

**TO: EXECUTIVE
12 JUNE 2018**

**JOINT CENTRAL AND EASTERN BERKSHIRE MINERALS AND WASTE LOCAL PLAN
– DRAFT PLAN**

Director of Environment, Culture and Communities

1 PURPOSE OF REPORT

- 1.1 This report seeks agreement to consult on the Central and Eastern Berkshire Joint Minerals and Waste Plan.
- 1.2 Bracknell Forest Council is preparing the Central and Eastern Berkshire Joint Minerals and Waste Plan with Reading Borough Council, the Royal Borough of Windsor and Maidenhead, and Wokingham Borough Council. The Plan is being prepared by Hampshire Services of Hampshire County Council. The Draft plan is attached at appendix 1 of this report.
- 1.3 Consultation on this draft version of the plan is anticipated to take place in the summer. This is likely to be an eight week consultation period factoring in that the consultation may cover some of the summer holiday period. (Actual dates are yet to be confirmed and rely upon the agreement to consult on the plan by all four authorities).

2 RECOMMENDATIONS

That Executive

- 2.1 **Agree the Draft Joint Central and Eastern Berkshire Minerals and Waste Local Plan and associated documents for the purposes of consultation;**
- 2.2 **Agree the approach to consultation as set out in paras 5.16-18 in this report;**
- 2.3 **Agrees that any minor changes to the draft plan (relevant to Bracknell Forest) following Executive are agreed by the Chief Officer Planning Transport and Countryside in consultation with the Executive Member for Planning and Transport.**

REASONS FOR RECOMMENDATIONS

- 3.1 It is important that the Council has an up to date and robust planning framework to guide development which reflects current national policy and guidance. The preparation of Joint Minerals and Waste Plan will ensure that this is in place.
- 3.2 The joint plan must be prepared in consultation with the local community and other stakeholders. The draft plan once approved for consultation will allow early engagement to help inform the final version of the plan. An issues and Options consultation took place in the summer of 2017, along with a call for sites exercise to try and identify sites for waste facilities and sites for mineral extraction and mineral transport.

- 3.3 The preparation of the Joint Minerals and Waste Plan will support the priorities as set out in the Council Plan 2015 – 2019, in particular; ‘A clean, green, growing and sustainable place’.

4 ALTERNATIVE OPTIONS CONSIDERED

- 4.1 The Council could have sought to provide plan coverage for Minerals and Waste in its Comprehensive Local Plan, rather than preparing a separate plan, however due to the strategic nature on Minerals and Waste issues and the specialist knowledge required in this area this was ruled out at an early stage. Creating a joint plan creates economies of scale and enables the council to deal with Minerals and Waste issues strategically.

5 SUPPORTING INFORMATION

- 5.1 The unitary authorities in Berkshire have responsibility to plan for the future production of minerals and for the management of waste disposal within the Berkshire area. Minerals and Waste is an area of planning which is strategic in nature and as such is better planned for on a larger geography than an individual unitary authority. As such Bracknell Forest, Reading, the Royal Borough and Wokingham Councils are pursuing a Joint Minerals and Waste Local Plan.
- 5.2 The plan will cover the area of the four Berkshire authorities and it will guide minerals and waste decision-making in the Plan area up to 2036. The Councils currently rely on a Replacement Minerals Local Plan for Berkshire (Adopted in 1995 but subject to Alterations in 1997 and 2001) and the Waste Local Plan for Berkshire (1998). These were prepared and adopted by the former Berkshire County Council and are now out of date. The policies in the existing minerals and waste plans for Berkshire were designed to guide development until 2006. Although the ‘saved’ policies are still used, their effectiveness is now limited.
- 5.3 The four authorities are working in collaboration with Hampshire Services of Hampshire County Council (HCC) to produce the plan. HCC is the Minerals and Waste Authority for Hampshire and has a dedicated in-house team of specialist planners. The consultation on a draft plan accords with the programme for the preparation of the plan set out in this council’s Local Development Scheme agreed by the Executive in November 2017
- 5.4 The preparation of the Joint Minerals & Waste Plan will need to accord with current planning policy and guidance on minerals and waste. These are contained within the National Planning Policy Framework (NPPF) and the accompanying National Planning Practice Guidance along with the Waste Management Plan for England which was published in December 2013, and the National Planning Policy for Waste which was published in October 2014.

