

## **Berkshire Joint Minerals and Waste Annual Monitoring Report 2005 Executive Summary**

- I. The six Unitary Authorities continue to be a significant producer of minerals and mineral related products that are needed to support the continual economic growth of both the immediate area and also the wider region.
- II. In the survey year the total production of primary land won aggregates was 1 million tonnes (National Core Indicator 5A, page 3). This represented just two thirds of the regional apportionment (1.57mta 2004 – 2016) and less than half the 2001 – 2004 apportionment figure of 2.3mta.
- III. Unfortunately, no information currently exists in order to provide an estimate of secondary / recycled aggregate provision (National Core Indicator 5B, page 3).
- IV. However, Berkshire's landbank of permitted reserves of sand and gravel stood at an estimated 8.5 years (paragraph 15, page 11). In addition, only one planning application was received for new extraction and this was in a preferred area (paragraph 11, page 10).
- V. It is therefore reasonable to assume that the shortfall between actual production and anticipated demand is being met by a variety of factors including an increased use of recycled construction and demolition waste and a reduced utilisation of aggregates in construction generally with greater use of steel and glass.
- VI. Consequently, the six Unitary Authorities in Berkshire are meeting the objective of the Regional Mineral Strategy, which seeks to identify and provide a consistent supply of minerals whilst making significantly more efficient use of natural resources.
- VII. With regards to waste, as the population of Berkshire grows so does the amount of waste it produces. No substantive planning permissions involving new waste management capacity have been granted in the last year (National Core Indicator 6A, page 4)
- VIII. The information provided in relation to National Core Indicator 6B on page 4 and continued on page 5 shows that over the last six years the growth in household waste has been relatively modest. In contrast all the authorities have achieved significant increases in the amounts of household waste that is recycled and or composted.
- IX. It is of significant concern that in producing the Annual Monitoring Report to the new standards suggested by ODPM, that it has not been possible to obtain all of the data needed. The reasons for these are numerous (paragraph 8, page 6) not unique to just Berkshire and have already been raised with SEERA, GOSE and ODPM.

- X. It will be a priority to obtain accurate data on mineral and waste activity in order to produce the AMR on a consistent basis in the future. Local initiatives to improve data quality are outlined in section 9 (page 7). However, the Joint Unit along with other mineral planning authorities in the South East will work with SEERA to lobby for the continuation of the National Waste Production Survey, the ODPM/Capita Symonds study and other Environment Agency information and data.

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## **Glossary**

<b><u>Acronym</u></b>	<b><u>Term</u></b>	<b><u>Explanation</u></b>
	<b>Aggregates</b>	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.
<b>AMR</b>	<b>Annual Monitoring Report</b>	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.
<b>AONB</b>	<b>Area of Outstanding Natural Beauty</b>	Areas of land designated under the National Parks and Access to the Countryside Act 1949, where the primary purpose is the conservation and enhancement of natural beauty, which includes protecting flora, fauna, geology and landscape features. The Countryside Agency is responsible for formally designated AONBs and advising on policies for their protection. Much of western Berkshire is within North Wessex Downs AONB.
	<b>Apportionment Rate</b>	The specified rate of extraction of aggregates to be provided for in the mineral landbank
<b>AQMA</b>	<b>Air Quality Management Area</b>	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.
	<b>Biodegradable</b>	Waste that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard
<b>BMW</b>	<b>Biodegradable Municipal Waste</b>	Waste from households, that is capable of undergoing anaerobic or aerobic decomposition, such as food and garden waste, and paper and paperboard

<u>Acronym</u>	<u>Term</u>	<u>Explanation</u>
BPEO	Best Practical Environmental Option	The outcome of a systematic and consultative decision making procedure, which emphasises the protection and conservation of the environment across land, air and water. The BEPO procedure establishes, for a given set of objectives, the option that provides the most benefits or the least damage to the environment as a whole, at acceptable cost, in the long term as well as in the short term. – Now replaced by SEA
CAS	Civic Amenity Site	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.
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 & D	Construction and Demolition Waste	Waste arising from construction and demolition activity and often referred to as inert. It forms a sub-group of Industrial Waste.  Although often described as inert, that can be misleading as C & D waste may include material such as timber, paper and paint, which need to be separated out if the waste is to be re-used, e.g. as inert fill, or if disposed of at a site licensed only for inert waste.
	Conservation Area	Area of special architectural or historical interest
CWI	Clinical Waste Incinerator	A facility that can burn medical waste from hospitals and similar institutions.
DEFRA	Department for Environment, Food and Rural Affairs	DEFRA brings together environmental responsibilities from the former Ministry of Fisheries and Food (MAFF) and the former Department of the Environment for the Regions.

<b><u>Acronym</u></b>	<b><u>Term</u></b>	<b><u>Explanation</u></b>
<b>EA</b>	<b>Environment Agency</b>	Public body for protecting and improving the environment in England and Wales
<b>EfW</b>	<b>Energy From Waste</b>	A facility that recovers heat energy for use in heating schemes from the incineration of waste in large amounts. It can also include the production of waste derived fuel that can be burnt in many conventional boilers and larger combustion units.
<b>EiP</b>	<b>Examination in Public</b>	An external Panel, appointed by the Planning Inspectorate to hold an Examination into a LDD (see below) in public and write a report on its findings.
<b>ERM</b>	<b>Environmental Resource Management Ltd</b>	A consultancy firm responsible for updating the model used by SEERA (see below) to project future waste arisings.
<b>EU</b>	<b>European Union</b>	
	<b>Indicator</b>	Measurement of change to a system or objective
<b>GOSE</b>	<b>Government Office South East</b>	The Government Office for the South East represents central Government in the South East, particularly the Office of the Deputy Prime Minister; the Departments for Education and Skills; Trade and Industry; Transport; Culture, Media and Sport; Environment, Food and Rural Affairs; the Home Office. GOSE works to influence contract and develop government programmes and initiatives at a regional and local level, by working in partnership with relevant organisations to meet local needs.
	<b>Inert</b>	Chemically inactive
<b>JMWDF</b>	<b>Joint Minerals and Waste Development Framework</b>	A collection of LDDs (see below) relating to mineral and waste issues for all six Berkshire Unitary Authorities.
<b>JMWLDS</b>	<b>Joint Minerals and Waste Local Development Scheme</b>	A timetable and project plan for the production of all the LDDs (see below) relating to mineral and waste issues for all six Berkshire Unitary Authorities.

<b><u>Acronym</u></b>	<b><u>Term</u></b>	<b><u>Explanation</u></b>
<b>JSPU</b>	<b>Joint Strategic Planning Unit</b>	Organisation set up to produce the structure plan and the minerals and waste local plans for the Berkshire area.
	<b>Landfill</b>	The disposal of waste material by tipping into voids in the ground.
<b>LATS</b>	<b>Landfill Allowance Trading Scheme</b>	A scheme whereby waste disposal authorities are allocated allowances for the amount of biodegradable municipal waste that can be disposed of to landfill.
<b>LDD</b>	<b>Local Development Documents</b>	The Planning and Compulsory Purchase Act 2004 states, Local Development Documents will comprise both statutory development plan documents and non-statutory Supplementary Planning Documents. LDDs are likely to include core policies, area action plans, proposal map, site-specific policies and a Statement of Community Involvement.
<b>LDF</b>	<b>Local Development Framework</b>	A folder containing a number of documents including LDDs setting out a local authority's policies for meeting the economic, environmental and social aims of its area.
<b>LDS</b>	<b>Local Development Scheme</b>	A timetable and project plan for the production of all the LDDs relating to a LDF.
<b>MPA</b>	<b>Mineral Planning Authorities</b>	A local authority with responsibility for processing mineral applications.
<b>MPG</b>	<b>Mineral Planning Guidance</b>	Guidance issued by ODPM (see below) setting out the Governments policy on mineral planning issues.
<b>MPS</b>	<b>Mineral Planning Statements</b>	New guidance issued by ODPM, (see below) setting out the Governments policy on mineral planning issues. These will in time replace all MPGs.
<b>MRF</b>	<b>Material Recycling Facility</b>	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.
	<b>Mt</b>	Million Tonnes

<u>Acronym</u>	<u>Term</u>	<u>Explanation</u>
<b>MSW</b>	<b>Municipal Solid Waste</b>	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.
<b>MWMS</b>	<b>Municipal Waste Management Strategies</b>	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.
	<b>Objective</b>	Statement of what is intended, specifying the desired direction of change
<b>ODPM</b>	<b>Office Deputy Prime Minister</b>	The job of the Office of the Deputy Prime Minister is to help create sustainable communities, working with other Government departments, local councils, businesses, the voluntary sector, and communities themselves.
<b>PFI</b>	<b>Private Finance Initiative</b>	A way of funding major capital investments, without immediate recourse to the public purse. Private consortia, usually involving large construction firms, are contracted to design, build, and in some cases manage new projects. Contracts typically last for 30 years.
<b>PPG</b>	<b>Planning Policy Guidance</b>	Guidance issued by ODPM, setting out the Governments policy on planning issues.
<b>PPS</b>	<b>Planning Policy Statements</b>	New guidance issued by ODPM, setting out the Governments policy on planning issues. These will replace PPGs.
	<b>Primary Aggregates</b>	Naturally occurring sand, gravel and hard rock used for construction purposes
	<b>Recycled Materials</b>	Aggregate materials that are recovered from construction and demolition processes and from excavation on construction sites.
<b>RMLP</b>	<b>Replacement Minerals Local Plan</b>	Strategic Minerals Plan for Berkshire covering the period up to the 31 <sup>st</sup> December 2006.

<b><u>Acronym</u></b>	<b><u>Term</u></b>	<b><u>Explanation</u></b>
<b>RPG</b>	<b>Regional Planning Guidance</b>	Strategic Planning Guidance for the South East (see below) produced by GOSE. The Waste and Minerals part of the plan cover the period from 2001 to 2026.
<b>RWS</b>	<b>Regional Waste Strategy</b>	Strategic Strategy that sets regional targets for the diversion from landfill to recycling and composting.
<b>SA</b>	<b>Sustainability Appraisal</b>	A single appraisal tool which provides for the systematic identification and evaluation of the economic, social and environmental impacts of a proposal
<b>SCI</b>	<b>Statement of Community Involvement</b>	<p>The processes by which the community will be engaged in consultation on each type of LDD and at every stage of its preparation.</p> <p>The SCI will also show how residents will be consulted on major planning applications.</p>
<b>SEA</b>	<b>Strategic Environmental Assessment</b>	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
	<b>Secondary Aggregates</b>	Mineral wastes and industrial by-products used in the construction industry. E.g. colliery spoil, china clay waste, slate waste, power station.
<b>SEERA</b>	<b>South East England Regional Assembly</b>	A body composed of representatives from Unitary Authorities and other organisations within the South East (see below). It is charged with the preparation of future regional planning guidance, among other functions.
<b>SERTAB</b>	<b>South East Regional Technical Advisory Body</b>	A group established to advise SEERA on options and strategies for dealing with Waste Management.
	<b>South East</b>	The Government Office Region called the South East which covers the geographical counties of Buckinghamshire, Berkshire, East Sussex, Hampshire, Isle of Wight, Kent, Oxfordshire, Surrey and West Sussex.

<u>Acronym</u>	<u>Term</u>	<u>Explanation</u>
SWMA	Strategic Waste Management Assessment	Report from SERTAB to SEERA setting out policy drivers, targets and obligations for changing waste management in the future.
UA	Unitary Authority	Administrative Unit of Great Britain. Since 1996 the two-tier structure of local government has ceased to exist in Scotland and Wales, and in some parts of England, and has been replaced by unitary authorities, responsible for all local government services.
	Waste Hierarchy	A hierarchy of approaches to waste management, with 'reduction' the most preferred approach, followed by 're-use'; 'recycling, composting or energy recovery from waste'; and finally 'disposal'.
WDA	Waste Disposal Authorities	Local authority responsible for the collection of waste in their administrative boundary and its disposal.
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.
	Windfall	A site, which becomes available for mineral extraction or is developed as a waste facility, which was not previously identified.
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.

## Berkshire Joint Minerals and Waste Annual Monitoring Report 2005

### 1. Introduction

- 1.1. Following the introduction of the Planning and Compulsory Purchase Act 2004 Local Planning Authorities are required<sup>1</sup> to monitor and review the progress made with the preparation of Local Development Schemes (LDS) and the extent to which policies in Local Development Documents (LDD) are being successfully implemented. This will be done by means of a published Annual Monitoring Report (AMR), which will assess progress in the context of the timetable and milestones set out in the LDS. This process forms a key part of the Government's 'plan, monitor and manage' approach to the planning system.
- 1.2. With regard to minerals and waste planning the six Unitary Authorities in Berkshire have decided to produce a Joint Minerals and Waste Development Framework, which will be complementary to their individual Local Development Frameworks (LDF).
- 1.3. The information contained in this AMR therefore solely relates to issues connected with mineral and waste activity. It should be read in conjunction with the individual AMR's produced by the six Berkshire Unitary Authorities in order to get a complete picture of spatial activity in the area.

### 2. Challenges and Issues of the Area

#### Minerals

- 2.1. Berkshire is a significant producer of minerals and is underlain by three main types of minerals: sand and gravel and chalk and clay. In the south east there is a large and growing demand for these products. To try and meet this demand the apportionment rate for Berkshire has currently been set as 1.57 million tonnes (mt) per year.<sup>2</sup>
- 2.2. Major challenges accompany mineral extraction in Berkshire. The concentration of development in Berkshire where minerals naturally occur and the extent of planning designations aimed at preserving the special character of the countryside all result in pressure on the environment.
- 2.3. One of the key aims and challenges which mineral extraction in Berkshire will have to address is balancing the local, regional and national need for mineral extraction with the environmental costs to the County as a whole.

#### Waste

- 2.4. As the population of Berkshire grows so does the amount of waste it produces. The latest information available suggests the total amount of waste produced will increase substantially by 2016. About 420,000 more tonnes of municipal and commercial/industrial waste is forecast to arise in 2016 than in the base year of 2001/2 (2002/3 for municipal waste)<sup>3</sup>.

