact that a number of the existing consented waste management sites in West Berkshire currently operate under temporary permissions, and that there are a number of waste streams where there is an over provision of management capacity and other streams where there is a shortfall in waste management capacity.

9.17 However, this analysis within the LWA suggests that West Berkshire could realistically aim to achieve net self sufficiency across all waste streams, such that the level of waste management capacity provided is equal to, or greater than, the total waste arisings within the authority area.

9.18 The LWA identifies that there is no existing non hazardous landfill within West Berkshire, and no new capacity foreseen. This could increase the demand for additional recovery capacity to manage residual wastes, which may assist West Berkshire in becoming more self sufficient in recovery and disposal terms. It is noted that not all waste streams can be managed within the authority area and therefore cross boundary movements of waste will continue.

9.19 The LWA estimates that, by 2036, West Berkshire is likely to be in the position whereby the level of municipal solid waste and commercial industrial waste management capacity that is permitted, is less than the level of waste arising from these waste streams. This suggests that there may be a need to plan for further capacity for the management of those waste streams. Although, the exact implications of this situation will need to be considered as the WBMWDPD develops.

10.1 Sustainability Appraisal / Strategic Environmental Assessment

10.1 The production of a Sustainability Appraisal (SA) / Strategic Environmental Assessment (SEA) is required alongside the production of a strategic plan, such as the WBMWDPD. In order to avoid any confusion, for the purposes of this consultation document the terms SA and SEA are interchangeable as the authority will be producing a combined document.

10.2 The purpose of the SA is to promote sustainable development through better integration of sustainability considerations in the preparation and adoption of plans. It is an iterative process that identifies and reports on the likely significant effects of each development plan document and the extent to which implementation of the policies it contains will achieve agreed social, environmental, economic and resource management objectives.

10.3 The first stage of the SA process was the completion of the Scoping Report (SR) and subsequent consultation on the SR with Natural England, the Environment Agency, and English Heritage. Where necessary, the responses received through the SR consultation have been incorporated into the final SR. The SR and associated responses have informed the preparation of this WBMWDPD consultation document.

10.4 The SR was undertaken in line with the guidance produced by ODPM[29] on how to produce an SA, which also covers the requirements of the European Directive on the SEA[30]. The SR complies with the requirements set out in the Environmental Assessment of Plans and Programmes Regulations 2004 (as amended) (the SEA regulations)[31].

10.5 In the context of West Berkshire, the SA focuses on the significant sustainability issues that are likely to result from the WBMWDPD and considers alternatives that take into account the social, environmental and economic objectives, and the geographical scope of the document.

10.6 To assist in the production of this consultation document an interim environmental report (IER) has been produced. The IER tests the draft WBMWDPD objectives referred to in this Issues and Options consultation against the SA objectives identified in the SR. The IER also assesses the potential effects and evaluates the effects of the WBMWDPD 'Issues and Options' on the SA objectives, and proposes initial measures to monitor the effects of implementing the WBMWDPD. As the IER was completed prior to the finalisation of this consultation documents the draft WBMWDPD objectives referred to in the IER may differ slightly from the WBMWDPD objectives in this consultation document. Similarly the draft WBMWDPD 'Issues and Options' assessed in the IER may differ slightly from the WBMWDPD 'Issues and Options' in this consultation document.

10.7 Although such an assessment is not necessary, the purpose of this assessment, and the incorporation of the assessment process into this consultation document, is to aid stakeholders in understanding the sustainability issues that surround the various options when they are making their responses. It does not preclude the Council, or a stakeholder responding to the consultation, from suggesting that a "less sustainable" option should be pursued as part of the WBMWDPD.

10.8 The IER is not a statutory stage of the SA process. It accompanies the Issues and Options consultation document, providing a high level overview of the main likely impacts (if they can be predicted) of the various 'Options' on the sustainability objectives.

10.9 Article 6(2) of the SEA Directive states:

29 ODPM (2005) A Practical Guide to the Strategic Environmental Assessment https://www.gov.uk/government/publications/strategic-environmental-assessment-directive-guidance

30 EC (2001) Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (as amended) http://ec.europa.eu/environment/eia/sea-legalcontext.htm

31 http://www.legislation.gov.uk/uksi/2004/1633/contents/made

"The authorities referred to in paragraph 3 and the public referred to in paragraph 4 shall be given an early and effective opportunity within appropriate timeframes to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme or its submission to the legislative procedure."

10.10 This process is providing an early opportunity for comment from the public on the first stage of the plan (i.e. Issues and Options document) and the accompanying IER. The IER provides some contextual analysis in terms of sustainability issues.

10.11 The IER is not intended to be a full Environmental Report as is required by the SEA Directive and may not provide an exhaustive list of all the likely significant secondary, cumulative, synergistic, short, medium and long-term permanent and temporary, positive and negative effects in terms of the Issues and Options.

Legal basis of Sustainability Appraisal / Strategic Environmental Assessment

10.12 The SEA Directive [32] was adopted in June 2001 with a view to increase the level of protection for the environment, integrate environmental considerations into the preparation and adoption of plans and programmes, and to promote sustainable development.

10.13 Article 2a of the SEA Directive requires a SEA to be carried out for all plans and programmes which are:

'subject to preparation and/or adoption by an authority at national, regional or local level or which are prepared by an authority for adoption, through a legislative procedure by Parliament or Government,'

and

'required by legislative, regulatory or administrative provisions'.

10.14 Pursuant to the requirements of the Planning and Compulsory Purchase Act 2004 (as amended) the production of the WBMWDPD is a statutory requirement as local development documents for minerals extraction and waste management to be prepared in accordance with the local development scheme.

10.15 The SEA should be carried out for plans and programmes which are likely to have significant environmental effects as set out in Article 3(2a) and Annex II. It is stated that:

'An environmental assessment shall be carried out for all plans and programmes which are prepared for agriculture, forestry, fisheries, energy, industry, transport, waste management, water management, telecommunications, tourism, town and country planning and which set the framework for future development consent of projects listed in Annexes I and II, or

which in view of the likely effect on sites, have been determined to require an assessment pursuant to Article 6 or 7 of Directive 92/43/EEC.'

10.16 The few exceptions are detailed in Article 3 (8, 9) of the SEA Directive. The aim of the SEA is to identify potentially significant environmental effects created, as a result of the implementation of the plan or programme on issues such as:

'biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors'

32 http://ec.europa.eu/environment/eia/sea-legalcontext.htm

10 Sustainability Appraisal / Strategic Environmental Assessment

which is specified in Annex 1(f) of the Directive. The Directive was transposed into English legislation by the Environmental Assessment of Plans and Programmes Regulations 2004 (the 'SEA Regulations'), which came into force on 21 July 2004. Sustainability Appraisals are mandatory for all new DPDs produced in accordance with the Planning and Compulsory Purchase Act 2004 as amended.

SA Methodology

10.17 The SR incorporates the requirements of the SEA into the SA process and was developed in accordance with:

- The European Directive 2001/42/EC, (EC, 2001)
- A Practical Guide to the Strategic Environmental Assessment Directive, (ODPM, 2005)

10.18 The SA of the WBMWDPD is an integral part of the plan preparation and has five sequential stages. These main stages and the tasks for each stage are listed in the table below. The SR was centred on SA Stage A, covering A1, A2, A3, A4 and A5. The next stages of the SA process will focus on the latter stages B, C, D and E.

10.19 As SA is an iterative process, elements of every Stage will be reviewed, and where necessary, undertaken again. Such as following the receipt of the responses to the 'Issues and Options' stage, in conjunction with the 'Preferred Options' stage, and during the preparation of the submission document. This will be fully documented in the Environmental Report.

10.20 It is acknowledged that a number of the 'options' in this consultation document are open-ended questions seeking suggestions from the reader for methods of dealing with the various 'issues'. Therefore, at this stage the natures of these strategies are unknown and therefore it is impossible to carry out an assessment of them through the SA process.

Table showing the relationship between Plan making process and SA / SEA stages

Development Plan Document Stage	SA/SEA Stage	
Pre-production (In progress)	A	**Setting the context and objectives, establishing the baseline and deciding on the scope**
	A1	Identify other relevant policies, plans and programmes, and sustainability objectives
	A2	Collect baseline information
	A3	Identify sustainability issues and problems
	A4	Develop the SA framework
	A5	Consult on the scope of the SA
Production	B	**Developing and refining options and assessing effects**
	B1	Test the DPD objectives against the SA framework
	B2	Develop the DPD options
	B3	Predict the effects of the DPD
	B4	Evaluate the effects of the DPD
	B5	Consider mitigation measures and ways to maximise beneficial effects
	B6	Propose measures to monitor the significant effects of implementing the DPD
	C	**Preparing the SA Report**
	C1	Prepare the SA Report
	D	**Consulting on the preferred options of the DPD and SA Report**
	D1	Public participation on the preferred options of the DPD and the SA Report
	D2(i)	Appraise significant changes
Examination, Adoption and Monitoring	D2(ii)	Appraise significant changes resulting from representations
	D3	Make decisions and provide information
	E	**Monitoring the significant effects of implementing the DPD**
	E1	Finalise aims and methods for monitoring
	E2	Respond to adverse effects

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10.21 As can be seen in the table above stage A4 of the SA/SEA process is concerned with the establishment of an SA framework. The SA framework encompassing sustainability objectives and potential indicators is shown in the table below. A total of 15 sustainability appraisal objectives have been derived for the appraisal of the WBMWDPD. They are based on policy advice and guidance and related to the assessment of the current state of the plan area.

WBMWDPD Sustainability Objectives and Potential Indicators

Sustainability Framework Objective	Potential Indicators	Topic area
1) To protect and enhance biodiversity and geological diversity throughout West Berkshire	• Distance from identified sites to the nearest: -SSSIs -Ancient and/or Species Rich Hedgerows -Ancient Woodland -SPAs (none in West Berkshire however Thames Basin Heath SPA is 5km from south-west border -SACs -cSACs -LNRs -WHSs; • Condition of the nearest sensitive receptors (where viable); • Monitoring of Berkshire BOAs in West Berkshire as part of Berkshire Biodiveristy Strategy • Status / condition of priority species and habitats (Berkshire Biodiversity Strategy) • Condition of SSSIs; • Changes in woodland and farmland bird species; • Site visit surveys on typical abundance and frequency of habitats (DAFOR scale); • Ecological potential site assessments; • Mitigation measures related to West Berkshire rivers that have defined ecological potential.	Biodiversity and Geodiversity; Minerals; Waste
2) To maintain and enhance water quality and resources	• Ecological status of rivers/canal/lakes; • Chemical status of rivers/canal/lakes; • *The Water Framework Directive (WFD) aims for 'good ecological and chemical status' for all ground and surface waters in the EU by 2015. The status of surface waters are assessed according to criteria prescribed in the WFD.* • Resource availability status for units of groundwater in Catchment Abstraction Management Strategy Areas; • Resource availability status at low flows for units of surface water and / or surface water combined with groundwater, in Catchment Abstraction Management Strategy Areas;	Water (Water Quality); Biodiversity; Minerals; Waste
3) To minimise the risk and impact of flooding	• Proximity and suitability of development to floodplains;	Water (Flooding); Minerals; Waste

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Sustainability Framework Objective	Potential Indicators	Topic area
	• SFRA identified sites/areas which will result in least detrimental impact from flooding; • Incidences of flood warnings in site area; • Distance to 'Areas susceptible to surface water flooding' – EA Maps; • On site and nearby topography via ordnance survey mapping; • Incorporation of Sustainable drainage systems • Survey of vegetation on site to assess capability of plant-life to mitigate flooding	
4) To maximise the sustainable use of land and the protection of soils, safeguarding the best and most versatile agricultural land	• Location and extent of agricultural land grades 1,2 and 3a; • Location and extent of contaminated land; • Location and extent of development on previously developed land; • Standard of restoration schemes back to agriculture	Soils; Minerals; Waste
5) To conserve and enhance the character of the historical environment, cultural heritage assets, and features of archaeological importance	• The number of designated heritage assets • The number and percentage of designated heritage assets at risk from minerals or waste development • The number of applications for minerals or waste development approved contrary to the advice of the Council's conservation or archaeological advisor, or statutory consultee (English Heritage) • Site allocation proximity to, and (potential) impact on: - Scheduled Monument - Listed Building - Conservation Area - Historic Park or Garden - Historic Battlefield - Site identified in the Historic Environment Record • Archaeological assessment reports associated with minerals planning applications / site allocations	Cultural heritage (including Architectural and Archaeological Heritage); Minerals; Waste
6) To minimise the impact on landscape and townscape character	• Height of proposed new or existing development; • Allocations/developments permitted contrary or in line with 'Landscape character guidelines' in Berkshire LCA (2003) or landscape advice; • Number and extent of field boundaries affected or return to historic field patterns;	Landscape and townscape; Minerals; Waste

Sustainability Framework Objective	Potential Indicators	Topic area
	• Extent of Landscape Character Areas affected; • Assessment of on site and nearby topography via ordnance survey mapping; • Extent of current hedgerows, trees, woodlands, landform and built development (based on Berkshire Landscape Character Assessments); • Number of TPOs that would be affected; • Number of minerals and waste developments on greenfield, brownfield land; • Developments within, or adversely affecting, North Wessex Down AONB	
7) To protect air quality in West Berkshire	• Location and extent of AQMAs in relation to infrastructure requirements and likely routes to / from sites; • Proposed mode of travel; • Findings from air dispersion modelling if undertaken (e.g. effects on SSSIs) • Location and extent of potentially significant junctions in relation to infrastructure requirements and likely routes; • Location of rail links to proposal; • Complete annual air quality survey (WBDC)	Air; Human health; Minerals; Waste
8) To maximise energy efficiency, the proportion of energy generated from renewable sources and adaptability to climate change	• Consideration of typical energy production (GwH) or heat production from various waste facilities allocated or permitted (i.e. PV, wind turbines etc); • Amount of new renewable energy capacity being provided each year (TV Energy Installations database).	Renewable and low-carbon energy; Air; Climatic factors; Landscape
9) To ensure the sustainable management of waste, minimise the quantity of waste sent to landfill, and to maximise the re-use, recovery and recycling of waste.	• Tonnage / % of waste recycled; • Tonnage / % of waste composted; • Tonnage / % of waste recovered; • Tonnage / % of waste to be landfilled; • Allocations or permissions granted for various types of waste development (tonnage capacity)	Waste; Human health; Landscape; Renewable and low-carbon energy; Climatic factors; Other social considerations
10) To promote the sustainable transport of minerals and waste within West Berkshire	• Number of developments where a green travel plan is submitted as a condition of development; • Method of transportation proposed;	Waste; Minerals; Health; Air; Climatic factors; Transport

10 Sustainability Appraisal / Strategic Environmental Assessment

Sustainability Framework Objective	Potential Indicators	Topic area
	• Proximity to waste arisings / market for mineral; • Proximity to strategic transport network	
11) To conserve mineral resources in West Berkshire through safeguarding of primary aggregates and encouragement of the use of recycled aggregate where possible and appropriate	• Site waste management plans submitted as part of development proposals • Monitoring development within identified safeguarding areas (contrary to / in accordance with); • Monitor development permitted against Mineral Planning Authority objection; • Tonnage capacity of sites to manage recycled aggregate.	Minerals; Waste
12) To protect human health and well being and maintain the quality and quantity of public open space amenity across West Berkshire, and protect areas of tranquillity in the context of minerals and waste development	• Monitor compliance with dust control conditions; • Monitor compliance with noise control conditions; • Monitor compliance with emissions to air; • Check location and extent of public rights of way and public open space contrary to / in accordance with consultee comments; • Enhancement of public access to nature (either as linear routes or open space) as part of minerals/waste site working and restoration schemes; • Distance between proposal and sensitive uses.	Minerals; Waste; Population; Health; Landscape, Biodiversity; Other social considerations
13) To minimise public nuisance from waste treatment and disposal, and from access to and from facilities.	• Monitor complaints regarding odour (WBDC/EA); • Monitor complaints regarding dust (WBDC/EA); • Monitor complaints regarding noise (WBDC/EA); • Monitor complaints regarding light pollution (WBDC) • Monitor complaints regarding traffic issues: times, days, frequency, size of vehicles, speed (WBDC) • Check conditions on planning permissions regarding hours of operation, emission/release parameters, and transport agreements etc; • Define/monitor location of Strategic Lorry Routes.	Waste; Minerals; Population; Health; Landscape; Biodiversity; Air; Light; Noise; Other social considerations; Transport
14) To minimise public nuisance from minerals development and associated activities including transportation.	• Monitor complaints regarding odour (WBDC/EA); • Monitor complaints regarding dust (WBDC/EA); • Monitor complaints regarding noise (WBDC/EA); • Monitor complaints regarding light pollution (WBDC); • Monitor complaints regarding traffic issues: times, days, frequency, size of vehicles, speed (WBDC);	Waste; Minerals; Population; Health; Landscape; Biodiversity; Air; Light; Noise; Other social considerations; Transport

Sustainability Framework Objective	Potential Indicators	Topic area
	• Monitor conditions on planning permissions regarding location of site, hours of operation, emission/release parameters, transport agreements, depth of working etc; • Define location of strategic lorry routes.	
15) To support opportunities for economic development, including jobs, arising from waste and minerals related activities.	• Where assessments are carried out - Employment land availability in West Berkshire; • Typical amount of job creation (jobs per ha) within different use classes; • Whether jobs are permanent / temporary (i.e. for construction / operational period).	Waste; Minerals; Population; Other economic considerations

11 Consultation questions

11.1 Introduction to the consultation questions

11.1 The preceding sections of this consultation document have provided a brief background to West Berkshire and also introduced some of the relevant issues relating to mineral and waste that the WBMWDPD may need to address.

11.2 The remainder of this consultation document is primarily involved with the various issues that have been identified by the authority that may need to be addressed within the emerging development plan document and poses a number of questions which would would like your response upon.

11.3 It is envisaged that this consultation document will assist West Berkshire Council in the development and refinement of the overall strategy and key issues to be addressed in the WBMWDPD. Therefore, whilst this consultation seeks to consider the overarching strategic content of the emerging development plan document, we would clearly welcome any comments on specific matters, or points of detail.

11.4 Comments on the documents that have supported the development of this consultation document, such as the LAA, LWA, SA scoping report, the interim environmental report, etc would also be welcomed.

11.5 The final "question" in this consultation is an open ended question where we invite comment on any other matters that you consider that the WBMWDPD will need to address.

12.1 Vision for the WBMWDPD

12.1.1 Questions

Question 1

Do you agree that the vision for the WBMWDPD needs to be stated?

Question 2

If so, does the suggested wording encompass what is needed? If you feel that it does not, please explain why.

12.1 Having provided a brief background and some introduction to this consultation document for the WBMWDPD in the preceding sections, the remainder the document is primarily involved with the various issues that have been identified by the authority.

12.2 West Berkshire Council has identified that, to accord with government guidance and best practice. The WBMWDPD will need to define a vision, and set of objectives. These will need to reflect the context set by national minerals and waste policies to create an overarching theme for minerals and waste planning in West Berkshire for the plan period and potentially well beyond.

12.3 The following vision for the WBMWDPD has been devised.

Draft vision for the West Berkshire Minerals and Waste Development Plan Document

"To facilitate the planned delivery of mineral resources and waste management capacity which meet the requirements for West Berkshire in accordance with national planning policy. In particular to plan for the delivery of mineral resources and waste management capacity in locations which meet the needs of the communities and economy of West Berkshire, in the most sustainable way."

13 Objectives for the WBMWDPD

13.1 Objectives for the WBMWDPD

13.1.1 Questions

Question 3

Do you think that the stated objectives are suitable for the WBMWDPD in respect of minerals and waste development? If not, please indicate how you think the objectives should be changed.

Question 4

Do you think there are any other objectives that should be incorporated into the WBMWDPD? If so, please state what you think these objectives should be.

13.1 West Berkshire Council considers that the approach to minerals and waste in the WBMWDPD should be based on a set of objectives to give a clear statement of what the plan is seeking to achieve. The following objectives, that have been informed by national and local guidance, strategies and policies relating to minerals and waste, are suggested (these plan making objectives vary from the draft sustainability objectives as they have different purposes):

- Minerals Objective A - To encourage the most appropriate use of all mineral resources, including the use of recycled aggregates and secondary aggregates, having regard to the need to ensure that there is a sufficient supply, whilst maintaining the long term conservation of primary aggregates.
- Minerals Objective B - To attain the principles of sustainable development set out in the National Planning Policy Framework by taking into consideration the demand for all mineral resources and the need to protect and seek to improve the quality of life of residents, the quality and diversity of areas of nature conservation interest, historic and heritage assets, water environment and landscape character.
- Minerals Objective C - Where practicable, to locate minerals development in appropriate locations in order that the potential negative impact from flooding is minimised.
- Minerals Objective D - To maintain a stock of permitted reserves (a landbank) for aggregate minerals, in accordance with current Government advice, to ensure an adequate and steady supply of minerals from outside the North Wessex Downs Area of Outstanding Natural Beauty, Scheduled Monuments and Special Areas of Conservation.
- Minerals Objective E - To identify Preferred Areas for future mineral extraction, which will provide for the continued extraction of minerals, having regard to the need to avoid demonstrable harm to interests of acknowledged importance.
- Minerals Objective F - To prevent the unnecessary sterilisation of proven mineral resources by other forms of development and to safeguard existing and planned rail depot sites together with existing and planned concrete batching facilities, coated road stone manufacturing facilities and sites that handle, process and distribute recycled and secondary aggregates.
- Minerals Objective G - To provide for the recovery and reuse of aggregate from construction and demolition waste in order to reduce the requirement for new primary resources to a minimum.

- Minerals Objective H - To ensure that mineral sites are progressively restored to a high standard and beneficial and viable after-use.

- Waste Objective I - To seek to prevent the generation waste arisings at source, and to support and encourage initiatives designed to achieve this.

- Waste Objective J - To increase the overall waste management capacity in West Berkshire in line with the waste hierarchy through the provision of capacity for the re-use of waste materials, the preparation for the reuse of materials, the recycling of waste and the recovery of materials that cannot be recycled. To minimise the quantities of residual waste needing final disposal, while recognising that this will continue to be required.

- Waste Objective K - To provide a flexible approach to the delivery of waste management facilities of appropriate capacity and type to achieve net self-sufficiency of waste management across all waste streams within West Berkshire.

- Waste Objective L - To enable the delivery of the West Berkshire Waste Management strategy and increase the proportion of waste managed further up the waste hierarchy.

- Waste Objective M - 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.

- Waste Objective N - To safeguard existing waste management facilities, which are appropriately located, from competing forms of development that might otherwise constrain their continued operation or lead to their loss.

- Waste Objective O - To ensure appropriate protection of the quality of life of those who live and work in West Berkshire from the adverse effects of waste management related development.

- Waste Objective P - To ensure appropriate protection of the natural and cultural heritage in West Berkshire from the adverse effects of waste management related development in accordance with the National Planning Policy Framework.

- Waste Objective Q - Where practicable to locate waste development in appropriate locations in order that the potential negative impact from flooding is minimised.

13.2 It is acknowledged that these objectives may evolve over the development of the WBMWDPD, depending on the outcome of the Issues and Options consultation process.

1 General Issue 1: End date for the WBMWDPD

End date for the WBMWDPD

1.1 The National Planning Policy Framework (NPPF) confirms that local plans should be drawn up over an appropriate timescale, preferably a 15 year time horizon[33]. The current timetable for the production of the WBMWDPD is such that it is envisaged that the submission draft of the plan will be submitted in 2015 with the aim to have the examination in public later in 2015 and the plan adopted in 2016. Therefore, to ensure that the plan covers a period of at least 15 years from the date of adoption, this would suggest that the plan should cover the period to 2031.

1.2 The adopted local development scheme for West Berkshire, published in September 2013, also states that the WBMWDPD will cover a 15 year period, in line with the NPPF. However this date in the local development scheme is not fixed and an alternative plan period could be pursued, if it is appropriate.

1.3 Planning Policy Statement 10: Planning for sustainable waste management (PPS10) suggests that a waste development plan document should look forward for a period of at least 10 years[34], using the same envisaged adoption date and to ensure that the plan covers a period of at least 10 years, from the date of adoption, this would suggest that the plan should cover the period to 2026.

1.4 An alternative option would be for the WBMWDPD to have the same end date as the recently adopted West Berkshire Core Strategy which covers the period of 2006 – 2026 to ensure that these local development plan documents run concurrently.

1.5 For the purposes of the LAA and the LWA, an end date of 2036 was used in the forward projections of aggregate demand and waste arisings, this figure was chosen as it was considered that a 20 year period, beyond the projected adoption date of the WBMWDPD, would be likely to be maximum period to be covered by the WBMWDPD.

Options

Option 1.1

Should the WBMWDPD have an end date of 2031 in accordance with the guidance in the NPPF?

Option 1.2

Should the WBMWDPD have an end date of 2026 in accordance with guidance in PPS10?

Option 1.3

Should the WBMWDPD have an end date of 2026 to coincide with the end date of the West Berkshire Core Strategy?

33 National Planning Policy Framework, para 157: Department for Communities and Local Government, March 2012 www.gov.uk/government/publications/national-planning-policy-framework--2

34 Planning Policy Statement 10: Planning for sustainable waste management, para www.gov.uk/government/publications/planning-for-sustainable-waste-management-planning-policy-statement-10

Option 1.4

Should the WBMWDPD cover a different period?

1.6 The interim environmental report assessed these options in terms of sustainability. It was considered that it could be beneficial, for the sustainability objectives, to plan as far into the future as possible, however an alternative rationale was put forward that a shorter plan period would mean that, where the plan requires updating or amending to reflect changes in legislation, policy or technology for example, this could be done more quickly. Rather than focusing on the plan period, the content of the DPD in terms of actual policy, and background text is likely to be much more relevant in terms of whether or not the sustainability objectives are positively impacted upon.

2 Minerals Issue 2: Future mix of supply of aggregates in West Berkshire

Future mix of aggregate supply

2.1 West Berkshire has, for many years, supplied a considerable volume of primary aggregates from land won sources. Whilst this volume of land won primary aggregates has steadily declined from around 600,000 tonnes per annum in 2000, to a figure nearer to 200,000 tonnes in 2011, the LAA has concluded that West Berkshire has always delivered a significant proportion of the total volume of land won primary aggregates in the former County area.

2.2 Since the year 2000, the percentage of primary aggregates sold from sites within West Berkshire has varied between 35% and 85% of the total volume sold from the former County area. On average, West Berkshire has produced around 55% of the total volume sold from the former County area. This equates to over 5.5 million tonnes of primary aggregates from land won sources being sold from sites in West Berkshire since the year 2000.

2.3 It is apparent that West Berkshire has, for decades, been an exporter of primary aggregates (primarily sharp sand and gravel) and the minerals extracted from West Berkshire have supported developments outside the Authority area. However, it is well known that minerals can only be worked where they occur and most individual Mineral Planning Authorities cannot rely solely upon minerals from within their area to meet local demand. As such, those authorities that are relatively resource rich have to acknowledge that they may need to support those areas that are resource poor to facilitate the continuation of patterns of economic growth in the UK.

2.4 The LAA has identified that there appears to have been a recent shift in the pattern of aggregate production in West Berkshire. Over the past 3 to 5 years, West Berkshire has seen a significant decline in both the level of permitted sand and gravel reserves and level of primary aggregates sales. At the same time, the amount of capacity available for construction and demolition waste recycling has dramatically increased. This change in pattern could be as a consequence of the current period of economic decline or it could be due to a change in building techniques and the increase in the use of different construction materials, such as wood, which may be seen as being more sustainable than concrete products.

2.5 This change in the levels of primary aggregates supply in West Berkshire also coincides with an increase in the amount of primary aggregate sales from sites within the other 5 authorities that make up the former County area, which could mark a shift in the pattern of aggregate production. With the historic levels of land won aggregate provision within West Berkshire potentially having resulted in a decreased level of resource available, such that there has been a shift of primary aggregate production to sites outside of West Berkshire, coupled with a move towards the production of recycled aggregates to meet the local demand.

2.6 The WBMWDPD will need to set out the strategy and framework that meets the need for aggregates in West Berkshire[35] over the plan period. The reserves of primary aggregates in West Berkshire are declining and it is possible that the WBMWDPD may need to consider a shift in strategy, to meet the need for aggregates over the plan period, away from the reliance on land won sources.

2.7 The NPPF, published in March 2012, introduced a requirement for mineral planning authorities to prepare an annual LAA. The NPPF states that the LAA is intended to inform the preparation of Minerals Plans, and should be based on a rolling average of 10 years sales data and other relevant information. It also requires that the advice of the aggregates working party be taken into account in the preparation of the LAA.