Project progress

- 5.5 Following consultation on Issues and Options¹ the plan has been developed to take into account the consultation responses (these were mainly technical in nature)

¹ A summary report of the representations made at the Issues and Options stage is available on the Joint Minerals & Waste consultation website www.hants.gov.uk/berksconsult

confirming information about waste and minerals facilities and verification regarding supply of minerals within and outside of the plan area. Hampshire Services have prepared various evidence base studies for the plan and have been forecasting to be able to plan for future needs for minerals extraction and waste facilities in the plan area. This evidence gathering included a call for sites which took place between 13th March and 5th May 2017 and a second targeted call for sites in the latter half of 2017.

- 5.6 As part of the governance for the preparation of the plan, the four authorities have set up a Joint Board with representation from each of the authorities made up of portfolio holders / Executive members and one additional representative for each authority. The Board acts as an advisory body for the preparation of the plan. The Board has met on a number of occasions and has been kept up to date on the findings of the evidence and the form the draft plan is taking. It received a presentation on the draft plan and evidence commenting in particular on the sites likely to be included within the plan. An early draft of the plan was also presented to the Local Plan Members Working Group

The Draft Plan

- 5.7 The draft plan is based upon a vision and objectives, a spatial strategy, development management policies for Minerals and Waste Development and site allocations to meet the needs of the wider plan area.
- 5.8 The Draft Plan identifies the importance to the economy of maintaining an appropriate supply of minerals including recycled aggregates to serve economic growth, particularly construction activity in the area. Where possible such minerals should be supplied from local sources or, where not available locally, from sustainable sources further afield delivered by sustainable transport, where practicable. Berkshire has good local supplies of sharp sand and gravel but does have to import various other aggregate, such as crushed rock. A significant role of the plan is to ensure that there are appropriate local facilities for the delivery and storage of such products that minimise potential transport issues.
- 5.9 In relation to planning for waste, the document sets out the identified needs of the area for waste management for all waste streams. This includes waste produced by households, businesses, industry, construction activities, government and non-government organisations, etc. By its properties, waste can be classified as non-hazardous, inert and hazardous and plans need to deal with each type. The role of the Joint Minerals & Waste Plan is to meet national policy ambitions locally; to deliver sustainable development through driving waste up the “waste hierarchy”, recognise the need for a mix of types and scale of facilities, and make adequate provision for waste management, including disposal.
- 5.10 The draft plan is based upon evidence set out in separate Minerals Background Study and a Waste Background Study. These go into some detail on each of the areas. The documents summarise the issues and through the issues and options consultation have been updated to give a good picture of the matters that need to be addressed in the draft plan. A full list of the evidence prepared to date is set out below.
- 5.11 The Draft Plan refers to a number of separate studies as follows:
- *Minerals Background Study*: updated since its original publication as part of the Issues and Options consultation undertaken during summer 2017;

- *Waste Background Study*: updated since its original publication as part of the issues and Options consultation undertaken during summer 2017;
- *Interim Strategic Environmental Assessment Report*: This incorporates the Sustainability Appraisal and sets out the assessment of how policies and sites ensure that the Local Plan will not have any significant impacts on the Central & Eastern Berkshire environment, communities and economy.
- *Habitats Regulation Screening Report*: sets out the assessment of potential impacts of the policies and sites on European designated habitats.
- *Safeguarding Study*: This considers the safeguarding of mineral resources and associated infrastructure, including that associated with waste management;
- *Duty to Cooperate Statement*: sets out the key strategic issues that have been identified how the Joint Authorities have worked with other councils, public bodies and other organisations to address these issues and maximise the effectiveness of the Plan.
- *Strategic Transport Assessment (STA)*: documents key transport evidence and sustainability issues;
- *Strategic Landscape and Visual Assessment*: overview of the likely impact on visual and landscape character of each of the proposed site allocations in the Draft Local Plan;
- *Restoration Study*: sets out the provision of effective, deliverable measures for appropriate restoration, aftercare and after-use;
- *Waste: Proposal Study*: details how new and enhanced waste management infrastructure will be provided in suitable locations across the plan area;
- *Minerals: Proposal Study*: considers viable proposals for Sharp Sand and Gravel extraction and Minerals infrastructure;
- *Consultation Strategy* – sets out how communities and key stakeholders will be consulted during the plan-making process;
- *Equalities Impact Assessment* – sets out how the Plan will be assessed during preparation stages to ensure it is not having an impact of particular sectors of Central & Eastern Berkshire’s communities;
- *Strategic Flood Risk Assessment* – sets out the flood risks associated with the Plan area and the findings of assessments of the proposed site allocations.
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Other supporting documentation will include a consultation response form and a survey questionnaire.