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<sup>1</sup> Section 35 Planning and Compulsory Purchase Act 2004 (HMSO: May 2004)

<sup>2</sup> South East England Regional Assembly Panel Report on Proposed Alterations to Regional Planning Guidance South East – Regional Minerals Strategy December 2004

<sup>3</sup> The Berkshire Unitary Authorities Joint Minerals and Waste Development Framework – Waste Issues and Options Report. October 2005.

- 2.5. In planning for the future approach to waste management a balance needs to be struck between the need for waste management facilities and the need to protect the environment and the amenity of local communities.

### **3. Joint Minerals and Waste Development Framework (JMWDF)**

- 3.1. The Replacement Minerals Local Plan (RMLP) for Berkshire was adopted in May 2001 and covers the period to the end of 2006.
- 3.2. The Waste Local Plan for Berkshire was adopted as a statutory Local Plan in December 1998.
- 3.3. These two documents will be replaced under the JMWDF with a single core strategy for both Minerals and Waste and two further detailed documents outlining the development control policies and preferred areas for both minerals and waste.

### **4. Local Development Scheme Progress**

- 4.1. The first milestone that the six Unitary Authorities have achieved was the submission of the Joint Minerals and Waste Local Development Scheme (JMLDS) to the Government Office for the South East (GOSE) by the end of March 2005. The JMLDS was submitted in January and received final approval from GOSE in April. The document sets out the timetable for the preparation of minerals and waste development documents and is available from the Joint Unit or can be viewed and downloaded at: [http://www.berks-isu.gov.uk/pdf\\_files/Berks\\_M&WLDS\\_April05.pdf](http://www.berks-isu.gov.uk/pdf_files/Berks_M&WLDS_April05.pdf)
- 4.2. Each of the six Unitary Authorities are, in parallel, preparing Local Development Frameworks (LDFs) covering other planning matters such as housing, employment, environment etc. Each of these LDFs requires a document known as a Statement of Community Involvement (SCI), and these are required to include reference to Minerals and Waste Plans. In developing the approach to this task it was felt that if a separate SCI for minerals and waste was produced this could lead to confusion and therefore it has been decided that the SCIs prepared by each Unitary Authority will each carry a statement on joint working in relation to Minerals and Waste.. The Government Office of the South East has approved this approach.

### **5. AMR – Aims**

- 5.1. This Monitoring Report is required to cover the period April 2004 to March 2005, this financial year monitoring period is a recent requirement. Minerals Monitoring has traditionally been based on calendar year periods and as a result information used in this AMR comes from a variety of sources and covers a variety of base dates. Each source is clearly identified.

- 5.2. The aims of this AMR are:

- to present the latest available statistics relating to the nationally identified Core Output Indicators<sup>4</sup>;
- to highlight any issues arising from these indicators, and;
- to outline future monitoring procedures.

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<sup>4</sup> Table 4.4 Local Development Framework Core Output Indicators by Key Policy Theme, Local Development Framework Monitoring: A Good Practice Guide (HMSO: March 2005)

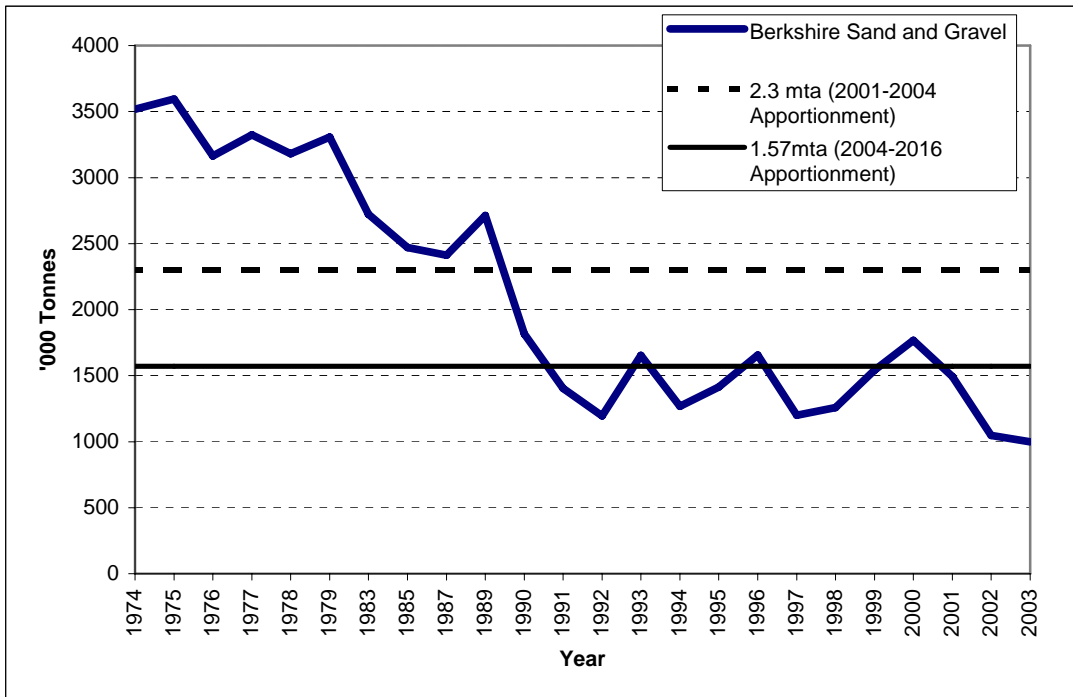
In addition the appendices provide a more detailed analysis of minerals and waste planning in the Berkshire Unitary Authority areas.

**6. Minerals**

6.1. Information relating to the amount of aggregates extracted in Berkshire relate to the period January to December 2004. At the time of preparing this Monitoring Report there is no information available for production over the period January to March 2005 and it is proposed that this three-month period will be added in to the next report to be issued in 2006.

**National Core Indicator 5A**  
Production of primary land won aggregates<sup>5</sup>

6.2. The following chart shows the annual production of primary land won aggregates in Berkshire compared with the apportionment rates for 2001-2004 and 2004-2016. The total production of primary land won aggregates for 2003 was 1,000,000 tonnes.



**National Core Indicator 5B**  
Production of secondary/recycled aggregates

6.3. No information currently exists in order to monitor this indicator.

<sup>5</sup> Table 4.4 Local Development Framework Core Output Indicators by Key Policy Theme, Local Development Framework Monitoring: A Good Practice Guide (HMSO: March 2005)

7. Waste

**National Core Indicator 6a**  
Capacity of new waste management facilities by type

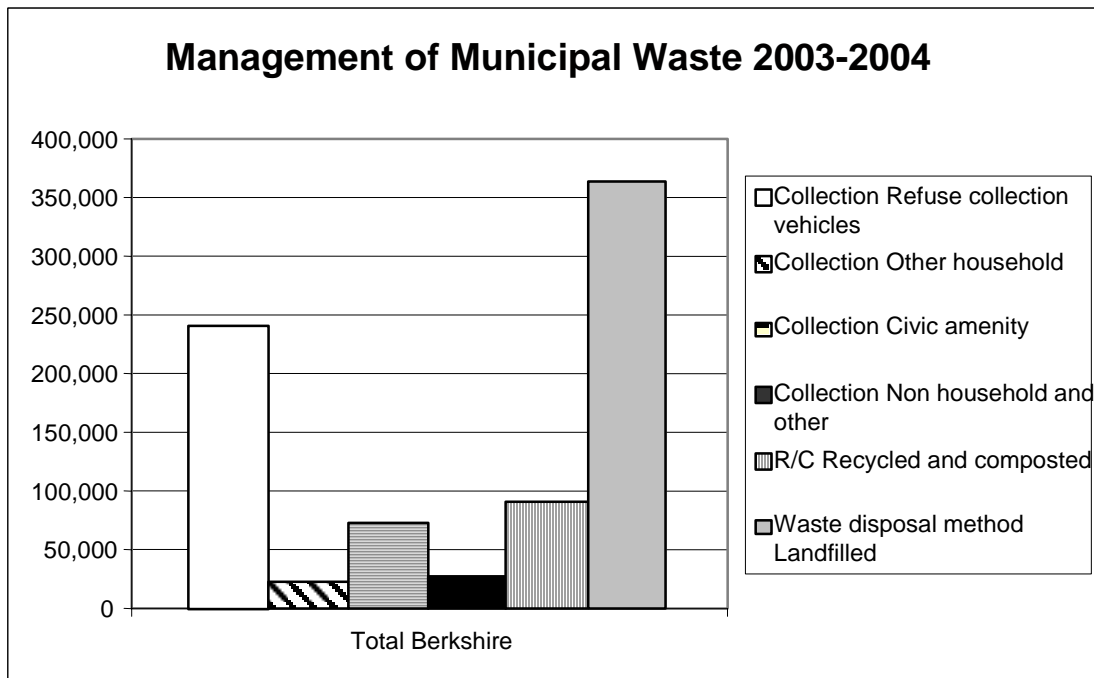
7.1. Based on information supplied by the Waste Planning Authorities no substantive planning permissions involving new waste management capacity were granted in the 2003-2004 monitoring period. Details of the main waste management facilities within the JMWDF area and their current planning status are provided at Appendix Bii.

7.2. Planning permission was granted in 2003 for the redevelopment of Chalvey waste station in Slough to create a new civic amenity site and new trade waste shed. This created modest additional management capacity, but was primarily focused on improving the facilities for the public using the civic amenity facility.

**National Core Indicator 6b**  
Amount of municipal waste arising, and managed by management type, and the percentage each management type represents of the waste managed.

7.3. The table and bar chart below shows the amount of municipal waste collected in the Berkshire area, the amounts recycled or composted, and the amounts disposed of to landfill for the financial year 2003-2004.

Chart 1

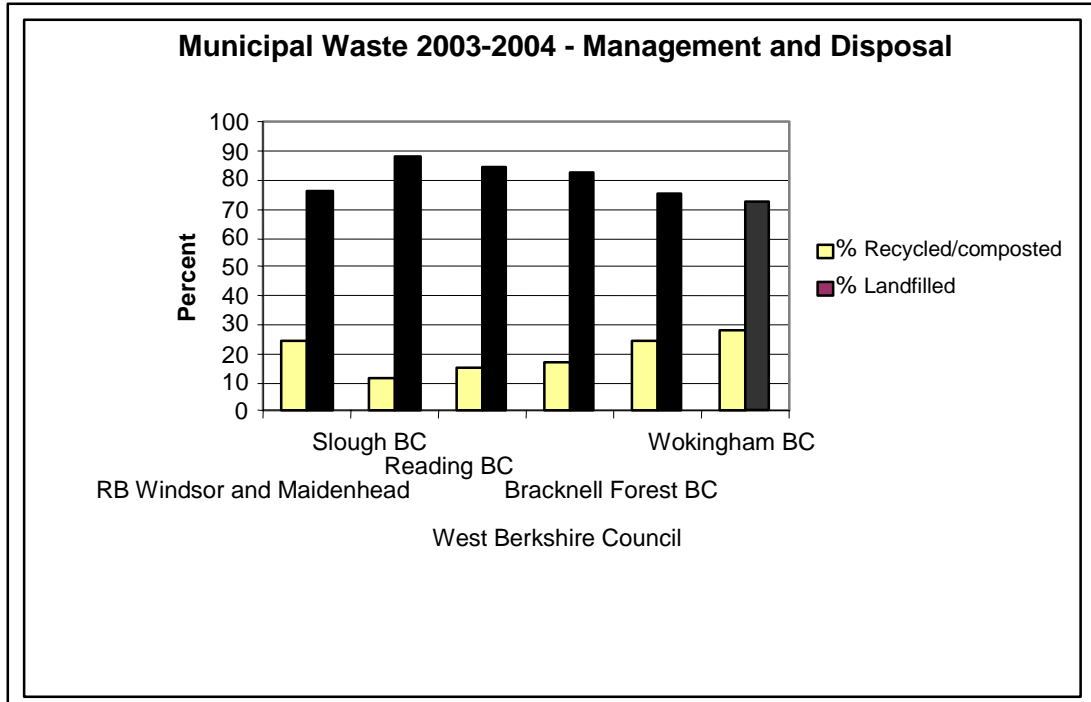


Source: Environment Agency (Using data provided by WCAs)

7.4. The bar chart overleaf shows the amounts of municipal waste recycled/composted and disposed of to landfill as percentage values.

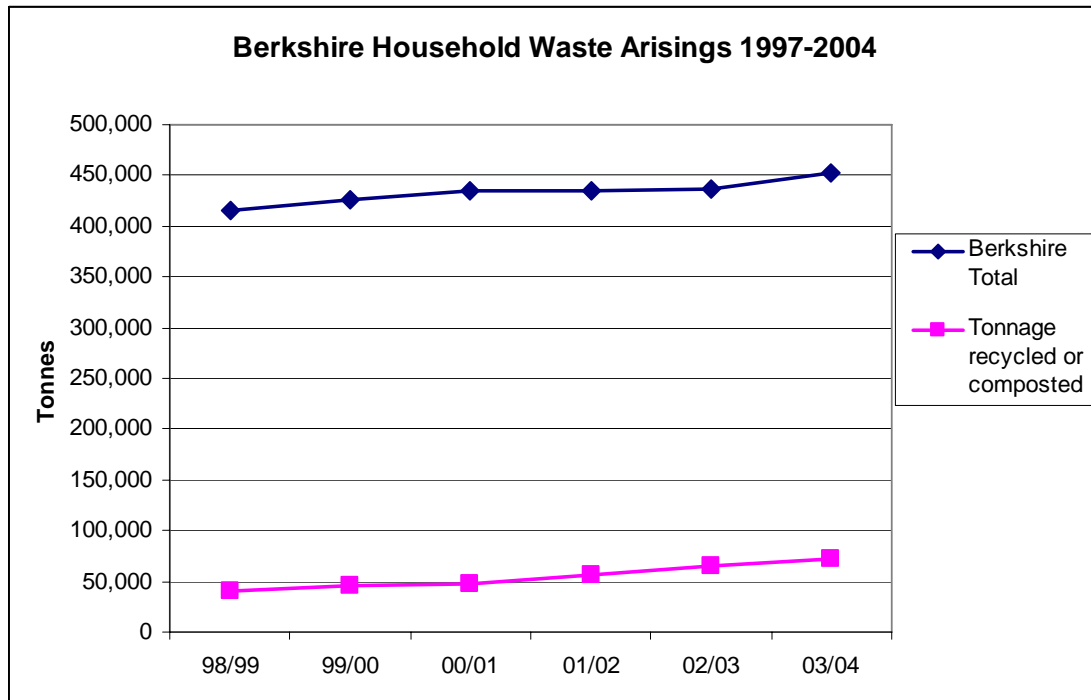
7.5. In order to place the year 2003-2004 into context, a further chart is presented, which shows the increase over time in household waste collected, and the increase over time in the proportion recycled and composted. Household waste makes up the majority of municipal waste, and reliable figures for municipal waste are not available for sufficient previous years to provide a useful trend.