2.8 As detailed above, West Berkshire has completed a LAA that forms part of the evidence documentation that supports this consultation. Numerous different methodologies for calculating the level of demand for land won primary aggregates from sites within West Berkshire were tested in the LAA and, after analysing various methodologies, it was concluded that the ten year average of historic

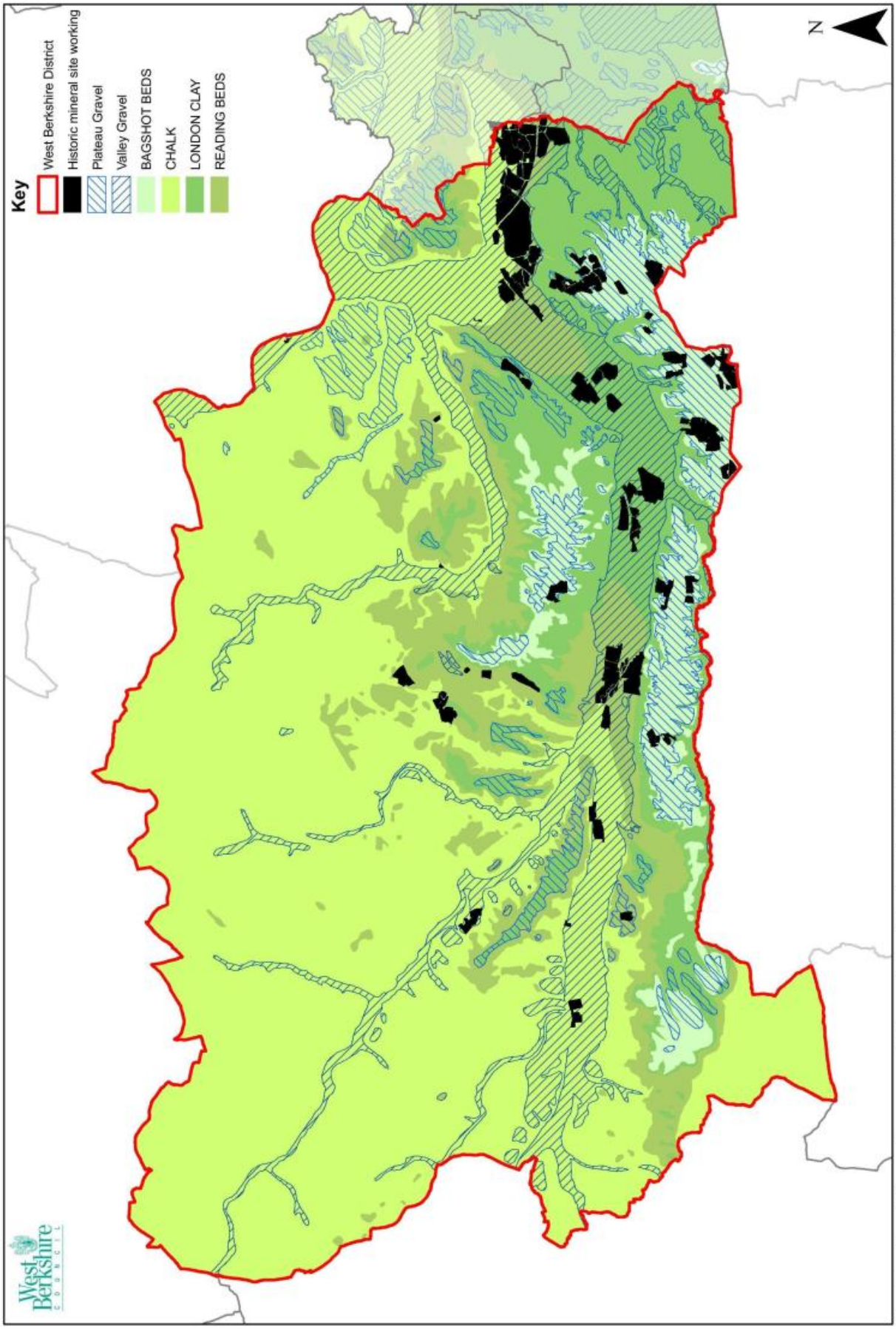
35 The level of need for aggregates in West Berkshire has been calculated though the production of the local aggregates assessment and the annual update of this assessment as per the GMASS guidance and the NPPF

sales currently represents the most realistic supply system for West Berkshire to utilise. This methodology suggests that, to meet the level of need for land won primary aggregates in West Berkshire, the authority should look to deliver 439,356 tonnes of primary construction aggregates per annum.

2.9 Rather than set a tonnage figure for the level of land won primary aggregates that the WBMWDPD should seek to deliver (which may form part of the final development plan document) it is considered by the Council that this consultation should seek to determine the overall strategy for the delivery of construction aggregates in West Berkshire. However, this analysis from the LAA is considered useful to aid the understanding of the potential need for minerals sites over the plan period.

2.10 The map on the following page illustrates the simplified geology of the authority, an indication of the location of the gravel deposits as well as areas of historic mineral extraction.

Minerals Resource Map



Options

Option 2.1

Should West Berkshire progress with a strategy that relies primarily on meeting the need for construction aggregates through the extraction of primary minerals from reserves in West Berkshire, whilst also recognising the wider role that West Berkshire has in supplying minerals to other areas that have fewer resources?

Option 2.2

Should West Berkshire progress with a strategy that relies primarily on meeting its need for construction aggregates through the extraction of primary minerals from reserves in West Berkshire, but seek to maintain the remaining reserves for the construction and manufacturing industry within West Berkshire?

Option 2.3

Should West Berkshire progress with a strategy that relies primarily on meeting its need for construction aggregates through the maximisation of recycled aggregate production to reduce the reliance on land won sources?

Option 2.4

Should West Berkshire progress with a strategy that relies upon on meeting its need for construction aggregates through a mix of land won primary aggregates, imports of aggregates from other authorities and through the use of recycled aggregates?

Option 2.5

Do you think there is another strategy, relating to construction aggregates, that the WBMWDPD could develop? If so please explain what you think it should be.

2.11 The interim environmental report assessed these options in terms of sustainability. Option 2.2 focuses on the provision of aggregate primarily for use within West Berkshire and was considered likely to impact positively on 9 sustainability objectives, including in regards to biodiversity and geodiversity, water quality and resources, protection of quality agricultural land, amenity impacts and sustainable transport issues. In relation to economic development, this option is likely to have negative impact.

2.12 Option 2.3 relies on encouraging the production of recycled aggregate, thereby reducing the reliance on land-won sources and was considered likely to impact very positively on 2 sustainability objectives regarding 'sustainable waste management', and the 'conservation of mineral resources'. Under this option, less extraction would be taking place so less land would be disturbed, therefore, impacting positively on 4 objectives including those related to biodiversity and geodiversity, water quality and resources, the protection of quality agricultural land, and public open space amenity.

2 Minerals Issue 2: Future mix of supply of aggregates in West Berkshire

Although, this would reduce the impact of quarry traffic, there may be increased negative impact from transportation of processed and unprocessed construction, demolition and excavation waste. It was unclear what impacts this option would have in economic terms, as jobs may be lost in the primary extraction industry but may be created in the recycled aggregate industry.

2.13 Option 2.2 or 2.3 are likely to be the most positive in terms of impacts on the sustainable objectives. Option 2.4 is a combination of different types of aggregate provision and was considered likely to impact positively on 7 sustainability objectives and negatively on none of the objectives. It appears that in sustainability terms this option may be less beneficial than options 2.2 or 2.3. However, for practical reasons including suitability of recycled aggregate for certain purposes, and market demands, it may be that option 2.4 is preferable.

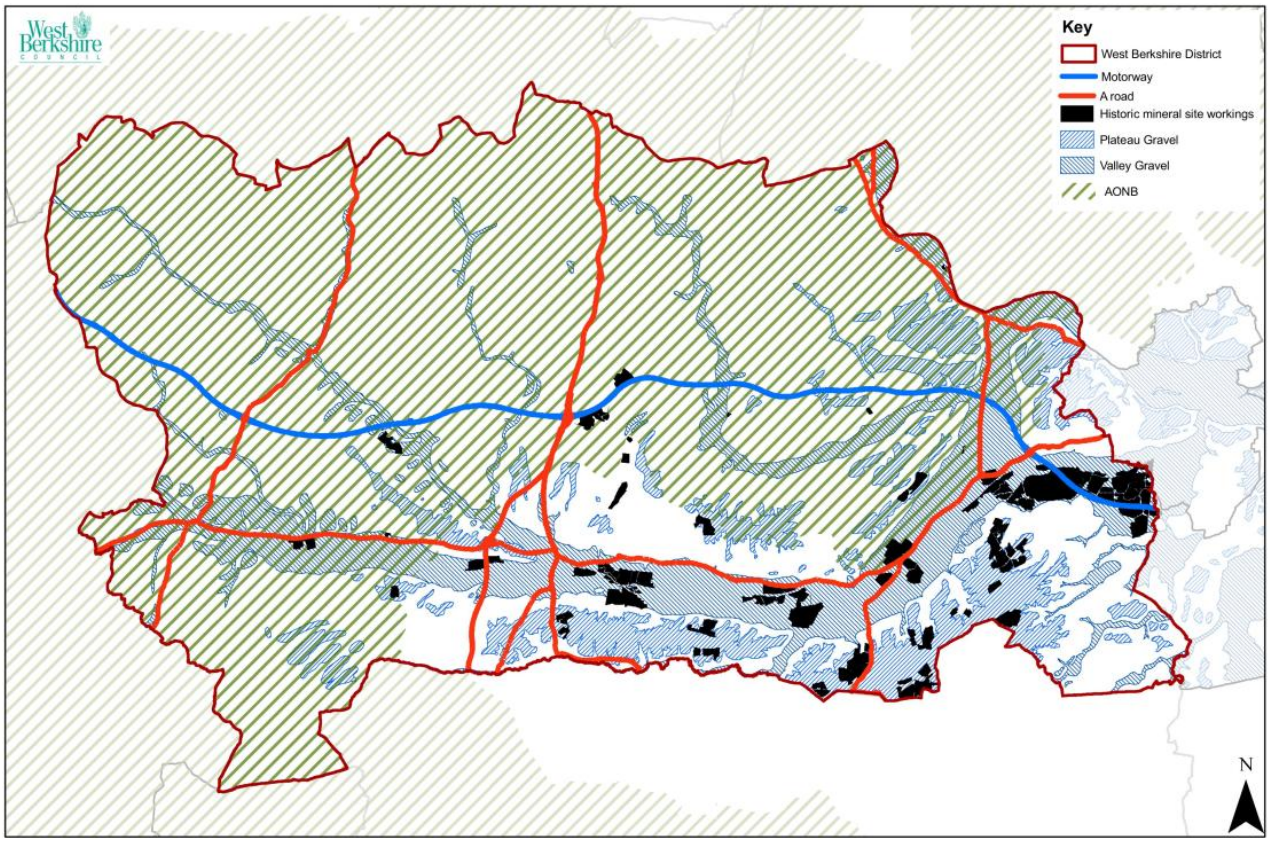
Extraction of sharp sand and gravel from within the AONB

3.1 As referred to in issue one above, the LAA has identified that there has been a marked decline in the level of permitted reserves of aggregates and the volume of minerals produced and sold from quarries within West Berkshire in recent years. The patterns of declining primary aggregate sales is the same as that seen across the former south east region and at the national level. Approximately 74% of West Berkshire is designated as an Area of Outstanding Natural Beauty (AONB), which is recognised as a nationally important landscape designation. Government guidance is clear that planning authorities should, as far as is practical, provide for the maintenance of non energy minerals from outside areas of outstanding natural beauty[(36)].

3.2 Sharp sand and gravel is not a particularly rare resource, and it is understood that, at both the regional and national level, there are extensive deposits outside such nationally important landscapes. However, there are known to be viable deposits located within the AONB, particularly along the corridor between Newbury and Reading. It is known that much of the reserves of construction aggregates within this corridor, that is located outside the AONB, have already been extracted, along with large areas of the terrace deposits found further to the south.

3.3 Due to the fact that it is known that there are potentially viable deposits of sharp sand and gravel located within the AONB in West Berkshire, and that the reserves that exist outside the AONB have been exploited for a number of years, it is possible that West Berkshire may need to consider whether it is appropriate to see the resource areas within the AONB being exploited during the period covered by the WBMWDPD. As such this is considered to be a strategic matter to be considered as part of the WBMWDPD.

3.4 The following map illustrates the broad location of the gravel deposits in West Berkshire along with the extent of the AONB.



36 National Planning Policy Framework, para 144: Department for Communities and Local Government, March 2012

3 Minerals Issue 3: Extraction of sharp sand and gravel from within the AONB

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Options

Option 3.1

Should West Berkshire progress with a strategy that seeks to meet its need for sharp sand and gravel from sites outside the AONB, recognising that the viable reserves in this area have already been heavily exploited, such that more constrained or sensitive sites may have to be worked, or that the level of aggregates that can be produced in West Berkshire may have to be limited?

Option 3.2

Should West Berkshire progress with a strategy that seeks to meet its need for sharp sand and gravel from sites both outside and within the AONB? If you agree with this strategy, do you think that the WBMWDPD should identify a strategic area / areas or sites within the AONB where the extraction of sharp sand and gravel could be permissible?

Option 3.3

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

3.5 The interim environmental report assessed the potential options in terms of sustainability. Option 3.1 would discourage extraction of sharp sand and gravel in the AONB and it was considered likely that it could impact positively on 3 sustainability objectives concerned with protecting the historic environment, the landscape, and open amenity space. It may. however, limit employment opportunities as there is, potentially, a limited amount of reserves outside the AONB, and it would limit employment potential in the AONB, so it may therefore be negative in economic terms.

3.6 Option 3.2 would allow the extraction of sharp sand and gravel in the AONB and was considered likely to impact positively in economic terms, as it could potentially maximise employment as there are understood to reserves in the AONB. Conversely to option 3.1, it would likely be negative for protecting the historic environment, the landscape, and open amenity space.

3.7 In terms of meeting the sustainability objectives, overall option 3.1 is considered likely to be the most beneficial.

Extraction of soft sand in West Berkshire

4.1 Soft sand is distinct from sharp sand, as these sands have quite different properties and characteristics from each other and are used for different purposes. Sharp sand is principally used in concreting applications, whereas soft sand can be used in construction operations, such as the production of asphalt, mortar and plaster, or for other uses such as, horticulture and sports pitches.

4.2 Soft sand is also often referred to as "building sand", and sharp sand is referred to as "concreting sand". However, these terms can be slightly misleading as not all soft sand deposits, even after processing, would meet the specifications set out in British Standards that relate to it being used for building purposes, similarly, not all sharp sand deposits are suitable for concreting purposes.

4.3 There are a number of British Standards that have been informed by European standards to ensure consistency across Europe in respect of the use of aggregates for different purposes. One of the key British Standards, in respect of soft sand, is BS13139, which stipulates criteria and limitations that dictate what uses a particular deposit can fulfil.

4.4 It is understood that soft sand is not a particularly scarce resource with sources of existing supply being available in the surrounding counties of Hampshire, Oxfordshire and Wiltshire. The British Geological Survey – South East Regional Assembly: South East Plan – Review of Mineral Supply and Demand Report (2006) suggests that in West Berkshire it is estimated that there are around 1,327,000,000 tonnes of soft sand resource, albeit that 76% of this resource is constrained by environmental designations. This still could suggests that there remains around 321 million tonnes of unconstrained resources of soft sand in West Berkshire.

4.5 The historical pattern of soft sand in West Berkshire is such that it has been principally worked from sites located within the North Wessex Downs AONB which indicates that although there may theoretically be very large volumes of unconstrained soft sand resources in West Berkshire, such deposits may not have been worked for other reasons, such as difficulties over access, viability, quality of the deposit or land ownership.

4.6 Only one new site working soft sand has been permitted in the last decade, which was Copyhold Farm. This site was permitted on the basis that the soft sand worked from this site was of sufficient quality to be used in the Marley tile factory in Beenham, and at the time of the application, the tile factory was understood to be importing soft sand from as far away as Dorset to meet the specific needs for the factory. As such, it was considered that the applicant had demonstrated an overriding local need for the minerals that would be used locally to fulfil a demand that was being met from a considerable distance away at that time.

4.7 It is also understood that, at the end of 2011, there were some 32,822,000 tonnes of permitted reserves of soft sand within the various mineral planning authorities that make up the former south east region (approximately one fifth of these reserves are understood to be located in the planning authorities of Oxfordshire, Hampshire and Buckinghamshire). If the level of sales of soft sand seen in 2011, at the former region level (1,524,000 tonnes per annum) remain constant the existing permitted reserves would last for a 20 year period. Whilst this is a recognised to be a very high level assumption of existing supply and demand, it does suggest that, at a wider than local level, there is a significant volume of permitted soft sand reserves that could assist in meeting future demands.

4.8 It is also recognised that there are no ready substitutes for soft sand, as other aggregates, including those from marine and recycled sources, are unsuitable for the building uses for which soft sand is largely used.

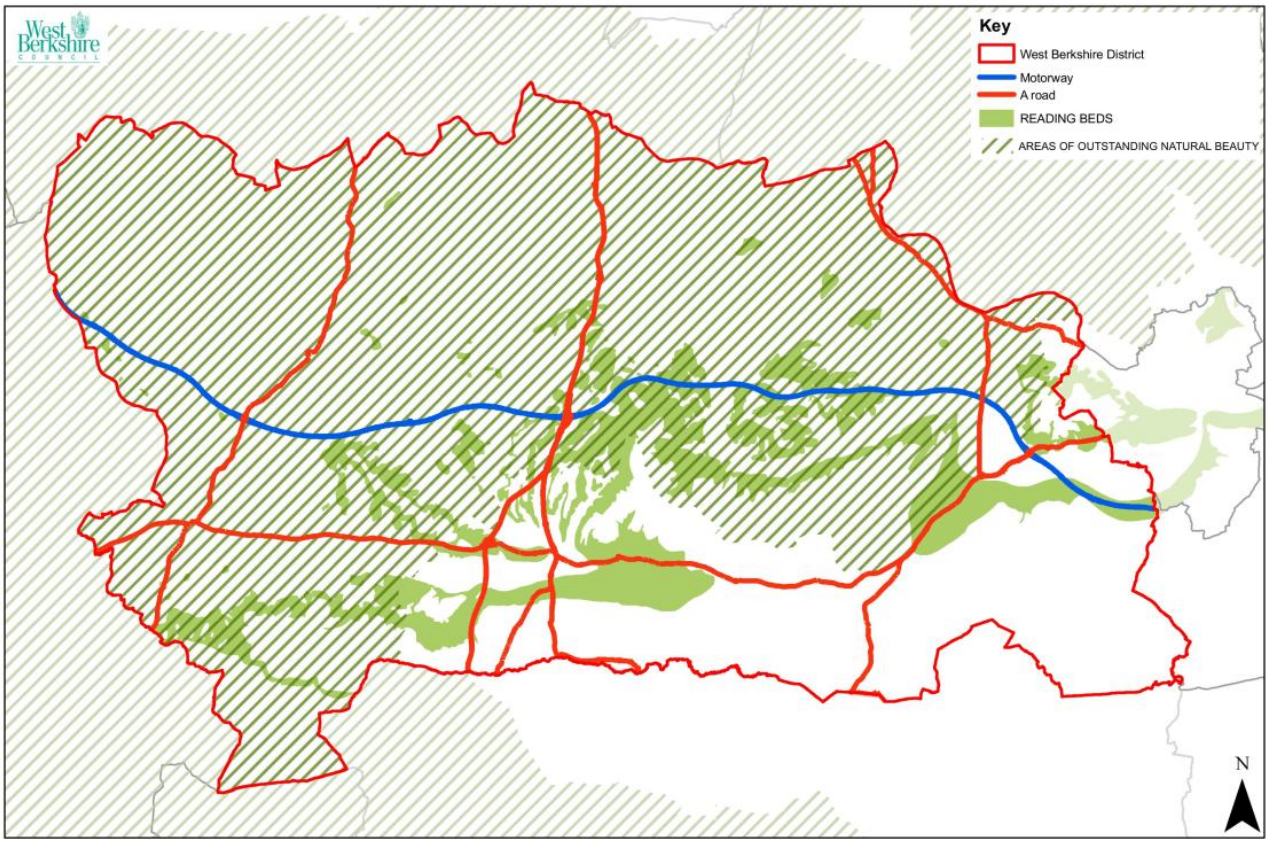
4.9 The NPPF is clear that great weight should be given to the conservation of landscapes, such as the AONB. The NPPF sets out a presumption against major developments in such designated areas.[37] The NPPF also confirms that the maintenance of non energy minerals should be provided

37 National Planning Policy Framework, paras 115 and 116: Department for Communities and Local Government, March 2012

4 Minerals Issue 4: Soft Sand

for from outside National parks, the Broads and AONB. However given the historic pattern of soft sand extraction in West Berkshire it is considered that this is a strategic matter to be considered as part of the WBMWDPD.

4.10 The following map illustrates the location of the reading beds (the geological formation within which soft sand deposits are normally found within West Berkshire) along with the extent of the AONB.



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Options

Option 4.1

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand from sites outside the AONB, recognising that the availability of viable reserves outside the AONB is limited, such that, the level of soft sand production in West Berkshire may have to be limited?

Option 4.2

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand from within the AONB? If you agree with this strategy, should the strategy identify a strategic area(s) or sites within the AONB where mineral extraction will be permissible?

Option 4.3

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand from sites outside the AONB, but recognise that there may be exceptional local circumstances where extraction of soft sand from within the AONB may be acceptable if, for example, it was to meet an overriding specified local need?

Option 4.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

4.11 The interim environmental report assessed these options in terms of sustainability. Option 4.1 would not allow extraction of soft sand from within the AONB, and was therefore considered likely to be very positive for protecting the historic environment, the landscape, and open space amenity. However, it may limit job creation potential so it is likely to be very negative in economic terms.

4.12 Option 4.2 on the other hand would allow extraction of soft sand from within the AONB, and it was therefore considered likely to be very negative for protecting the historic environment, the landscape, and open space amenity. It was considered likely to create jobs so it could be very positive in economic terms. Option 4.3 would seek to have the extraction of soft sand from outside the AONB, however, if there were exceptional local circumstances, the soft sand could be extracted on a small scale. This was considered likely to be positive for the historic environment, the landscape, open space amenity, and in economic terms. Options 4.1 or 4.3 were considered likely to be the most beneficial for the sustainability objectives. Option 4.1 is potentially very negative in economic terms but very positive in other respects, while option 4.3 is potentially positive in all these respects.

5 Minerals Issue 5: Safeguarding of minerals

Mineral Safeguarding

5.1 Minerals are a valuable, but limited resource that can only be won where they naturally occur. Safeguarding of viable or potentially viable mineral deposits from sterilisation by surface development, which would preclude their possible extraction at some future date, is an important component of sustainable development. Government advice is that planning authorities should make every effort to safeguard mineral deposits that are or may become of economic importance, against other types of development. The existence of viable or potentially viable mineral deposits can be noted by designating them as part of a Mineral Safeguarding Areas (MSAs). MSA (s) can also be defined around the margin of active mineral workings or identified preferred areas to ensure alternative development proposals consider the implications on such sites. Within such MSA (s) surface development which would be incompatible with the mineral development, should not be permitted during the active life of the quarry.

5.2 The NPPF confirms the importance of preventing the unnecessary sterilisation of minerals as well as the need to set out policies that encourage the prior extraction of minerals, where practicable and environmentally feasible.

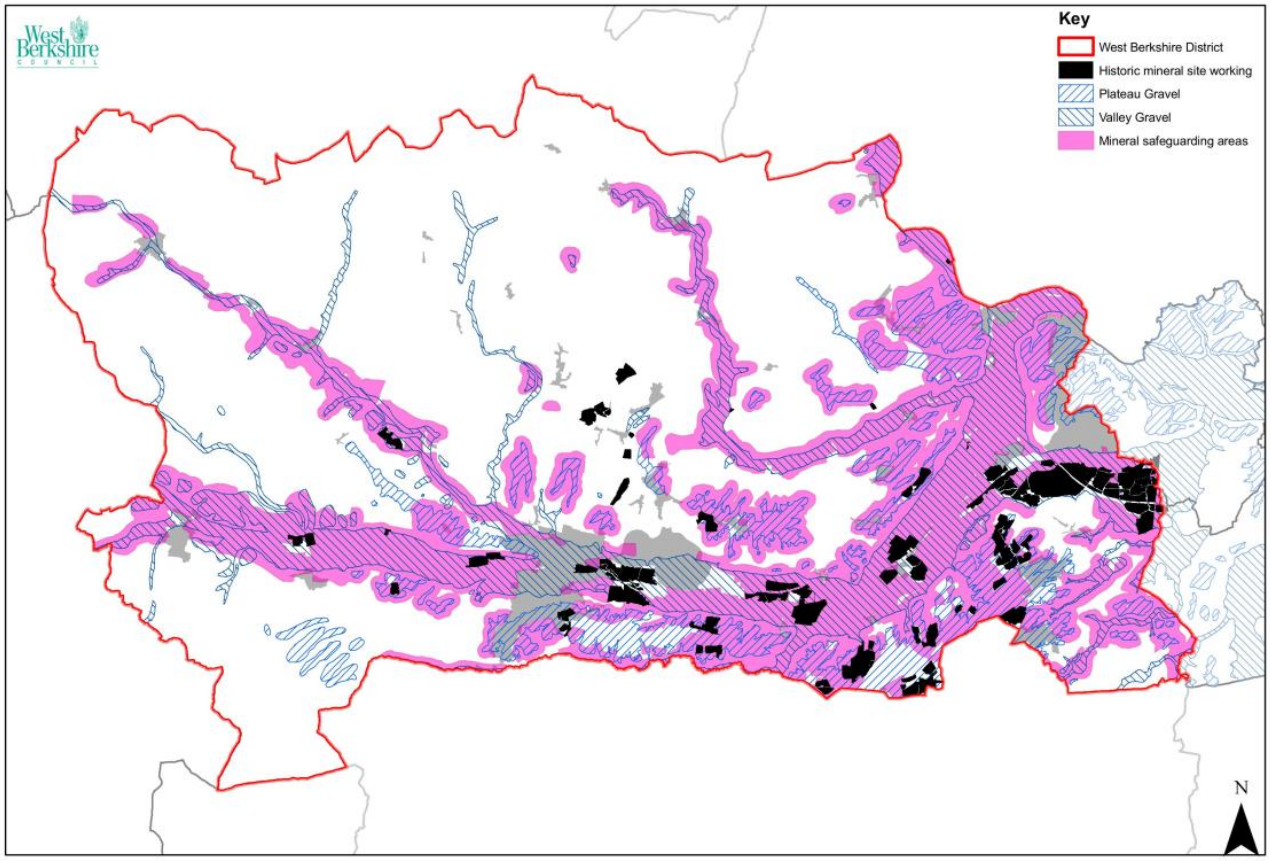
5.3 The existing Replacement Minerals Local Plan for Berkshire [38] Policies 1 and 2 (set out below) sets out the circumstances where development might be permitted over mineral deposits are:

- Where it can be demonstrated that the mineral deposit is of no commercial value, and unlikely to be so in future;
- Where the planning considerations amount to an over-riding case in favour of allowing the development to proceed;
- Where extraction of the mineral would cause such significant environmental impacts that it would be unlikely to ever be permitted.

5.4 It is considered that, in line with the requirements of the NPPF, a strategy in respect if mineral safeguarding is a matter that needs to be considered as a part of the development of the WBMWDPD.

5.5 The following map illustrates the indicative locations of the existing gravel reserves in the Authority, together with the broad locations of historic workings and the existing mineral consultation / safeguarded areas as set out in the Replacement Minerals Local Plan for Berkshire.

Minerals Issue 5: Safeguarding of minerals 5



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Policies 1 and 2 of the Replacement Minerals Local Plan for Berkshire

Policy 1 The local planning authorities will seek to husband the mineral resources of Berkshire, to prevent their wasteful use or sterilisation.

Policy 2 The local planning authorities will oppose development proposals which would cause the sterilisation of mineral deposits on the proposed development site, or which would prejudice the future working of minerals on adjacent sites, except where it is demonstrated that:

- The mineral deposit is of no commercial interest and is unlikely to be so in the future; or
- Having regard to all relevant planning considerations, there is an overriding case in favour of allowing the proposed development to proceed without the prior extraction of the mineral; or
- Extraction of the mineral would be subject to such strong environmental or other objection that it would be highly unlikely that it would ever be permitted in any circumstances.

Options

Option 5.1

Should West Berkshire identify mineral safeguarding areas around potentially viable deposits of aggregates and if so, should a buffer applied around the deposits?

Option 5.2

Should West Berkshire identify mineral safeguarding areas around active mineral workings, as well as any preferred areas for mineral extraction identified in the WBMWDPD?

Option 5.3

Do you agree that there are the circumstances when surface development might be allowed over in-situ mineral deposits?

Option 5.4

Are there any other considerations that should be taken into account in when considering how to safeguard known mineral deposits?

Option 5.5

Are there any other mineral deposits, other than sharp sand and gravel that you think should be safeguarded from other surface development?

5.6 The interim environmental report assessed the identified options in terms of sustainability. Options 5.1 and 5.2 were considered very positive for conserving mineral resources, and positive for biodiversity and geological diversity, water quality and resources, protection of high quality soils, the historic environment, and landscape. This is due to less land being disturbed by other forms of development, as a result of the safeguarding. These options ranked the same in terms of their impacts on the sustainability objectives. It may be that a number of these objectives can be implemented concurrently, to result in the overall benefit of the sustainability objectives.

Industrial users of construction aggregates

6.1 It is acknowledged that there are a number of industrial operators that utilise significant volumes of primary aggregates in West Berkshire.

6.2 The first that has been identified is the Beenham tile factory, which is understood to be a strategically important facility for the UK. Whilst the majority of the products produced at this factory inevitably end up being exported out of the district, West Berkshire clearly benefits from the employment opportunities that come with such a manufacturing facility. It is understood that the Beenham tile factory is the largest concrete tile factory in the Country and it supplies roofing tiles to the construction industry all across the South East. The factory requires around 100,000 tonnes of primary aggregates (sharp sand and gravel) per year to meet the demand for concrete tile production.

6.3 The presence of the Beenham tile factory and the specialist products that it produces, which serve markets that are substantially wider that those of general aggregate suppliers, is recognised in the current adopted minerals local plan. The Replacement Minerals Local Plan acknowledges the existence of the factory and the significant investment that the applicant has made in the development and maintenance of the factory; the level of employment that it generates; the specialist nature of the products that are produced; and that the need for the maintenance of a supply of minerals that fall within a defined quality control specification is a matter of importance to the factory. However there is no policy in the Replacement Minerals Local Plan for Berkshire that relates to this matter. It is understood that, historically, the Beenham tile factory has fulfilled its demand for minerals from the open market.