5.12 The first part of the plan covers the delivery strategy for minerals. This deals with;

- Managing the supply of aggregate
- Locations for sand and gravel extraction
- Supply of recycled and secondary aggregates
- Energy minerals
- Other non-aggregates
- Chalk
- Clay
- Aggregate wharves and Rail Depots
- Safeguarding other minerals development infrastructure

5.13 The second part of the plan deals with the delivery strategy for waste. This deals with;

- Waste in Central and Eastern Berkshire
- Sustainable waste development strategy
- Safeguarding of waste management facilities
- Waste capacity requirements
- Recycling capacity requirements
- Residual capacity requirements
- Recovery capacity
- Landfill capacity
- Hazardous waste capacity requirements
- Sludge, liquid, effluent and waste water treatment capacity requirements
- Inert recycling and recovery capacity
- Locations and sites for waste management
- Types of waste management facilities
- Re-working landfills

5.14 The final part of the plan sets out the development management policies which each of the authorities would apply when assessing Minerals and Waste planning applications in their administrative areas; this deals with;

- Sustainable Development
- Climate Change – Mitigation and Adaptation
- Protection of Habitats and Species
- Protection of Designated Landscape
- Protection of the Countryside
- Green Belt
- Conserving the Historic Environment
- Restoration of Minerals and Waste Developments
- Protecting Public Health, Safety and Amenity
- Water Environment and Flood Risk
- Sustainable Transport Movements
- High Quality Design of Minerals and Waste Development
- Ancillary development

Site allocations

5.15 For Bracknell Forest there is only one proposed site allocation and this is for waste treatment at Planners Farm, Brook Hill, Winkfield. The site owner identified the site through the call for sites process and has put this forward as an extension of the site which currently operates as an “Open Windrow” waste treatment operation. This proposed expansion is contained within the built part of the existing site. Following visits to the site and assessment of its capacity it has been confirmed that this site fulfils a need and would contribute to meeting the waste needs of the plan area. As such for the purposes of consultation it is one of the draft sites contained within the plan. At this stage details of the actual operation and impacts are not known, but as the plan develops this will be further explored as part of the consultation and in preparing the final submission version of the plan. The majority of the waste and mineral facilities are proposed within Windsor and Maidenhead and Wokingham.

Next steps and consultation

5.16 As the plan is being prepared across the four authorities each of the authorities will need to agree to consult upon the draft plan. The decision by the Executive is the

third of four decisions required by the respective councils to consult on the plan. Wokingham are still to agree the plan.

- 5.17 Consultation will be undertaken jointly by Hampshire Services with the four authorities. The consultation will take place over the Summer. The consultation will be designed to meet the policies and practice set in the Statement of Community Involvement adopted by each of the joint authorities. Consultation will be undertaken with a wide range of parties, including those on the Council's Local Plan consultation database, statutory bodies, Town and Parish Councils. As with the recent consultation on the Draft Local Plan there will be exhibitions setting out the details of the draft plan across the wider plan area. These will be located in areas where sites are being suggested so that local residents can obtain the most up to date information on the plan and sites specifically. As such an exhibition within Winkfield will take place during the consultation period. As the consultation is likely to run into the summer holidays it will be lengthened to an 8 week consultation period (if required).
- 5.18 The details of the consultation will be placed on the council's website, with hard copies of information being provided at locations around the borough (libraries, parish council's and Time Square). The results of the consultation will inform the preparation of the submission plan for which approval is programmed to be sought later this year. As there is only one site within Bracknell forest within the plan, officers will work with ward members and the parish Council to identify the best location and time and date for the exhibition within the borough. The results of the consultation will be reported in a Consultation Summary Report which will be produced following the close of the consultation.

6 ADVICE RECEIVED FROM STATUTORY AND OTHER OFFICERS

Borough Solicitor

- 6.1 Local Plans documents are produced under the Planning and Compulsory Purchase Act 2004. The process for producing local plans is set out in the Town and Country Planning (Local Planning) (England) Regulations 2012.

Borough Treasurer

- 6.2 The cost preparing the Central and Eastern Berkshire Joint Minerals and Waste Plan is being shared equally amongst the 4 commissioning Joint authorities. The budget for this project was agreed at Council and an allocation is identified in the 2018/19 budget.

Equalities Impact Assessment

- 6.3 No Equality issues arising from this consultation

Strategic Risk Management Issues

- 6.4 The Strategic Risk Register (2015) includes Risk 10 which identifies the risk of not working effectively with key partners or residents in the development of services. Such a risk could mean that community needs are not met and a negative impact on community cohesion. The production of an up to date Minerals and Waste Plan will involve extensive engagement with stakeholders and residents in order to identify local needs. Risk 11 identifies the risk of being unable to implement legislative

changes. The production of the Minerals and Waste Plan allows recent legislative changes to be reflected.

Background Papers

None

Contact for further information

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Appendix 1 Working draft Minerals and Waste Local Plan