Chart 2



Source: Environment Agency (Using data provided by WCAs)

Chart 3



Source: Environment Agency (Using data provided by WCAs)

- 7.6. As may be seen, growth in household waste arisings has been relatively across the period shown, although there appears to be an increase in arisings in the most recent year at above the trend rate for the previous five year period. When data for 2004-05 becomes available this possible acceleration in household waste growth will need to be examined carefully.
- 7.7. All the Unitary Authorities have shown significant increases in the rates of household waste recycled/composted. However, continued substantial increases in the future will be needed to meet targets.
- 7.8. It should be noted that municipal waste accounts for, at most, about 25% of the total amount of waste arising, and therefore accurate data on other waste streams, notably commercial and industrial, and inert construction and demolition waste, is important in planning for future waste management.
- 7.9. Unfortunately, no reliable figure is currently available of total waste arisings in Berkshire in individual recent years, or for individual waste streams. Current best estimate data are presented in the waste monitoring paper at Appendix Bi.

## 8. Issues Arising

- 8.1. It is of significant concern that the information required to complete the national core indicators for the given period is not available. This is partially due to issues surrounding commercial sensitivity of data (particularly the case for minerals data) in relation to new legislation on access to information and partly because the data has not been systematically collected or formally required before – this is primarily the case for waste data.
- 8.2. It has been found that even household and municipal waste data, collated nationally by Department of the Environment, Food and Rural Affairs (DEFRA), appears not to be wholly reliable and errors have been found in the reporting of data for the Berkshire Unitary authorities. Furthermore, there remain inconsistencies in the way that household and municipal wastes are defined and reported, which makes analysis and forecasting less robust.
- 8.3. With regard to minerals production data the Office of the Deputy Prime Minister (ODPM) has noted: *'MPAs can only be expected to use the best available information when preparing AMRs so it may have to be expected that, for 2004, reporting might be fairly subjective, especially if the main sources of data on primary aggregates are not available for 2004'*. (Source: ODPM letter in response to queries raised by Kent County Council concerning absence of reliable data).
- 8.4. The issue of data integrity is further obscured by the annual monitoring period. As noted earlier, traditionally, minerals monitoring has taken place on a calendar year basis and not financial year, and this means that a correction period is needed so that an extra three months can be added in to the data covering the January to March period.
- 8.5. These issues are not unique to Berkshire and have been raised with the Government Office for the South East (GOSE) and ODPM, when further guidance/clarification has been issued this will be taken into account and acted on accordingly.

## 9. Future Procedures

- 9.1. A key future priority will be to obtain accurate data in the areas required to address national core indicators, and also to inform the preparation of the forthcoming JMWDF. Again, this priority is not unique to Berkshire, but nevertheless is one that will require concerted effort to address, and investment at national and regional government level.
- 9.2. The existing policies of both the Minerals and Waste Local Plans do not always lend themselves to effective monitoring in quantitative terms. Most are aimed at addressing the tensions between minerals and waste related development, and environmental protection in its widest sense. As a result, these policies can only be monitored in qualitative terms in relation to the planning decisions reached in the context of the two plans.
- 9.3. This in turn requires a detailed evaluation of planning decisions, both approvals and refusals, and it is suggested that a record of minerals and waste planning decisions is maintained, by each of the Unitary Authorities. This should not be an onerous requirement, because on an annual basis there are very few planning applications received which need to be so recorded.
- 9.4. For waste policies identifying Preferred Areas and Preferred Areas of Search there is no specific mechanism at present for monitoring non-waste related planning applications that might affect those areas. Where such applications are refused they may provide information on the effectiveness of safeguarding policies. Where granted, it is necessary to understand how the quantum of land allocated for waste related development may be affected.
- 9.5. Therefore it is recommended that a formal procedure is put in place for recording planning applications of whatever type, and their outcome, where they affect identified proposed waste management sites, and existing facilities. This could require the identification of formal 'waste consultation areas' along similar lines to mineral consultation areas, and is a matter that will be evaluated through preparation of the emerging JMWDF.
- 9.6. In the case of the quantitative aspect of minerals permissions, and the maintenance of a landbank for aggregates, it is considered that existing monitoring arrangements work well – provided data is available from operators. This is a matter which is outside the control of the minerals planning authorities.
- 9.7. Future changes in procedure will need to include added focus on monitoring requirements when drafting policies for the emerging JMWDF. In the case of waste it will be desirable to identify measurable capacity needs, for waste management facilities, and to be able to monitor delivery of these over the life of the plan. This in turn will require robust data against which to plan for this capacity – which brings the focus back to the comments in paragraph 9.1 above.

## APPENDIX Ai MINERALS LOCAL PLAN MONITORING REPORT FOR 2004

1. This Monitoring Report on the Replacement Minerals Local Plan for Berkshire ('RMLP') covers events between January 2004 and March 2005. However, extraction figures are given for the period January to December 2003.
2. The RMLP was adopted in May 2001 and covers the period to 31 December 2006. The Plan contains policies which provide a basis for making decisions on future planning applications for mineral extraction in the former Berkshire county area. These include policies about how much sand and gravel, and other minerals, should be dug in Berkshire, and where favoured locations for future extraction should take place.
3. The RMLP includes a commitment to produce annual reports on its operation, to consider the continuing effectiveness and appropriateness of the Plan's policies regarding:
  - levels of production
  - the size of the county's stock of planning permissions for mineral extraction,
  - applications and permissions for mineral extraction
  - the effectiveness of the policy of directing mineral extraction to Preferred Areas.
4. As well as covering these matters, this Report reviews other important events of the year in the field of minerals planning in, or affecting Berkshire.

### POLICY ISSUES

#### NATIONAL AND REGIONAL

5. During 2004 –
  - The Planning and Compulsory Purchase Act came into force in May 2004, introducing significant changes to the national planning system. Under the new system, regional plans are given greater importance by being included in the definition of 'the Development Plan', replacing County Structure Plans, and district-wide Local Plans are to be replaced with 'Local Development Documents' (LDDs).

Responsibility for minerals and waste planning will remain with County Councils and bodies such as Berkshire's Joint Strategic Planning Committee. However policies for minerals would in future be set out in a 'Minerals Development Framework' rather than in a Minerals Local Plan.

- In June 2004, the Office of the Deputy Prime Minister (ODPM) issued new National and Regional Guidelines for Aggregates Provision in England 2001-2016. Based on revised forecasts of aggregates demand, and a new assessment of the sources from which this demand might be met, the 2004 guidelines indicate that total provision for extraction of aggregates in England should be 11% per year less than the amount allowed for in the previous (1994), and now superseded, Guidelines. This overall figure assumes a substantial increase in the expected use of alternatives to primary aggregates, notably construction and demolition waste, balanced by a reduction in provision of land-won primary aggregates (sand, gravel and hard rock).

Regionally, the new National Guidelines show that provision for aggregates supply in the South East over the period 2001-2016 is expected to consist of 212 million tonnes (mt) of land-won sand and gravel, 35mt of crushed rock, 120mt of marine dredged sand and gravel, 118mt of 'alternative materials', and 85mt of imports to England. The land-won sand and gravel figure equates to 13.25mt/year. This is a 19.7% reduction on the figure for the same area in the 1994 Guidelines, which was 16.5mt/year.

The new regional figures have to be 'apportioned' to individual counties by the relevant regional planning body. In the South East, this is the South East England Regional Assembly (SEERA). In December 2003 SEERA published a draft Regional Minerals Strategy (RMS), which set out a suggested reduction of the amount of sand and gravel extracted in the South East to 12.67mt per year rather than 13.25mt, with the shortfall being compensated for by the use of alternative materials at a rate higher than envisaged in the national guidance (approximately 123mt over the period to 2016 rather than 118mt). This adjustment to the amount of land-won sand and gravel derives from particular circumstances in Buckinghamshire, Surrey and Oxfordshire. Under this draft apportionment Berkshire's share would be 1.5 mta.

The Draft Regional Minerals Strategy was subject to an 'Examination in Public' (EiP) during October 2004. The Panel Report was published in January 2005. The recommendation of the Panel was to return to the figure of 13.25mt/year in the National Guidelines, and for the sub apportionment for Berkshire to be set at 1.57 mt/year.

There is no intention by SEERA or any other party to 'sub-apportion' the Berkshire apportionment figure to the individual Unitary Authorities (UAs). This reflects the wishes of the UAs themselves.

The new RMS, including the new apportionment figures, is intended to be incorporated into revised Regional Planning Guidance (RPG9).

- The ODPM is looking to review and simplify the existing system of Planning Policy Guidance notes (PPGs) and Mineral Planning Guidance notes (MPGs). As a result, it is publishing a series of Planning Policy Statements (PPSs) and Mineral Policy Statements (MPSs) to replace PPGs and MPGs. A draft Minerals Planning Statement 1 was published in November 2004. The final version will replace the Minerals Planning Guidance 1 dated 1996. The main changes in the new document relate to a change of format, with policy set out in bullet point format, and accompanying Good Practice Guidance containing information about implementation of the policy. The Statement aims to provide additional guidance on the implications for minerals planning of the principles of sustainable development.
- The ODPM has published much new guidance on the operation of the new planning system introduced under the Planning and Compulsory Purchase Act (2004) and about the Strategic Environmental Appraisal (SEA) of development plans.

## BERKSHIRE STRUCTURE PLAN

6. In February 2004, modifications to the Berkshire Structure Plan Deposit Draft proposed as a result of consideration of the Panel's Report were put 'on deposit' – the 6 week statutory public consultation period. Between March and April, approval was given to the changes and the statement of decisions on the Panel's findings.
7. The Berkshire Structure Plan was recommended to the Berkshire Unitary Authorities for adoption in July 2004.

## THE RMLP POLICIES, AND PLANNING PERMISSIONS

### a) The impact on the RMLP of the new national and regional guidance

8. The revisions to national and regional guidance that took place during 2004 alter some details of national and regional advice, but they do not change its broad thrust, which is the promotion of a more sustainable approach to the provision of aggregates, with reducing reliance on land-won primary aggregates and increased reliance on secondary and recycled materials.
9. Two components of the RMLP are superseded as a result of the new guidance:

**Policy 3**, as adopted, incorporates the now superseded apportionment figure of 2.3mt/year for Berkshire. But the provisions of the policy are expressly "subject to the outcome of any future reviews of national or regional guidance". Now that there has been such a review, when applying the Plan in future the new apportionment figure of 1.57mt/year can be immediately substituted in the policy, without the need for any formal alteration to the Plan. Similarly, that figure is now the proper basis for assessing the size of the landbank aimed for under **Policy 4**.

The new apportionment figure also the calculation in **Table 2** of the Plan, and the conclusions of paragraphs 4.17 - 4.17A. (The re-calculated Table 2 in Appendix Aii to this Annex is based on future provision at the new rate of 1.57mt/year).

10. Other sections of the RMLP have to a greater or lesser extent been overtaken as a result of the new guidance. Examples are various statements in paragraphs 2.7, 2.12, 2.15, 2.18, 2.18A, 3.5 - 3.7, and Appendix 2 of the RMLP. It is not proposed to redraft these paragraphs pending the full review of the Plan, but users of the Plan should be aware of the need to treat their detailed content with some caution. If the recent national or regional guidance contradicts these paragraphs (or any other parts of the RMLP) on matters of fact in respect of national or regional policy, then the former documents will prevail.

### b) Applications and permissions

11. During 2004, the only major mineral quarrying planning application was an application for extraction of 800,000t of sand and gravel on a Green Belt site at Poyle Quarry submitted by RMC. The application site was part of a Preferred Area. The application remained undetermined on 31.12.04.

12. Several applications for aggregate crushing and recycling facilities were submitted, indicating the growing trend in reuse of reclaimed materials for construction purposes.
13. No new 'windfall' permissions – permissions granted even though mineral extraction is not the primary aim of the proposal – were granted during 2004.

**c) The state of the landbank**

14. Each year, a survey is carried out of mineral production and reserves in each county area in the UK. The survey carried out in 2004 covered calendar year 2003, and is known as 'AM2003'.
15. At the end of 2003, Berkshire's landbank of permitted reserves of sand and gravel (based on the county's new apportionment figure) stood at an estimated 8.5 years. This is above the figure of "at least 7 years" set out in Policy 4 of the Plan.
16. Assuming production of 1.57 mt in 2004, and taking into account that no new permissions were granted or confirmed during the year, it is estimated that permitted reserves of sand and gravel at the end of 2004 totalled just under 12mt, equivalent to 7.6 years production.