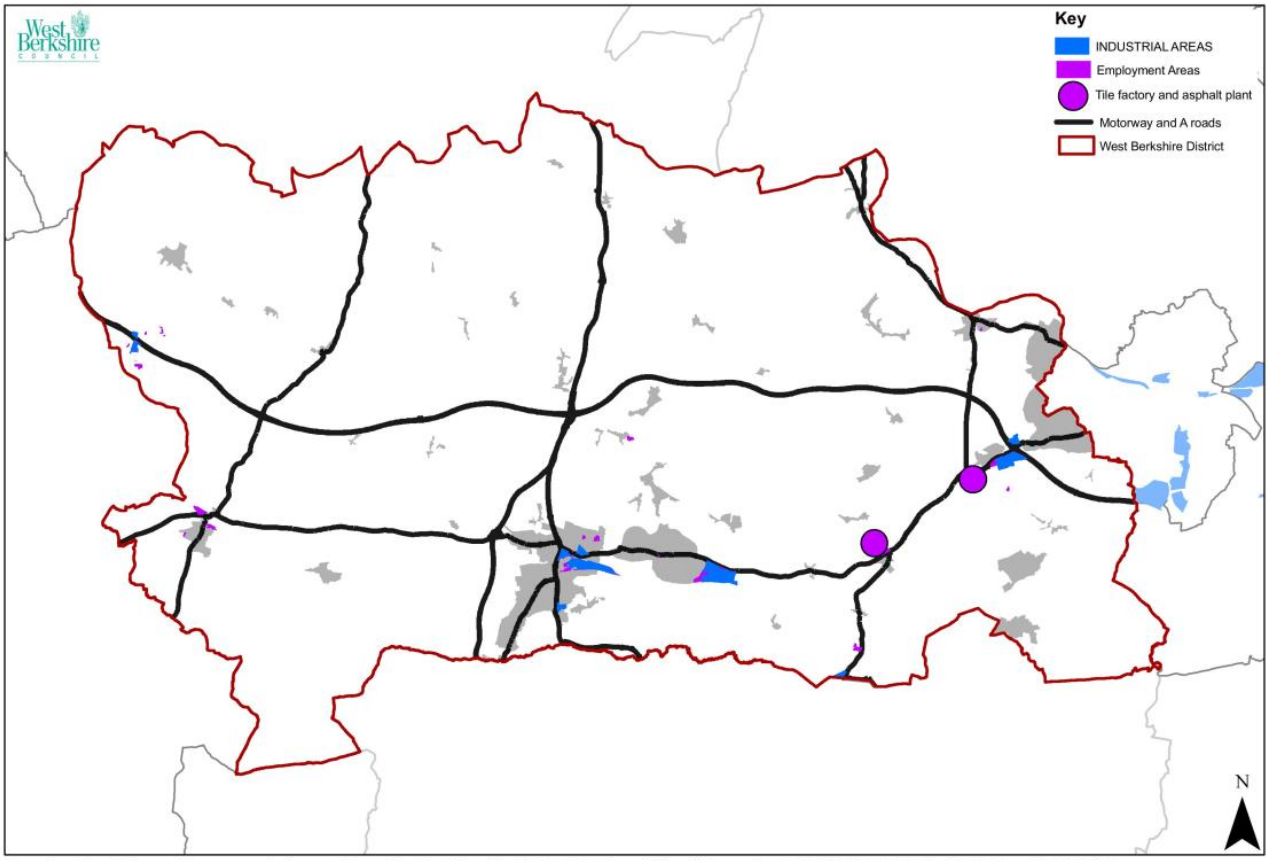
6.4 The second industrial operation, that utilises even greater volumes of primary minerals, is the coated road stone plant at Theale that uses hard rock that is imported by rail in the manufacture of asphalt products, primarily used in road construction and repair. However, as this facility relies upon rail imports this facility, it is understood that it is unlikely to generate a specific need for additional land won primary aggregates in West Berkshire.

6.5 There are also a number of concrete batching plants located in West Berkshire that utilise land won primary aggregates in the production of concrete to meet the demands of the local and wider than local area.

6.6 The National Planning Policy Framework acknowledges the importance of other mineral related industries, such as those which make concrete products (such as the tile factory) and concrete batching plants and coated road stone facilities and suggests that such facilities should be safeguarded from other types of developments. However, in respect of the tile factory, it is suggested that consideration could be given to whether this industrial user of construction aggregates should be classed as a "special case" and allocated a dedicated landbank.

6.7 The following map broadly illustrates the locations of the existing industrial areas, protected employment areas as well as the Beenham tile factory and the asphalt plant at Theale.

6 Minerals Issue 6: Existing industrial users of minerals



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Options

Option 6.1

Should the WBMWDPD acknowledge the existence of the Beenham tile factory through the provision of an identified landbank of aggregates designated solely for use by the factory?

Option 6.2

Should the WBMWDPD acknowledge the existence of the existing industrial users, such as the tile factory, asphalt plant and concrete batching plants, through the consideration and assessment of the overall demand for aggregates in West Berkshire?

Option 6.3

Should the existence of the existing industrial users, such as the tile factory, asphalt plant and concrete batching plants, be recognised through a policy approach that supports the use of indigenous primary aggregates within West Berkshire?

Option 6.4

Should the tile factory be treated the same as any other end user of aggregates in West Berkshire?

Option 6.5

Do you agree that the existing, and any subsequently approved, industrial users of construction aggregates should be safeguarded from other forms of development?

6.8 When the potential options were considered against the sustainability objectives option 6.1, which relates to identifying a landbank for the Beenham tile factory, was considered to positively impact on economic development, as it would provide certainty and potential employment, and have a negative impact on maintaining the quality and quantity of open space, as it would potentially encourage extraction. Option 6.2 would acknowledge the existence of the Beenham Tile Factory in the consideration of the demand for aggregates in West Berkshire. It was also considered likely that it would positively impact on economic development, as it would provide certainty and potential employment, and have a negative impact on maintaining the quality and quantity of open space as it would potentially encourage extraction.

6.9 Option 6.3 would recognise the existence of the Beenham Tile Factory through a policy approach supporting indigenous primary aggregate use within West Berkshire. It was also considered likely that it would positively impact on economic development as it would provide certainty and potential employment, and have a negative impact on maintaining the quality and quantity of open space as it would potentially encourage extraction. Option 6.4 would mean that the tile factory would be treated the same as any other end user of aggregates in West Berkshire. This is likely to impact positively on maintaining the quality and quantity of public open space amenity, but negatively on economic development, as it would not involve the provision of a landbank for such potential primary mineral need so this could discourage extraction within West Berkshire, potentially minimising employment potential. Option 6.5 would see the safeguarding of existing and any subsequently approved concrete batching facilities. Safeguarding of sites could restrict the harmful impacts to the surrounding areas, meaning that other areas of the authority are protected. It is considered likely that this option could impact positively on 8 of the sustainability objectives.

6.10 Options 6.1, 6.2 and 6.3 appeared to be of equal benefit in respect of impacts on the sustainability objectives. Option 6.4 overall appeared to be of equal, but different, benefit to the objectives in that it may be contrastingly detrimental in economic terms, but beneficial in respect of maintaining open space. Option 6.5 was considered likely to impact positively on the sustainability objectives. It may be that a combination of these options can be implemented, to result the overall benefit of the sustainability objectives.

7 Minerals Issue 7: Recycled and secondary aggregates

Recycled and secondary aggregates

7.1 Recycled aggregates consist of materials that are recovered from construction and demolition processes and from excavation waste, normally derived from construction sites, that can be used as a substitute for primary aggregates (subject to processing, where necessary).

7.2 Secondary aggregates normally comprise mineral wastes and industrial by-products: including colliery spoil, china clay waste, slate waste, power station ashes, incinerator ashes and similar products that can be used as a substitute for primary aggregates (subject to processing, where necessary). Arisings are obviously concentrated where coal, china clay and slate is quarried or mined, and where large power stations or incinerators are located.

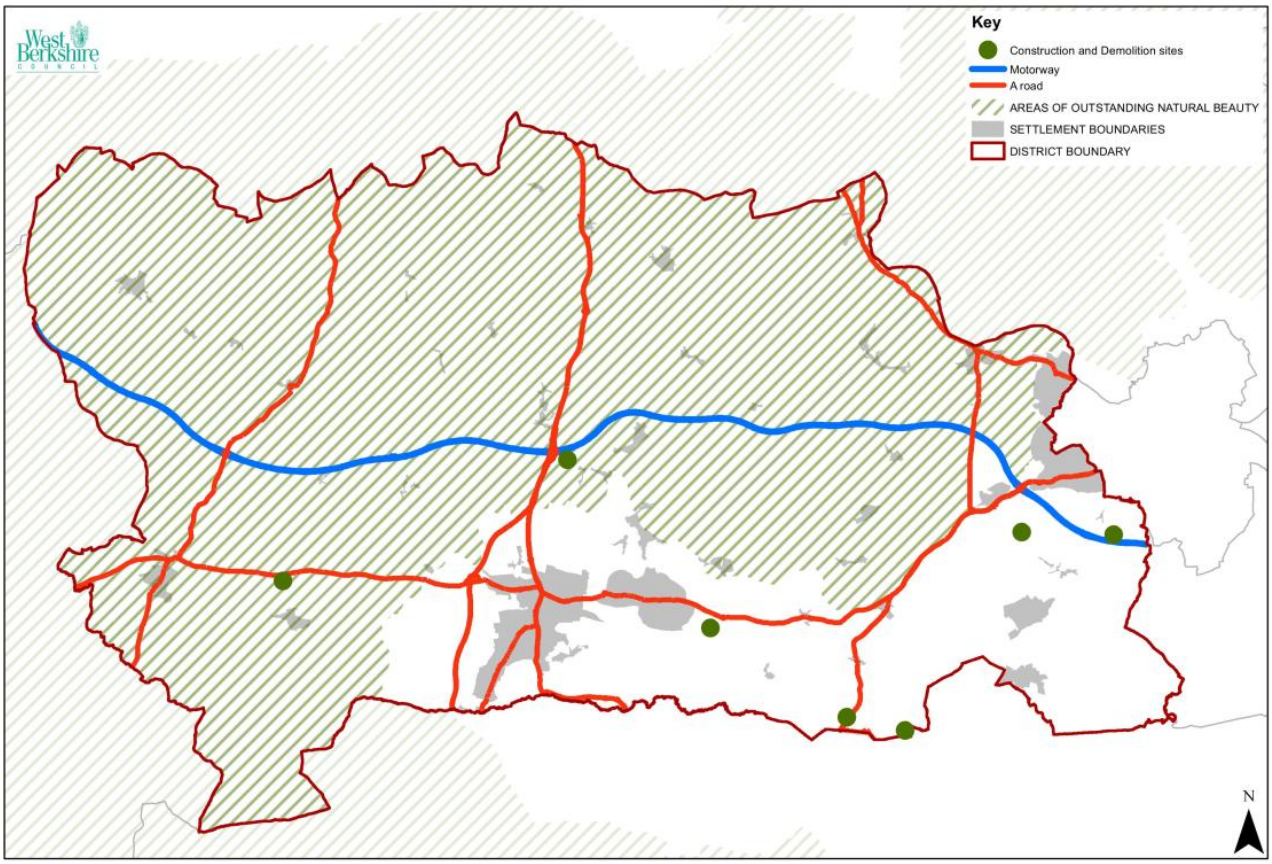
7.3 There are no known sources of secondary aggregates in West Berkshire, but there are a number of sites that produce recycled aggregates. These range from skip waste facilities that produce limited volumes from the material recovered in skips, to very large scale sites dedicated to the production of secondary aggregates, which alone can produce in excess of 200,000 tonnes of recycled aggregates a year.

7.4 It is national policy to seek to increase the use of recycled and secondary aggregates as substitutes for primary aggregates wherever possible. However, such substitution will depend on the technical suitability of the recycled and secondary aggregates for the development projects in hand. It is understood that there will always be a demand for primary aggregates from the construction industry, but it is possible that, over time, recycled materials will be used more and more.

7.5 In order to maximise the use of recycled aggregates, adequate recycling facilities and transportation infrastructure need to be available to enable aggregates to be recovered from construction and demolition waste. The LAA and LWA both identified that West Berkshire is a significant producer of recycled aggregates. In 2012, it was estimated that the level of sales of recycled aggregates from sites in West Berkshire exceeded the level of sales of primary aggregates. This suggests that recycled aggregates are becoming a more critical part of the overall construction aggregates provision met from sites in West Berkshire.

7.6 In light of the recent increase in recycled aggregate sales and the recent decrease in primary aggregate sales, it is apparent that there is a need to consider the provision of recycled aggregates in a more strategic manner. Therefore, the views of stakeholders is requested on this matter to enable a strategy for recycled aggregates to be developed as part of the emerging WBMWDPD.

7.7 The following map illustrates the broad locations of sites that are known to produce recycled aggregate, or have permission to produce recycled aggregates.



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Options

Option 7.1

Do you agree that recycled aggregates can replace primary aggregates, and if so, do you agree that they can only replace crushed hard rock?

Option 7.2

Should the WBMWDPD seek to maximise the production of recycled aggregates production?

7 Minerals Issue 7: Recycled and secondary aggregates

Option 7.3

Do you think sites in the AONB would be appropriate locations for processing recycled and secondary aggregates? If so please provide reasoning.

Option 7.4

Would it be appropriate to identify Preferred Areas / sites to provide a presumption in favour of development if any additional processing capacity is required?

Option 7.5

Do you agree that existing and planned facilities that handle, process and distribute secondary and recycled aggregates should be safeguarded from other types of development?

7.8 The interim environmental report assessed the proposed options in terms of sustainability. Option 7.2 would seek to maximise the production of recycled aggregates production. This was considered likely to impact positively on 4 objectives and very positively on 2 objectives, these being the 'sustainable management of waste', and 'conserving mineral resources/encouraging use of recycled aggregate'. Option 7.3 poses the question of whether the AONB is a suitable place for sites for processing recycled and secondary aggregates. This was considered likely to impact very positively on 1 objective (the sustainable management of waste), positively on 1 objective (conserving mineral resources) and negatively on 3 objectives (historical environment, landscape, open space amenity).

7.9 Option 7.4 proposes identifying preferred areas for recycled and secondary aggregates sites to provide any additional processing capacity. As development would be largely confined to these preferred areas. It is likely that this would isolate and mitigate harmful impacts across a wider area, and therefore protect other areas. It was considered likely that this would impact positively on 9 objectives and very positively on 2 objectives, these being the 'sustainable management of waste' and 'conserving mineral resources/encouraging use of recycled aggregate'. Option 7.5 proposes to safeguard existing and planned facilities that handle, process and distribute secondary and recycled aggregates. It was considered likely that this would impact positively on 9 objectives and very positively on 2 objectives, These are the 'sustainable management of waste' and 'conserving mineral resources/encouraging use of recycled aggregate'.

7.10 Options 7.4 and 7.5 appeared to make the most positive contribution to the objectives, while option 7.2 would be second in line in terms of positive contributions. Option 7.3 appears to make the least positive contribution to the sustainability objectives. It may be that a combination of options 7.2, 7.4 and 7.5 could be implemented to the benefit of the sustainability objectives.

Movement of construction aggregates

8.1 The majority of the sharp sand and gravel deposits that are worked in West Berkshire are concentrated in the Kennet valley, in a corridor between Newbury and Reading. This area is also a key transport corridor which is served by the primary road network (the A4), the London to south coast railway line and the Kennet and Avon canal.

8.2 The LAA has identified that a significant volume of land won primary aggregates and recycled aggregates are moved around within the authority to meet local needs, as well as exported from the authority, believed to support development in the surrounding areas. It is also understood that a significant volume of the hard rock imported to West Berkshire by rail is also exported from the authority to support development in the surrounding areas. Therefore, it is considered that there is currently a large amount of construction aggregates that are moved both within the authority and across administrative boundaries, to meet the needs of the local and wider than local construction industry needs.

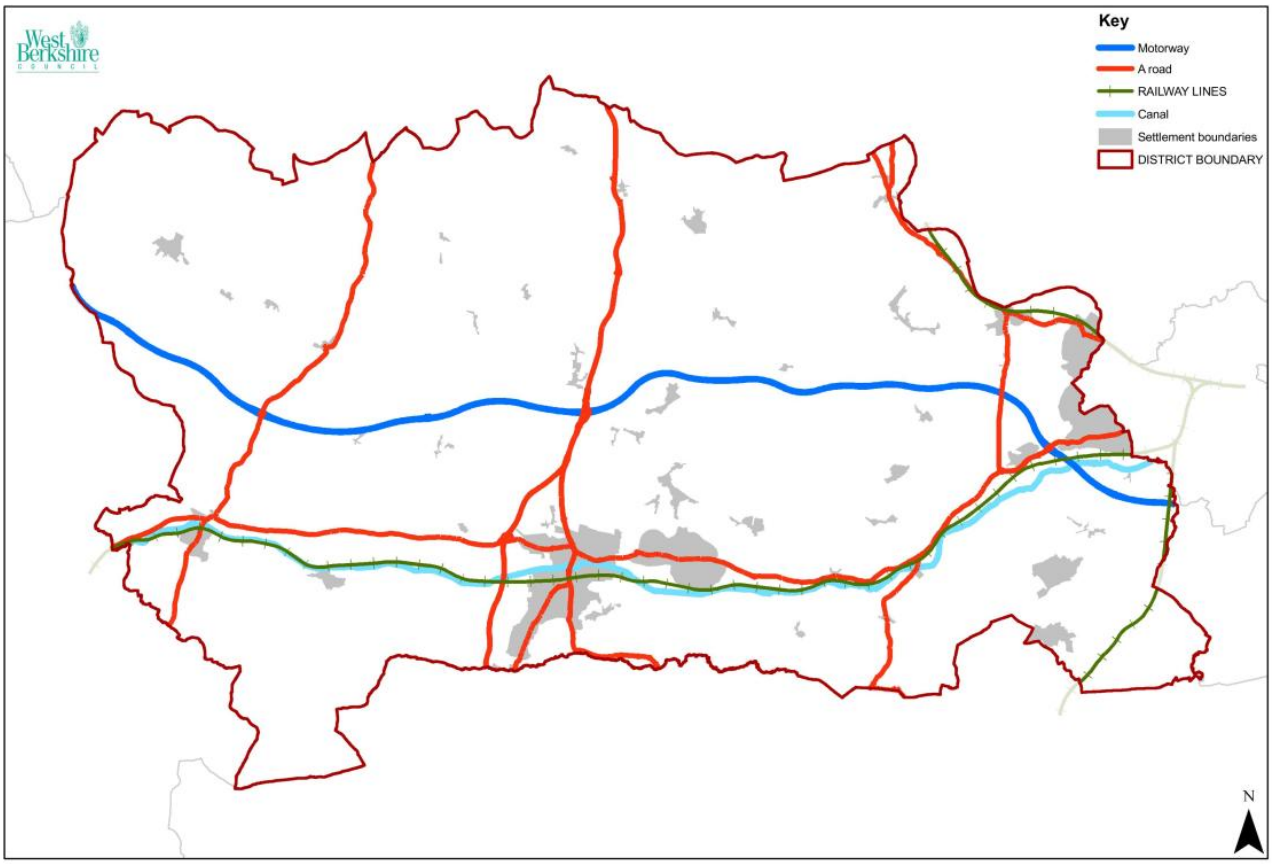
8.3 Historically, the mineral extraction sites in West Berkshire are understood to have relied on road based transport, to move the extracted minerals to either a mineral processing plant and / or the markets demanding the mineral. However, if it is agreed that the mineral resource area in the Kennet Valley should continue to be the focus for mineral extraction within West Berkshire, then there is the potential for minerals being extracted within the authority to be transported by alternative modes of transport (road, rail or waterway) to the urban areas where the minerals are principally utilised.

8.4 It is acknowledged by the Council that the sand and gravel deposits that exist in West Berkshire are relatively shallow. Therefore, the mineral sites tend to only have a limited life and the extraction operations move tend to move through the extraction phases at a considerable pace. In addition, construction aggregates are acknowledged to be a high volume, low value product, so transportation costs can have a significant impact upon the viability of deposits. Water and rail borne transportation methods require a significant financial investment to deliver the necessary wharves and sidings. As such, it is likely that such facilities could only serve very large deposits to ensure the economic viability of such a modal shift.

8.5 The LAA has identified that one of the critical issues that may influence the importation of hard rock into the Authority in the future is the availability of freight capacity on the rail network. Therefore, further work may also have to be carried out to understand the available capacity for further trains to be introduced onto the railway network, and similarly, the available capacity on the canal network, to accommodate aggregate movements. This would be crucial if it is determined that an alternative strategy for the movement of construction aggregates should be pursued through the WBMWDPD. However this remains a strategic matter that is considered relevant in the WBMWDPD.

8.6 The following map illustrates the locations of the primary road network, railway lines and canal within West Berkshire.

8 Minerals Issue 8: Movement of aggregates



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Options

Option 8.1

Should West Berkshire progress with a strategy that seeks to rely primarily upon rail based transport for the importation, exportation and within District movement of aggregates? Do you agree further work would be required to deliver such a strategy?

Option 8.2

Should West Berkshire progress with a strategy that seeks to rely primarily upon road based transport for the importation, exportation and within District movement of aggregates?

Option 8.3

Should West Berkshire progress with a strategy that seeks to rely primarily upon water based transport for the importation, exportation and within District movement of aggregates? Do you agree further work would be required to deliver such a strategy?

Option 8.4

Should West Berkshire progress with a strategy that seeks to rely on a mix of road, rail and water based transport for the importation, exportation and within District movement of aggregates that is informed by the distances involved and sustainability of the proposed mode?

8.7 The interim environmental report has assessed the potential options in terms of sustainability. Option 8.1 seeks to rely primarily upon rail based transport for the importation, exportation and within District movement of aggregates. It was considered likely that this option would impact positively on 8 of the sustainability objectives and would likely be more sustainable than road, but not as sustainable as by waterway.

8.8 Option 8.2 seeks to rely primarily upon road based transport for the importation, exportation and within District movement of aggregates. It was considered that this option could impact very positively on economic opportunities/job creation, and negatively on 7 of the other sustainability objectives. Generally speaking, it was considered to be the least sustainable option.

8.9 Option 8.3 seeks to rely primarily upon water based transport for the importation, exportation and within District movement of aggregates. Water based transport appears to be the most sustainable option making very positive contributions to 5 objectives, positive contributions to 2 objectives, and a negative contribution to 1 objective. The negative contribution was to economic opportunities/job creation, as it is considered that transport by waterway is likely to provide the least jobs.

8.10 Option 8.4 seeks to rely on a mixture of the rail, road and water based transport methods and it was likely to make a positive contribution to 8 objectives. It may be that, practically speaking, this is the option that will be implemented because of site locations, relevant transport links, the size of site necessary, and the expense/resources required to make options such as rail and waterway more viable.

9 Minerals Issue 9: Importation of Primary aggregates and other materials by Rail

Importation of construction aggregates by rail

9.1 West Berkshire has no deposits of hard rock and therefore relies on imported supplies of crushed hard rock aggregates to meet local demand. As a land locked authority, there are no wharves in West Berkshire that receive marine aggregates, although it is understood that small volumes of marine aggregates are imported into West Berkshire for use in construction.

9.2 These imports constitute a significant proportion of aggregates sold in the District, and are therefore a vital component of the aggregate mix used in local construction projects. It is understood that a proportion of the imported aggregates are used in manufacturing processes within West Berkshire and a proportion is exported, by road, for use in construction projects in surrounding areas.

9.3 Due to the existence of a good rail connection, and existing handling facilities, these aggregates (crushed hard rock and marine aggregates) are understood to be primarily transported by rail into the authority. The LAA has identified that the majority of the imported hard rock sold within West Berkshire comes from the South West Region, and limited amounts of marine sand are imported from wharves in London.

9.4 The LAA also identified that, in 2012, sales of crushed hard rock from the existing rail head sites made up the majority of the total construction aggregates sales in West Berkshire, significantly out selling recycled aggregates, land won primary aggregates and marine aggregates. A significant proportion of the imported crushed hard rock is understood to have been used at the coated roadstone plant at Wigmore Lane rail sidings in Theale. This plant is understood to be a strategically important facility that produces significant volumes of asphalt that is used in the maintenance and construction of roads all across the south east, as well as in London.

9.5 Therefore, the ability to maintain the continued importation of primary aggregates into West Berkshire is considered of critical importance, not only for the construction industry and manufacturing operations in West Berkshire, but also for the construction industry in surrounding areas.

9.6 The main issue that has been identified in relation to these matters revolves around whether or not there is a need to increase the capacity of existing depots, to maintain this important movement of construction aggregates. A further related issue is whether any additional capacity required should be delivered at existing, or new depots.

9.7 There is a single railhead depot in West Berkshire, located at Wigmore Lane near Theale, very close to junction 12 of the M4. The railhead site is split into 4 depots, two of which involve the importation of aggregates.

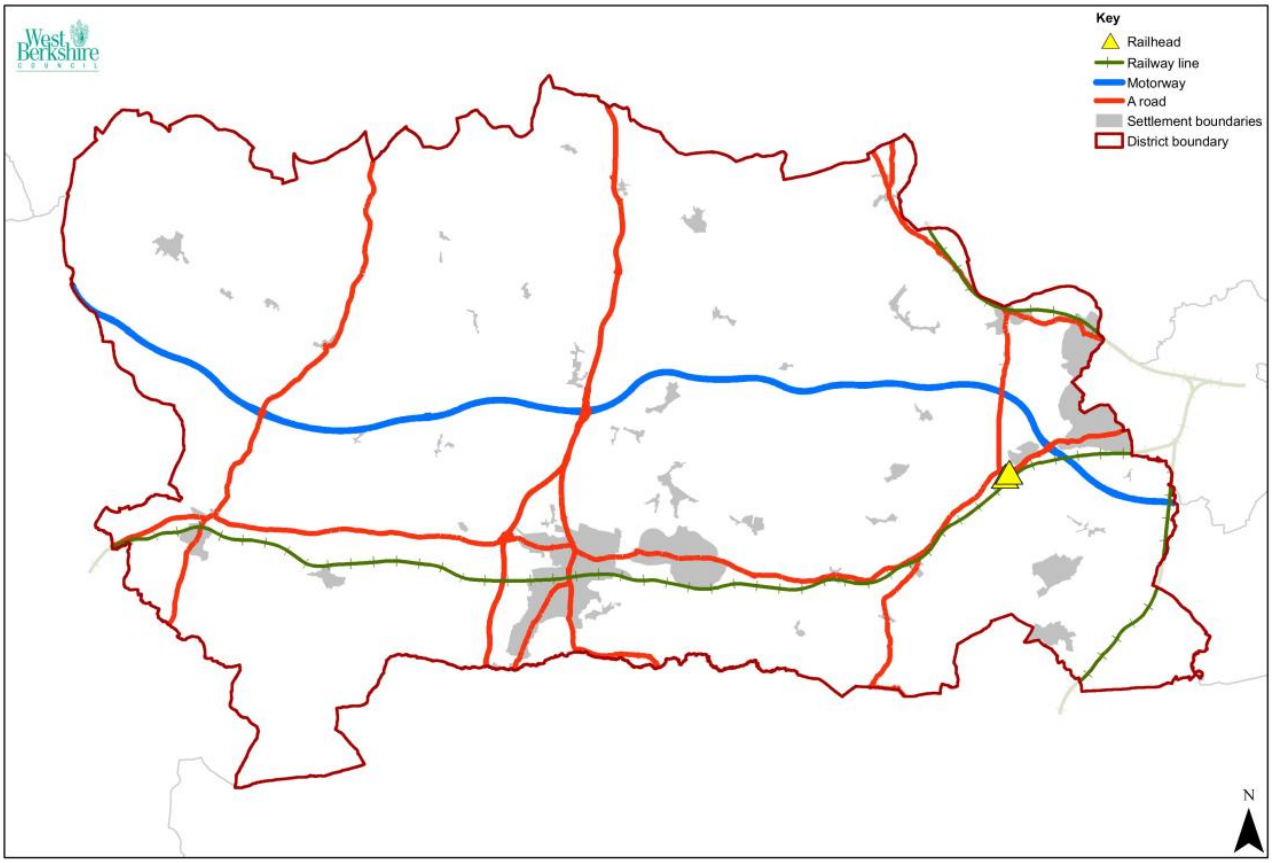
9.8 The first of these is a road to rail aggregates depot, which is understood to import hard rock from the south west, and also limited volumes of marine sand from wharves in London. Within this site are two concrete batching plants that use some of the imported materials to manufacture concrete.

9.9 The second depot is a coated road stone plant, which is understood to import hard rock from the south west for use in asphalt production.

9.10 In addition to the two aggregate depots discussed, there is a road to rail cement depot that is understood to import cement from Derbyshire, and a depot that imports fuels / oils. Whilst not importing construction aggregates, the presence of a large cement depot within the authority may result in a greater production of concrete at nearby batching plants to meet the local, and wider than local, demand.

9.11 The LAA has identified that the key factors for the emerging development plan to consider, is the capacity of these existing railhead sites to accommodate increased levels of imports. The second issue is whether there is adequate freight capacity on the rail network for more material to be imported to the site via the existing rail network.

9.12 The following map illustrates the location of the existing railhead aggregate sites in West Berkshire.



Not to Scale

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Options

Option 9.1

Do you think that the capacity of the present rail depots should be reviewed, in order to provide for more capacity for importing minerals from outside West Berkshire?

Option 9.2

Should there be a presumption in favour of safeguarded rail depot sites being granted planning permission for new mineral uses, subject to meeting defined planning and environmental criteria?

9 Minerals Issue 9: Importation of Primary aggregates and other materials by Rail

Option 9.3

Do you agree that the existing road to rail aggregates depot, the road to rail cement depot and the rail connected coated roadstone plant should be safeguarded from other forms of development. This would allow the existing patterns of construction aggregate importation to continue?

9.13 The interim environmental report assessed the identified options in terms of sustainability. Option 9.1 would see the present policies for rail depots being reviewed, in order to provide for more capacity for importing minerals from elsewhere. It was considered that this option would be likely to make positive contributions to 7 sustainability objectives and very positive contributions to 2 sustainability objectives (safeguarding of primary mineral resources in West Berkshire and the sustainable transport of minerals). It is recognised by the Council that, whilst this is a critical matter that is of key importance to the construction industry, it is possible that the role of the emerging WBMWDPD could involve seeking to maintain existing site provisions.

9.14 The various options identified have been considered against the identified sustainability objectives. Option 9.2, relates to a presumption in favour of safeguarded rail depot sites being granted planning permission, subject to meeting defined planning and environmental criteria. Safeguarding of sites restricts the potential harmful impacts to the surrounding areas, meaning the other areas in the authority could be protected. It was considered that this option would likely make positive contributions to 9 sustainability objectives, and impact very positively on 1 sustainability objective (sustainable transport of minerals).

9.15 Option 9.3 is concerned with safeguarding the existing rail depots. Safeguarding of sites restricts the harmful impacts to areas located around new mineral sites, meaning the other areas are protected. It was considered that this option could make positive contributions to 8 sustainability objectives and a very positive contribution to 1 sustainability objective (sustainable transport of minerals). Options 9.1, 9.2 and 9.3 were all considered to be beneficial in terms of the sustainability objectives. It is possible that, all three of these options could be implemented concurrently.