**d) Effectiveness of the Preferred Areas Approach**

17. The Plan identifies 12 Preferred Areas for future working of aggregate minerals in Berkshire. With only 3 exceptions, all major applications for new mineral extraction (i.e. those with an estimated yield of 100,000 tonnes or more) that have been submitted since the RMLP was adopted have been within Preferred Areas. The exceptions are 2 'windfall' permissions at Greenham Common and the Jubilee River flood prevention scheme, and an application at Wasing Lower Farm for a new quarry, which was rejected on appeal.
18. Other extraction proposals submitted have been four applications for extensions to existing pits – two at George's Farm, Crookham Common, one at Sheepphouse Farm, Maidenhead, and one at Woolhampton Quarry. In all three cases, the mineral would have been sterilised if it were not extracted at the same time as the existing quarry. All four applications were approved – George's Farm in 1998 and 2001, Sheepphouse Farm in 1998, and Woolhampton Quarry in 2003.
19. It therefore appears that in general the Plan is being effective in focusing the submission of new applications on its Preferred Areas.

**PITS AND PRODUCTION**

**a) pits in production**

20. AM2003 showed that extraction of sand and gravel took place at 14 pits in Berkshire in 2003. This is one more than in 2002, accounted for by the start of extraction from Sheepphouse Farm, Sandhurst and Theale Pit, and the non-production of minerals from Georges Farm, and Field Farm.

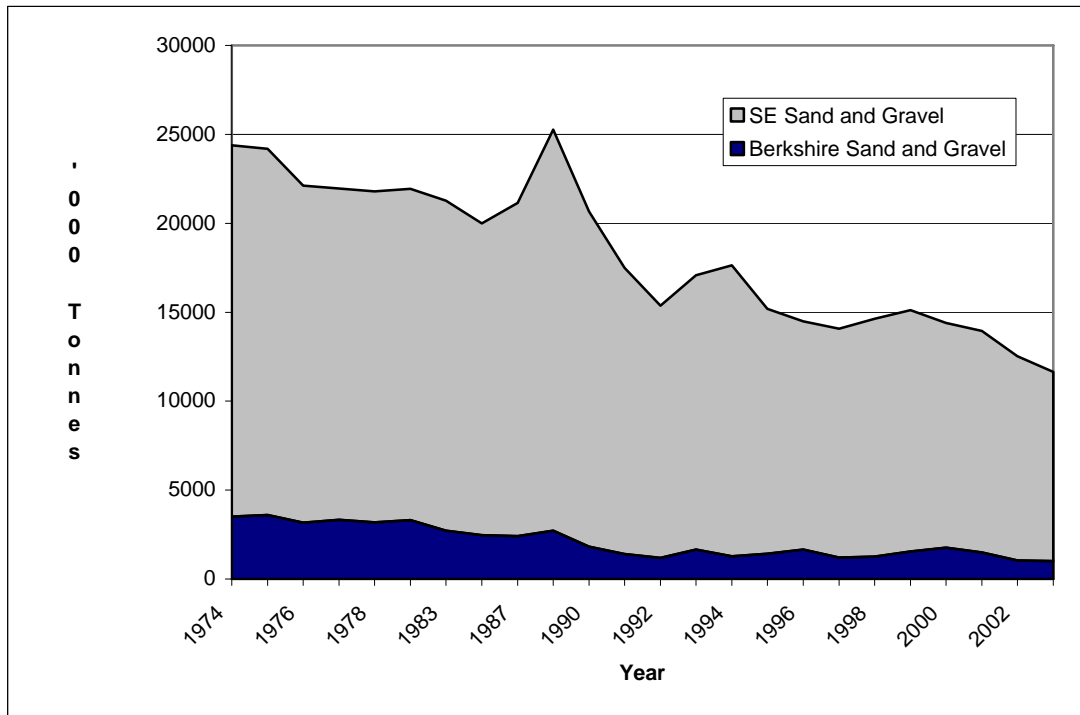
21. Appendix Aiii to this Annex shows the record of the County's sand and gravel quarries since 1995.

**b) Production of sand and gravel in 2003**

22. Production of sand and gravel in the county area in 2003 totalled 1,000,000 tonnes. This was a reduction of almost 5% over the 2002 figure. There were modest reductions of production at almost every pit in the county. However it should be recognised that Berkshire's production figures are still influenced by supply from the stockpiles produced during the Jubilee River scheme and the restoration of Greenham Common.

23. In general, the relatively low levels of production in Berkshire in recent years are matched by relatively low figures across the region. In the South East region as a whole, production of sand and gravel fell by 7.4% between 2002 and 2003.

**Figure 1. Sand and Gravel Production in Berkshire and South East England 1974-2002**



24. Figure 1 shows of the amounts of sand and gravel that have been produced in Berkshire and in the South East England region (excluding Bedfordshire, Essex, Hertfordshire and London, which left the SE region in 2001) annually from 1974, where known.

25. The graph shows a general decline in sand and gravel production overall both within Berkshire and the South East as a whole with the exception of a sharp peak followed by a drop and then a subsequent rise between 1987 and 1995. As a comparison, in 1974 Berkshire produced some 17% of the Region's sand and gravel; in 2003, the proportion was 9%.

26. Berkshire's production in 2003 was around 67% of the county's new apportionment figure of 1.57 mta. Average production over recent years has been consistently lower than this new apportionment level, except where the three-year figure has been affected by production associated with special projects.
27. A similar picture emerges when considering actual production of aggregates in the Region against the Regional apportionment figure. The new 2003 guidelines suggest that provision from the 'South East Region should be 13.25mt/year; this figure has been recorded only three times in the last eight years, and not at all since 1999.
28. These declining production figures can be attributed to the following factors:-
  - a shift towards increased import of materials from outside Berkshire and the South East
  - increased imports from abroad and of marine dredged sand and gravel
  - increased use of recycled construction and demolition waste
  - reduced utilisation of aggregates in construction generally with greater use of steel and glass.

#### **IMPORTS AND EXPORTS, AND TOTAL AGGREGATES CONSUMPTION**

29. The survey which collects data on the import, export and overall consumption of aggregates between different counties and regions is only undertaken every 4 years. There has been no such survey since the last Annual Monitoring Report, so no new data can be presented. The next survey will be in 2005.
30. The AM2001 survey, like the previous detailed four-yearly surveys, collected data about the movement of aggregates between different regions and counties. In the past, these details were published as part of the survey results, and this enabled estimates to be made of total aggregates consumption in each area. However, these details were not published following the AM2001 survey. This means that the latest details of Berkshire's imports, exports and consumption date from the AM97 survey (that is, the survey covering calendar year 1997). The following paragraphs summarise the key points from this survey, but it must be appreciated that these details may now be significantly out of date.
31. 72% of the sand and gravel dug in Berkshire in 1997 was used within the county. Almost all of the remainder was used in neighbouring counties. All but 7,000 tonnes of Berkshire's production was used in counties in the South East region; the rest was exported westwards, to Wiltshire, Gloucestershire and Somerset.
32. 'Imports' of sand and gravel from other South East counties slightly exceeded the levels of 'exports' of material dug in Berkshire.
33. These imports and exports to and from Berkshire consisted very largely of short-distance movements of material dug from pits close to (and on either side of) the county boundaries.
34. During 1997, Berkshire used around 200,000 tonnes of hard rock (mostly limestone) brought into the county from outside the region via the two rail

depots at Theale, or via depots in other counties. Much of this material came from quarries in South West England, though some was originally quarried in Scotland. A substantial proportion of the material brought into the Theale depots was 're-exported' for use in other counties all around the South East'.

35. Berkshire also used very small amounts of material dredged from the seabed off the South East coast, and imported into Berkshire by road from the coastal wharf where it was landed.

**APPENDIX Aii  
TABLE 2 OF THE RMLP REWORKED TO 31 DECEMBER 2004,  
AND ASSESSMENT OF THE CURRENT ADEQUACY OF PROVISION  
IN THE RMLP**

<b>NEW PERMISSIONS REQUIRED BEFORE THE END OF 2006 SO AS TO MAINTAIN A SEVEN-YEAR LANDBANK OF PERMITTED RESERVES</b>		
Permissions required to maintain production at 1.57mt/yr 2004-2006	3,140,000	
Additional permissions required to leave a landbank sufficient to allow production at 1.57mt/yr to the end of 2013	10,990,000	
		<b>14,130,000</b>
<b>Less</b>		
Permitted reserves 31 December 2004	12,000,000	
INTERIM BALANCE TO FIND		<b>2,130,000</b>
Plus 15% safety margin	319,500	
FINAL BALANCE TO FIND		<b>2,449,500</b>
<b>Less</b>		
Sites awaiting legal agreements 31December 2004	0	
Other sites where renewals of permission were pending on 31December 2004	0	
Allowance for building sand permissions	600,000	
<b>PERMISSIONS NEEDED BEFORE THE END OF 2006 FOR EXTRACTION OF SHARP SAND AND GRAVEL FROM HITHERTO UNIDENTIFIED SITES</b>		<b>1,849,500</b>
<b>ADEQUACY OF THE PROVISION IN THE RMLP</b>		
Total volume of Preferred Areas identified in the RMLP as adopted (including the 2001 Alterations)	12,076,000	
<b>Less</b>		
Preferred Areas where planning permission has been granted or approved in principle since the list in the current RMLP was drawn up (Preferred Areas 2, 2A, 3 part, 5 part, 7, and 12 part), as at 31.12.03	3,979,000	
Preferred Areas remaining in the RMLP		<b>8,097,000</b>
<b>HENCE, CURRENT SURPLUS OF SITE-SPECIFIC PROVISION IN THE RMLP</b>		<b>6,247,500</b>

**Appendix Aiii Current Mineral Operators in the Six Unitary Authorities**

<u>Site</u>	<u>District/Borough</u>	<u>Grid Ref</u>	<u>Mineral Produced</u>
<b>Operator: S Grundon Ltd, Grange Lane, Beenham, Reading, RG7 5PY</b>			
1. Old Kiln Farm, Chieveley	WBC	SU 484726	Building Sand
2. Padworth Quarry (Butts Lake), Aldermaston	WBC	SU 597668	Sharp sand and gravel
3. Raghill Farm, Aldermaston	WBC	SU 612645	Sharp sand and gravel
4. Star Works, Knowl Hill	WOK	SU 815797	Soft sand and clay

**Operator: Hanson Aggregates, Whiteladies, Teston Road, Offham West Malling, Kent ME19 5EF**

5. Field Farm, Sulhampstead	WBC	SU 637684	Sharp sand and gravel
6. Theale Pit	WBC	SU665700	Sharp sand and gravel

**Operator: Harleyford Aggregates Ltd, Henley Road, Harleyford, Marlow, Bucks SL7 2DX**

7. Harts Hill Copse, Upper Bucklebury	WBC	SU 531687	Sharp sand and gravel
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**Operator: Lafarge Aggregates Ltd, Bradgate House, Groby, Leicester, LE6 0FA**

8. Woolhampton Quarry	WBC	SU 570658	Sharp sand and gravel
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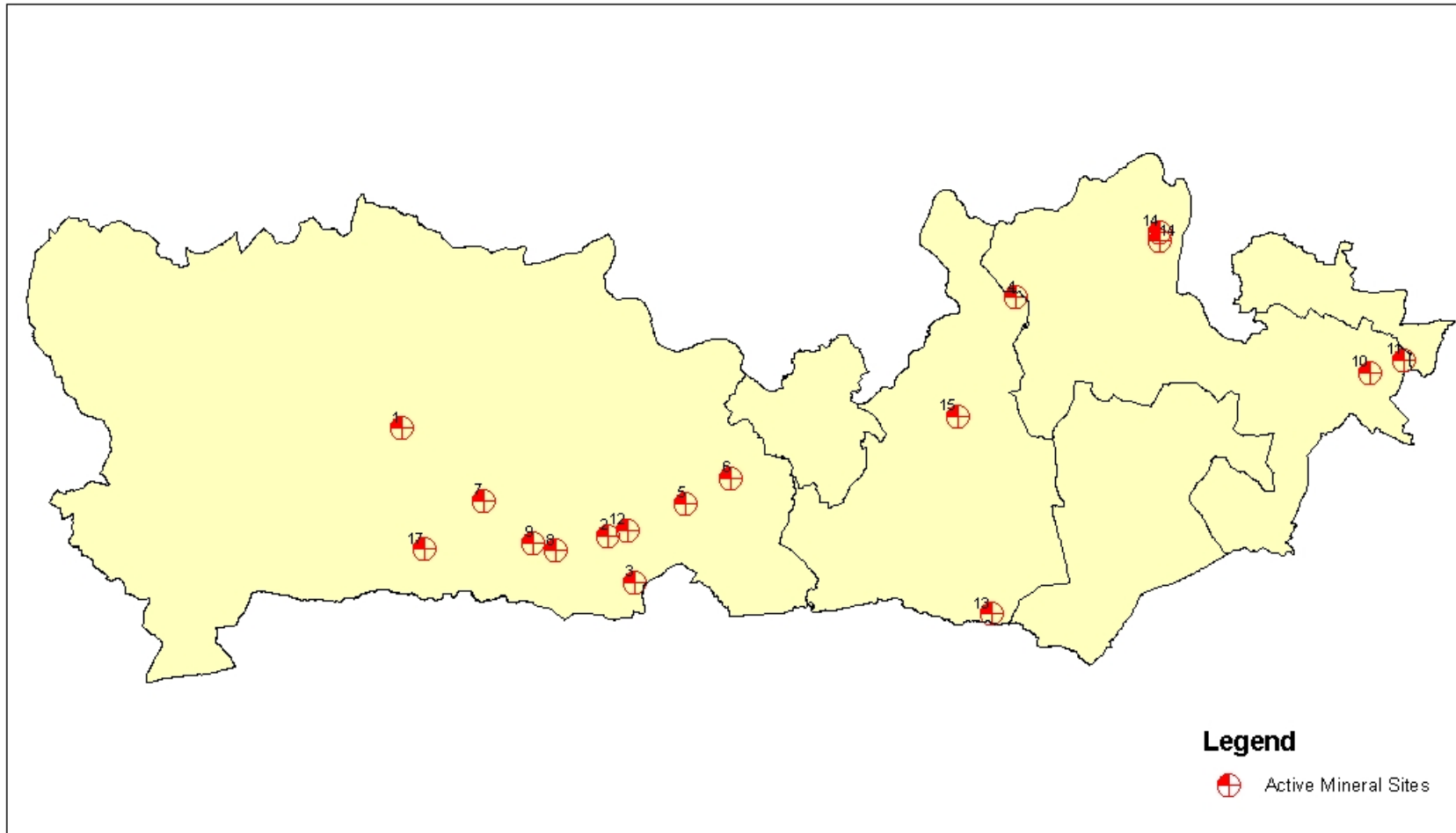
**Operator: Marley Tile Co. Ltd, Grange Lane, Beenham, Reading, RG7 5PU**

9. Bath Road, Midgham	WBC	SU 561666	Sharp sand and gravel
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### Active Mineral Sites in Berkshire

Ordnance Survey ©  
Scale: 1:284,834



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## APPENDIX Bi WASTE LOCAL PLAN MONITORING REPORT FOR 2004

### Introduction

- 1 Local Planning Authorities are required to monitor and review the progress made with preparation of Local Development Frameworks, which are the spatial plans that will replace the system of Structure and Local Plans currently in place in England and Wales. This will be implemented by means of a published Annual Monitoring Report (AMR), which will assess progress in the context of the timetable and milestones set out in the LDS. This process forms a key aspect of the Government's 'plan, monitor and manage' approach to the planning system.
- 2 This Monitoring Report covers the period between March 2003 and April 2004. It aims:
  - To present available statistics relating to the waste arisings, treatment and disposal in the Berkshire Unitary Authority areas for the monitoring year;
  - To give details of relevant international, national, regional and local policy guidance on waste management;
  - To describe the main proposals for waste-related development in the Berkshire Unitary Authority areas that were the subject of planning applications in the year, and any other relevant proposals on sites identified or safeguarded in the adopted Berkshire Waste Local Plan;
  - To summarise the activities being undertaken by the Unitary Authorities to secure appropriate management of the wastes for which they are responsible;
  - In the context of this latest information, to consider the continuing effectiveness and appropriateness of current policies and therefore any implications for the emerging Waste Development Framework.
- 3 The Waste Local Plan for Berkshire was adopted as a statutory Local Plan in December 1998 and covers the period to the end of 2006. In 2003 work began on the production of a new Waste Local Plan for Berkshire but was put on hold and now the Joint Strategic Planning Unit representing the six Unitary Authorities in the Berkshire area is in the process of preparing a joint Minerals and Waste Development Framework (JMWDF).
- 4 Until the new JMWDF is adopted (in 2008), the Waste Local Plan for Berkshire remains the adopted planning policy document guiding waste management related development in the former Berkshire area.

### **Municipal Waste Management Strategies (MWMS)**

#### ***The Royal Borough of Windsor and Maidenhead***

- 5 The Royal Borough of Windsor and Maidenhead (RBWM) published its MWMS in 2004 and this sets a framework for the management of municipal waste to 2020. The strategy approach endorses the waste hierarchy and policies and targets set out in the national strategy Waste Strategy 2000, and it is proposed to review the strategy every five years to ensure it remains on course and responds appropriately to changing circumstances. A key element is the target of reducing the rate of growth of household waste to zero by 2010.

- 6 The strategy is to let a new integrated waste management contract, in 2005/2006 and is founded on the intention to recycle at, or above, statutory targets and to seek alternative routes to landfill for treatment and disposal of residual waste. It anticipates that the waste management facilities that may be involved in such a contract could include mechanical and biological treatment, anaerobic digestion and energy from waste.

***West Berkshire Council***

- 7 West Berkshire Council also published its MWMS in 2004 having developed this intensively over a number of years; the strategy covers the period 2002-2022. The strategy will be delivered through a Private Finance Initiative (PFI) arrangement with a single contractor to development waste management systems and facilities for the Council. The strategy addresses the requirements of Waste Strategy 2000 in terms of targets, and supports the concept of self-sufficiency where consistent with the BPEO. It states that it will promote the development of new and existing facilities for waste transfer, recycling and composting within West Berkshire. A key element of the strategy is the intention to develop land at Padworth Sidings for an integrated waste management facility.

***Bracknell Forest Borough Council, Reading Borough Council and Wokingham Borough Council***

- 8 These three authorities have agreed to work in partnership in developing their MWMS and in the delivery of waste management facilities in Central Berkshire. The partnership is known as 're<sup>3</sup>'. The joint strategy was published in 2004 and the principal objectives are to:
- Strive to lessen the adverse environmental impact of waste management activities;
  - Work with residents to reduce the amount of waste produced;
  - Significantly increase the amount of waste recycled, composted or recovered;
  - Significantly decrease the amount of waste disposed of via landfill.

- 9 The strategy sets out the way in which the objectives will be achieved through a set of policies and targets. A waste management contract is to be procured jointly through a PFI arrangement, and the strategy acknowledges the need for new waste management facilities, and highlights the role of the BWLP in the way that these will be delivered.

***Slough Borough Council***

- 10 The MWMS for Slough was published in March 2002 and sets out the Council's commitment to meeting the statutory performance standards for recycling and composting, and moving away from landfill to more sustainable methods of waste management. Waste minimisation, education and re-use programmes are to be developed as a priority with the aim of reducing the growth in waste arisings. The Council intends to seek to optimise kerbside collection and bring-bank recycling and green waste composting at its Civic Amenity Site. The remainder of the municipal waste will be diverted from landfill to be treated at an energy from waste (EfW) facility. In the longer term a separate collection for green waste and kitchen organic waste will be implemented.

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## The Wider Context

- 11 There is increasing awareness locally, regionally, nationally and internationally that waste management is a key issue for society to address. The traditional means of disposing of waste in the UK has been to tip it in holes in the ground ('landfilling'). However, this is not a sustainable long-term solution to getting rid of waste, because there is no limitless supply of holes, and because landfilling of many types of waste creates pollution problems and other hazards.
- 12 This issue was recognised in the preparation of the BWLP Plan, but the following sections give details of the latest documents issued from various sources, which need to be taken into account in the implementation of the existing BWLP policies and in the development of the new JMWDF.

### EU Level

#### *Landfill Directive*

- 13 The *Landfill Directive* is Key among the legislative changes that was adopted by the UK Government in April 1999 and which therefore partly post-dates preparation of the adopted Berkshire Waste Local Plan (although its content was understood beforehand). This has had, and will continue to have, a major effect on the approach management and disposal of waste in Berkshire, and within the UK at large. The main objectives of the Directive are to ensure high and consistent standards of landfill practice across the European Union, to stimulate the recycling and recovery of value from waste, and to reduce emissions of methane. Methane is a powerful greenhouse gas that is formed by the decomposition of biodegradable waste in landfill sites.
- 14 The Directive therefore sets targets for a staged reduction in the amount of biodegradable municipal waste being sent to landfill. These targets are given below and the compliance dates reflect an agreed delay of four years for those countries, of which the UK is one, which have a heavy reliance on landfill as the main method of waste management. The references to 1995 levels are for arisings, and not disposal quantities.
- By 2010 to reduce the quantity of biodegradable municipal waste going to landfill to 75% of 1995 levels;
  - By 2013 to reduce the quantity of biodegradable municipal waste going to landfill to 50% of 1995 levels;
  - By 2020 to reduce the quantity of biodegradable municipal waste going to landfill to 35% of 1995 levels.
- 15 From July 2004 the Directive has also ended the practice of co-disposing of hazardous and non-hazardous wastes, and landfill sites must now be classified in terms of the waste that they can accept; hazardous, non-hazardous or inert wastes. This has had a substantial effect on waste management practices in the UK as there has been a significant reduction in the landfill sites licensed to accept hazardous waste, an issue that preparation of the Berkshire MWDF will need to take into account.

- 
- 16 The key consequence of the Directive is that landfill must not be relied on as the principal means of waste disposal, as it has been in the past, and the whole thrust of policy is to move away from landfill toward more sustainable methods of waste management which place actual disposal at the foot of the list of priorities, below recycling and re-use.

***Packaging and Packaging Waste Directive***

- 17 The *Packaging and Packaging Waste Directive (1994)* sets specific targets for recycling and recovery of packaging waste, and encourages the reduction and re-use of packaging. It was introduced in the UK in 1997 and an amendment to the 1997 Packaging Waste Regulations came into force on 1 January 2004, setting targets for 2004-2008 which business must meet.

***Waste Electrical and Electronic Equipment Directive***

- 18 The *Waste Electrical and Electronic Equipment Directive (2003)* aims to put in place measures to prevent the disposal of electrical and electronic goods and to ensure greater levels of producer responsibility for their recovery and disassembly. The Directive aims to encourage in the first instance, design of equipment that facilitates dismantling and recovery of components.
- 19 The Directive proposes systems to encourage separate collection of waste electrical and electronic equipment (WEEE) and systems which will allow the return of WEEE free of charge to the final holder. There would be no mandatory requirement for householders to separate all WEEE but government must instead seek to minimise co-disposal and encourage appropriate behaviour.
- 20 Under the Directive, retailers are to ensure that WEEE is taken back on a one to one basis when a new, equivalent type product is supplied, but government can provide that retailers make alternative arrangements instead, provided that they are free of charge to the final holder of the WEEE.
- 21 The Directive sets a target that by 31 December 2006, government must achieve a collection rate of at least 4 kilograms on average per inhabitant per year of waste electrical and electronic equipment from private households. Government must also ensure that all WEEE collected from private households is transported to treatment facilities. Government is to ensure that systems are set up by producers to provide for recovery and re-use of separately collected WEEE according to set recovery, re-use and recycling targets. Targets are set as a proportion of collected WEEE from private households.
- 22 The cost of recovering 'Historical' WEEE produced before the Directive comes into force is expected to be shared proportionately by all producers existing in the market at the time the costs are incurred.
- 23 The Government now intends to implement the regulations set out in the WEEE Directive in June 2006.
-

**National level**

24 At the national level a range of guidance exists some key elements of which have been introduced since preparation of the adopted BWLP. These include:

- The UK Sustainable Development Strategy – A Better Quality of Life.
- The National Waste Strategy 2000 (England and Wales) – known as Waste Strategy 2000.
- Planning Policy Guidance Notes (PPG's).

***A Better Quality of Life***

25 The Government's strategy for sustainable development in the UK, A Better Quality of Life (1999) identifies four broad objectives which must be met if sustainable development is to be achieved:

- Social progress which meets the needs of everyone;
- Effective protection of the environment;
- Prudent use of natural resources; and
- Maintenance of high and stable levels of economic growth and employment.

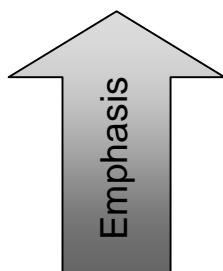
***Waste Strategy 2000***

26 The objectives of European policy are incorporated into the national waste strategy 'Waste Strategy 2000', which sets out the Government's vision for managing waste in a more sustainable way. Waste Strategy 2000 sets out a number of key waste management principles that should underpin all waste management decisions;

- The Waste Hierarchy
- Best Practicable Environmental Option
- Proximity Principle
- Regional Self Sufficiency

***The Waste Hierarchy***

27 The waste hierarchy sets out the order of preference for different waste management approaches and highlights the overall objective of reducing the amount of waste that society creates. After waste minimisation at source it stresses that making the best use of waste that does arise is the second priority, thereby reducing the amount requiring eventual disposal. The intention is that, in making decisions about waste management, at all times greater weight should be attributed to those waste management methods that are at the top of the hierarchy:



- Reduction
- Re-use
- Recovery
  - Recycling
  - Composting
  - Energy Recovery from Waste
- Disposal

- 
- 28 It is important to note that while perhaps the most important single area of waste management, waste reduction generally lies outside the remit of land use planning, because it largely depends on society's attitudes to waste in the way that we buy and use products and services, as opposed to requiring particular waste management facilities.

*Best Practicable Environmental Option*

- 29 The Government has previously indicated that a technique termed Best Practicable Environmental Option (BPEO) should be used to guide the decision making process for waste management matters. BPEO has now been replaced in the context of waste planning by plan-level Sustainability Appraisal/Strategic Environmental Assessment (SEA).

*Proximity Principle*

- 30 The Proximity Principle emphasises that waste should be managed as near as possible to its place of production, in order to minimise the environmental impacts which arise from the transportation of waste. This is important in planning for the distribution of facilities, and also may mean that, in some cases, cross-boundary movements of waste, for example into and out of the Berkshire area could be the most sustainable solution. In any such cases this needs to be evaluated in the context of self-sufficiency.

*Regional Self-Sufficiency*

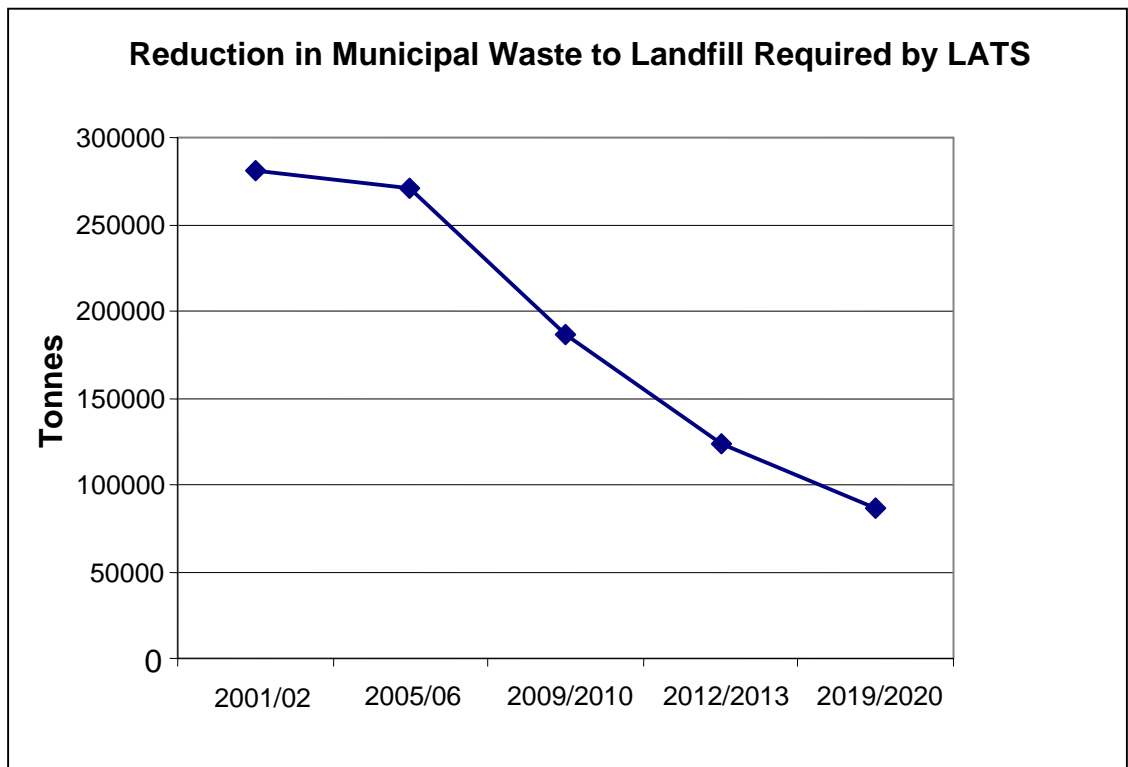
- 31 The principle of Regional Self Sufficiency emphasises that regions should aim to be self-sufficient in managing the wastes arising within their areas by ensuring the provision of an integrated and adequate network of waste management facilities. Each region should provide for facilities with sufficient capacity to manage the quantity of waste expected to arise in the region for at least ten years. This approach is adopted by the South East Plan.