Windfall aggregate sites

10.1 Windfall mineral sites are sites that have not been identified for mineral extraction as part of a strategic development plan document, but due to particular circumstances come forward for mineral extraction.

10.2 Examples of windfall sources of aggregates are

- from development sites, usually for large scale projects, which require the extraction of considerable volumes of material as part of the site preparation, such as the construction of a reservoir or a flood relief scheme, and
- borrow pits which are temporary mineral workings opened locally to supply material for a specific construction project.

10.3 By their very nature, it is not possible to anticipate the likely volumes or even types of mineral that may be supplied from windfall sites.

10.4 In the past decade there have been a number of windfall sites that have provided aggregates for use by the construction industry in West Berkshire. Such sites have ranged from relatively small scale developments, such as the Frouds Lane marina near Aldermaston, that provided only a few thousand tonnes of construction aggregates, to far larger volumes such as from Greeham Common, when over 1 million tonnes of construction aggregates were generated through the re profiling of parts of the common.

10.5 No borrow pit proposals have been forthcoming in recent years, but a number of such sites were worked many years ago during the construction of the M4.

10.6 It is anticipated that, due to much of the District being underlain by sand and gravels, there is the potential that future development proposals may result in the creation of such windfall sites. However, by their nature, it is difficult to predict when windfall sites may come forward or the potential volumes of minerals that may be produced.

10.7 The Replacement Minerals Local Plan for Berkshire includes policies which allow for the supply of aggregates, or other minerals from such sources, where the development project itself is justified in its own right, and in the case of borrow pits where it is considered that the borrow pit would cause less environmental disturbance than material won from established quarries or from Preferred Areas. The current policy from the Replacement Minerals plan relating to borrow pits is set out below.

10.8 This approach is considered to be in line with national policy, as the exploitation of windfall sites should prevent the unnecessary sterilisation of minerals and also ensure the ongoing steady and adequate supply of minerals to the construction industry in West Berkshire. However it is considered that there are other 'options' that could be developed through the WBMWDPD.

10 Minerals Issue 10: Windfall sites

Policy 14 of the Replacement Minerals Local Plan for Berkshire

Outside Preferred areas, proposals for borrow pits to serve major construction projects will be acceptable so long as

- Material from the pit is only used in connection with the specific project with which it is associated;
- Extraction from the site will cause less environmental disturbance that would result from using material from established sources of supply, and so long as the local planning authority is satisfied that none of the preferred areas identified in this plan is able to meet the particular needs of the project;
- The pit is sited and operated so as to minimise the environmental disturbance;
- Provision is made for the rapid restoration of the pit following extraction, preferably using materials from elsewhere on the construction site; and
- The location and operation of the pit have full regard to the issues set out in policy 7.

Options

Option 10.1

Do you think that the present policies in the Replacement Minerals Local Plan for Berkshire relating to windfall mineral sites should be reviewed in order to allow more scope for exploiting windfall opportunities?

Option 10.2

Are further safeguards needed to minimise the impacts of the large construction projects (e.g. how the planning system can control construction, demolition and excavation waste arising from these projects and how this is stored/managed) that are inevitably associated with them?

Option 10.3

Do you agree that the WBMWDPD should make an allowance for windfall sites in calculating for the need / supply of aggregates within West Berkshire?

10.9 The interim environmental report has assessed these options in terms of sustainability. Option 10.1 would allow for the present policies for windfall mineral sites to be reviewed in order to allow more scope for exploiting windfall opportunities. Where sites are going to be excavated for development proposals (other than for mineral extraction) and mineral can be extracted as part of this, this will potentially support demand meaning that other areas may not need to be disturbed by mineral extraction (minimising any possible associated impacts or cumulative impacts of further working). It was considered likely that this option would contribute positively to 10 sustainability objectives.

10.10 Option 10.2 raises the issue of whether further safeguards are needed, to minimise any potential impacts from larger construction projects. However, as the safeguards/impacts are not specified it was ‘uncertain' if / how this option would impact on the sustainability objectives.

10.11 Option 10.3 would mean that the WBMWDPD would make an allowance for windfall sites when calculating the need and resulting supply of aggregates within West Berkshire. Where sites are going to be excavated for development proposals (other than for mineral extraction) and mineral can be extracted as part of this, this will potentially supply demand meaning that other areas may not need to be disturbed by mineral extraction and the associated impacts. It was considered likely that this option would contribute positively to 10 objectives.

10.12 Options 10.1 and 10.3 are both considered to be sustainable options, in terms of windfall opportunities for aggregate supply, however it may be difficult in practical terms to implement option 10.3. This is because it is hard to estimate the amount of aggregate that will be generated as a result of large-scale building projects and when this aggregate would become available to the market .

11 Minerals Issue 11: Restoration strategy for West Berkshire

Minerals restoration strategy

11.1 The construction aggregate resource in West Berkshire is made up of sand and gravel deposits, which generally occur in relatively shallow deposits, meaning that sites are worked over much shorter time spans than hard rock deposits and the process of extraction can be less intrusive than other forms of quarrying. Such land intensive mineral working places increased emphasis on restoration issues, such as the phasing of the restoration activities and the nature of the after-use. The traditional after-use options that have been seen in West Berkshire in recent years are agriculture or amenity (amenity can be widely interpreted to include a range of recreation uses and/or nature conservation), there has also been a small number of sites restored to a forestry after-use.

11.2 The following factors are considered important for determining the restoration and after-use of a mineral site: agricultural value of the land prior to mineral extraction, underlying geology, hydrology, location in relation to urban areas, access to the road network, local topography and landscape setting. As detailed earlier, the dominant aggregate resource area in West Berkshire is in the Kennet valley, between Newbury and Reading. As the deposits are found in the river valley, this means that potential effects on ground and surface water are major considerations in determining the restoration scheme following mineral extraction. The general historic outcome of mineral workings in this situation has been restoration thorough the formation of lakes. This is particularly been the case in the Theale / Burghfield area, where a large number of lakes have been created following mineral extraction.

11.3 The question has arisen in the past, as to what extent the continuing introduction of lakes into the landscape is acceptable, and whether there is a need to consider carefully what other forms of restoration may be appropriate to keep an adequate and balanced restoration strategy. It is considered that such matters should therefore be considered, and to reflect the preferred strategy in the WBMWDPD accordingly. In doing so, it should be borne in mind that the scope for alternative restoration is limited for many sites due to proximity to a river or the nature of the underlying geology, and flooding issues. Also linked to this is the availability of suitable inert fill, where land based restoration options are sought. The volumes of inert material suitable for use in the restoration of mineral workings, or for use in a strategy that may involve re-visiting historic mineral workings, is unclear.

11.4 Thus, we would like your input on where the line should be drawn between accepting further lakes and requiring mineral operators to develop alternative methods of restoration. Depending on the particular characteristics of the site, restoration options after mineral extraction might include low level agriculture, low level development, e.g. industrial or other development, inert landfill followed by restoration to agriculture, forestry, open space or amenity uses or nature conservation.

11.5 An overarching restoration strategy for the authority may assist in deciding the potential locations for future mineral extraction. Depending on the strength of opinion, it might even come to the point where a site may be deemed unsuitable for mineral extraction because the only restoration option is one which is not considered desirable, in the terms of the overall restoration strategy of the WBMWDPD. The implication of this approach, if adopted, could be to focus attention for future sources of sand and gravel to different resource areas. Such an approach could also have implications on the strategic approach for waste management sites.

Options

Option 11.1

Do you think there is scope for more restoration of mineral workings to lakes following extraction, or do you think that there are there already enough lakes generated by mineral extraction in West Berkshire?

Minerals Issue 11: Restoration strategy for West Berkshire 11

Option 11.2

Are there other forms of restoration, or an overall restoration strategy, that you would like to see developed in West Berkshire?

Option 11.3

Do you consider that there is sufficient infill material available for the restoration of future extraction sites back to land based uses?

Option 11.4

Do you think there is scope to infill some of the existing lakes created by historic mineral extraction back to land based uses or infill sites that were restored to low level land based uses, which could minimise any existing implications of too many lakes being located within a limited area or inadequate restoration. Or are there other reasons why this may not be an effective strategy (i.e affect on surface water flooding /or hydrological flows / diverting waste from already approved restoration schemes etc)?

Option 11.5

Do you think there is another restoration strategy that the WBMWDPD could deliver? If so, please explain what you think it should be.

11.6 The interim environmental report assessed these options in terms of sustainability. Option 11.1 relates to restoration of mineral sites and poses the question of whether there is scope for more lakes in West Berkshire, or are there enough already. For the former, it was 'uncertain' what impact it would have on the objectives. There was ‘no clear link’ with the exception of a potential negative impact on 'economic development', as allowing worked our voids to fill with water as, opposed to filling them with waste, may provide less employment. For the latter option, it was considered that there would be a negative impact on the 'sustainable waste management' sustainability objective and a positive impact on the 'economic sustainability objective' as infilling may provide additional employment, while it was 'uncertain' what impact there would be on the other sustainability objectives, or there was no clear link.

11.7 Option 11.2 raised the issue of whether other forms of restoration may be suitable. As this would be based on an unknown strategy it was ‘uncertain’ as to the impact on the sustainability objectives. Option 11.4 put forward the question of whether there is scope to infill some of the lakes created by historic mineral extraction back to land based uses. This was considered likely to impact negatively on the sustainability objective for 'sustainable waste management', while the rest of the impacts on the sustainability objectives were dependant on implementation. Option 11.5 questions whether there is another restoration strategy that the WBMWDPD could develop, and as this was an unknown strategy, it was ‘uncertain’ as to what the impact of this option would be on the sustainability objectives.

11.8 Option 11.1 had two facets in regard to restoration – ‘scope for more lakes’ and ‘enough already’. Both would contribute equally to the sustainability objectives, but in different ways. The impact of options 11.2 and 11.5 were considered to be ‘uncertain’. Option 11.4 (scope to infill lakes)

was considered likely to impact negatively on the 'sustainable waste management' sustainability objective. Either of the option 11.1 alternatives would likely be the most positive for the sustainability objectives.

Chalk and Clay

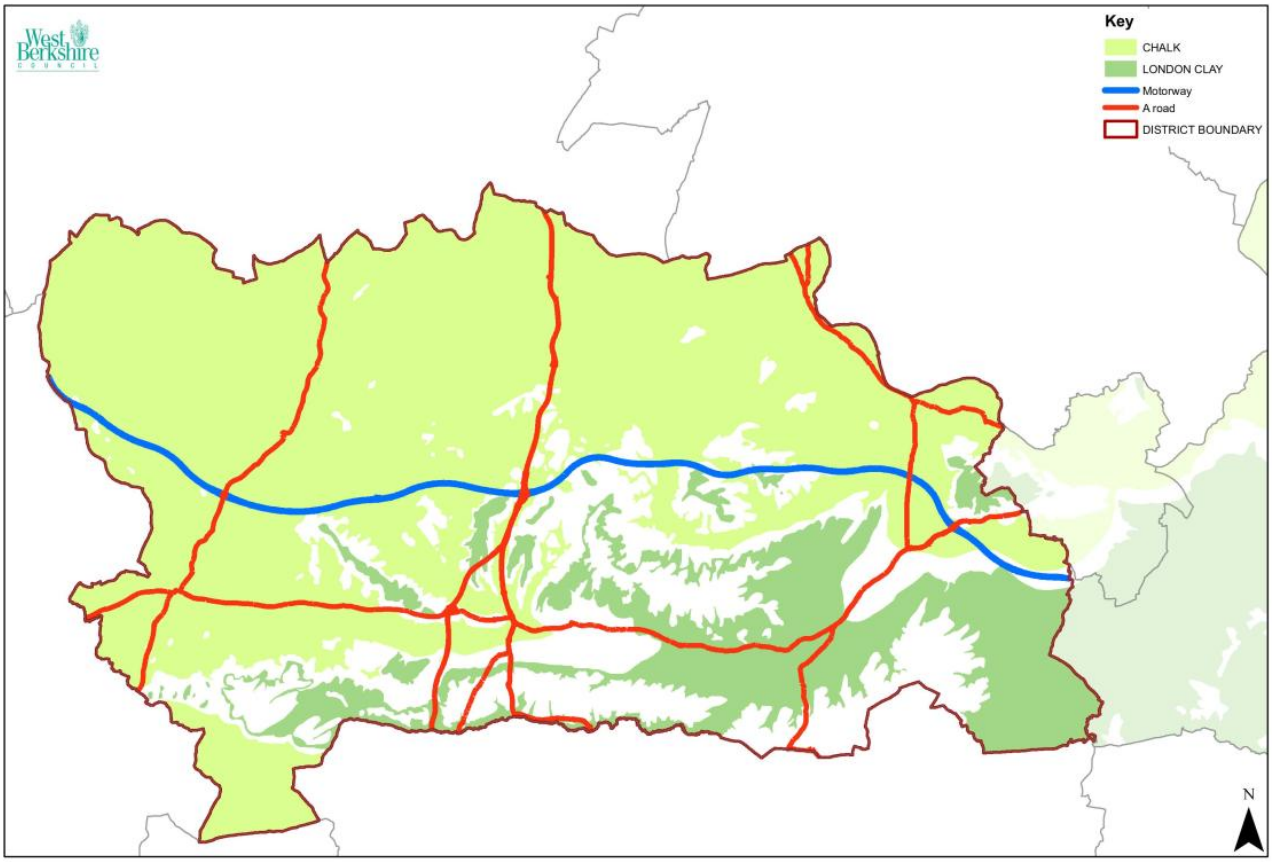
12.1 As referred to in the introduction sections of this consultation document, there are numerous other mineral deposits located in West Berkshire other than the construction aggregates that have been concentrated on within this consultation. The other two non energy minerals that are known to exist, and have been worked historically, are chalk and clay.

12.2 Clay was historically worked and used for brick and tile making, and more latterly in the lining of landfill sites. Pulverised chalk was also extracted and used as a liming agent on agricultural land.

12.3 There is no national requirement to maintain a landbank for chalk or clay. The Replacement Minerals Local Plan for Berkshire provides a policy approach, which allows for proposals for these minerals to be worked where the minerals are required to meet a specific local need which cannot be met from elsewhere and where this need outweighs any other environmental, agricultural, amenity and other planning constraints. In addition, detailed information is required to show that the site will be worked and restored in an acceptable manner.

12.4 There are currently no active sites in West Berkshire that are producing chalk or clay. In fact since the adoption of the Replacement Minerals Local Plan for Berkshire (in 1995) there have been no planning applications for the extraction of chalk or clay within West Berkshire. As there has been minimal interest in the exploitation of such minerals in recent years, the authority is unaware of the most viable resource areas. The lack of historic interest in these minerals is not considered to preclude such sites from coming forward in the future. It is considered that the emerging WBMWDPD should be forward thinking and seek to ensure that all potential issues that may arise over the plan period are adequately considered.

12.5 The following map illustrates the broad locations within the authority where the deposits of chalk and london clay can be found.



Not to Scale

12 Minerals Issue 12: Chalk and Clay

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Options

Option 12.1

Does the WBMWDPD need to include a strategic policy to ensure that there are adequate safeguards in place to minimise the adverse effects of future extraction of chalk and clay?

Option 12.2

Do you think that there is a need for more certainty about where chalk and clay might be worked in the future (such as the identification of locations where viable deposits exist)?

Option 12.3

Do you think that the WBMWDPD should identify strategic areas for the working of chalk and clay (such as the identification of safeguarded areas / areas of search and / or preferred sites)?

Option 12.4

Do you think that the WBMWDPD should include development management policies that can be used to consider any proposals for the working of chalk and clay deposits over the life of the development plan document?

12.6 The interim environmental report has assessed the identified options in terms of sustainability. Option 12.1 would put forward a policy approach to ensure that there are adequate safeguards to minimise the possible effects of potential future extraction of chalk and clay. The potential effects of the extraction would directly relate to many of the issues raised by the sustainability objectives. It was therefore considered that this option could have a positive impact on 9 of the sustainability objectives. Option 12.2 questions whether there is a need for more certainty about where chalk and clay might be worked in the future. It was considered likely to have a positive impact on the sustainability objective relating to 'economic considerations', while for the rest of the sustainability objectives there was considered to be ‘no clear link’ to the option.

12.7 Option 12.3 questions whether the WBMWDPD should identify strategic areas for the working of chalk and clay. Identifying strategic areas for the working of chalk and clay could limit the detrimental effects of mineral working to any allocated sites, and limited surrounding areas. It was considered likely that it would impact positively on 12 sustainability objectives. Option 12.4 questions whether the WBMWDPD should include development management policies that could be used when considering proposals for the working of chalk and clay. Development management policies relating

to the working of chalk and clay deposits are likely to consider many of the issues addressed by the sustainability objectives and it was therefore considered that this option would have a positive impact on 13 of the sustainability objectives.

12.8 The Options have been listed in order of descending likely positive impact on the sustainability objectives: option 12.4, option 12.3, option 12.1, option 12.2. However, it may be that for practical reasons, more than one of these options could be implemented concurrently.

13 Minerals Issue 13: Energy minerals – coal gas and shale gas

Energy Minerals

13.1 There are no known resources of commercially viable energy minerals in West Berkshire. However, viable reserves of oil and gas have been identified and are being worked in some neighbouring counties.

13.2 The Replacement Minerals Local Plan takes the approach that the oil and gas deposits in the Authority may become viable in the future and includes a Policy 17 that allows for the control of exploratory drilling, but requires that any commercial exploitation is fully justified in terms of balancing needed against environmental and other relevant considerations. It also takes account of the specific arrangements for working, restoration, ancillary development and associated activities.

13.3 While a significant coal seam is understood to be present in West Berkshire, it is deep under ground and not currently considered to be viable for extraction. The Replacement Minerals Local Plan did not include any policies for coal exploration or extraction. However, the increasing price of energy in the UK is making more inaccessible sources viable. As such, it is considered that the emerging WBMWDPD should consider these matters.

13.4 It is known that the UK has abundant shale deposits. However, shale has not previously been considered a hydrocarbon reservoir rock in the UK. The UK potential is currently untested for exploiting this energy mineral, with the UK shale gas industry being in its infancy. The British Geological Survey, in association with the Department of Energy and Climate Change, have recently published a report investigating the volume of potential reserves of shale gas and the likely locations of such reserves in the UK. This report maps the various outcrops of rock formations with the best shale gas potential across the UK and this suggests that the Lias Subcrop from the Jurassic period is found within West Berkshire.

13.5 It is considered by the Council that, due to the uncertainty over the demand for energy in the UK in the coming years, there is a real potential for previously non viable energy minerals to become viable. As the emerging WBMWDPD should be forward thinking, it is considered important that the WBMWDPD fully considers these matters. Particularly given the potential unforeseen impacts of sub terrain working which could be involved with exploiting energy minerals.

Options

Option 13.1

Should the WBMWDPD include a policy approach to ensure that there are adequate safeguards in place to minimise the adverse effects of possible future extraction of energy minerals?

Option 13.2

Do you think that there is a need for more certainty about where energy minerals might be worked in the future (such as mapping viable energy mineral resource areas)?

Option 13.3

Do you think that the WBMWDPD should identify strategic areas for the working of energy minerals (such as safeguarded areas / areas of search / preferred areas of working)?

Option 13.4

Do you think that the WBMWDPD should include development management policies that can be used to consider any proposals for the working of energy minerals over the life of the development plan document?

13.6 The interim environmental report assessed the identified options in terms of sustainability. Option 13.1 would put forward a policy approach to ensure that adequate safeguards are in place to minimise the effects of future extraction of energy minerals. It is anticipated that the effects of the extraction would relate to many of the issues raised by the objectives. This option is likely to have a positive impact on 9 of the sustainability objectives. Option 13.2 questions whether there is a need for more certainty about where energy minerals might be worked in the future, and it was considered likely to have a positive impact on the sustainability objective relating to economic considerations. Unfortunately due to the extent of the assumptions and 'unknowns' there was considered to be 'no clear link' with the option and the rest of the sustainability objectives.

13.7 Option 13.3 questions whether the WBMWDPD should identify strategic areas for the working of energy minerals. Identifying strategic areas for the working of energy minerals could limit the potential detrimental effects to the allocated areas / sites and surrounding areas. It was considered likely that it would impact positively on 12 sustainability objectives. Option 13.4 questions whether the WBMWDPD should include development management policies that could be used to consider any potential proposals for the working of energy minerals. Development management policies relating to the working of energy minerals are likely to relate to many of the issues addressed by the sustainability objectives and it was therefore considered that this option would have a positive impact on 13 of the sustainability objectives.

13.8 Unfortunately due to the extent of the assumptions and 'unknowns' there was considered to be 'no clear link' with the many of the options identified and the sustainability objectives, particularly given the potential unforeseen impacts of sub terrain working which could be involved with exploiting energy minerals.

13.9 The options have been listed in order of descending likely positive impact on the sustainability objectives: option 13.4, option 13.3, option 13.1, option 13.2.

14 Waste Issue 14: Pattern of waste management

Pattern of waste management facilities

14.1 The LWA, which has informed the development of this Issues and Options consultation document, has identified that West Berkshire is both an importer of waste and an exporter of waste. The LWA estimates that, at present, the total volume of waste that is managed in West Berkshire exceeds the total amount of waste that arises within the authority. However, without the provision of further waste management infrastructure this pattern may not be maintained over the period covered by the WBMWDPD, although this may depend on the plan period covered by the emerging development plan document.

14.2 The LWA has identified that there are some types of waste management facility with little or no provision within the authority area. For example, there is no non-inert landfill capacity within West Berkshire. Therefore all the non inert waste that arises in West Berkshire that is disposed of to landfill is disposed of outside West Berkshire (currently it is understood to be deposited in Hampshire and Oxfordshire).

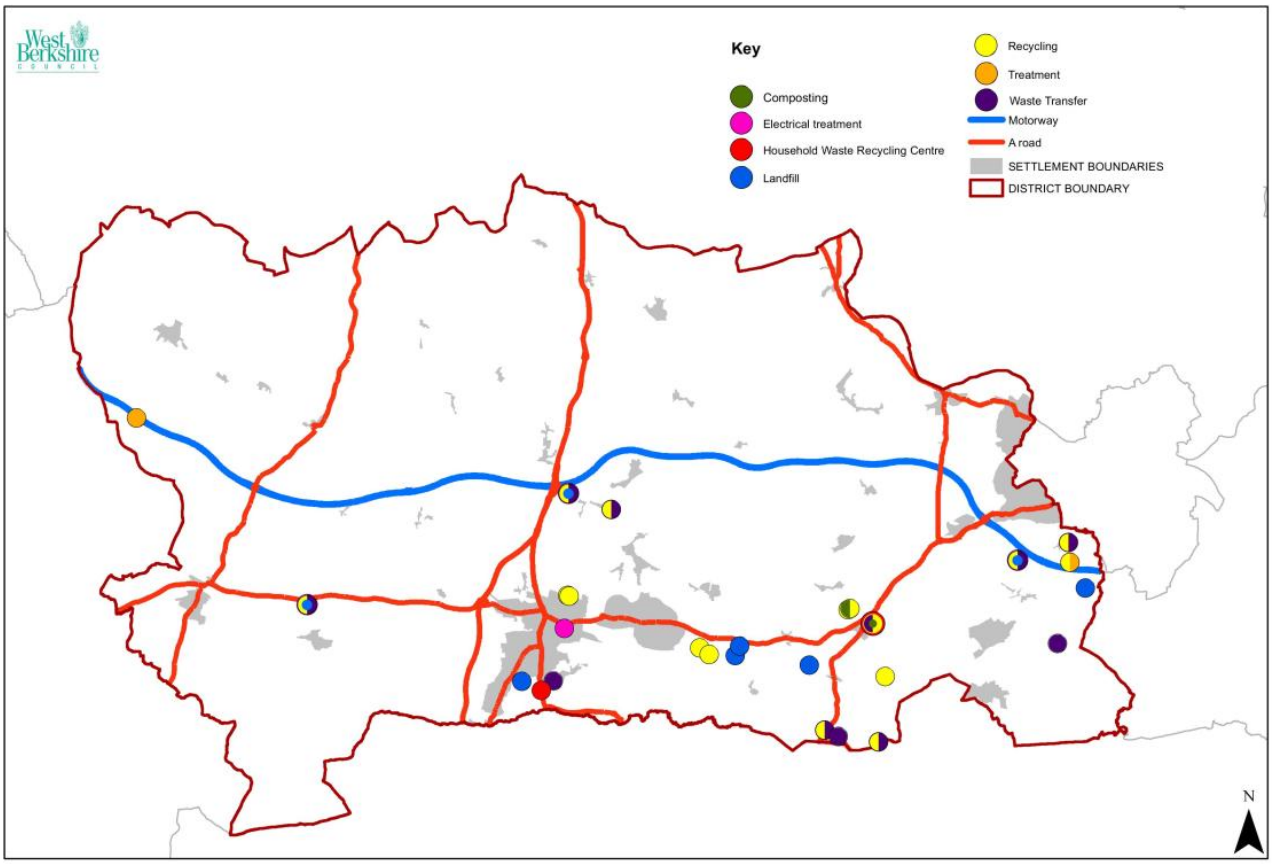
14.3 Similarly, West Berkshire has limited waste recovery capacity, such as anaerobic digestion, incineration with energy recovery, gasification, pyrolysis and so on. Therefore, all the waste arising within West Berkshire that is not suitable for reuse or recycling and therefore subjected to recovery processes, are subject to such processes outside the authority.

14.4 Whilst this may appear that West Berkshire it not “doing its bit”, it has to be recognised that these two waste management options, recovery and landfill, are the bottom two sections of the waste hierarchy. There is the risk that the over provision of waste management capacity at the bottom of the waste hierarchy could result in waste materials, that could be managed higher up the hierarchy, being moved down the waste hierarchy for economic reasons, rather than placing emphasis higher up the waste hierarchy.

14.5 There are also issues of the economies of scale involved in many recovery operations. A sufficient level of waste arisings is required to achieve the necessary feedstock to make some larger facilities viable. This can mean that some specialist wastes sometimes travel long distances for management at specific facilities. As a relatively rural district, West Berkshire only generates a limited volume of waste, and therefore it is possible that there is insufficient waste arisings to warrant the development of new large scale waste management facilitie(s) which would rely solely upon arisings from within West Berkshire. This could similarly be the case for the development of non inert landfill capacity (although this can also be influenced by geology).

14.6 It is considered that this Issues and Options document should guide the overarching waste strategy for the emerging WBMWDPD. Therefore, rather that detail the particular areas of shortfall and overcapacity that were identified in the LWA, we are seeking your views on the overarching strategy that the development plan should work towards. However, we would welcome any views in respect of the various waste streams and / or volumes that arise in West Berkshire.

14.7 The following map illustrates the broad locations of the existing permitted and operational waste management facilities in West Berkshire.



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Options

Option 14.1

Should West Berkshire seek to maintain a pattern of waste management facilities that concentrate on the upper parts of the waste hierarchy, such as recycling facilities?

Option 14.2

Should West Berkshire plan for a more diverse pattern of waste management facilities that cover all aspects of the waste hierarchy, excluding landfill?

14 Waste Issue 14: Pattern of waste management

Option 14.3

Should West Berkshire plan for a more diverse pattern of waste management facilities that cover all aspects of the waste hierarchy, including landfill?

Option 14.4

Do you think there is another strategy that the WBMWDPD could develop, and if so, please explain what you think it should be?

You may wish to comment on these options in respect of the various waste streams arising in West Berkshire, or more generally for all waste arising in the authority.

14.8 The interim sustainability report has assessed the identified options in terms of sustainability. Option 14.1 would concentrate on the upper parts of the waste hierarchy such as recycling facilities. It was considered that this is likely to have a very positive impact on the sustainability objectives relating to 'sustainable waste management' and 'encouraging the use of recycled aggregate' (through encouraging construction demolition and excavation waste reprocessing facilities). It was also considered likely that this option would have a positive impact in terms of 'economic development', as waste facilities could provide employment.

14.9 Option 14.2 would see the implementation of a pattern of waste management facility types to cover all aspects of the waste hierarchy, excluding landfill. It was considered that this could be likely to have a very positive impact on the sustainability objectives relating to 'sustainable waste management' and 'encouraging the use of recycled aggregate' (through encouraging additional construction demolition and excavation waste processing facilities). It was also considered likely that this option would have a positive impact in terms of economic development, as waste facilities could provide employment.

14.10 Option 14.3 would see the implementation of a pattern of waste management facilities to cover all aspects of the waste hierarchy, including landfill. This option was considered likely to have a positive impact on the 3 sustainability objectives relating to 'sustainable waste management', 'conserving mineral resources/encouragement of use of recycled aggregate', and 'economic development' as waste facilities would provide employment. Option 14.4 questions of whether there is another strategy that could be adopted. As the strategy is 'unknown', the impact on the objectives is ‘uncertain’. Options 14.1 and 14.2 are likely to have the most positive impact on the sustainability objectives, while option 14.3 would be the least sustainable of the three. It is 'uncertain' what impacts would result from option 14.4.

Self sufficiency in waste management

15.1 As referred to above, West Berkshire is both an importer of waste and an exporter of waste. However, at present, it is understood that total volume of waste that is managed in West Berkshire exceeds the total amount of waste that arises within the authority.

15.2 West Berkshire acknowledges that there will always be a degree of cross-boundary movement of waste. However, in light of the principle of net self sufficiency, it is understood that the majority of the waste planning authorities in the former south east region are intending on developing their waste plans using the principle of net self-sufficiency. This approach, assumes that each waste planning authority (or authorities working collaboratively) will plan for the management of an amount of waste which is equivalent to the amount arising in that plan area. Such an approach is supported by national waste policy.

15.3 In adopting such an approach, it is recognised that it may not be possible to meet this requirement in full for each individual waste stream. This is particularly relevant for hazardous and other specialist waste streams. Notwithstanding this, if all authorities plan on the basis that they will seek to provide a level of waste management capacity that is equal to waste arisings then, theoretically, no provision would have to be made in their waste local plans to meet the needs of any other authorities which are developing their waste policies on achieving the principle of net self-sufficiency. Such an approach would mean that each authority will aim to plan for a volume of waste arising that is equal to the total waste arisings from that same authority area.

15.4 The LWA, that has been developed to inform this consultation estimates that, at present, the total volume of waste that is managed in West Berkshire exceeds the total amount of waste that arises within the authority, such that the West Berkshire is currently a net importer of waste. However, the LWA also identifies that, without the provision of further waste management infrastructure, this pattern may not be maintained over the period covered by the WBMWDPD (this is due to a number of existing waste facilities operating under temporary consents and a projected increase in waste arisings in the future). As such, your views on this matter, and whether you agree that West Berkshire should seek to plan to achieve such a strategic principle, are requested so that this can inform the development of the WBMWDPD.

Options

Option 15.1

Should West Berkshire plan for net self sufficiency, with the aim to plan for the provision of sufficient waste management capacity (recycling, treatment and recovery facilities) equal to the volume of waste arising in West Berkshire?

Option 15.2

Should West Berkshire plan for a level of waste management capacity (recycling, treatment and recovery facilities) greater than the volume of waste arising in West Berkshire?

Option 15.3

Should West Berkshire plan for a level of waste management capacity (recycling, treatment and recovery facilities) that is less than the volume of waste arising in West Berkshire?

15 Waste Issue 15: Self sufficiency in waste management

Option 15.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

15.5 The interim environmental report has assessed the options that have been identified in terms of sustainability. Option 15.1 proposes to plan for net self sufficiency, providing sufficient waste management capacity (recycling, treatment and recovery facilities) equal to the volume of waste arising in West Berkshire. This option was considered likely to impact positively on sustainability objectives related to 'air quality', and 'maximising energy efficiency' due to waste being transported shorter, localised distances, potentially leading to reduced carbon emissions. It was also considered likely that there would be a positive impact on the 'sustainable waste management' sustainability objective, due to the potential for moving waste up the waste hierarchy, increasing the opportunities for waste to be recycled, treated and recovered.

15.6 Option 15.2 proposes to plan for a level of waste management capacity (recycling, treatment and recovery facilities) greater than the volume of waste arising in West Berkshire. This option was considered likely to have a positive impact on the 'sustainable waste management' sustainability objective, due to the potential to move even more waste up the waste hierarchy. It is considered likely to impact negatively on sustainability objectives related to 'air quality' and 'maximising energy efficiency', due to the potential for such an approach to result in waste being transported longer distances, from outside the authority area, potentially leading to increased carbon emissions.

15.7 Option 15.3 proposes to plan for a level of waste management capacity (recycling, treatment and recovery facilities) that is less than the volume of waste arising in West Berkshire. It was considered likely to impact negatively on objectives related to 'air quality', 'maximising energy efficiency' and 'sustainable transport of waste', due to the likelihood of waste being transported longer distances, to surrounding authority areas, which could lead to increased carbon emissions. It was considered 'uncertain' as to whether this option would benefit the objective related to the 'sustainable management of waste' as it would be dependant on where the waste was exported to and how it would be managed. Option 15.4 puts forward the question of whether there is another strategy that could be adopted regarding waste management capacity. However, it is unknown what these strategies would be, so their impacts on the objectives are considered to be ‘uncertain’.

15.8 Option 15.1 appears to be the most beneficial for the sustainability objectives. Options 15.2 and 15.3 are both less beneficial, in regard to the impacts on the sustainability objectives. The impacts of option 15.4 are ‘uncertain’.

Landfilling / Land raising using non-inert waste

16.1 West Berkshire has had no active landfill sites that accept any waste material, other than inert wastes, for a number of years. The last landfill sites that accepted non inert waste were Hermitage landfill site and Beenham landfill site.

16.2 Therefore, since the closure of these sites, all the residual waste that originates within West Berkshire, that is disposed of to landfill, has been disposed of outside of the authority. The rationale behind this lack of landfill capacity in West Berkshire is related to a number of factors, the principle one being the geological make up of West Berkshire. The majority of landfill sites in the UK are former mineral extraction sites and, due to the geological makeup of West Berkshire, mineral extraction sites found in the authority are commonly very shallow and also located within areas at risk of flooding.

16.3 The shallow mineral deposits that are generally found in West Berkshire also mean that the void spaces created by extraction are not normally economically viable to develop into an engineered landfill, due to the costs involved. The necessary environmental permits and planning consents are also harder to obtain, as the disposal of waste is located at the bottom of the waste hierarchy. The landfill tax, and relevant legislation and guidance also seek to divert waste from landfill. Therefore, if non inert landfill capacity is to be developed in West Berkshire it would be likely to involve an element of land raising, which is associated with a range of other issues related to flooding and landscape impacts.

16.4 In addition it is understood that, generally speaking, there is not a significant demand for new non inert landfill capacity in the UK at present. Surrounding waste planning authorities have confirmed that some local operators (outside West Berkshire) have been seeking permission to close existing operational facilities, as there is insufficient waste materials being disposed of to land to warrant the number of sites available. This is understood to be primarily due to the increases in landfill tax, which has succeeded in diverting waste from landfill to other waste management technologies, such that more and more waste is managed higher up the waste hierarchy.

16.5 The authority recognises that there is likely to always be a demand for landfill, to dispose of wastes from which no further value can be obtained. The LWA has considered this matter, on a wider than local level, and it is estimated that the existing consented non inert landfill capacity in the UK is currently sufficient to meet the ever decreasing level of demand for many years to come. As such, it could be argued that there is no need for additional non inert landfill capacity at this time, either locally, or on a wider than local scale.

Options

Option 16.1

Should West Berkshire plan to meet the demand for the disposal of non inert waste that is generated in West Berkshire to land (either by landfill or land raising)?

Option 16.2

If West Berkshire is not going to plan for the disposal of non inert waste to land, within the authority, do you agree that the authority should plan to provide a greater amount of recycling capacity to maximise recycling rates and maximise the value that can be derived from waste materials?

16 Waste Issue 16: Landfill / Land raising of non inert wastes

Option 16.3

If West Berkshire is not going to plan for the disposal of non inert waste to land within the authority, do you agree that the authority should plan to provide a greater amount of recovery and / or treatment capacity to maximise the value that can be derived from waste materials, and minimise the volumes of waste originating in West Berkshire that is disposed of to land?

Option 16.4

Do you think there is another strategy that the WBMWDPD could develop? If so please explain what you think it should be.

16.6 The interim environmental report has assessed the identified options in terms of sustainability. Option 16.1 proposes the disposal of waste to land (either landfill or land raising) that is generated in West Berkshire within West Berkshire. It was considered likely that this option would impact very negatively on the sustainability objectives related to 'energy efficiency' and 'sustainable waste management' as ‘disposal’ as a method of waste should be used as last resort. It was also considered likely that the option could impact negatively on the two sustainability objectives related to 'safeguarding of primary aggregates/recycled aggregate', and 'maintaining open space amenity'. This is because construction demolition and excavation waste may be used in the landfilling or land raising operations rather than recycled. In addition until a landfill site is fully restored, the disposal of waste to land may have a negative impact on quantity/quality of open space.

16.7 Option 16.2 relates to whether greater provision should be made for the recycling of waste if the disposal of waste to land is not being planned for, and to progress with a strategy that aims to maximise recycling rates and maximise the value that can be derived from waste materials. It is considered likely that this option would impact very positively on the sustainability objectives related to 'energy efficiency' and 'sustainable waste management', as recycling is 'higher up' the waste hierarchy than ‘disposal’ and ‘recovery’. It was also considered likely to impact on the sustainability objectives related to 'safeguarding of primary aggregates/recycled aggregate'. This is because construction demolition and excavation waste may be landfilled/raised rather than recycled.

16.8 Option 16.3 relates to whether greater provision should be made for the treatment and recovery of waste if the disposal of waste to land is not being planned for, and to progress with a strategy that aims to maximise the value that can be derived from waste materials and minimise the volumes of waste originating in West Berkshire that is disposed of to land. Due to ‘recovery’ being 'higher up' the waste hierarchy than ‘disposal’, this was considered likely to impact positively on the two sustainability objectives related to 'maximising energy efficiency' and 'sustainable waste management'. Option 16.4 questions whether there is another strategy that could be adopted regarding landfill / land raising, however it was 'unknown' what these strategies would be, so their potential impacts on the sustainability objectives were ‘uncertain’.

16.9 Option 16.2 was considered likely to be the most beneficial in respect of the sustainability objectives, with options 16.3 and 16.1 being the second and least beneficial in terms of the sustainability objectives.

Distribution of waste sites

17.1 The LWA has identified that, at present, the majority of the waste management facilities that exist in West Berkshire are concentrated in the south eastern area of the authority. They are principally located in and around Newbury, along the A4 corridor to Theale, as well as on the A340 that links the A4 (at Aldermaston Wharf) to Tadley and beyond to Basingstoke. This pattern of facilities is understood to have been influenced by the historical linkage between minerals extraction and waste development, as these areas are, broadly speaking, associated with historical mineral workings.

17.2 In the past minerals and waste development went hand in hand, with the voids created by mineral extraction being infilled with waste. However, there is no longer such a strong linkage given that there has been a significant move away from the landfilling of waste, due to the movement of waste up the waste hierarchy. As such, like many other areas, West Berkshire has seen the waste management industry move away from temporary waste operations on landfill sites to the development of a network of permanent waste management facilities across the district.

17.3 There are a number of strategic areas within West Berkshire where there is a concentration of waste management facilities. The first is the Beenham / Padworth area where the waste management facility that manages the municipal soild waste arising in West Berkshire is located (Padworth) along with a similar suite of facilities that deal primarily with commercial and industrial waste (Beenham).

17.4 Another area where a number of waste management facilities are located is the Theale / Burghfield area where there are a number of temporary waste facilities, together with a significant construction, demolition and excavation waste processing facility that produces large quantities of recycled aggregates. The Tadley area, on the West Berkshire/ Hampshire border has a number of skip waste facilities that also manage construction, demolition and excavation waste. In addition, there are a number of waste facilities in the Newbury / Thatcham area. Finally, and outside the south eastern section of West Berkshire, there is a small concentration of specialist waste management facilities in the Lambourn woodlands area.

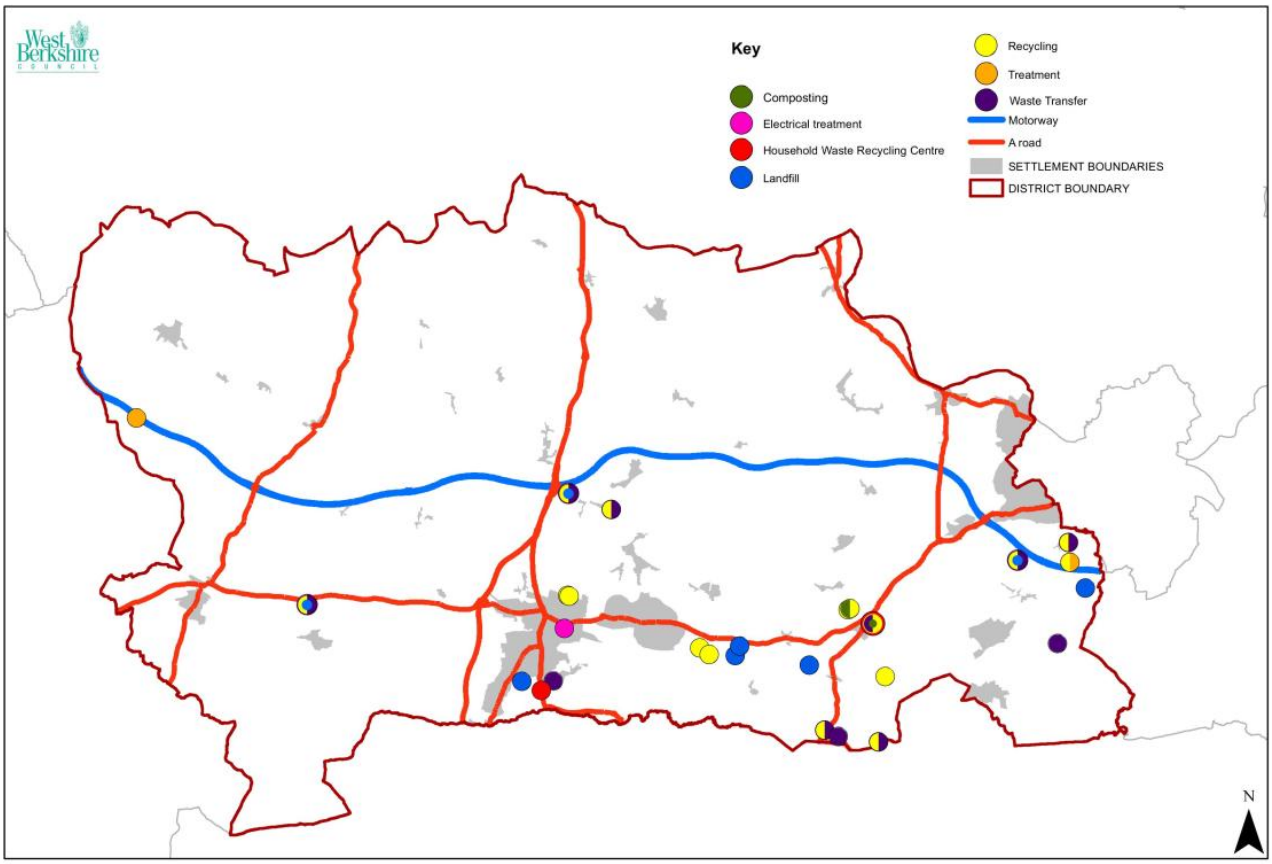
17.5 This is not to say that there are not other waste management facilities located across West Berkshire, however this pattern of existing facilities is such that there is a concentration of facilities in and around the main urban areas, as well as along the A4 / A340 which form part of the strategic road network within West Berkshire.

17.6 It is considered that there is considerable logic to the existing pattern of waste management facilities in West Berkshire, as the existing waste management infrastructure is either within, or has good access to, the locations of waste arisings. However, this pattern does mean that the more rural areas of the Authority are bereft of waste management facilities, but the arisings of waste in such rural areas is likely to be less.

17.7 As identified above, the LWA suggests that it is likely that additional waste management capacity will need to be provided as part of the emerging WBMWDPD, therefore this issue seeks a view as to where this new capacity should be provided. National policy on waste management provides some guidance on where new waste capacity should be provided, confirming that existing industrial areas and brownfield sites might be appropriate. The national policy also confirms that facilities should be close to the sources of waste arisings and that the co-location of waste sites is acknowledged as often being beneficial, as there are often clear linkages between one facility and another. Such co-location may minimise road based movements of waste, therefore reducing emissions.

17.8 The following map illustrates the broad locations of the existing and permitted waste management facilities located in West Berkshire.

17 Waste Issue 17: Location and distribution of waste sites



Not to Scale

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Options

Option 17.1

Do you consider that, when planning for the waste management requirements of West Berkshire the WBMWDPD should aim towards:

(i) The expansion of existing permanent facilities and the co-location of new facilities with existing permanent facilities;

(ii) The concentration of new facilities in the larger urban areas and centres of population and growth;

(iii) A decentralisation approach with facilities distributed evenly across both the urban areas and rural areas within West Berkshire;

(iv) The concentration of new facilities in areas of waste arisings that currently have limited existing capacity;

(v) A hybrid of one of more of the above options.

Option 17.2

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

17.9 The interim environmental report assessed the options that have been identified in terms of sustainability. Option 17.1(i) relates to the expansion of existing waste facilities and co-location of facilities. It was considered likely to impact positively on the sustainability objective relating to the 'encouragement of the use of recycled aggregate'. It was unclear what impact this option would have on the rest of the sustainability objectives due to the existing facilities not being identified at this stage. The impacts would therefore be dependant on site specifics in terms of the surrounding landscape characteristics, method of operation, transport links and conditional requirements. With regard to the impact on sustainability objectives related to 'energy efficiency', 'minimising public nuisance' and 'air quality', this would be partly dependant on whether or not transport movements could be shared between facilities/operators which would depend on facility/waste type, location and the operators involved.

17.10 Option 17.1(ii) would concentrate new facilities in key urban areas and centres of population and growth, and was considered likely to impact positively on the objectives related to 'air quality', 'maximising energy efficiency', 'sustainable transport of waste', and 'encouraging the use of recycled aggregate'. This is due to the likelihood that sites in key urban areas and centres of population and growth are likely to be more efficient in terms of transport movements which may reduce carbon emissions.

17.11 Option 17.1(iii) would adopt a decentralised approach with facilities distributed across all the urban areas and rural centres. A decentralised approach is likely to result in waste development that would generate a lot of transport movements which may not be energy efficient and may generate more carbon emissions. This was therefore considered likely to impact negatively on the sustainability objectives related to 'air quality', 'maximising energy efficiency', and the 'sustainable transport of waste'. It would however, potentially positively impact on the sustainability objective related to the 'encouragement of the use of recycled aggregate'.

17 Waste Issue 17: Location and distribution of waste sites

17.12 Option 17.1(iv) questioned of whether an approach that combines i, ii and iii would be suitable. As the approach is unknown it is 'unclear' what the impacts on the objectives would be. Option 17.2 relates to whether there was another strategy that could be developed. As the strategy is unknown and the impacts were therefore considered to be ‘uncertain’. Option 17.1(ii) appeared likely to be the most beneficial for the sustainability objectives, although it may be dependant on site specifics, option 17.1(i) could be equally as beneficial or more so. It may be that a combination of 17.1(i) and 17.1(ii) would be a sustainable and practical method of locating waste facilities.

Safeguarding of waste management sites

18.1 Waste management facilities provide a vital service that all residents and businesses in West Berkshire utilise. Without the existing, and any new facilities, the management of waste would have to be met outside the authority area. Whilst it is acknowledged that there will always be the cross boundary movement of waste, the LWA identifies that it is important that West Berkshire seeks to continue to maintain the existing level of waste facilities in the authority. Otherwise these waste facilities could be replaced by other, possibly more lucrative development types, which could hinder the ability of West Berkshire to achieve a position of net self sufficiency in waste management capacity.

18.2 The LWA has identified that, in order for West Berkshire to achieve and maintain a position whereby it is net self sufficient in terms of waste, (as promoted by national policy) it will be necessary to maintain the existing levels of consented waste management capacity. It is also likely to be necessary to find new sites that can deliver additional capacity, particularly as temporary sites cease operating, and if consented sites are not fully realised or delivered.

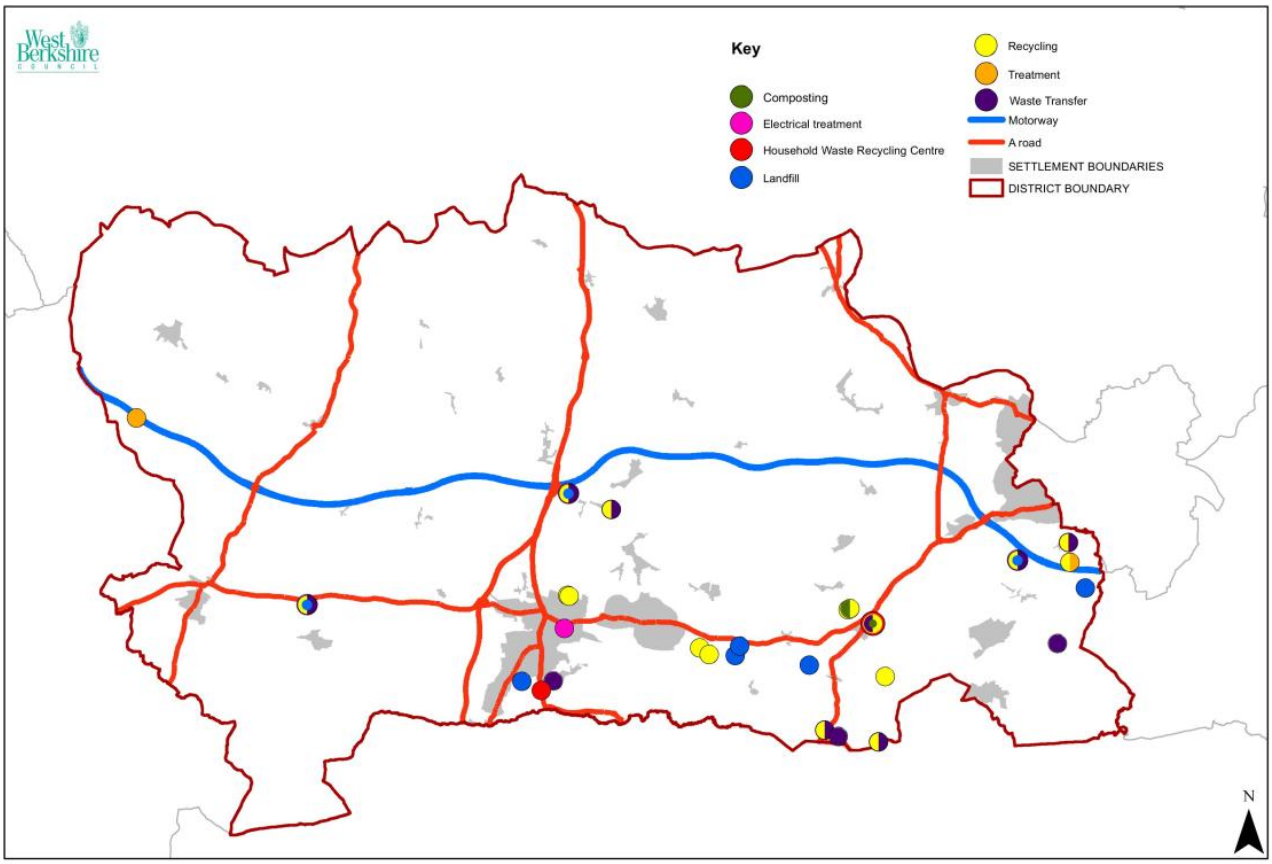
18.3 It is considered that the safeguarding of waste sites is therefore an important planning policy tool, that could assist in delivering such an objective. This approach could aid West Berkshire in ensuring that it maintains a suitable mix of waste management facilities, to ensure that the authority is taking responsibility for the waste that is produced in its area.

18.4 Planning policy statement 10, and the existing Waste Local Plan for Berkshire also both identify a range of areas that might be potentially suitable for waste management operations. Such areas include sites that are proximate to existing waste management facilities as well as industrial areas.

18.5 It is considered by the authority that the waste industry is now more aligned to general industrial uses than ever before, with the activities carried out in modern waste management facilities being similar in nature to many industrial operations. Clearly there are exceptions to this generalisation, such as landfill sites and construction, demolition and excavation waste management facilities (that generally operate in the open) as well as some metal recycling / end of life vehicle management facilities.

18.6 The following map illustrates the broad locations of the existing and permitted waste management facilities located in West Berkshire.

18 Waste Issue 18: Safeguarding of existing, and proposed, waste sites



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Options

Option 18.1

Do your agree that the WBMWDPD should aim to safeguard existing, permitted permanent waste sites from alternative uses?

Option 18.2

Do your agree that the WBMWDPD safeguard any proposed Preferred Areas for waste management identified in the final adopted plan from redevelopment to alternative uses?

Waste Issue 18: Safeguarding of existing, and proposed, waste sites 18

Option 18.3

Do your agree that the WBMWDPD identify and safeguard existing industrial areas that could provide additional waste management capacity within the existing, permitted industrial areas?

Option 18.4

Are there any particular types of waste management facility that you consider should have a greater level of protection / safeguarding than others?

18.7 The interim environmental report assessed the various options that have been identified in terms of sustainability. Option 18.1 seeks to safeguard existing permitted permanent waste sites from alternative uses. Safeguarding of sites could restrict the resulting harmful impacts to these specific areas, meaning that other areas are protected, and therefore in the wider context this was considered likely to impact positively on 8 of the sustainability objectives.

18.8 Option 18.2 seeks to safeguard any proposed preferred areas for waste identified in the plan from alternative uses. Safeguarding of sites could restrict the resulting harmful impacts to these specific areas, meaning that other areas are protected. Therefore in the wider context, this was considered likely to impact positively on 8 of the sustainability objectives. Option 18.3 seeks to identify and safeguard existing industrial areas that could provide additional waste management capacity within the existing permitted industrial areas. Safeguarding of sites could restrict the resulting harmful impacts to these specific areas, meaning that other areas are protected. Therefore in the wider context this was considered likely to impact positively on 8 of the sustainability objectives. Option 18.4 questions whether there are any particular types of waste management facility that should have greater protection than others. As the answer to this question is unknown, the impact on the sustainability objectives was considered ‘uncertain’.

18.9 Options 18.1, 18.2, and 18.3 appear to be equally beneficial in terms of their impacts on the objectives, while it is 'uncertain' what impact option 4 would have. It may be that a combination of the options 18.1, 18.2 and 18.3 could be implemented, to result in the overall benefit of the sustainability objectives.

19 Waste Issue 19: New waste management technologies

New waste management technologies

19.1 There are currently a range of different waste management technologies that are utilised by operators who manage waste arisings. There have been significant advances in the field of waste management in recent years, such that new waste management technologies and techniques have emerged. The Governments has set out a clear intention to move towards a zero waste economy or circular economy, where no waste is generated. To achieve such a goal it is apparent that this trend of greater advancements in new waste technologies is likely to continue into the future.

19.2 This puts the planning authority in a complicated position, in that it is clearly not possible to plan for emerging or unknown waste management technologies that may be developed in the future. However, the authority considers that this could be resolved by maintaining as much flexibility as possible within the policies in the WBMWDPD that relate to waste management development, whilst maintaining, the protection of the environment and the consideration of other factors.

19.3 In addition to the development of new waste management technologies, West Berkshire has seen the emergence of facilities that seek to repair and re-use waste materials, such as furniture repair projects, as well as the development of recyclate industries that either prepare collected waste for re-use or utilise the processed waste for the manufacture of new products.

19.4 Given these matters it is considered that the emerging WBMWDPD should seek to be both forward thinking, and provide a strategy in respect of both new emerging technologies, as well as potentially include policies on the recyclate industry, which is not normally within the remit of a strategic waste plan.

Options

Option 19.1

Should the WBMWDPD include general policies for site allocations and the control of development that allow a range of technologies to come forward in a given location?

Option 19.2

Should the WBMWDPD include policies for site allocations and the control of development that specify where particular technologies or types of facility would be acceptable?

Option 19.3

Should the WBMWDPD include policies to support the development of the waste re/processing or recyclate industry?

Option 19.4

Do you think there is another strategy, relating to emerging waste technologies, that the WBMWDPD could develop? If so please explain what you think it should be.

19.5 The interim environmental report assessed these options in terms of sustainability. As it is largely unknown what the new technologies would be or where they would be located, it was very difficult to predict the effects on the sustainability objectives. Option 19.1 would involve adopting general policies for site allocations and the control of development that allow a range of technologies to come forward in a given location. As the new technologies are likely to be types of recycling, recovery or other operations 'higher up' the waste hierarchy than disposal, it was considered likely that this option would be positive for the sustainability objective related to 'sustainable waste management'. The issue of sustainable transport of waste would be a consideration in the policies and site allocations, and this sustainability objective is considered likely to be positively impacted upon. Allocating sites should provide certainty and jobs, if development comes forward so this was considered likely to benefit the 'economic development' sustainability objective.

19.6 Option 19.2 would involve adopting policies for site allocations and the control of development that specify where particular technologies or types of facility would be acceptable. As the new technologies are likely to be types of recycling, recovery or other operations 'higher up' the waste hierarchy than disposal, it was considered likely that this option would be positive for the sustainability objective related to 'sustainable waste management'. The issue of sustainable transport of waste would be a consideration in the policies and site allocations and this sustainability objective was therefore considered likely to be positively impacted upon. Allocating sites should provide certainty and jobs if development comes forward so this was considered likely to benefit the 'economic development' sustainability objective.

19.7 Option 19.3 would involve adopting policies to support the development of the waste re/processing or recyclate industries (i.e. industries that use processed waste materials for specific manufacturing/industrial purposes). This was considered likely to be very positive for the 'sustainable waste management' objective as it encourages re/processing and recyclate facilities which are 'higher up' the waste hierarchy than disposal. Supporting these types of waste industry should provide jobs in that industry so this would potentially benefit the 'economic development' sustainability objective. Option 19.4 questions whether there are any other alternative strategies. As the strategies are 'unknown' the impact on the sustainability objectives is ‘uncertain’.

19.8 Overall, options 19.1, 19.2 and 19.3 are considered likely to have similar positive impacts on the sustainability objectives. However the different options would vary in their impacts. Option 19.2 may be difficult to implement due to the types of technology and resultant impacts being 'unknown', and therefore it could be difficult to allocate suitable sites. Option 19.3 could potentially be implemented concurrently with one of the other options to the overall benefit of the sustainability objectives.

20 Waste Issue 20: Facilities in the AONB

Waste facilities in the AONB

20.1 As set out earlier in this document, approximately 74% of West Berkshire is located within the North Wessex Downs Area of Outstanding Natural Beauty (AONB). This landscape is identified in the NPPF as having the highest status of protection in relation to landscape and scenic beauty. The NPPF is also clear that great weight should be given to the conservation of landscapes, such as the AONB and also sets out a presumption against major developments in such designated areas. PPS10 equally identifies the need to protect such landscapes of national importance.

20.2 However,given that a significant proportion of West Berkshire is within the AONB, and therefore a proportion of the population live and work in this sensitive area, there is clearly a volume of waste that arises within the AONB that needs to be managed appropriately through waste management facilities.