*Targets*

- 32 There are a number of different targets, mostly focused on diversion of biodegradable municipal waste (BMW) from landfill, in line with the Landfill Directive. Waste Strategy 2000 identifies national targets for the recycling, composting and recovery of municipal waste. The aim of these targets is to help to ensure that the requirements of the Landfill Directive are met. The national recycling/composting and recovery targets are to:
- Recycle or compost 25% of household waste by 2005; 30% by 2010 and 33% by 2015;
  - In addition, recover value from at least 40% of municipal waste by 2005; 45% by 2010 and 67% by 2015.
- 33 Waste Strategy 2000 has also set the target of reducing the amount of C&I waste sent to landfill in 2005 to 85% of that landfilled in 1998, although no particular mechanism, other than landfill taxation and EU-driven policy in respect of packaging wastes and WEEE, has been developed to implement this objective.
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- 34 The six Berkshire Unitary Authorities, as Waste Disposal Authorities (WDAs) also have statutory performance targets for diversion of municipal waste away from landfill, through recycling and composting, introduced under powers set out in the Local Government Act 1999 and applied through the Best Value framework on 1st April 2000. These are actually more challenging than the Waste Strategy 2000 targets.
- 35 More recently they also have targets set at the local level by the Government under the Landfill Allowance Trading Scheme (LATS) which is a scheme whereby waste disposal authorities are allocated allowances for the amount of biodegradable municipal waste they can dispose of to landfill. These allowances are tradable between authorities, within certain limits. The allocations for the six Unitary Authorities are set out in Table 1 overleaf, and the required reduction totalled for the Berkshire area is shown below.

Chart 4



**Table 1 Confirmed LATS allocations for the six Berkshire Unitary Authorities**

Year	DEFRA Allocation of BMW to Landfill (tonnes)							Comments
	Bracknell Forest	Reading	Slough	West Berks	Windsor M'head	Wok'ham	Total Berks	
Base Year 2001/02	40,955	56,249	41,971	51,493	48,746	41,399	280,813	
2005/06	39,630	54,127	40,428	49,585	47,342	40,239	271,171	Year on year percentage reductions (or increases) of 10/15/20/25/30% of the difference between the base year and the 2009/10 allocation, for the scheme years 2005/06 to 2009/10 respectively.
2009/2010	27,703	35,028	26,542	32,410	34,708	29,804	186,195	A reduction of equal instalments between 2009/10 and 2012/13 targets.
2012/2013	18,452	23,331	17,679	21,587	23,118	19,851	124,018	
2019/2020	12,911	16,326	12,370	15,105	16,176	13,891	86,779	A reduction of equal instalments between the 2012/13 and 2019/20 targets.

Source: DEFRA February 2005

**Planning Policy Statements****PPS 10 - Planning for Sustainable Waste Management**

- 36 PPS10, was adopted in July 2005. In this statement the waste hierarchy continues to be placed at the heart of the policy statement while there is increased emphasis on waste as a resource. The concept of communities taking more responsibility for the management of the waste they create is an important theme and although the proximity principle is not mentioned specifically, the need to minimise the transport of wastes for management and disposal is emphasised. Importantly, an earlier requirement for Best Practicable Environmental Option (BPEO) assessments to support waste management proposals has been replaced by Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) at the plan-making stage.
- 37 While the BWLP continues to reflect the main principles of PPS10, the publication of this new advice emphasises the need for a thorough review of policies and proposals, currently taking place through preparation of the JMWDF.

**Regional Level****Regional Planning Guidance 9**

- 38 Regional Planning Guidance is produced for each of the Regions in England by Regional Assemblies made up of representatives of Local Authorities within the region. Berkshire falls within the South East Region. The current guidance for the South East is RPG9, adopted in March 2001. This sets out a regional framework for the preparation of Development Plans for Local Planning Authorities within the Region. Its vision is to encourage economic success throughout the region, to ensure a higher quality of environment and to secure a more sustainable pattern of development.

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- 39 The Guidance notes that London exports a significant amount of waste for treatment and disposal in the Rest of the South East (ROSE) area. The strategy for waste from London is noted as being to achieve a gradual reduction, but it is acknowledged that there is likely to remain a significant amount of waste exported from the conurbation, at least in the short term. Use of non road-borne modes of transport for waste is noted as an objective, and the need to protect and retain rail freight facilities that may be used for waste is highlighted.
- 40 Regional Planning Guidance for the South East is currently being reviewed and the new guidance will be called the South East Plan. Under the new planning regime the South East Plan will have greater weight in directing future planning decisions than the RPG had previously, since it will form part of the Development Plan.

### ***Regional Waste Strategy***

- 41 The partial reviews of Regional Planning Guidance Note 9 (RPG9) the South East England Regional Assembly (SEERA) involves preparation of a Regional Waste Strategy for the region.
- 42 The draft strategy was published in March 2003 and subject to an Examination in Public in autumn 2004. The report of the EiP Panel was published in early 2005, and proposed changes in response to this were published in August 2005. It is proposed to adopt the strategy in 2006.
- 43 The proposed RWS sets regional targets for diversion from landfill (Policy W5), recycling and composting (Policy W6), and also seeks to identify sub-regional waste management capacity requirements (Policy W7). Policy W6 generally sets more ambitious targets at the regional level than set nationally.
- 44 The RWS also sets different figures for recovery, which at 35% in 2005 is lower than the national target of 40%, but thereafter increase rapidly with 52% at 2010 (against 45% national target) and 74% in 2015 (against 67%).
- 45 All the policies in the Strategy are expressed at regional level apart from W7 which identifies required tonnages to be managed for municipal solid waste (MSW) and commercial and industrial waste (C&I). The figures in Policy W7 continue to be refined at the time of preparing this Monitoring Report.
- 46 In advance of adoption the new Regional Waste Strategy, the most up to date detailed guidance on waste planning issues in the South East region (pre-2001 boundary) continues to be SERPLAN's Sustainable Waste Strategy for the South East (SERP 160), issued in 1997, and which the adopted BWLP takes account of.
- 47 Clearly, the adopted BWLP does not address the changed targets emerging in the RWS and therefore the new JMWDF will need to accommodate these targets in its approach to providing for future waste management capacity requirements. However, the BWLP has provided sufficient latitude in its Preferred Areas and Preferred Areas of Search approach to meet demands for increased waste management capacity in the period since 1998.
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**South East Regional Waste Management Statement**

- 48 In November 2002 SERTAB (the Regional Technical Advisory Body for the SE, established to inform and advise the regional planning body on regional waste issues) published its South East Regional Waste Management Statement which:
- Sets out the EU, national and regional policy drivers, targets and obligations for changing waste management in the future
  - Forecasts future wastes to be managed in the region to 2025
  - Describes the existing and planned waste management infrastructure
  - Quantifies the gap between waste management capacity and future capacity and future capacity requirements, and
  - Provides a sustainability appraisal of the scenarios.
- 49 The Statement shows that 43% of waste management facilities in the region at present are landfill sites and a further 40% are 'recycling sites' which includes materials recovery facilities and some waste transfer stations. It concludes that landfill sites present the largest capacity currently available for waste management in the region (68.2% of all capacity at 2002/3) with just over 20 million tonnes of capacity available. It also concludes that, on the basis of existing and planned waste management capacity, waste arisings in the region will exceed capacity available by 2005.
- 50 Concerning the export of London's waste to surrounding areas – a matter already covered by RPG9 (see above) – the statement takes account of the Environment Agency's Strategic Waste Management Assessment for London and the Mayor of London's 2001 draft Municipal Waste Management Strategy. It concludes that, as targets set in Waste Strategy 2000 for the diversion of wastes from landfill are met, the quantities of waste exported from London to surrounding areas will fall from the present figure of over 3 million tonnes, but that a total of nearly 1.7 million tonnes of waste will still be being exported in 2024/25. The scenarios set out in the Strategy assume that only wastes requiring landfill (i.e. residues) will be exported from London and that the South East Region will have no provision for waste management facilities higher up the waste hierarchy to meet London's needs.
- 51 The main purpose of the Statement was to inform preparation of the Regional Waste Management Strategy referred to above.

**Local Level**

- 52 As well as the BWLP, other documents that are particularly relevant to future planning for waste management in the Berkshire area are:

**Berkshire Structure Plan**

- 53 A review of the 1995 Berkshire Structure Plan was initiated in mid-1999 to produce a replacement plan to be known as the 'Berkshire Structure Plan 2001-2016'. The new Plan was the subject of an Examination in Public in September 2003, but the Plan's waste policies were not selected for discussion.

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- 54 Following receipt of the report of the EiP Panel in December 2003, the Joint Strategic Planning Committee advanced the new Structure Plan and it was adopted in July 2005. Since the waste policies were not reviewed, the BWLP continues to accord with the current Structure Plan.

### **The Overall Strategy of the Waste Local Plan**

- 55 Work on the preparation of the BWLP began when there was no clear national or wider guidance on the route to be followed in drawing up a waste management strategy. It was therefore to a large extent evolved from 'first principles'.
- 56 Since then, the guidance that has emerged at regional, national and EU level has come to very similar conclusions on broad strategic issues to those contained in the BWLP. Thus the key features of the waste management strategy set out in the BWLP are all now reflected in wider guidance to a greater or lesser extent, and to that extent the adopted plan remains synchronised with the evolving wider policy framework.

### **Targets**

- 57 A common feature of many of the recent advisory or statutory documents is the inclusion of targets for the reduction of the amount of waste to be handled by various dates, and/or the amounts of particular types of waste to be recycled. The charts below compare the targets in the various documents, and also include the latest available 'actual' figures for England & Wales, and for Berkshire.
- 58 Its is not straightforward to compare the targets in the various documents, because different documents express their targets in different terms – for example 'reduce' in some targets, 'recover' in others, and 'recycle' in yet others.
- 59 The BWLP targets are expressed purely in terms of proportions of different types of waste that are to be recycled, whereas the various targets in the national waste strategy include provision for recycling, composting and Energy from Waste. In practice, this means that the recycling targets in the BWLP are higher than those in national guidance. For example Waste Strategy 2000 proposes to recycle or compost 25% of household waste by 2005, while the BWLP proposes recycling the same proportion of waste by 2000/01; and while the national target is to recycle or compost 30% of household waste by 2010, Berkshire seeks to recycle a higher proportion of such waste (35%) by an earlier date (2005/06), leaving aside any contribution from composting.
- 60 The differences between the Berkshire targets and those of national guidance may be subject to review as a result of the Local Development Framework process and in light of the content of revised national and regional guidance. One difficulty faced is some targets set in both Berkshire and national policy documents are not being achieved either in terms of overall waste reduction, or recycling. This is not unique to Berkshire, and is a matter that requires review in the forecasting of future waste management capacity needs, and the types of management capacity being planned for.
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Chart 5