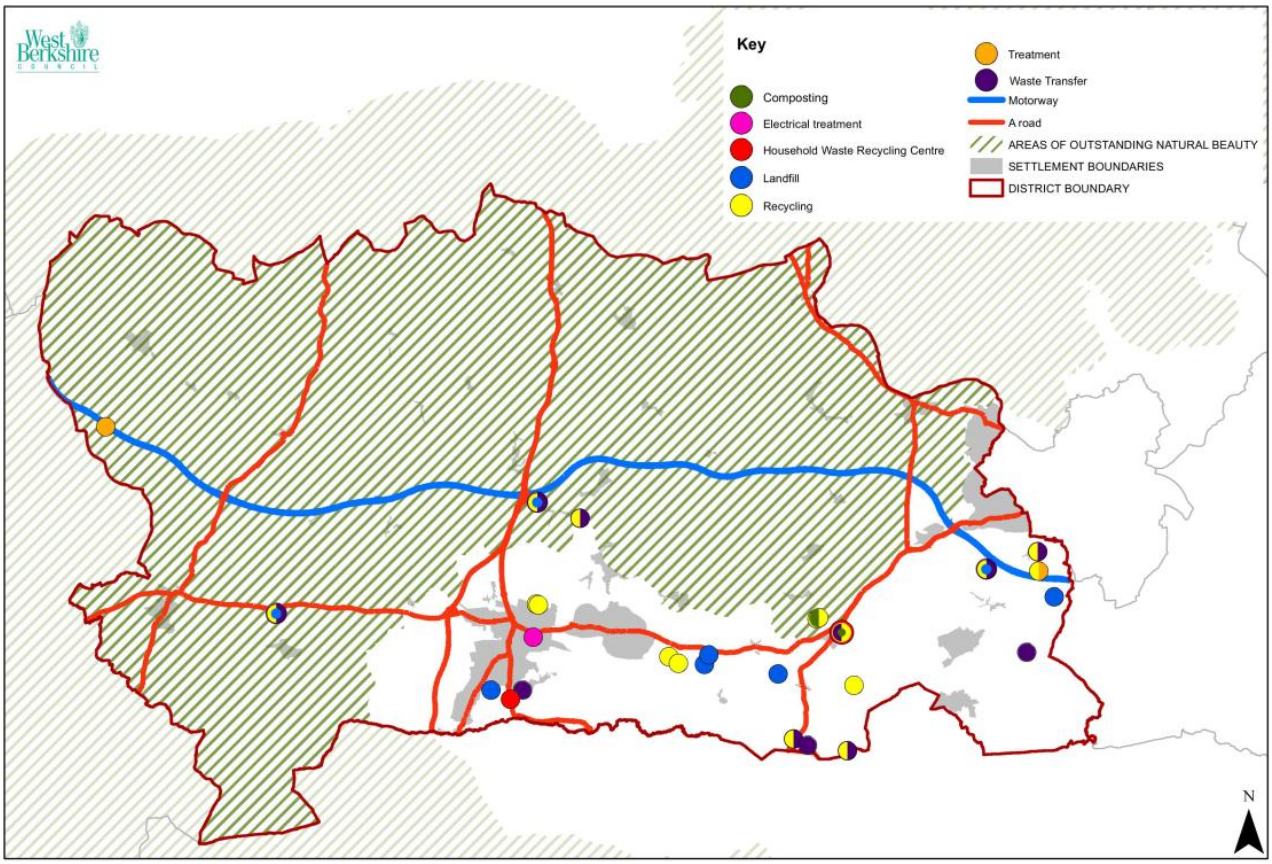
20.3 At present, there are a small number of temporary waste management facilities located in the AONB at sites that have linkages to existing or historic mineral extraction. There are also a small number of specialist waste facilities understood to be located in the existing industrial areas at Lambourn Woodlands.

20.4 Given the extent of the AONB it is considered that the WBMWDPD could include a strategy that relates to the provision of waste management infrastructure for the management of the waste that arises within the AONB. Agricultural and equine waste arisings are understood to be generated within this sensitive area, as well as other waste streams linked to the businesses and citizens in the AONB.

20.5 One possible strategy that has been identified is to restrict waste management development to 'small scale' facilities that meet 'local needs'. However, it would be necessary to determine what may constitute 'small scale' and it might be prudent to limit such facilities, such that they only manage 'local' waste. Alternatively, it might be more appropriate to limit waste uses to the existing developed areas, such as industrial estates.

20.6 The following map illustrates the broad locations of the existing permitted waste sites, together with the area of the authority that is covered by the AONB designation.

Waste Issue 20: Facilities in the AONB 20



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Options

Option 20.1

Should small scale waste management facilities, that meet an identified local need, be allowed in the AONB?

Option 20.2

Should large scale, strategic waste management facilities be allowed in the AONB?

20 Waste Issue 20: Facilities in the AONB

Option 20.3

Should all waste management operations, with the possible exception of inert landfilling (if necessary to facilitate the restoration of any mineral extraction permitted within the AONB, which may be dependant on the outcome of the mineral issues outlined above) be excluded from the AONB?

Option 20.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

20.7 The interim environmental report assessed the options that have been identified in terms of sustainability. Option 20.1 proposes small scale waste management facilities that meet an identified local need being allowed in the AONB. This was considered likely to be positive in terms of creating employment potential while how the rest of the sustainability objectives would be affected would be dependant on implementation. Option 20.2 proposes large scale strategic waste management facilities being allowed in the AONB. This was considered likely to be very positive in terms of job creation, and very negative for the sustainability objectives relating to the 'historic environment' and 'the landscape' due to large scale waste facilities being potentially intrusive in the AONB, in terms of landscape and landscape character impact.

20.8 Option 20.3 proposes that all waste management operations (with the exception of inert waste infilling for mineral site restoration purposes) are excluded from the AONB. This was considered likely to be very positive for the sustainability objectives relating to the 'historic environment' and 'the landscape' due to large scale waste facilities (which are potentially intrusive in the AONB, in terms of landscape and landscape character impact) being located somewhere more suitable. Excluding waste operations from the AONB potentially restricts such development across a large area of the authority, which could restrict job creation, negatively impacting on the 'economic development' sustainability objective. Option 20.4 questions whether there is another strategy that could be implemented. The strategy is 'unknown', and so the impact on the sustainability objectives is ‘uncertain’.

20.9 Option 20.3 appeared to be the most beneficial for the sustainability objectives with option 20.2 being the most negative for the sustainability objectives. Depending on site specifics, working/restoration scheme, transport links, planning conditions. Option 20.2 could have a positive or negative impact on many of the sustainability objectives. Regarding option 20.4, the impact on the sustainability objectives is ‘uncertain’.

Management of equine waste

21.1 The adopted West Berkshire Core Strategy recognises that equestrian activities and related development, together with the racehorse breeding and training industry, are characteristic features of West Berkshire. The North Wessex Downs AONB is home to around 10% of Britain's racehorse trainers and the Lambourn area is identified as a nationally important centre of activity for the horseracing industry[39].

21.2 The LWA therefore considered the potential for the need for facilities to manage equine waste arisings in West Berkshire. This assessment identified that "An average horse will produce 20.4 kilos (or 45 pounds) of manure each day, equating to 7.5 tonnes annually. Although, this quantity does not include the addition of soiled stable bedding material".

21.3 Whilst the number of horses in West Berkshire is not known, the LWA has sought to make an estimate of the existing horse population as well, as provide an estimate of the potential growth in the volume of equine waste arisings over the projected plan period. The estimates in the LWA indicate that, based on the figure of 7.5 tonnes of waste produced by a horse each year, as much as 69,000 tonnes of equine waste could be produced in West Berkshire in the future.

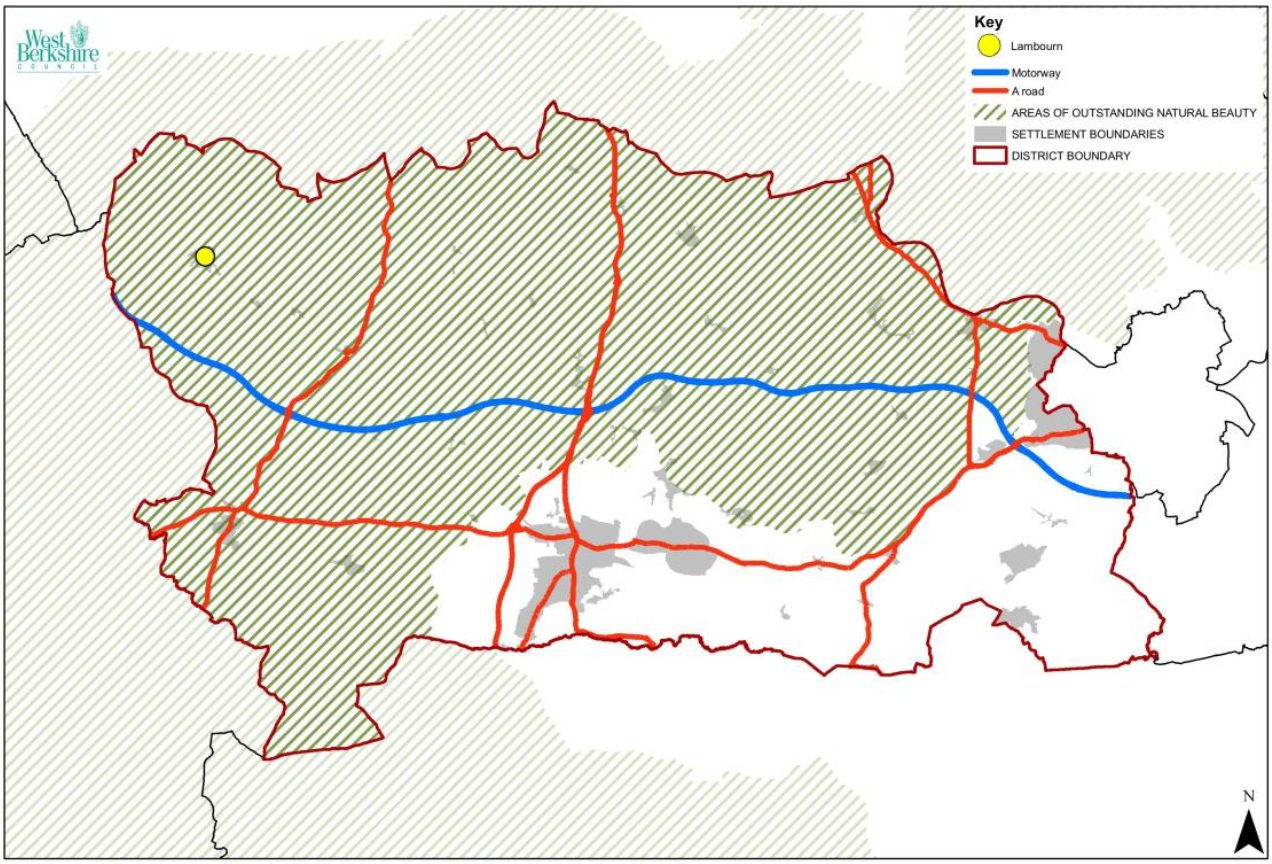
21.4 DEFRA's website[40] indicates that in the UK, horse manure, while subject to certain controls, is not considered waste in a range of circumstances. Therefore, it is considered likely that only a limited proportion of the estimated equine waste arising in West Berkshire may actually be considered as "waste". In light of the limited information available on equine waste your views are requested, as to whether you agree that the emerging WBMWDPD needs to address this waste stream, either independently, or alongside agricultural waste.

21.5 The following map broadly illustrates the location of Lambourn, within West Berkshire.

39 A study of the key effects of the horseracing industry on the North Wessex Downs Area of Outstanding Natural Beauty', March 2007, prepared by Kirkham Landscape Planning Consultants, the University of Ready, and Smiths Gore

40 www.gov.uk/keeping-horses-on-farms

21 Waste Issue 21: Equine waste



Not to Scale

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Options

Option 21.1

Do you think that West Berkshire needs more waste management capacity to deal with equine waste?

Option 21.2

Do you agree that facilities to manage equine waste should be located near to the waste arisings, accepting that this may result in the provision of waste facilities in the AONB?

Option 21.3

Do you think that the management of equine waste is:

(i) a strategic matter, or should be considered independently or alongside agricultural waste.
Or

(ii) should criteria based polices be used to consider any forthcoming applications?

21.6 The interim environmental report assessed these options in terms of sustainability. Option 21.1 proposes to provide more waste management capacity to deal with equine waste. It is likely that equine waste management facilities would generate a small number of jobs, so this was considered likely to be positive for the 'economic development' sustainability objective. It was considered 'uncertain' how the rest of the sustainability objectives would be impacted upon, as it would come down to site-specifics, or there was 'no clear link'.

21.7 Option 21.2 proposes to provide equine waste facilities near to the waste arisings, accepting that this may mean in the AONB. Equine waste is likely to be either applied directly to the land for agricultural purposes, or managed through a recovery process and locating facilities close to the arisings would be positive in terms of energy efficiency. The facilities would also generate some employment. Therefore, it was considered likely to have a positive impact on the 3 sustainability objectives relating to 'energy efficiency', 'sustainable waste management' and 'economic development'. It was considered that there would likely be a negative impact on the sustainability objectives relating to the 'historic environment', 'the landscape', and 'maintaining open space amenity'. This is due to potential negative impacts of facilities in the AONB.

21.8 Option 21.3(i) proposes that equine waste should be managed as a strategic waste matter. As the majority of the issues covered by the sustainability objectives would be considered through a strategic approach to equine waste management, it was considered likely that this option would impact positively on 11 of the sustainability objectives. Option 21.3(ii) proposes that criteria based policies be used to consider any forthcoming applications that are submitted for equine waste management facilities. As the majority of the issues covered by the sustainability objectives would be considered through a criteria based policy approach to equine waste management, it was considered likely that this option could also impact positively on 11 of the sustainability objectives.

21.9 It may be that one or more of options 21.1, 21.2, 21.3(i) or 21.3(ii) could be implemented concurrently.

22 Waste Issue 22: Waste water treatment

Management of sewage sludge

22.1 Sewage sludge is a natural by-product of the wastewater treatment process. With a general growth in population and housing anticipated over the life of the emerging plan, it was considered important to consider sewage sludge generation in the LWA.

22.2 Thames Water is the private utility company which is responsible for wastewater treatment within the West Berkshire area. However, published data is generally for whole of the Thames Water supply area and is generally not disaggregated to specific sites or areas. The Thames Water supply area covers West Berkshire, but also completely around West Berkshire to the west, north, east and south and also many London boroughs. It has been assumed that sewage sludge management in West Berkshire will be consistent with Thames Water's overall approach.

22.3 Thames Water sewage treatment works now produce more sewage sludge than they did in the past because of improved wastewater treatment standards and an increasing population. The LWA confirmed that, in 2009, Thames Water produced 265,682 tonnes of dry solids, with 100 per cent of that put to beneficial use, with none disposed of to landfill.

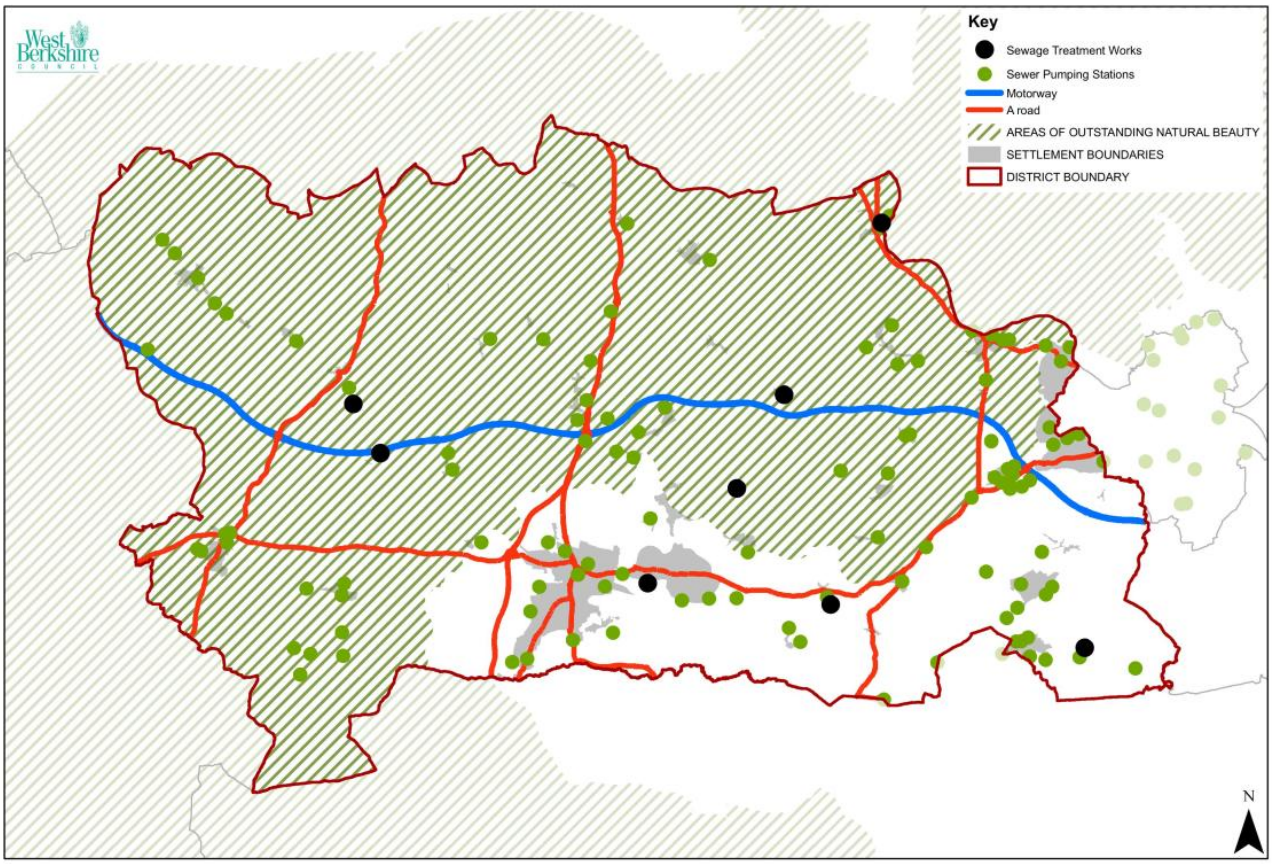
22.4 Thames Water's 25-year Sludge Strategy, published in December 2008, provides the current framework for its sludge investment proposals. During the period 2010 to 2015, Thames Water is investing in increasing its sludge processing capacity and also investing in new enhanced digestion technology. Thames Waster envisage that the digestion technology will maximise energy recovery and lessen the quantity of sludge that needs to be recycled, by reducing the amount of solids within it. Although where there is suitable land available, recycling to land remains Thames Water's favoured option for sludge management.

22.5 As Thames Water expects more sewage sludge to be generated, it is reasonable to assume that there may be some sludge management related development at wastewater treatment sites within West Berkshire in the future. Thames Water has identified a need to invest nearly £4.9bn across its region from 2010 to 2015, however key projects that have been identified to date, do not refer to a specific sludge management project in Berkshire in that period.

22.6 Unfortunately, there is no readily available data with which to estimate the specific quantity of sewage sludge which may arise in West Berkshire or data on the volumes to be managed and disposed in West Berkshire. The LWA sought to overcome this lack of information using an approach that uses an estimated volume of waste produced per head of population. Although being an broad estimate, the projections made in the LWA indicates that the projected volumes of waste arisings, from waste water treatment facilities, have the potential to increase by 25% over the next 20 years.

22.7 Therefore, given this significant increase in demand, your views are requested on the strategy that the emerging WBMWDPD could pursue in respect of this waste stream.

22.8 The following map illustrates the broad locations of the existing sewage treatment works and pumping stations that are understood to be located within the authority.



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Options

Option 22.1

Do you think that West Berkshire needs more waste management capacity to deal with sewage?

Option 22.2

Do you agree that sewage facilities should be located near to the waste arisings, accepting that this may mean developing new waste facilities or expanding existing facilities in sensitive areas, such as the AONB?

22 Waste Issue 22: Waste water treatment

Option 22.3

Do you think that the management of sewage is:

(i) a strategic matter, or should

(ii) criteria based polices be used to consider any forthcoming applications?

22.9 The interim environmental report assessed the identified options in terms of sustainability. Option 22.1 questions whether West Berkshire needs more waste management capacity to deal with sewage. It was considered likely that this would impact positively on economic development as more sewage waste management capacity could potentially generate more employment. However it was considered likely to impact negatively on the objective relating to 'open space and amenity' as this development could potentially take place on land which is currently open space.

22.10 Option 22.2 proposes locating sewage facilities near to the waste arisings, accepting that this may mean developing new waste facilities, expanding existing facilities, or locating facilities in sensitive areas, such as the AONB. It was considered likely that this option would impact positively on the sustainability objective related to 'energy efficiency', as the distance that the waste could be travelling would be minimised. It was also considered likely that the facilities would generate a small amount of employment so this could potentially be positive in economic terms. Due to the likelihood that development would be required to take place in the AONB, it was considered that there would potentially be a negative impact in regard to the 'historical environment', 'landscape' and 'open space amenity' sustainability objectives.

22.11 Option 22.3(i) proposes that sewage waste should be managed as a strategic waste matter. As the majority of the issues covered by the sustainability objectives would be considered through a strategic approach to sewage waste management, it was considered likely that this option would impact positively on 11 sustainability objectives. Option 22.3(ii) proposes that criteria based policies be used to consider any forthcoming applications that are submitted for sewage waste management facilities. As the majority of the issues identified through the sustainability objectives would be considered through a criteria based policy approach to sewage waste management, it was considered likely that this option would impact positively on 11 sustainability objectives.

22.12 It may be that one or more of options 22.1, 22.2, 22.3(i) or 22.3(ii) could be implemented concurrently. Options 22.3(i) and (ii) are clearly beneficial in respect of their impacts on the sustainability objectives, positively impacting on 11 of them. On the face of it option 22.2 appears to negatively impact on the sustainability objectives more than option 1. However, this is primarily because it stated that waste development was likely to occur in the AONB, while option 1 did not specify where the development could be. Therefore it was 'uncertain' what the resultant impacts would be on the sustainability objectives.

Management of radioactive waste

23.1 Located in West Berkshire are the Atomic Weapons Establishment (AWE) sites of Aldermaston and Burghfield, which undertake research and development, design, manufacturing, servicing and decommissioning of country's nuclear deterrent. As these sites have the potential to generate radioactive waste, it was considered relevant to assess this waste stream in the LWA.

23.2 The LWA suggests that the AWE sites are the only sites in West Berkshire that generate significant volumes of radioactive wastes. However radioactive material can originate from other sources, such as commercial and industrial operations, hospitals and research establishments, in addition radioactive material can also be found in many homes, in ionizing smoke detectors.

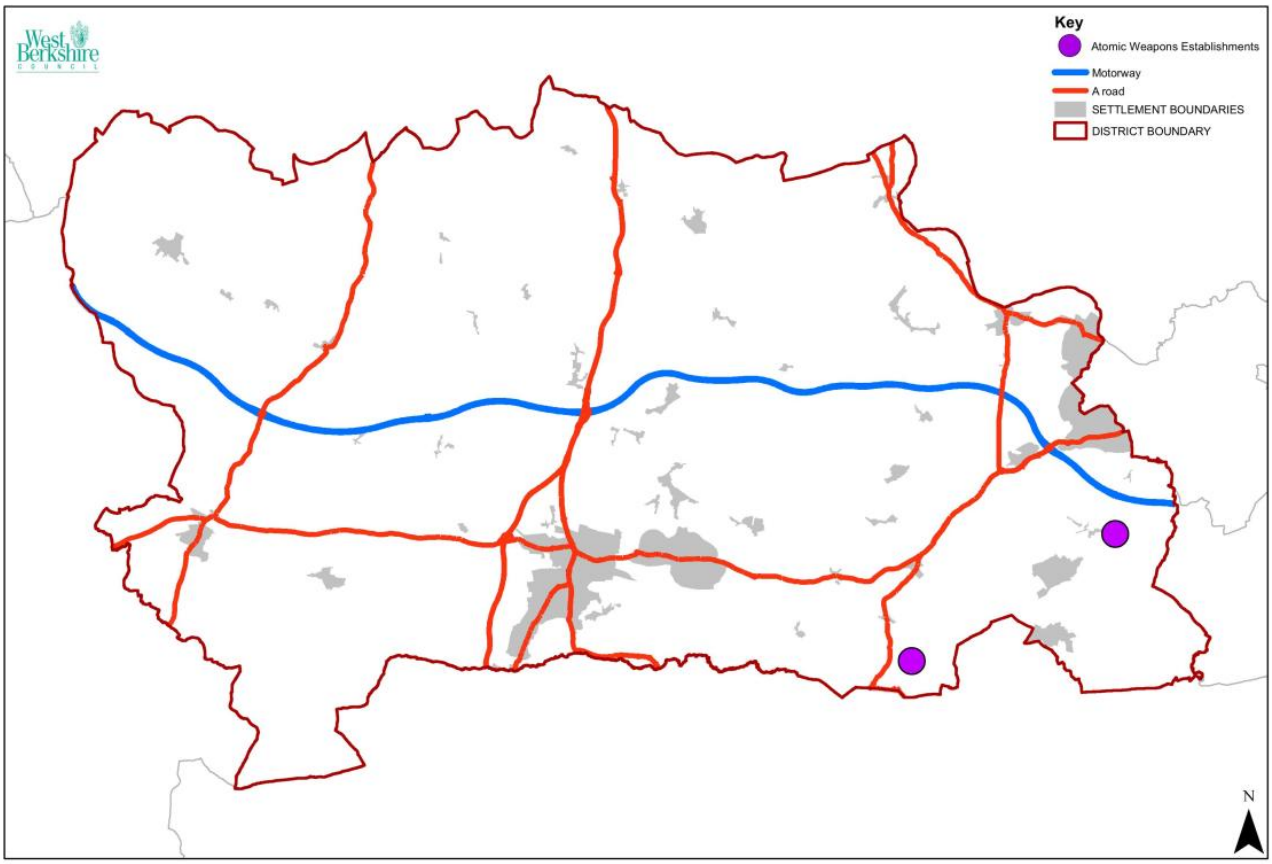
23.3 In essence, there are two levels of radioactive waste arisings that normally need to be considered in the development of a waste development plan document, these are low level radioactive waste (LLW) and very low level radioactive waste (VLLW). The rationale behind the importance of planning for these arisings primarily surrounds the fact that the volumes of VLLW and LLW arisings are greater that the higher level radioactive waste arisings (such as intermediate level waste (ILW) and high level waste (HLW)). In addition there is currently no facility in the UK where higher level wastes (such as intermediate level waste (ILW) and high level waste (HLW)) can be disposed of. The government is seeking to resolve this wider issue relating to the disposal of higher level radioactive wastes through the provision of a national geological disposal facility, however this is outside the scope of the WBMWDPD.

23.4 Due to the limited volumes of material produced, and the specialist nature of radioactive waste and the need to manage it in accordance with strict protocols, it is acknowledged that AWE already has in place long term contracts for the management of these wastes. It is also recognised by the Council that, it is unlikely that it would be economically viable to deliver new facilities that manage radioactive waste that solely waste arises within West Berkshire. It is also recognised that the geology of the authority is such that the disposal of radioactive waste would not be possible within West Berkshire. However, there could be the opportunity to consider the delivery of waste management facilities to treat, package or store VLLW, LLW ILW (and even HLW, although none is generated within the authority area) at a more local level.

23.5 The LWA concluded that, while the production of radioactive waste is known to take place in West Berkshire, the volumes of waste generated are significantly lower than any other waste stream assessed. However, the LWA did identify that it is possible that facilities to aid in the transfer or stabilisation of radioactive waste arisings may be required over the projected plan period.

23.6 The following map illustrates the general location of the two AWE sites in West Berkshire.

23 Waste Issue 23: Radioactive Waste arisings



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Options

Option 23.1

Should the WBMWDPD plan for the management (treatment / storage / packaging) of VLLW arising within West Berkshire to be managed in West Berkshire?

Option 23.2

Should the WBMWDPD plan for the management (treatment / storage / packaging) of LLW arising within West Berkshire to be managed in West Berkshire?

Option 23.3

Should the WBMWDPD plan for the management (treatment / storage / packaging) of ILW arising within West Berkshire to be managed in West Berkshire?

Option 23.4

Should the WBMWDPD plan for a strategic VLLW facility (treatment / storage / packaging), accepting that this would mean that VLLW could be imported into West Berkshire for management?

Option 23.5

Should the WBMWDPD plan for a strategic LLW facility (treatment / storage / packaging), accepting that this would mean that LLW could be imported into West Berkshire for management?

Option 23.6

Should the WBMWDPD plan for a strategic ILW facility (treatment / storage / packaging), accepting that this would mean that ILW could be imported into West Berkshire for management?

Option 23.7

Should criteria based policies be included to allow the consideration of any future applications (treatment / storage / packaging) to manage radioactive waste?

Option 23.8

Is there another strategy that the WBMWDPD could develop in respect of managing radioactive waste?

23.7 The interim environmental report has assessed the identified options in terms of sustainability. Option 23.1 proposes for the WBMWDPD to plan for the management / storage / packaging of VLLW arising within West Berkshire to be managed in West Berkshire. Option 23.2 proposes for the WBMWDPD to plan for the management / storage / packaging of LLW arising within West Berkshire to be managed in West Berkshire. Option 23.3 proposes for the WBMWDPD to plan for the management / storage / packaging of ILW arising within West Berkshire to be managed in West Berkshire. In respect of all of these options it was considered likely that the options could impact positively on the sustainability objective related to 'economic development', as these options could potentially provide some employment. It was considered 'uncertain' as to how this option would impact on 12 of the sustainability objectives, as this would be dependant on implementation in terms of site specifics, transport links, and planning conditions.

23 Waste Issue 23: Radioactive Waste arisings

23.8 Option 23.4 proposes for the WBMWDPD to plan for a strategic management / storage / packaging facility for VLLW accepting that this would mean that VLLW could be imported into West Berkshire for management. Similarly, Option 23.5 proposes for the WBMWDPD to plan for a strategic management / storage / packaging facility for LLW accepting that this would mean that LLW could be imported into West Berkshire for management. Option 23.6 proposes for the WBMWDPD to plan for a strategic management / storage / packaging facility for ILW accepting that this would mean that ILW could be imported into West Berkshire for management. In respect of all of these options it was considered likely that they could impact positively on the sustainability objective related to 'economic development' as these options could potentially provide some employment. Importing waste to the unitary area may not be seen as 'energy efficient' so this was considered likely to have a negative impact on this sustainability objective. It is uncertain how this option would impact on 11 of the sustainability objectives, as this would be dependant on implementation in terms of site specifics, transport links, and planning conditions.

23.9 Option 23.7 proposes an approach whereby criteria based policies be included to allow the consideration of any future applications to manage radioactive waste. The majority of the issues covered by the objectives would be considerations in the development management process, therefore criteria based policies were considered likely to impact positively on 11 of the sustainability objectives. Option 23.8 questions whether there is another strategy that the reader could put forward in respect of managing radioactive waste. As the strategy is 'unknown', the impact on the sustainability objectives is 'uncertain'.