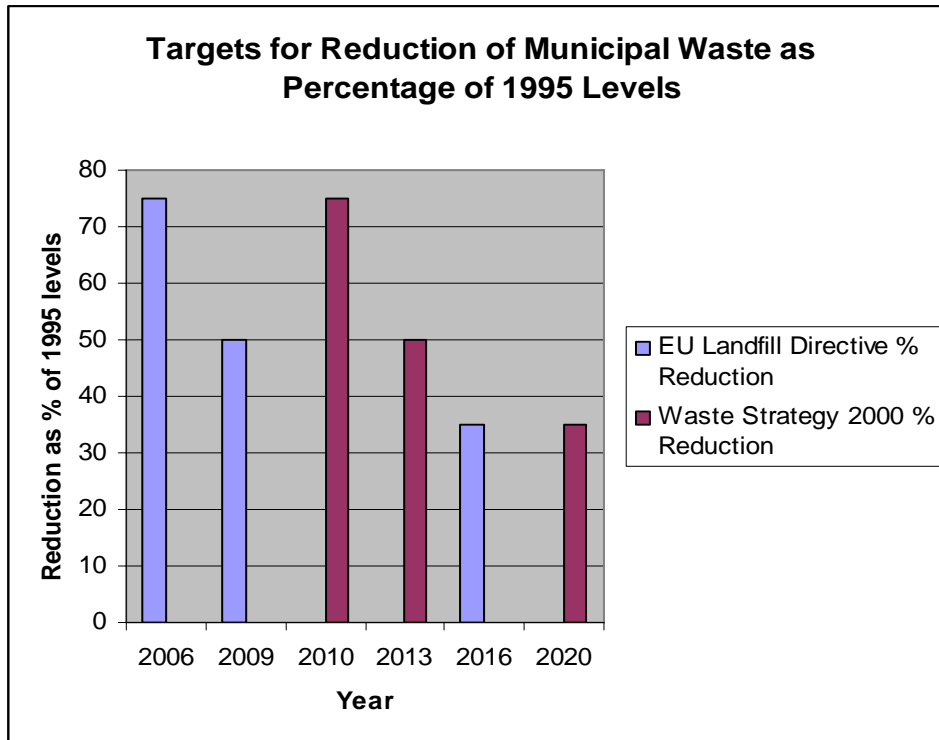


Chart 6

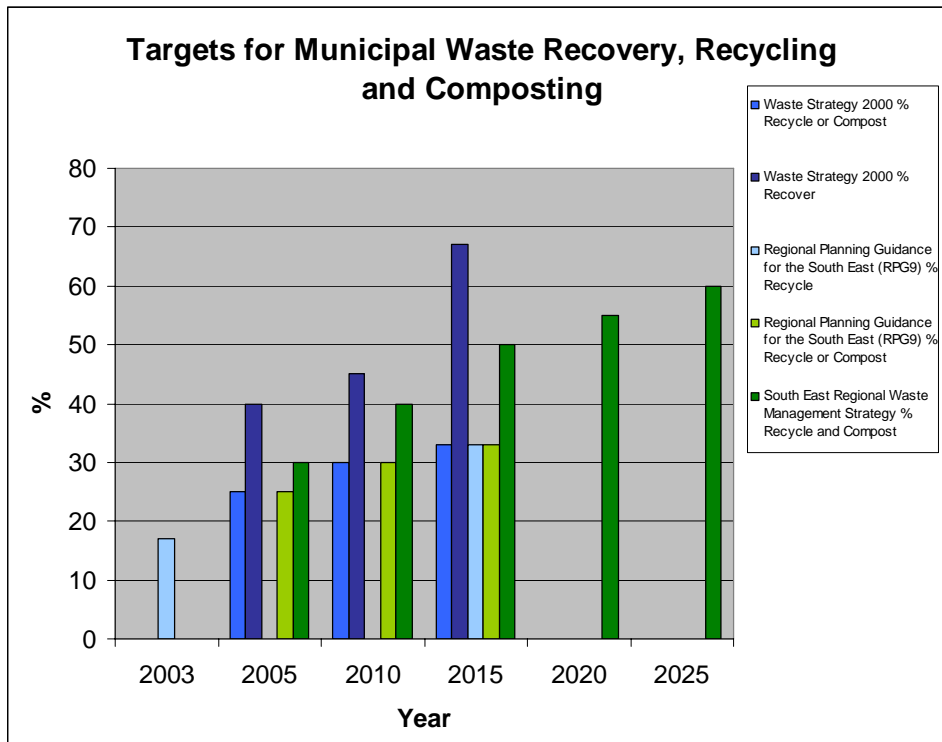


Chart 7

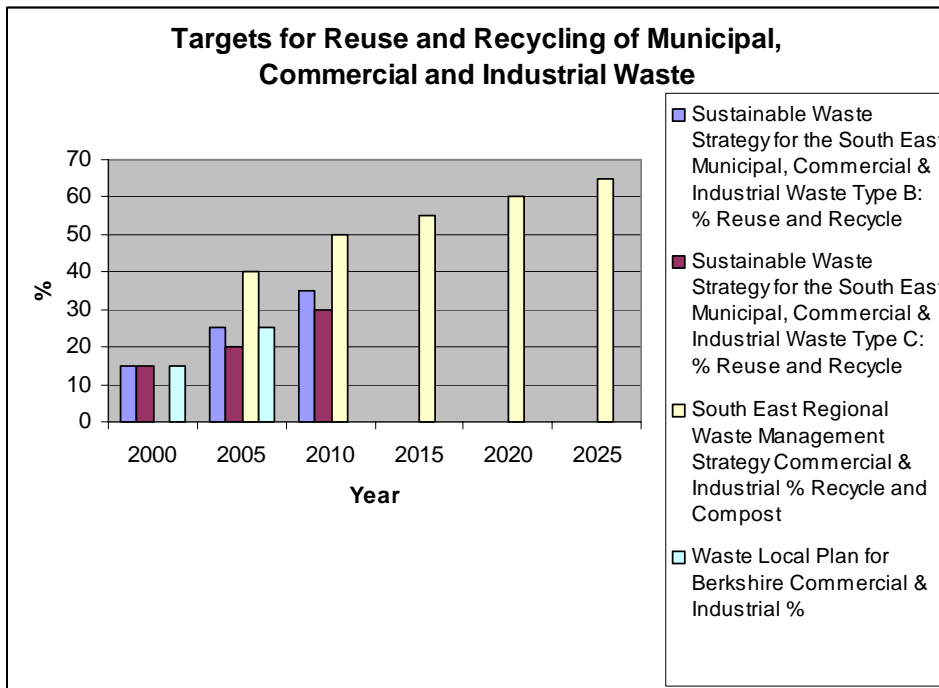
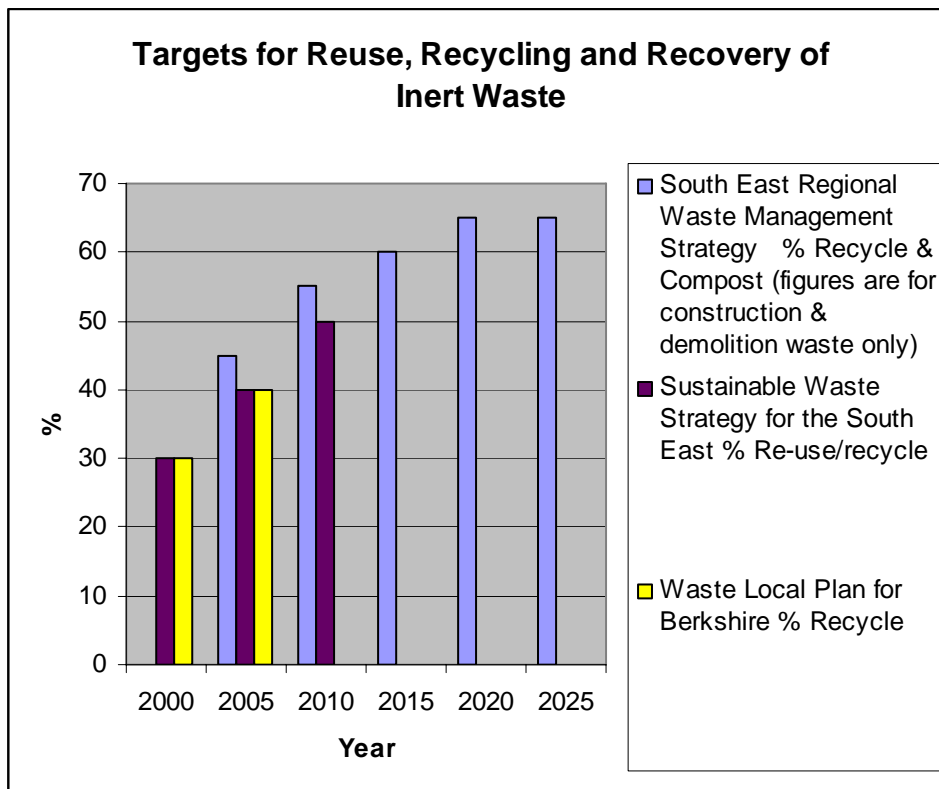


Chart 8



61 As can be seen from the above charts, the targets set at EU, national, regional and local level for waste reduction are. One trend, however, is clear and that is the drive to reduce, recover and recycle waste at an increasing rate over the next twenty years, across all levels of government. The main thrust is towards waste reduction and diversion away from landfill.

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- 62 As can be seen from the above charts, the waste targets set for Berkshire only cover a five year period up to 2005/6. These will be reassessed as part of the JMWDF process, and reflect the government's ongoing targets for waste reduction for a further ten years.

### **IMPLEMENTING THE PLAN**

- 63 Planning applications for waste-related development are normally submitted by private companies or individuals. The proposals of the Waste Local Plan are not a 'programme of work' for the waste planning authorities: the facilities described in the Plan will only be put in place if the private sector judges it appropriate to submit a planning application for them.
- 64 Implementation of the Plan's policies and proposals therefore has two elements. Firstly, it is for the private sector to submit planning applications (and, if permission is granted, to put the facilities into place). Secondly, it is for the local planning authorities – in Berkshire, the six Unitary Authorities – to apply the Plan's principles when deciding whether or not to grant planning permission for these applications.
- 65 Applications have been submitted both inside and outside the WLP's Preferred Areas. Not all applications within the Preferred Areas have been approved, and they have been refused if the details of the proposal were judged to conflict with the general development control policies of the Plan, or if the application did not adequately address all of the Plan's detailed requirements for the site in question. Equally, not all applications outside the Preferred Areas have been refused, because the policies of the Plan are drafted with sufficient flexibility to allow various types of waste-related development to be carried out at locations outside the Preferred Areas in appropriate circumstances. It is a matter for the judgement of individual Unitary Authorities whether these circumstances have been met in any particular case.
- 66 As well as dealing with planning applications, the Unitary Authorities are also responsible for taking enforcement action against developments carried out in breach of planning control.

### **STATISTICS**

- 67 Statistics on the amounts of waste arising and treated are now gathered by the Environment Agency. Since the statistical base of the Waste Local Plan was finalised, the EA has produced three sets of statistical data covering Berkshire and the South East:
- 68 South East England: Strategic Waste Management Report on the 1996 Survey (published in 1998 and giving details for calendar year 1996)
- 69 Strategic Waste Management Assessment 2000: South East (published in 2001 and giving details for the municipal year 1998/99; referred to elsewhere in this chapter as 'SWMA')
- 70 Details for municipal year 2000/01 were included in the Regional Waste Management Statement published during 2002 and these remain the most up to date figures pending publication of the next SWMA, currently expected in Autumn 2005.
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- 71 Unfortunately the information in these three sources has not always been collected on the same basis, and so their results are not always directly comparable. They should not therefore be regarded as providing a consistent set of 'time series' data.
- 72 The figures from the Regional Waste Management Statement, as well as being the most recent, are also regarded as being the most reliable. Details for Berkshire are set out in Sections A to C below; they are taken, or derived, from Tables A1.1, A1.2 and A1.4 in the Regional Statement. The figures in Section D are taken from the SWMA, as there is no equivalent data in the 2002 Regional Statement.

### WASTE ARISING IN BERKSHIRE

- 73 No reliable figure is currently available for total waste arisings in Berkshire in individual recent years. As noted earlier, this is a matter of concern, as it is necessary to continue to refer to data from earlier monitoring reports. Table 2 below provides the best available estimate and uses data collected by the Environment Agency for the whole of the south-east region between 1<sup>st</sup> April 2002 to 31<sup>st</sup> March 2003 as part of the Strategic Waste Management Assessment. The level of accuracy is not certain, and may be partly judged in the context of municipal waste, since the figure provided by the waste collection authorities for the same period is about 450,000 tonnes as opposed to the almost 500,000 tonnes suggested in the table.

**Table 2 Estimated waste arisings in Berkshire 2002-2003**

	Landfill	Transfer Stations	Civic Amenity	Treatment	MRF	Total
Inert C&D	922,655	246,276	5,287	325,114	0	<b>1,499,332</b>
Special	14,995	10,321	125	15,416	395	<b>41,252</b>
Municipal	198,858	223,881	43,425	32,574	0	<b>498,738</b>
Industrial/ Commercial	230,435	169,848	0	104,235	54,687	<b>559,205</b>
<b>Total</b>	<b>1,366,943</b>	<b>650,326</b>	<b>48,837</b>	<b>477,339</b>	<b>55,082</b>	<b>2,598,527</b>

Source: EA Strategic Waste Management Assessment

- 74 There is no up to date reliable figure for wastes imported or exported in/out of Berkshire, and no reliable date for wastes other than municipal waste managed in the plan area.
- 75 With regard to remaining void space, SEERA commissioned a study published in June 2004 (Waste Management Capacity in the South East Region), which estimated capacity based on a questionnaire survey of local authorities and operators.
- 76 This study concluded that there were 26 landfill sites in Berkshire, of which 15 were inert and 11 non-hazardous, i.e. able to receive wastes including household, but not 'special' waste. These offered a total capacity at the end of 2003 of about 15 million tonnes, made up of about eight million tonnes inert, and seven million tonnes non-hazardous.

- 77 The number of landfill sites, and other waste management facilities for Berkshire in 2003 are given below. A review of sites and their planning status, based on information from the Unitary Authorities is presented at Appendix Bii.

**Table 3 Waste Management Facilities in Berkshire, 2003**

Type of site	Berkshire	Type of site	Berkshire
Inert landfill	15	MRF	1
Non-hazardous landfill	11	Other physical treatment	4
Hazardous landfill	0	Crushing/screening of C&D waste	5
Composting	2	Specialist incineration	2
Sewage treatment	0	Non-specialist incineration	2
Other biological treatment	0	Civic amenity site	8
Chemical/physico-chemical	0	Hazardous/special waste transfer	2
Vehicle dismantlers	3	Other transfer	6
Metal recyclers	5		

Source: Waste Management Capacity in the South East Region, SEERA, 2004

**Table 4 Berkshire Estimated Annual Waste Management Capacity (2003-04)**

Type of site	Capacity (000 tpa)
Landfill – inert	592
Landfill – non hazardous	1,169
Landfill – hazardous	0
Sewage treatment	0
Composting	85
Other biological treatment	0
Chemical/physico-chemical	0
Vehicle dismantlers	37
Metal recyclers	110
MRF	70
Other physical treatment	452
Crushing/screening of C&D waste	159
Specialist incineration	70
Non-specialist incineration	414
Civic amenity site	55
Hazardous/special waste transfer	20
Other transfer	103
<b>Total (not including sewage treatment, CA sites or transfer)</b>	<b>3,158</b>

Source: Waste Management Capacity in the South East Region, SEERA, 2004

- 78 The total annual capacities of these facilities as at 2003/04 was estimated in the 2004 SEERA report and are given in Table 4 above. Some of these are clearly incorrect (e.g. sewage treatment) and this is due to the response rate received to the survey on which the data are based. It should be noted that the annual capacity of existing landfill facilities is finite and will only continue while capacity remains at those sites, which will not be for the life of the JMWDF.
- 79 Future waste arisings have been forecast based upon the best available data. Table 5 sets out the projected waste arisings for the whole of Berkshire at 2016. The figures are based on a recent survey by Environmental Resource Management Ltd (ERM) of waste arisings in Berkshire and give an indication of the projected waste arisings based on targets set at national and regional levels. These data are likely to be revised as more up to date information becomes available, and will be re-visited in future annual monitoring reports.