Management of waste from London

24.1 West Berkshire is known to both import and export large volumes of waste and some of the waste imported and exported travels significant distances. The South East Plan (which was revoked in 2013) contained a policy that required the waste planning authorities in the South East to provide landfill capacity to meet the needs of the capital.

24.2 Whilst this policy is no longer extant, it is considered prudent to consider whether there has been any significant imports of waste from London into West Berkshire in recent years. In addition to this consideration should be given to whether such a trend can, or should, continue. The LWA investigated this point through the use of the waste data interrogator database from the Environment Agency.

24.3 The waste data interrogator database gives an indication of waste flows into and out of West Berkshire. Having considered these databases for 2008, 2009, 2010 and 2011, waste originating from London was only recorded as being managed in West Berkshire in 2008. This volume equated to about 2.9% of the total amount of waste recorded as being managed in West Berkshire that year.

24.4 West Berkshire currently has no permitted non inert landfill capacity and very small volumes of non inert waste treatment or recovery capacity. There are no rail served sites that could receive waste imported by rail (and the freight capacity on the rail network is understood to be limited). Therefore it is understandable that the volumes of waste arising in London and managed in West Berkshire are small. However, it is understood that a small volume (around 7,000 tonnes per annum) of green waste is currently being imported into West Berkshire for processing (in 2012). Therefore an alternative strategy could be pursued, where the authority plans to provide a level of waste management capacity (recycling, treatment, recovery) that could assist in meeting the needs of the capital, as opposed to providing landfill capacity.

24.5 It is considered that this matter needs to be considered as part of the emerging WBMWDPD. If West Berkshire is going to seek to contribute towards the needs for waste management capacity from the capital, this will clearly have an impact upon the availability of capacity to meet the demands of waste arising locally.

Options

Option 24.1

Should the WBMWDPD plan for waste from London to be managed at existing or new waste management facilities in West Berkshire? If so please indicate how much capacity (recycling, treatment, recovery) should be provided.

Option 24.2

Should the WBMWDPD plan for waste from London to be disposed of via landfill in West Berkshire? If so please indicate how much landfill capacity should be provided.

24.6 The interim environmental report assessed the identified options in terms of sustainability. Option 24.1 poses the question of whether the WBMWDPD should plan for any waste from London to be managed at facilities in West Berkshire. It was considered likely that if this was to occur, it would impact positively on 'economic development' as it would potentially create jobs, however waste

24 Waste Issue 24: Management of London's Waste

from London would require transportation to West Berkshire and this is likely to come in via road resulting in carbon emissions potentially impacting negatively on the 'air quality', 'energy efficiency', and 'sustainable transport' sustainability objectives.

24.7 Option 24.2 questions whether the WBMWDPD should plan for waste from London to be disposed of to landfill in West Berkshire. It was considered likely that if this was to occur, this could positively impact on economic development, as it could potentially create jobs. However, waste from London would require transportation to West Berkshire and this is likely involve transport via road, resulting in carbon emissions that would impact negatively on the 'air quality', 'energy efficiency', and 'sustainable transport' sustainability objectives. This option is likely to impact very negatively on the objective promoting the 'sustainable management of waste' as disposal of waste to land is the last option in terms of the waste hierarchy. If an over provision of landfill capacity is made this could result in the movement of waste down the waste hierarchy.

24.8 Option 24.1 appeared likely to impact on the objectives less negatively than option 24.2. However this is primarily because the method of waste management was specified as being 'disposal to land' in option 24.2, while option 24.1 does not provide such a specific management route. Therefore it was considered 'uncertain' as to how it would impact in terms of the 'sustainable waste management' sustainability objective.

Re-working of former landfill sites

25.1 West Berkshire has a relatively large number of former landfill sites that have been infilled with waste materials and restored back to a variety of land uses. However, the material that has been deposited in the ground includes valuable materials and the re-working of landfill sites to recover such discarded material has been cited as a potential method to reclaim the value stored in old landfill sites. The relative 'value' that can be obtained from re-working a landfill site will vary depending on the material deposited. Generally it is expected that greater 'value' could be obtained from re-working non inert sites due to the presence of materials such as plastics, textiles and greater volumes of metals. Whilst inert landfill sites may not contain significant volumes of more 'valuable' materials it is likely that there would be less environmental or amenity issues as, by its very nature, the material being re-worked is 'inert'.

25.2 The reworking of former landfill sites can result in the generation of energy (through the recovery of energy from the removed waste). There could also be the recovery and sale of excavated materials and the increase of landfill capacity through the creation of new void space by excavating the deposited waste. The potential for the landfill sites in West Berkshire to be re-worked is currently an unknown and it is likely that considerable work may need to be undertaken to ascertain the 'value' of the sites in West Berkshire.

25.3 However, despite the lack of clarity on this matter, the emerging WBMWDPD is aiming to be a forward thinking as possible and as there is a potential for this type of operation to come forward, it is considered prudent to determine whether the WBMWDPD should address this issue in more detail. This could be either through a strategic approach, or through the development and inclusion of development plan policies, against which any applications could be considered.

Options

Option 25.1

Should the WBMWDPD provide a strategic position on the re-working of former landfill sites?

Option 25.2

Should the WBMWDPD provide development management policies that relate, and ensure appropriate control over, the potential for applications to come forward for the re-working of former landfill sites?

25.4 The interim environmental report assessed these options in terms of sustainability. Option 25.1 questions whether the WBMWDPD should provide a strategic policy position on the re-working of former landfill sites. Many of the issues addressed by the sustainability objectives would be considered in allocating strategic sites for the re-working of former landfill sites, and therefore it was considered likely to have a very positive impact on the 'sustainable waste management sustainability objective', with a positive impact on 12 of the other sustainability objectives.

25.5 Option 25.2 questions whether the WBMWDPD should provide development management policies that relate to the potential for applications to come forward for the re-working of former landfill sites. Many of the issues addressed by the sustainability objectives would be considered in the development management process for the re-working of former landfill sites, and therefore it was considered likely to have a very positive impact on the 'sustainable waste management' sustainability objective, with a positive impact on 12 of the other sustainability objectives.

25 Waste Issue 25: Re-working old landfill sites

25.6 Options 12.1 and 12.2 appeared to be equally beneficial in terms of the sustainability objectives. For practical reasons, it may be that a criteria based policy approach is easier to implement than allocating strategic sites. This is due to a combination of factors, namely the uncertainty over what has been landfilled in certain sites and the expense of the investigatory works for the operators.

Any other issues?

26.1 This report has covered a range of issues related to minerals and waste development in West Berkshire, including where new development should be located, how existing development could be managed . This final issue provides an opportunity for any other comments or issues that have not been covered in the report to be raised.

26.2 We want as many of the citizens and workers of West Berkshire as possible to get involved in shaping the future of Minerals and Waste development in West Berkshire, therefore we would welcome any comments that any stakeholder may wish to make. Whilst we would encourage respondents to provide their views upon the options and issues identified by the authority in this document, we would also welcome comments on the evidence based documents that have been developed to inform this initial consultation.

26.3 The three key documents in this regard are the Local Aggregates Assessment, the Local Waste Assessment and the Interim Environmental report. These can be found via the WMBMWDPD pages on the Council's Website www.westberks.gov.uk/mwdpd

Options

Option 26.1

Are there any other comments or issues that you consider need to be addressed in the WBMWDPD?

26.4 The interim environmental report has considered this option against the sustainability criteria. However, because this is an open ended question asking whether there are any other comments or issues that require consideration in the WBMWDPD. As the comments or questions are 'unknown', it is 'uncertain' what the impacts on the sustainability objectives could be.

27 General Issue 27: Call for sites

Call for sites

27.1 In preparation for the next stage of the plan-making process, which will include the assessment of sites with potential for new or expanded waste management facilities, West Berkshire Council is inviting site specific proposals to be put forward.

27.2 West Berkshire Council is looking for proposals that are consistent with the general spatial vision, strategic objectives and draft spatial strategy set out in this document.

27.3 In respect of proposals for minerals and waste sites, it is expected that sites will be consistent with national guidance contained in the NPPF and PPS10.

27.4 If you wish to put a site forward, please complete the proforma (see example found in Appendix 1) located on the website at www.westberks.gov.uk/mwdpd and return to West Berkshire Council.

27.5 The deadline for submission of site details for consideration is 28th February 2014.

27.6 A draft of the site nominations assessment form that will be used to assess the proposed sites is included at appendix 2. The authority would welcome any comments that you may have on this site assessment form to inform the development and finalisation of the site assessment form.

27.7 Once a site nomination has been received, a site assessment form will be completed by West Berkshire. The form at appendix 2 shows the suggested format of the assessment, which will allow a short report to be generated for each site nomination received. West Berkshire Council has undertaken an initial review of the policy context, Government guidance, 'best practice' examples, and planning considerations to identify the key assessment criteria. This planning assessment will predominantly be carried out through use of desk based GIS mapping, together with an appropriately experienced planning officer/consultant visiting each short listed site. These site visits will be used to verify the accuracy of the initial desk based assessment where necessary. Where appropriate, views from technical experts will be sought, this may include views of internal West Berkshire colleagues, in terms of environment or highways or external advisors, such as, the Environment Agency.

27.8 The site assessment criteria identified on the draft site nominations assessment form (found at appendix 2) are not intended to provide an exhaustive listing of decision making criteria. Instead, it seeks to identify those factors that will enable meaningful comparison of site suitability, sensitivity and potential impacts.

27.9 The assessment process aims to identify the key factors that are relevant to the proposed site, physical and environmental constraints and potential adverse impacts resultant from site development, as well as mitigation measures. The cumulative impact of minerals and waste development on the wellbeing of the local community, including any significant adverse impacts on environmental quality, social cohesion, inclusion and economic potential, will also be taken into consideration.

27.10 Please note that West Berkshire Council is not under any obligation to discuss the merits of any suggested site in planning terms, and the Council or any consultants appointed will not be able to disclose any details of any siting assessment outcomes prior to the progression to latter stages in the plan making process, which result in the document being made public. We look forward to receiving your site specific proposals.

Acronym	Term	Definition
AA	**Appropriate Assessment**	Appropriate Assessment is a requirement of the European Habitats Directive. Its purpose is to assess the likelihood and nature of impacts of the proposals in a policy document on internationally designated nature conservation sites.
	Aftercare	Steps necessary to bring restored land up to the required standard for either agriculture, forestry or amenity, normally over a period of 5 years.
	After use	The succeeding use after mineral workings, and in some cases waste facilities such as landfill, are restored
	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.
	Amenity	This is a planning term that refers to the general enjoyment that a use has of its site and surrounding area. The main amenity that is discussed in planning is residential amenity.
AD	**Anaerobic digestion**	Biological treatment of biodegradable organic waste in the absence of oxygen. Results in the generation of biogas (rich in methane and can be used to generate heath and/or electricity), fibre (can potentially be used as a soil conditioner) and liquor (can potentially be used as a liquid fertiliser).
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. Natural England is responsible for formally designated AONBs and advising on policies for their protection. Much of West Berkshire is within North Wessex Downs AONB.

Glossary

Acronym	Term	Definition
	Area of Search	Mineral bearing areas within which planning permission for mineral extraction may be granted – subject to specific planning considerations,
	Apportionment Rate	The specified rate of extraction of aggregates to be provided for in the mineral landbank
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	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
	Borrow pit	Temporary mineral workings opened locally to supply material for a specific construction project
C & D	**Construction and Demolition Waste**	C&D waste means waste materials which arise from the construction or demolition of buildings and/or civil engineering infrastructure, including hard C&D waste and excavation waste, whether segregated or mixed. It forms a sub-group of C&D 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, of for disposal to inert landfill.
CDE or CDEW	**Construction, Demolition and Excavation Waste**	'CDEW' means the sum (or any mixture) of 'C&D waste' and 'excavation waste' as defined under C&D, and does not include materials such as wood, metals and plastics which also arise on demolition and construction sites, but have no potential for use as aggregate. Excavation waste' means naturally occurring soil, stone, rock and similar materials (whether clean or contaminated), which have been excavated as a result of site preparation activities.

Acronym	Term	Definition
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.
C A S (otherwise referred to as HMWC)	Civic Amenity Site (or Household Waste Recycling Centre)	Supervised facilities where members of the public can bring and discard of a variety of household waste. Civic Amenity Sites typically cater for paper, plastic, metal, glass and bulky waste such as tyres, refrigerators, electronic products, waste from DIY activities and garden waste.
	Conservation Area	Area of special architectural or historical interest as defined in the Planning(Listed Buildings and Conservation Act)1990.
CTA	Conservation Target Area	A Conservation Target Area is a landscape area identified for its current biodiversity value and potential to be enhanced by linking, buffering and extending existing BAP and semi-natural habitats and is a high priority for targeted conservation action.
	Crushed Rock	Limestone, sandstone and igneous rocks which are mechanically broken down for use as aggregates by the construction industry.
	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.
CWI	Clinical Waste Incinerator	A facility that can burn medical waste from hospitals and similar institutions.
DCLG	Department for Communities and Local Government	The job of the Department for Communities and Local Government is to help create sustainable communities, working with other Government departments, local councils, businesses, the voluntary sector, and communities themselves.
DTC	Duty to Cooperate	The Localism Act also introduced a Legal requirement to co-operate commonly referred to as the “Duty to Cooperate”. DTC is regarded as a tool for delivering strategic planning at local level and requires councils and public bodies to engage constructively, actively, and on an ongoing basis, in relation to planning for strategic issues.
DPD	Development Plan Document	A Local Development Document which forms part of the statutory development plan.

Glossary

Acronym	Term	Definition
EA	**Environment Agency**	Public body for protecting and improving the environment in England and Wales.
EfW	**Energy from Waste**	"Energy from waste" is a process to convert energy stored in waste into fuel or electric power. The main ways of recovering energy from wastes include waste incineration, controlled anaerobic digestion which produces biogas and using biogas, which is a by product of biodegradation - eg. landfill gas.
GIS	**Geographical Information System**	Technology that manages, analyses, and disseminates geographic information.
	Indicator	Measure of change to a system or objective.
	Hazardous waste	Waste which due to its chemical, physical or other properties presents a hazard to humans and/or the environment, and which since July 2004 if disposed of to landfill must be kept separate from other wastes, in a specifically licensed facility.
	Household waste	The major part of biodegradable municipal waste, which has traditionally been sent to landfill but which is now subject to increasingly stringent targets for recycling and recovery.
	Inert waste	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.
	Landbank	A stock of mineral reserves with planning permission for extraction.
	Landfill	The disposal of waste material by tipping into voids in the ground. All landfills are classified as one of the following: Hazardous; Non-hazardous; Non-hazardous with Stable Non-Reactive Hazardous Waste Cell (SNHRC); or Inert.
ATS	**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.
	Landraising	Similar to landfill, but where the majority of the waste is placed in an engineered landform above existing ground levels.

Acronym	Term	Definition
LDS	**Local Development Scheme**	A timetable and project plan for the production of all the LDDs relating to a Local Plan.
LSPs	**Local Strategic Partnerships**	Local Strategic Partnerships (LSPs) are non-statutory, multi-agency partnerships, which match local authority boundaries. LSPs bring together at a local level the different parts of the public, private, community and voluntary sectors; allowing different initiatives and services to support one another so that they can work together more effectively.
LAA	**Local Aggregates Assessment**	A Local Aggregates Assessment is an evidence based factual document that seeks to assess, and project the future needs for aggregates within an authority area.
LWA	**Local Waste Assessment**	A Local Waste Assessment is an evidence based factual document that seeks to assess, and project the future needs for waste within an authority area.
	Listed Building	Building included on a list of buildings of special architectural or historic interest.
	Mineral Deposits and Mineral Resources	Defined in planning terms as rock, or sand and gravel, or other material which has a commercial value for which it may be extracted.
	Mineral Reserves	Minerals under land with planning permission for mineral extraction.
	Mitigation	Measures to avoid, reduce or offset the adverse effects of the plan on sustainability.
	Monitoring	Check of effectiveness of policies.
MPA	**Mineral Planning Authority**	A local authority with responsibility for processing mineral applications.
MRF	**Material Recycling Facility**	A special sorting 'factory' where mixed recyclables are separated into individual materials prior to despatch to reprocessors who wash and prepare the materials for manufacturing into new recycled products.
	Minerals Preferred Area	Identified site where there will be a general presumption in favour of mineral extraction being granted planning permission – subject to specific planning considerations.
MSA	**Mineral Safeguarding Area**	An area identified in order to ensure due consideration of the possibility of mineral extraction prior to development, or of the

Glossary

Acronym	Term	Definition
		compatibility with current or future mineral operations is undertaken in the determination of certain non mineral planning applications.
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.
	Mta	Million tonnes per annum.
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.
	Non-hazardous waste	Waste which cannot be classified as inert (see above) but does not fall into a class identified as hazardous (see above). Typically, this is biodegradable municipal waste (mostly household waste) and biodegradable commercial and industrial waste.
NPPF	**National Planning Policy Framework**	
	Objective	Statement of what is intended, specifying the desired direction of change.
PDL		Previously Developed Land.
	Primary Aggregates	Naturally occurring sand, gravel and hard rock used for construction purposes.
	Recycled Materials	Aggregate materials that are recovered from construction and demolition processes and from excavation wastes, predominantly from construction sites.
	Secondary Aggregates	Aggregate materials that are produced as a 'byproduct' of another operation, such as colliery spoil, china clay waste, power station ashes, incinerator ashes and similar products.
RMLP	**Replacement Minerals Local Plan**	Strategic Minerals Plan for Berkshire covering the period up to the 31st December 2006. Adopted 2001. Key policies now 'saved' until the RMLP is replaced in its entirety.

Acronym	Term	Definition
	Safeguarding	A process introduced to ensure a site is protected for development of a specific facility, for example a rail depot. (see also Mineral Safeguarding Area).
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.
SAC	**Special Area of Conservation**	Site of European conservation importance as a habitat for specified species.
Sand and Gravel		In West Berkshire there are two main types of sand and gravel: sharp sand and gravel, suitable for most types of concreting purposes, and therefore an important material for the construction industry, and soft sand, suitable either as a fill material, or in limited circumstances as building sand.
'saved' policies and plans		The new planning regime included arrangements for retaining policies in adopted plans whilst the replacement Development Frameworks are being prepared, even when this extends them beyond their original end date.
SAM	**Scheduled Ancient Monument**	A 'nationally important' archaeological site or historic building, given protection against unauthorised change. The protection given to scheduled monuments is given under the Ancient Monuments and Archaeological Areas Act 1979 (as amended).
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.
	SA Scoping	Process of deciding the scope and level of detail of the SEA.
	SA 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.

Glossary

Acronym	Term	Definition
	Secondary Aggregates	Mineral wastes and industrial by-products used in the construction industry. E.g. colliery spoil, china clay waste, slate waste, power station pulverised fuel ash.
SEEAWP	**South East England Aggregates Working Party**	A group established to advise DCLG on options and strategies for dealing with Aggregates.
SEWPAG	**South East Waste Planning Advisory Group**	A group established to advise the former SEERA on options and strategies for dealing with Waste Management.
SPA	**Special Protection Area**	Site of European importance for bird conservation.
SWMA	**Strategic Waste Management Assessment**	Report from SERTAB to SEERA setting out policy drivers, targets and obligations for changing waste management in the future.
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. Natural England identifies SSSIs.
	Statutory Development Plan	The Statutory Development Plan provides the first point of reference in the determination of planning applications.
UA	**Unitary Authority**	Administrative unit of Great Britain. Since 1996 the two-tier structure of local government has been replaced by unitary authorities, responsible for all local government services in Scotland and Wales, and in some parts of England, including Berkshire.
	Waste Hierarchy	A hierarchy of approaches to waste management.
	West Berkshire Core Strategy	The Core Strategy was adopted by the Council on 16 July 2012 and now forms part of the Development Plan for the District. The Core Strategy sets out West Berkshire Councils overall planning strategy, explaining the vision for the area and how it will be delivered. It has been produced in consultation with all those who have a stake in the future development of West Berkshire.
WDA	**Waste Disposal Authority**	Local authority responsible for the collection of waste in their administrative boundary and its disposal.

Acronym	Term	Definition
	Waste Disposal	The process by which residual waste that cannot be reused, recovered or recycled is finally disposed of. The most common forms of disposal are by landfill and incineration.
	Waste Preferred Area	Identified site where there will be a general presumption in favour of waste treatment or disposal facilities being granted planning permission – subject to specific planning considerations.
WEEE	**Waste Electrical and Electronic Equipment Directive**	Aims to prevent the disposal of electrical and electronic goods and ensure greater levels of recovery and disassembly.
WLPB	**Waste Local Plan for Berkshire**	Strategic Waste Plan for Berkshire covering the period up to the 31st December 2006. Adopted 1998. Key policies now 'saved' until the WLPB is replaced in its entirety.
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.
	Waste treatment	For the purposes of the West Berkshire Minerals and Waste DPD waste treatment means activities in the processing of waste prior to disposal, most commonly through, for example, recovery, recycling composting and other mechanical or biological treatment, but also in the transfer of waste.

APPENDICES

West Berkshire COUNCIL	Minerals and Waste Development Plan Document "Call for Sites" Form 2014

Site Submission

Land owners, mineral operators, waste management operators and the wider public are invited to put forward potential mineral and waste development sites in order to inform and provide evidence for preparation of the Minerals and Waste DPD.

Where do I send the completed forms?

Please return all completed forms to the Minerals and Waste Planning Policy Team either:

- By e-mail to: mwdpd@westberks.gov.uk
- In hard copy to: Minerals and Waste Planning Policy, West Berkshire Council, Council Offices, Market Street, Newbury, Berkshire RG14 5LD

Please submit completed forms by 28th February 2014.

If you have any difficulties completing this form or if you would like further information please call us on (01635) 519 111 or e-mail mwdpd@westberks.gov.uk

What happens next?

Sites submitted as potential mineral or waste sites will be considered in the preparation of the Minerals and Waste DPD.

The identification of sites does not imply that the Council considers that the site is suitable for development, either now or in the future. It cannot be taken as representing either an intention to allocate these sites, or as a material consideration in the determination of a planning application. Potential sites that have been identified will be further tested through the plan-making process for Development Plan Documents, including Sustainability Appraisal/ Strategic Environmental Assessment, several stages of public participation and independent examination.

1 Appendix 1 - Call for Sites Form

Guidance Notes

Before completing this form, please read the following guidance notes:

- Sites may be included in future public consultation exercises and published so cannot be treated confidentially.
- Please complete the form in as much detail as possible. Please attach an Ordnance Survey map clearly showing the precise boundaries of the site and the part that is regarded as suitable for development (if that is not the whole area). This will assist in the assessment of the site. You are also welcome to attach any relevant additional information (e.g. tree survey).
- Please complete a separate form for each site.
- Do not submit sites that already have planning permission for development unless a new and different proposal is likely in the future.
- Only submit sites that you have an interest in and that you believe have genuine potential to be developed over the next 15 to 25 years.
- Only sites that are 0.15 hectares (approximately 0.4 acres) or greater in size should be submitted.
- You do not need to complete this form if you are not seeking to safeguard or allocate your site for minerals and/or waste uses.
- In completing this form, you are giving permission for a representative of the Council to access the site with or without prior notice, in order to assess its suitability.
- The Call for Sites request is part of the Minerals and Waste DPD plan making process and is separate from the Council's planning application process.

Personal information given on this form will be used for the purpose of correspondence only.

Address of Site

Contact details			
Name			
Organisation *(if relevant)*			
Address			
Telephone		**Fax**	
Email			

Your Details				
You are..? (Please tick all that apply)	A Private Landowner		A Planning Consultant	
	A Public Land-owning Body		A Land Agent	
			A Developer	
	Other *(please specify)*			
If you are representing a client(s), please supply the name(s) and addresses(es) of those you represent				

Ownership Details	
What is your legal interest in the site?	Freeholder / leaseholder / holder of mineral rights etc (please specify)
If you do not hold a legal interest in the site, or there are multiple parties with a legal interest in the site, please	

1 Appendix 1 - Call for Sites Form

provide the name(s), address(es) and contact details of all parties with a legal interest in the site. *(Please continue on a separate sheet if necessary, and provide a plan showing extent of individual land holdings)*	
Have all parties with a legal interest in the site indicated support for development of the land? If not please provide further information.	

Site Location		
Site name*(is the site known by a particular name?)*		
Site address		
Postcode		
Site OS grid reference	Northing:	Easting:

In the 1st column, please confirm the proposed type of development / land use, e.g. Minerals or Waste or Both In the details column, please specify the type of use and indicate the mineral / wastes to be won / processed / deposited at the site and any other pertinent information. If the proposal is for minerals development please specify the type of mineral(s), total quantity of mineral to be extracted over the lifetime of the operation (tonnes/cubic metres), and total voidspace (cubic metres) that would be created as a result of the extraction. If the proposal is for waste management development, please specify the types and volumes of waste that would be managed annually (tonnes), the intended sources of the waste, and the method/technologies used as part of the waste management operations.	Development / Land Use	Details

1 Appendix 1 - Call for Sites Form

For both minerals and waste proposals please specify likely transportation methods, resultant traffic volumes, vehicle types used, and likely vehicle routes for transportation of mineral and waste resources enroute to the site and then after leaving the site.		

Site Details			
Site area*(hectares)*	Whole site:		Area Suitable for development:
Current or previous **land use(s)** Please state whether the site is greenfield or brownfield development (please provide a % for each, if appropriate)	**Primary land-use**		
	Secondary land-use		
Any existing structures			
Would development require relocation of the current use ordemolition of existing structures?			
Adjacent land-uses*(e.g. 2-storey* *terraced housing /* *open farmland)*	**To the north**		
	To the east		
	To the south		
	To the west		
Relevant planning **history**			
Has this site previously been nominated as part of a planning policy 'call for sites' process in the last 5 years?			

1 Appendix 1 - Call for Sites Form

Site Constraints: Are there any limitations that may prevent or constrain development on this site?*(please give details including any measures required to overcome constraint)*	
Access Issues (e.g. limitations or problems relating to existing site access, proposed haulage routes to primary road network)	
Topography or ground conditions (e.g. site slopes, varying site levels, tree cover, etc)	
Contamination/ Pollution/ Hazardous Uses (e.g. unsuitable ground conditions, previous hazardous land uses, unstable/contaminated structures)	
Flood risk (liability of site to flooding)	
Legal/ Operational Constraints (e.g. ownership constraints, covenants, tenancies, 'ransom strips' or operational requirements of landowners)	
Environmental Constraints (e.g. negative effects on local landscape wildlife designations, protected species, loss of mature woodland, loss of locally used open space or access to open space, affects a public rights of way or tree protection order)	

Site Constraints: Are there any limitations that may prevent or constrain development on this site?*(please give details including any measures required to overcome constraint)*	
Utilities and Infrastructure Provision (e.g. provision of services to development including electricity, water, gas, sewerage) as necessary / applicable	
Air quality (e.g. impact on Air Quality Management Areas)	
Planning Policy Constraints (e.g. based on adopted policy, designations or protected areas including Conservation Areas, SSSIs, Local Nature Reserves, listed building)	
Neighbouring uses (e.g. is the site affected by power lines, railway lines, major highways)	
Other considerations (any other issues that may affect the suitability of the site for development)	

Can the constraints be overcome and are any of them likely to affect the achievability or timing of the development? *Please give details*

1 Appendix 1 - Call for Sites Form

Site Availability and Achievability *(please give details including any measures required to overcome constraint)*				
Is the site currently being marketed?				
Is the site owned by a developer?				
Is the site under option to a developer?				
Is there any legal/ownership constraints that might prohibit or delay development of the site (e.g. Ransom strip/covenants)?				
Is there any current uses which need to be relocated?				
Please tick the likely timescale for the site being developed	Available immediately		Within the next 11-15 years	
	Within the next 1-5 years		Years 15+	
	Within the next 6-10 years			
Is there any issue that may influence the economic viability or timing of the development?				
Once work has commenced, how many years do you think it would it take to complete? In the case of mineral extraction sites please also detail the projected life of the mineral extraction operations				

Access to Site – Site Assessment *(please give details)*	
Are there any issues that would restrict access to the site by a representative of the Council undertaking further assessment?	

Please provide any additional information you think may be helpful to the Council in its consideration of this site for development .

Please also use this section if you require more space to respond to any of the earlier questions. Although please clearly mark which sections the information relates to.

The following information will be of use during our assessment of sites (it is acknowledged that not all information will be relevant in each case).

- Existing / proposed location of site access;
- Proposed location and layout of plant;
- Proposed location of ancillary developments;
- Proposed lorry haulage routes;
- Proposed operating hours;
- Estimated vehicle movements (daily) including calculations explaining how these were derived;
- Location of nearest residential properties;
- Current agricultural land classification;
- Flood zone map and details on flood risk management;
- Proximity to national/international conservation designation (on or near site);
- Archaeological features or historic buildings (on or near the site);
- Proximity to national and local designations (on or near site);
- Protected Species (on or near site);
- Details of how biodiversity and habitat can be enhanced;
- If land-won minerals or landfill - boundary of extraction/landfill area;
- If land-won minerals or landfill - restoration proposals, including final contours or
- Proposed afteruse or restoration;
- If proposed mineral importation/export facility (wharf or railhead) – current/proposed operational area on a plan & indication of future extensions and/or proposed modification to site operations;
- Borehole / test pit details, including analysis;
- Groundwater implications. Including details on groundwater protection zones;
- Depth of mineral, overburden and soil thickness and proposed end use of the mineral;
- Estimated annual output / infill. throughput;
- Types of waste to be used in restoration operations;

Where appropriate, please provide this information through maps. For ease of use please use separate maps at your discretion. Please use a suitable scale, with the scale and north point indicated.

1 Appendix 1 - Call for Sites Form

Please tick here if you wish to be kept informed of the progress of the Minerals and Waste DPD	
To the best of my knowledge the information provided is currently an accurate representation of the site.	

Signed		**Date**	

Data Protection and Freedom of Information

We need your permission to hold your details on our database.

I agree that West Berkshire Council can hold the contact details and related responses and I understand that they will only be used in relation to Minerals and Waste Planning Policy matters.

Signed		Date	
Please note that forms that are not signed and dated will not be accepted.			

This information is collected by as data controller in accordance with the data protection principles in the Data Protection Act 1998. The purposes for collecting this data are:

1 to assist in the preparation of the Minerals and Waste Development Plan Document; and

2 to contact you, if necessary, regarding the answers given on this form.

The above purposes may require public disclosure of any data received by West Berkshire Council on the form, in accordance with the Freedom of Information Act 2000.

The form will also be used in discussion with consultees, but the contact details on the first sheet of questions will be detached and kept separate. If you have any concerns regarding the processing of your data, please contact email: mwdpd@westberks.gov.uk

Tel: (01635) 519 111.

Putting a site forward does not guarantee that the Council will allocate it or support its development in the future, as all sites will need to be judged against relevant planning policies and other considerations.

If you have any questions please contact the Minerals and Waste planning policy team by:

Email: mwdpd@westberks.gov.uk

Telephone: (01635) 519 111

Post: Minerals and Waste Planning Policy, West Berkshire Council, Council Offices,Market Street,Newbury, Berkshire RG14 5LD

2 Appendix 2 - Draft Site Nomination Assessment Form

West Berkshire Council	**Minerals and Waste Development Plan Document** **"Site nominations assessment" Form 2013**

Name of Site

Address of Site

Parish (es) located within	**Size of site**	**Proposed for Minerals / Waste / Minerals & Waste use**

Current land use	**Existing planning permission**	**Is the site allocated in the development plan for West Berkshire?**

Minerals types to be extracted	**Waste stream to be managed**	**Annual throughput / output**

Officer Completing assessment	**Date**	**Officer reviewing assessment**	**Date**

Agent Contact details			
Name			
Organisation *(if relevant)*			
Address			
Telephone		**Fax**	
Email			

Operator Contact details			
Name			
Organisation *(if relevant)*			
Address			
Telephone		**Fax**	
Email			

Landowner Contact details			
Name			
Organisation *(if relevant)*			
Address			
Telephone		**Fax**	
Email			

2 Appendix 2 - Draft Site Nomination Assessment Form

Constraints on or around the proposed site boundary

Designations	Details	0-1 km	1-5 km	5-10 km	10-20km	20+ km
Air Quality Management Area (s).						
Ancient Woodland name (s).						
Area of Outstanding Natural Beauty.						
BAP Habitat(s).						
Conservation Area(s).						
Historic Parks and Gardens name (s).						
Historical battlefield (s).						
Listed Building (s).						
Local Nature Reserve name (s).						
Local Landscape designation (s).						
National footpath(s).						
National cycleway network (s).						
National Nature Reserve (s).						
SAC name.						
SPA name.						
Site(s) of Special Scientific Interest name.						
Scheduled Ancient Monument(s).						

Constraints on or around the proposed site boundary

Land use constraints	Details	0-1 km	1-5 km	5-10 km	10-20km	20+ km
Nearest dwelling.						
Nearest settlement.						
Nearest school.						
Nearest airfield.						
Nearest hospital.						
Nearest public open space / recreation area.						
Nearest business use.						
Nearest heritage asset.						
Nearest utilities.						
Nearest canal and distance.						
Nearest river and distance.						
Nearest railway and distance.						
Nearest public right of way and condition.						
Flood zone area.						
Aquifer protection zone.						
Source protection zone.						
Groundwater vulnerability.						

2 Appendix 2 - Draft Site Nomination Assessment Form

Site specific details

Topic	Comments
Agricultural land classification (spilt by Ha as necessary).	
Archaeological remains.	
Adjoining landuse.	
PROW network within site	
Public highway width and any restrictions on weight, height or width.	
Stability of land i.e. instability of land due to historic landfill	
Need for road improvements as a direct result of the proposal.	
Route to primary highway network, and usin the same proposed route between site and the primary highway network.	
Other sites (minerals / waste) using route to primary road network.	
Other developments in the locality likely to impact on road capacity.	
Area for related operations (processing / stockpiles).	
Potential to include on-site buffer strips to surrounding landuses.	
Potential dewatering issues.	
Overburden depth (proposed minerals extraction or landfill sites).	
Available for extraction / infilling / development during plan period.	
Identified Biodiversity / ecological implications / protected species.	
Operating hours proposed.	
Estimated number of vehicle movements (per day and per annum).	
Existing access to site from road network.	
Is this a potential viable/deliverable proposal.	

Existing landscape features.	

2 Appendix 2 - Draft Site Nomination Assessment Form

Opportunities

General opportunities	Comments
Previously developed site.	
Nearby navigable waterway or railway line which could reduce reliance on road network.	
Proximate to known market / waste arisings.	
Landowner support.	
Adjoining existing mineral / waste use.	
Rail linked site (existing or potential for).	
Wharf site (existing or potential for).	
Ecological oppotunities	
Potential for job creation.	
Additional mitigation measures (i.e. screening, enclosure of proposal)	

Mineral opportunities	Comments
Geology of site.	
Distance to nearest/linked processing plant.	
Distance to known end user (e.g. concrete plant).	
Estimated mineral reserve (total).	
Estimated annual production (tonnes per annum).	
Borehole / test pit details provided.	
Extension to existing mineral site (either with permission or currently being worked).	
Proposed restoration scheme.	
Potential variation in quality and quantity of minerals.	

Waste opportunities	Comments
Waste use.	
Waste streams to be managed (MSW / C&I / CD& E etc).	

Waste management capacity (tonnes/volume per annum)	
Type of waste handled (Inert, non inert, hazardous etc).	
Identified location of waste arisings.	
Waste management proposal position on waste hierarchy.	
Total landfill capacity (tonnes or m3).	
Annual landfill capacity (tonnes or m3).	

2 Appendix 2 - Draft Site Nomination Assessment Form

Site Appraisal Matrix

The following planning criteria have been taken from the Planning Policy Statement 10.

Topic	Colour Coding	Reasoning for coding
Land Use Considerations		
Traffic and Access		
Landscape, Amenity and Visual Impact		
Cultural Heritage		
Proximity Principle		
Water Environment		
Ecological Sensitivity		

Colour coding	Definition
	Site acceptable, as no topic based constraints
	Potential site issues, mitigation deemed necessary but deliverable
	Potential site issues, mitigation deemed necessary but is likely to be difficult and expensive, which is likely to affect deliverability
	Extremely problematic due to site characteristics or constraints. Mitigation deemed to be unacceptable or ineffective

Summary

On the basis of the above assessment

Please note that this site assessment form is at this stage a draft version and could be subject to change, as a result of either the consultation comments received at Issues and Options plan making stage or due to the difficulty in identifying the relevant information to complete an accurate assessment.

26 September 2013

Sarah Armstrong-Stacey
Land Use Lead Adviser
Natural England
2nd Floor, Cromwell House
15 Andover Road
Winchester
SO23 7BT

Sarah.Armstrong-Stacey@naturalengland.org.uk

(sent by email)

Planning and Countryside
Council Offices
Market Street Newbury
Berkshire RG14 5LD

Our Ref: WBMWDPD / HRA
Your Ref:

Please ask for: Mr M Meldrum
Direct Line: 01635 519157
Fax: 01635 519408
e-mail:
mmeldrum@westberks.gov.uk

Dear Ms Armstrong-Stacey,

Habitats Regulation Screening Assessment for West Berkshire Minerals and Waste Development Plan Document (WBMWDPD)

Directive 92/43/EEC: conservation of Natural Habitats and of Wild Fauna and Flora

West Berkshire District Council (WBDC) is currently in the early stages of producing the West Berkshire Minerals and Waste Development Plan Document (WBMW DPD) which will form part of the West Berkshire Local Plan.

The purpose of the WBMW DPD is to provide a local planning policy framework against which planning applications for minerals and waste development in West Berkshire will be assessed. Pursuant to Article 6(3) of the Habitats Directive, a Habitats Regulations Assessment should be carried out. The assessment process is outlined below:

- **Stage 1 (Screening) –** the process which identifies the likely impacts upon a Natura 2000 or Ramsar site(s), either alone or in combination with other projects or plans and considers whether these impacts are likely to be significant;

- **Stage 2 (Appropriate Assessment)** – The consideration of the impact on the integrity of the site(s), either alone or in combination with other projects or plans, with respect to the site's structure and function and its conservation objectives. Additionally, where there are adverse impacts, an assessment of the potential mitigation of those impacts should be provided;

- **Stage 3 (Assessment of alternative solutions) –** The process which examines alternative ways of achieving the objectives of the project or plan that avoid adverse impacts on the integrity of the Natura 2000 and Ramsar site(s); and

3 Appendix 3 - Habitats Regulation Assessment Correspondance

- **Stage 4 (Compensatory measures) –** An assessment of the compensatory measures where, in light of an assessment of imperative reasons of overriding public interest, it is deemed that the plan should proceed.

Although a Habitats Regulation Screening Assessment shall be carried out by West Berkshire Council for the Minerals and Waste Development Plan Document, if this identifies that there are likely to be no significant impacts on European sites, then we understand that there is no need to progress to the stage of Appropriate Assessment.

Once work on this document commences, we can confirm that Natural England will be regularly consulted to ensure that the Habitats Regulations Assessment is considering all the potential impacts that may affect the sites.

To date, no future sites for minerals or waste use have been identified within West Berkshire. To resolve this situation, the authority intends to launch a 'call for sites' process (for land owners, developers, land owning public bodies, land agents and other stakeholders) alongside the issues and options consultation document later this year. To meet these timescales the authority proposes that no Habitats Regulation Screening Assessment will be completed for this time, as West Berkshire Council do not believe that they are in a position to appropriately assess the impact of the potential site proposals on Natura 2000 or Ramsar sites until all potential nominations for sites have been received.

It is proposed that the Habitats Regulation Screening Assessment and, if necessary, further Habitats Regulation Assessments will have been completed for the preferred options consultation stage. We would be grateful to receive your views on this approach and whether such assessments should be completed prior to initial consultation processes.

We would also be grateful if you could suggest examples of stage 1 and stage 2 assessments which have been completed in line with the Habitats Directive.

We are aware that the scope and content of the assessment should be agreed with yourselves and would be grateful to understand your preferred method of communication or if there is relevant guidance documenting this.

If you require have any queries regarding this matter, please do not hesitate to contact me.

Yours sincerely

[redacted]

Matt Meldrum
Principal Minerals and Waste Planning Officer

Date: 4th November 2013

Our ref: 99630

Your ref: WBMWDPD / HRA

mmeldrum@westberks.gov.uk

West Berkshire Council

BY EMAIL ONLY

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Dear Mr Meldrum,

Habitats Regulation Screening Assessment for West Berkshire Minerals and Waste

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Many thanks for the above consultation. In it you ask:

1. **It is proposed that the Habitats Regulation Screening Assessment and, if necessary, further Habitats Regulation Assessments will have been completed for the preferred options consultation stage. We would be grateful to receive your views on this approach and whether such assessments should be completed prior to initial consultation processes.**

   Natural England would be satisfied to be consulted on the Habitats Regulation Assessment of the preferred options at the time the preferred options are being consulted upon. No earlier consultation is required.

2. **We would also be grateful if you could suggest examples of stage 1 and stage 2 assessments which have been completed in line with the Habitats Directive.**

   All adopted minerals and waste plans will have had assessments completed in line with the Habitats Regulations. Examples include the Wiltshire and Swindon plan and the Cambridge and Peterborough Plan.

3. **We are aware that the scope and content of the assessment should be agreed with yourselves and would be grateful to understand your preferred method of communication or if there is relevant guidance documenting this.**

   For new consultations (including distinct stages of consultations on the same plan), please email details to consultations@naturalengland.org.uk.

For any correspondence or queries relating to this consultation only, please contact Charles Routh on 07990 773630. For new consultations or issues, please contact consultations@naturalengland.org.uk.

We really value your feedback to help us improve the service we offer. We have attached a feedback form to this letter and welcome any comments you might have about our service.

Yours,

Charles Routh

Lead Adviser, Winchester Land Use Operations Team, Natural England.

4 Appendix 4 - Consultation Questionaire

Vision for the WBMWDPD

Question 1

Do you agree that the vision for the WBMWDPD needs to be stated?

Response:

Question 2

If so, does the suggested wording encompass what is needed? If you feel that it does not, please explain why.

Response:

Objectives for the WBMWDPD

Question 3

Do you think that the stated objectives are suitable for the WBMWDPD in respect of minerals and waste development? If not, please indicate how you think the objectives should be changed.

Response:

Question 4

Do you think there are any other objectives that should be incorporated into the WBMWDPD? If so, please state what you think these objectives should be.

Response:

General Issue 1: End date for the WBMWDPD

Option 1.1

Should the WBMWDPD have an end date of 2031 in accordance with the guidance in the NPPF?

Response:

Option 1.2

Should the WBMWDPD have an end date of 2026 in accordance with guidance in PPS10?

Response:

Option 1.3

Should the WBMWDPD have an end date of 2026 to coincide with the end date of the West Berkshire Core Strategy?

Response:

Option 1.4

Should the WBMWDPD cover a different period?

Response:

Minerals Issue 2: Future mix of supply of aggregates in West Berkshire

Option 2.1

Should West Berkshire progress with a strategy that relies primarily on meeting the need for construction aggregates through the extraction of primary minerals from reserves in West Berkshire, whilst also recognising the wider role that West Berkshire has in supplying minerals to other areas that have fewer resources?

4 Appendix 4 - Consultation Questionaire

Response:

Option 2.2

Should West Berkshire progress with a strategy that relies primarily on meeting its need for construction aggregates through the extraction of primary minerals from reserves in West Berkshire, but seek to maintain the remaining reserves for the construction and manufacturing industry within West Berkshire?

Response:

Option 2.3

Should West Berkshire progress with a strategy that relies primarily on meeting its need for construction aggregates through the maximisation of recycled aggregate production to reduce the reliance on land won sources?

Response:

Option 2.4

Should West Berkshire progress with a strategy that relies upon on meeting its need for construction aggregates through a mix of land won primary ggregates, imports of aggregates from other authorities and through the use of recycled aggregates?

Response:

Option 2.5

Do you think there is another strategy, relating to construction aggregates, that the WBMWDPD could develop? If so please explain what you think it should be

Response:

Minerals Issue 3: Extraction of sharp sand and gravel from within the AONB

Option 3.1

Should West Berkshire progress with a strategy that seeks to meet its need for sharp sand and gravel from sites outside the AONB, recognising that the viable reserves in this area have already been heavily exploited, such that more constrained or sensitive sites may have to be worked, or that the level of aggregates that can be produced in West Berkshire may have to be limited?

Response:

Option 3.2

Should West Berkshire progress with a strategy that seeks to meet its need for sharp sand and gravel from sites both outside and within the AONB? If you agree with this strategy, do you think that the WBMWDPD should identify a strategic area / areas or sites within the AONB where the extraction of sharp sand and gravel could be permissible?

Response:

Option 3.3

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

Response:

Minerals Issue 4: Soft Sand

Option 4.1

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand from sites outside the AONB, recognising that the availability of viable reserves outside the AONB is limited, such that, the level of soft sand production in West Berkshire may have to be limited?

4 Appendix 4 - Consultation Questionaire

Response:

Option 4.2

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand from within the AONB? If you agree with this strategy, should the strategy identify a strategic area(s) or sites within the AONB where mineral extraction will be permissible?

Response:

Option 4.3

Should West Berkshire progress with a strategy that seeks to meet the need for soft sand fromsites outside the AONB, but recognise that there may be exceptional local circumstances where extraction of soft sand from within the AONB may be acceptable if, for example, it was to meet an overriding specified local need?

Response:

Option 4.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

Response:

Minerals Issue 5: Safeguarding of minerals

Option 5.1

Should West Berkshire identify mineral safeguarding areas around potentially viable deposits of aggregates and if so, should a buffer applied around the deposits?

Response:

Option 5.2

Should West Berkshire identify mineral safeguarding areas around active mineral workings, as well as any preferred areas for mineral extraction identified in the WBMWDPD?

Response:

Option 5.3

Do you agree that there are the circumstances when surface development might be allowed over in-situ mineral deposits?

Response:

Option 5.4

Are there any other considerations that should be taken into account in when considering how to safeguard known mineral deposits?

Response:

Option 5.5

Are there any other mineral deposits, other than sharp sand and gravel that you think should be safeguarded from other surface development?

Response:

Minerals Issue 6: Existing industrial users of minerals

Option 6.1

Should the WBMWDPD acknowledge the existence of the Beenham tile factory through the provision of an identified landbank of aggregates designated solely for use by the factory?

4 Appendix 4 - Consultation Questionaire

Response:

Option 6.2

Should the WBMWDPD acknowledge the existence of the existing industrial users, such as the tile factory, asphalt plant and concrete batching plants, through the consideration and assessment of the overall demand for aggregates in West Berkshire?

Response:

Option 6.3

Should the existence of the existing industrial users, such as the tile factory, asphalt plant and concrete batching plants, be recognised through a policy approach that supports the use of indigenous primary aggregates within West Berkshire?

Response:

Option 6.4

Should the tile factory be treated the same as any other end user of aggregates in West Berkshire?

Response:

Option 6.5

Do you agree that the existing, and any subsequently approved, industrial users of construction aggregates should be safeguarded from other forms of development?

Response:

Minerals Issue 7: Recycled and secondary aggregates

Option 7.1

Do you agree that recycled aggregates can replace primary aggregates, and if so, do you agree that they can only replace crushed hard rock?

Response:

Option 7.2

Should the WBMWDPD seek to maximise the production of recycled aggregates production?

Response:

Option 7.3

Do you think sites in the AONB would be appropriate locations for processing recycled and secondary aggregates? If so please provide reasoning.

Response:

Option 7.4

Would it be appropriate to identify Preferred Areas / sites to provide a presumption in favour of development if any additional processing capacity is required?

Response:

Option 7.5

Do you agree that existing and planned facilities that handle, process and distribute secondary and recycled aggregates should be safeguarded from other types of development?

Response:

Minerals Issue 8: Movement of aggregates

Option 8.1

Should West Berkshire progress with a strategy that seeks to rely primarily upon rail based transport for the importation, exportation and within District movement of aggregates? Do you agree further work would be required to deliver such a strategy?

4 Appendix 4 - Consultation Questionaire

Response:

Option 8.2

Should West Berkshire progress with a strategy that seeks to rely primarily upon road based transport for the importation, exportation and within District movement of aggregates?

Response:

Option 8.3

Should West Berkshire progress with a strategy that seeks to rely primarily upon water based transport for the importation, exportation and within District movement of aggregates? Do you agree further work would be required to deliver such a strategy?

Response:

Option 8.4

Should West Berkshire progress with a strategy that seeks to rely on a mix of road, rail and water based transport for the importation, exportation and within District movement of aggregates that is informed by the distances involved and sustainability of the proposed mode?

Response:

Minerals Issue 9: Importation of Primary aggregates and other materials by Rail

Option 9.1

Do you think that the capacity of the present rail depots should be reviewed, in order to provide for more capacity for importing minerals from outside West Berkshire?

Response:

Option 9.2

Should there be a presumption in favour of safeguarded rail depot sites being granted planning permission for new mineral uses, subject to meeting defined planning and environmental criteria?

Response:

Option 9.3

Do you agree that the existing road to rail aggregates depot, the road to rail cement depot and the rail connected coated roadstone plant should be safeguarded from other forms of development. This would allow the existing patterns of construction aggregate importation to continue?

Response:

Minerals Issue 10: Windfall sites

Option 10.1

Do you think that the present policies in the Replacement Minerals Local Plan for Berkshire relating to windfall mineral sites should be reviewed in order to allow more scope for exploiting windfall opportunities?

Response:

Option 10.2

Are further safeguards needed to minimise the impacts of the large construction projects (e.g. how the planning system can control construction, demolition and excavation waste arising from these projects and how this is stored/managed) that are inevitably associated with them?

4 Appendix 4 - Consultation Questionaire

Response:

Option 10.3

Do you agree that the WBMWDPD should make an allowance for windfall sites in calculating for the need / supply of aggregates within West Berkshire?

Response:

Minerals Issue 11: Restoration strategy for West Berkshire

Option 11.1

Do you think there is scope for more restoration of mineral workings to lakes following extraction, or do you think that there are there already enough lakes generated by mineral extraction in West Berkshire?

Response:

Option 11.2

Are there other forms of restoration, or an overall restoration strategy, that you would like to see developed in West Berkshire?

Response:

Option 11.3

Do you consider that there is sufficient infill material available for the restoration of future extraction sites back to land based uses?

Response:

Option 11.4

Do you think there is scope to infill some of the existing lakes created by historic mineral extraction back to land based uses or infill sites that were restored to low level land based uses, which could minimise any existing implications of too many lakes being located within a limited area or inadequate restoration. Or are there other reasons why this may not be an effective strategy (i.e affect on surface water flooding /or hydrological flows / diverting waste from already approved restoration schemes etc)?

Response:

Option 11.5

Do you think there is another restoration strategy that the WBMWDPD could deliver? If so, please explain what you think it should be.

Response:

Minerals Issue 12: Chalk and Clay

Option 12.1

Does the WBMWDPD need to include a strategic policy to ensure that there are adequate safeguards in place to minimise the adverse effects of future extraction of chalk and clay?

Response:

Option 12.2

Do you think that there is a need for more certainty about where chalk and clay might be worked in the future (such as the identification of locations where viable deposits exist)?

4 Appendix 4 - Consultation Questionaire

Response:

Option 12.3

Do you think that the WBMWDPD should identify strategic areas for the working of chalk and clay (such as the identification of safeguarded areas / areas of search and / or preferred sites)?

Response:

Option 12.4

Do you think that the WBMWDPD should include development management policies that can be used to consider any proposals for the working of chalk and clay deposits over the life of the development plan document?

Response:

Minerals Issue 13: Energy minerals – coal gas and shale gas

Option 13.1

Should the WBMWDPD include a policy approach to ensure that there are adequate safeguards in place to minimise the adverse effects of possible future extraction of energy minerals?

Response:

Option 13.2

Do you think that there is a need for more certainty about where energy minerals might be worked in the future (such as mapping viable energy mineral resource areas)?

Response:

Option 13.3

Do you think that the WBMWDPD should identify strategic areas for the working of energy minerals (such as safeguarded areas / areas of search / preferred areas of working)?

Response:

Option 13.4

Do you think that the WBMWDPD should include development management policies that can be used to consider any proposals for the working of energy minerals over the life of the development plan document?

Response:

Waste Issue 14: Pattern of waste management

Option 14.1

Should West Berkshire seek to maintain a pattern of waste management facilities that concentrate on the upper parts of the waste hierarchy, such as recycling facilities?

Response:

Option 14.2

Should West Berkshire plan for a more diverse pattern of waste management facilities that cover all aspects of the waste hierarchy, excluding landfill?

4 Appendix 4 - Consultation Questionaire

Response:

Option 14.3

Should West Berkshire plan for a more diverse pattern of waste management facilities that cover all aspects of the waste hierarchy, including landfill?

Response:

Option 14.4

Do you think there is another strategy that the WBMWDPD could develop, and if so, please explain what you think it should be?

Response:

You may wish to comment on these options in respect of the various waste streams arising in West Berkshire, or more generally for all waste arising in the authority.

Waste Issue 15: Self sufficiency in waste management

Option 15.1

Should West Berkshire plan for net self sufficiency, with the aim to plan for the provision of sufficient waste management capacity (recycling, treatment and recovery facilities) equal to the volume of waste arising in West Berkshire?

Response:

Option 15.2

Should West Berkshire plan for a level of waste management capacity (recycling, treatment and recovery facilities) greater than the volume of waste arising in West Berkshire?

Response:

Option 15.3

Should West Berkshire plan for a level of waste management capacity (recycling, treatment and recovery facilities) that is less than the volume of waste arising in West Berkshire?

Response:

Option 15.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

Response:

Waste Issue 16: Landfill / Land raising of non inert wastes

Option 16.1

Should West Berkshire plan to meet the demand for the disposal of non inert waste that is generated in West Berkshire to land (either by landfill or land raising)?

Response:

Option 16.2

If West Berkshire is not going to plan for the disposal of non inert waste to land, within the authority, do you agree that the authority should plan to provide a greater amount of recycling capacity to maximise recycling rates and maximise the value that can be derived from waste materials?

4 Appendix 4 - Consultation Questionaire

Response:

Option 16.3

If West Berkshire is not going to plan for the disposal of non inert waste to land within the authority, do you agree that the authority should plan to provide a greater amount of recovery and / or treatment capacity to maximise the value that can be derived from waste materials, and minimise the volumes of waste originating in West Berkshire that is disposed of to land?

Response:

Option 16.4

Do you think there is another strategy that the WBMWDPD could develop? If so please explain what you think it should be.

Response:

Waste Issue 17: Location and distribution of waste sites

Option 17.1

Do you consider that, when planning for the waste management requirements of West Berkshire

the WBMWDPD should aim towards:

(i) The expansion of existing permanent facilities and the co-location of new facilities with existing permanent facilities;

(ii) The concentration of new facilities in the larger urban areas and centres of population and growth;

(iii) A decentralisation approach with facilities distributed evenly across both the urban areas and rural areas within West Berkshire;

(iv) The concentration of new facilities in areas of waste arisings that currently have limited existing capacity;

(v) A hybrid of one of more of the above options.

Response:

Option 17.2

Do you think there is another strategy that the WBMWDPD could develop? If so please explain what you think it should be.

Response:

Waste Issue 18: Safeguarding of existing, and proposed, waste sites

Option 18.1

Do your agree that the WBMWDPD should aim to safeguard existing, permitted permanent waste sites from alternative uses?

Response:

Option 18.2

Do your agree that the WBMWDPD safeguard any proposed Preferred Areas for waste management identified in the final adopted plan from redevelopment to alternative uses?

Response:

Option 18.3

Do your agree that the WBMWDPD identify and safeguard existing industrial areas that could provide additional waste management capacity within the existing, permitted industrial areas?

Response:

Option 18.4

Are there any particular types of waste management facility that you consider should have a greater level of protection / safeguarding than others?

4 Appendix 4 - Consultation Questionaire

Response:

Waste Issue 19: New waste management technologies

Option 19.1

Should the WBMWDPD include general policies for site allocations and the control of development that allow a range of technologies to come forward in a given location?

Response:

Option 19.2

Should the WBMWDPD include policies for site allocations and the control of development that specify where particular technologies or types of facility would be acceptable?

Response:

Option 19.3

Should the WBMWDPD include policies to support the development of the waste re/processing or recyclate industry?

Response:

Option 19.4

Do you think there is another strategy, relating to emerging waste technologies, that the WBMWDPD could develop? If so please explain what you think it should be.

Response:

Waste Issue 20: Facilities in the AONB

Option 20.1

Should small scale waste management facilities, that meet an identified local need, be allowed in the AONB?

Response:

Option 20.2

Should large scale, strategic waste management facilities be allowed in the AONB?

Response:

Option 20.3

Should all waste management operations, with the possible exception of inert landfilling (if necessary to facilitate the restoration of any mineral extraction permitted within the AONB, which may be dependant on the outcome of the mineral issues outlined above) be excluded from the AONB?

Response:

Option 20.4

Do you think there is another strategy that the WBMWDPD could develop? If so, please explain what you think it should be.

Response:

Waste Issue 21: Equine waste

Option 21.1

Do you think that West Berkshire needs more waste management capacity to deal with equine waste?

4 Appendix 4 - Consultation Questionaire

Response:

Option 21.2

Do you agree that facilities to manage equine waste should be located near to the waste arisings, accepting that this may result in the provision of waste facilities in the AONB?

Response:

Option 21.3

Do you think that the management of equine waste is:

(i) a strategic matter, or should be considered independently or alongside agricultural waste.

Or

(ii) should criteria based polices be used to consider any forthcoming applications?

Response:

Waste Issue 22: Waste water treatment

Option 22.1

Do you think that West Berkshire needs more waste management capacity to deal with sewage?

Response:

Option 22.2

Do you agree that sewage facilities should be located near to the waste arisings, accepting that this may mean developing new waste facilities or expanding existing facilities in sensitive areas, such as the AONB?

Response:

Option 22.3

Do you think that the management of sewage is:

(i) a strategic matter, or should

(ii) criteria based polices be used to consider any forthcoming applications?

Response:

Waste Issue 23: Radioactive Waste arisings

Option 23.1

Should the WBMWDPD plan for the management (treatment / storage / packaging) of VLLW arising within West Berkshire to be managed in West Berkshire?

Response:

Option 23.2

Should the WBMWDPD plan for the management (treatment / storage / packaging) of LLW arising within West Berkshire to be managed in West Berkshire?

Response:

Option 23.3

Should the WBMWDPD plan for the management (treatment / storage / packaging) of ILW arising within West Berkshire to be managed in West Berkshire?

4 Appendix 4 - Consultation Questionaire

Response:

Option 23.4

Should the WBMWDPD plan for a strategic VLLW facility (treatment / storage / packaging), accepting that this would mean that VLLW could be imported into West Berkshire for management?

Response:

Option 23.5

Should the WBMWDPD plan for a strategic LLW facility (treatment / storage / packaging), accepting that this would mean that LLW could be imported into West Berkshire for management?

Response:

Option 23.6

Should the WBMWDPD plan for a strategic ILW facility (treatment / storage / packaging), accepting that this would mean that ILW could be imported into West Berkshire for management?

Response:

Option 23.7

Should criteria based policies be included to allow the consideration of any future applications (treatment / storage / packaging) to manage radioactive waste?

Response:

Option 23.8

Is there another strategy that the WBMWDPD could develop in respect of managing radioactive waste?

Response:

Waste Issue 24: Management of London's Waste

Option 24.1

Should the WBMWDPD plan for waste from London to be managed at existing or new waste management facilities in West Berkshire? If so please indicate how much capacity (recycling, treatment, recovery) should be provided.

Response:

Option 24.2

Should the WBMWDPD plan for waste from London to be disposed of via landfill in West Berkshire? If so please indicate how much landfill capacity should be provided.

Response:

Waste Issue 25: Re-working old landfill sites

Option 25.1

Should the WBMWDPD provide a strategic position on the re-working of former landfill sites?

Response:

Option 25.2

Should the WBMWDPD provide development management policies that relate, and ensure appropriate control over, the potential for applications to come forward for the re-working of former landfill sites?

Response:

General Issue 26. – Any other issue?

4 Appendix 4 - Consultation Questionaire

Option 26.1

Are there any other comments or issues that you consider need to be addressed in the WBMWDPD?

Response:

If you require this information in an alternative format or translation, please call 01635 42400 and ask for the Minerals and Waste Planning Policy Team.

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