**Table 5 Projected Waste Arisings for Berkshire (2016)**

<b>Projected Waste Arisings for 2016</b>				
	<b>MSW</b>	<b>C&amp;I</b>	<b>C&amp;D</b>	<b>Total</b>
<b>Existing arisings (tonnes per annum)</b>	460,000 <sup>1</sup>	650,000 <sup>2</sup>	1,800,000 <sup>2</sup>	2,910,000
<b>Forecast arisings 2016 (tonnes per annum)</b>	560,000 <sup>3</sup>	970,000 <sup>2</sup>	1,800,000 <sup>2</sup>	3,330,000
<b>Recycling and composting target 2016 (%)<sup>4</sup></b>	50	55	60	
<b>Other' recovery target (%)<sup>4</sup></b>	24	20	21	
<b>Existing recycling rate (%)</b>	15.2 <sup>5</sup>	35 <sup>2</sup>	33 <sup>6</sup>	
<b>Additional recycling required (tonnes per annum)<sup>7</sup></b>	195,000	194,000	486,000	875,000
<b>Additional 'other' recovery required (tonnes per annum)</b>	135,000	194,000	378,000	707,000
<b>Total additional recovery required (tonnes per annum)</b>	330,000	388,000	864,000	1,582,000
<b>Landfill capacity requirement<sup>8</sup></b>	146,000	243,000	342,000	641,000

Sources/Notes:

1 DEFRA Municipal Waste Management Survey 2002-03

2 South East Regional Waste Management Statement 2002

3 Emerging SE Regional Waste Management Strategy forecast based on last five years' growth rate and long term pattern

4 Draft South East Regional Waste Management Strategy, Proposed Changes August 2005

5 Average across Berkshire Unitaries 2002-03

6 2001 C&amp;D Survey carried out by Symonds/WRC for ODPM.

7 Difference between 2016 recycling target and current rate applied to 2016 arisings figure

8 In that year

NB, All figures are rounded

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## SUMMING UP

- 80 This section of the Monitoring Report summarises the position on certain basic issues regarding the content of the BWLP, and considers in general terms the aspects of the Plan that need to be reviewed through the process of preparing the MWDF.

### Soundness of the Plan's Key Assumptions

- 81 The BWLP generally accords with the underlying principles of national guidance on waste management and waste planning. In particular, the basic premise of the BWLP – that there is a pressing need to change attitudes to waste and waste management, and to introduce new approaches to dealing with waste – has proved to be well-founded, and is now supported by a steady stream of guidance documents at national and indeed international level.
- 82 Although the general approaches of the BWLP and emerging national guidance are essentially similar, there are some differences of emphasis at the more detailed level, in particular regarding the position of incineration in the hierarchy of priorities. However, the attitude to this technology which is expressed in Berkshire results from the legitimate exercise of local choice in the preparation of the BWLP. The position has been somewhat overtaken by the granting of consent for the Colnbrook incinerator in Slough, a permission that has now been commenced, and the facility now forms a key part of a number of the MWMS of the Unitary Authorities in Berkshire.
- 83 The waste minimisation and recycling targets referred to in the BWLP are in broad accordance with the general thrust of emerging national policy, even though there are some differences of detail.
- 84 The BWLP is premised on an assumption of a 1% per year reduction in the amount of all waste requiring treatment (WLP para 3.29). In practice, this has not been borne out and there has been growth in waste arisings. Both in Berkshire and nationally, rates of waste arisings have risen in recent years faster than had been envisaged. The effect of this unexpected change has been to make the Plan's targets (and those in national and regional guidance) that much harder to achieve, since the reductions required by those targets are based on lower levels of waste creation than are actually happening. Thus for example the percentage diversions required under the Landfill Directive are based on 1995 'actual' figures. Since more waste is now being produced than in 1995, the tonnage that must be diverted away from landfill to achieve the required targets is much greater.
- 85 The same applies, on a smaller scale, in relation to the targets in Berkshire. Whilst the principles behind the targets in Berkshire remain sound, the rate of growth in waste arisings experienced over most of the plan period to date and, as far as can be told, across most of the waste streams, must cast at least some doubt on their realism and 'achievability'. At the same time, the increased volumes of waste being created suggests that there is a case for reviewing the level of provision for different types of facility made in the BWLP, as part of the JMWDF.
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## Appendix Bii – Waste Management Facilities in Berkshire

<b>Slough BC</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Sutton Lane, Colnbrook (Biffa)	Inert, commercial, industrial landfill	Permission granted in 2000 to increase void space by c.500,000m <sup>3</sup> and to extend life of facility to 2010 Permission granted 2003 to alter phasing and pre-settlement contours, and hence capacity Current application (September 2005) for engineering of discrete cells to allow deposit of a range of hazardous wastes
Longford II, Poyle	Inert, industrial landfill	<i>Restored</i>
<i>Manor Farm</i>	<i>Landfill</i>	<i>WLP; No planning application. On-site contaminated soil only.</i>
<i>North of Horton</i>	<i>Landfill</i>	<i>WLP; No planning application</i>
Slough Estates Power station, Slough	Incineration	Built/operational
Grundons CWI, Colnbrook	CWI	Planning permission granted June 2000; pre-commencement conditions discharged and development has commenced
Grundon, Colnbrook	Incineration with energy recovery	Planning permission granted June 2000; pre-commencement conditions discharged and development has commenced
Grundon, Colnbrook	Clinical Waste Incinerator	Operational; planning permission to extend facility to increase capacity to 2 tonnes/hour not implemented (Superseded by Energy from Waste/Clinical Waste Incinerator/Materials Recycling Facility permission)
Chalvey Waste Transfer Station	Other recycling/ reuse - non inert, difficult, special, metal	

Langley Tyre Co, Slough	Recycling/ Reuse	
Lanz, Rosary Farms, Poyle	Recycling/ Reuse - Inert and some non inert	Permanent planning permission granted for facility in February 1999. Permission granted subsequently for relocation of sorting hall: built but trommel etc not installed. Permission granted in 2000 for workshops and offices: under construction.
W N Thomas/ Belmont Works, Slough	Recycling/ Reuse - Scrap metal	Planning permission granted October 2000 for recycling centre amongst other uses; that part of permission is being held in abeyance
Bruce Bishop, Slough	Recycling/ reuse - Scrap metal	
Grundon MRF, Colnbrook	Other recycling - sorting and baling	
Colnbrook Rail Depot	Recycling/ Reuse - Inert, Other recycling/ reuse - non inert,	
Fairlie Road (took over Fibre Fuel Plant),	Other recycling - non inert, other - makes waste derived fuel pellets for Slough Power Station	Built and operational
Slough Goods Yard, Slough	Other recycling/ reuse - non inert, difficult, special, metal	Planning permission granted June 1999
Wiggins Transport Ltd, Poyle	Recycling/ Reuse - concrete crushing	Enforcement notice required cessation of importation of materials for recycling in April 2002, and cessation of recycling by October 2002 with restoration of site by spring of 2003 currently being pursued further
Manor Farm, sewage works, Poyle	Other recycling/ reuse - difficult, special	Permitted as part of T5 permission, 2001 Under construction
Slough Estates	Other recycling/ reuse - metal, difficult, special, non inert, other - waste derived fuel	WLP; No planning application

Chalvey Waste Transfer Station	Civic Amenity Site	Permission granted 2003 for redevelopment of Chalvey waste station for new civic amenity site and new trade waste shed. Constructed and operational
Grundon MRF, Colnbrook	MRF	Planning permission granted June 2000; pre-commencement conditions discharged and development has commenced
Chalvey Waste Transfer Station	Waste Transfer Station	Permission granted 2003 for redevelopment of Chalvey waste station for new civic amenity site and new trade waste shed. Constructed and operational
W N Thomas, Slough	Waste Transfer Station	
Grundon MRF, Tanhouse 22	MRF	Temporary planning permission granted 2001 for 5 years for MRF. Application for permanent retention of the MRF and permission for use of part of the site for further segregated waste bays agreed in principle in 2004 but awaiting S106  Built and operational

<b>RBWM</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Shorts of Ascot, St Georges Lane, Ascot	Landfill	Landfilling continues on a small-scale, intermittent basis.
Sheephouse Farm, Maidenhead (Summerlease)	Landfill	Still temporarily closed. May be resumed in the next 12 months
Strande Castle, Maidenhead(Summerlease)	Landfill	Landfilling long since completed. Not clear whether licence has been surrendered
Hythe End Road, Wraysbury	Landfill	
<i>Riding Court Farm, Datchet</i>	<i>Landfill Engineering</i>	
Kimbers Lane	Other - Soil screening and improvement	
DD Horwood, Maidenhead	Recycling/ Reuse - Scrap Metal	Operational. Planning permission granted c2003 to extend the range of wastes that may be recycled at the site – not known if this has been implemented
Shorts of Ascot, St Georges Lane, Ascot	Other recycling/ reuse - Commercial & Industrial	Site is still operating, but there is no longer a planning permission in place.
Braywick MRF, Stafferton Way, Braywick, Maidenhead	Recycling/ Reuse	
<i>Hindhay Quarry, Pinkneys Green</i>	<i>Recycling / Reuse - Inert</i>	
<i>Braywick CA Site</i>	<i>Other recycling/ reuse - metal, difficult, special, non inert</i>	
<i>Plant site, Monkey Island Lane</i>	<i>Other recycling/ reuse - non inert</i>	
Braywick Civic Amenity Site, Stafferton Way, Maidenhead Berkshire	Civic Amenity Site	

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<i>Riding Court Farm, Datchet</i>	<i>Composting</i>	
Onyx		Site is operational. Planning permission granted 2003 for change from a MRF to a transfer station.
Kingsmead, Horton		Temporarily closed as a landfill site. Will resume when mineral extraction resumes at the site.
Reading Quarry, Pingewood (John Mould)	Landfill	

<b>West Berkshire</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Hermitage Farm, Oare	Landfill	Infilling complete. Part in aftercare part awaiting re-instatement. Not receiving any waste
Beenham Stage IV, Beenham	Industrial and commercial landfill	In Aftercare therefore no waste importation
Larkwhistle Farm, Brimpton	Inert Landfill	Infilling complete. In Aftercare therefore no waste importation
Field Farm I, Theale	Landfill	
Bath Road I, Midgham Quarry (Grundon)	Landfill	Extraction and infilling taking place
Poors Allotment, Ufton Nervet (Alan Hadley)	Landfill	Infilling complete. Awaiting tree planting (restoration to forestry)
Hérons Nest I, Theale	Landfill	Understand that infilling has now ceased - may be linked to Herons Nest below
Hérons Nest II, Theale (Hanson)	Landfill	Infilling taking place
Copyhold Farm, Hermitage (RK Eggleton Ltd)	Landfill	Active site. Some land raising taking place to improve drainage
Standen Manor Estate, Hungerford	Landfill	
Barton Court III (landfill), Kintbury (Hills Waste & Minerals)	Landfill	Extraction and infilling taking place
Bath Road III (Grundons)	Landfill	
Bath Road II (Marleys)	Landfill (currently extraction but landfill once complete)	
AWE, Aldermaston	Trade effluent	Active site.
Cleansing Services, Newbury	Separation of oil and water sludge	Active site

Computer Salvage, Newbury	Electronic equipment recovery	Active site
Membury Aerodrome	Solvent recovery	Understood that this is an active site
Whitehouse Farm, Aldermaston (John Stacey & Sons Ltd)	Recycling/reuse - Inert. Other recycling/reuse - non inert, metal, difficult, special	Active WTS. Inert and skip waste transfer and processing - operated by John Stacey so may be one of the above sites
Passeys Scrapyard, Newbury	Metal Recycling	Active site
Old Stocks Farm	Recycling/ reuse - skip waste sorting area (waste transfer only - no processing capacity)	Active site. See Waste sorting and transfer sites
Barton Court II (WTS), Kintbury (Hills Waste)	Recycling/ reuse WTS, Concrete crushing	All infill ceased - remaining void space being used as WTS and WPF(see below) - if permanent WTS not retained infilling will continue
Poors Allotment II (WTS), Ufton Nervet (Alan Hadley Ltd)	Recycling/ reuse concrete crusher and WTS	Infilling complete. Awaiting tree planting (restoration to forestry)
Hérons Nest, Theale	Other recycling/ reuse - Commercial & Industrial	Understand that infilling has now ceased - may be linked to Herons Nest below
Rivar Preferred Area 2, Newbury	<i>Recycling/ reuse</i>	
CSG II, Newbury	Recycling/reuse - drummed waste WTS	Active site.
The Hanger, Sheffield Bottom (H O'Donnell)	<i>Other recycling/ reuse non inert</i>	Unlawful site - Still active. Site due to close in near future- whole site has permission for office/light industrial use
Colthrop	<i>Recycling/ Reuse - Inert, Other recycling/ reuse - non inert, metal, Incineration with energy recovery. Other waste derived fuel</i>	Permission granted for waste transfer station and inert waste processing facility - not implemented to date
Lower Farm, Greenham	<i>WTS Concrete Crushing</i>	Active site. Temp inert waste transfer station - recent planning app to erect bays and store glass - some on site processing (campaign basis)
Field Farm II, Theale	<i>Recycling/ reuse MRF, concrete crushing</i>	Infilling complete. Awaiting final re-instatement and restoration (same site as Field Farm IIB and III)
Greenham Common	<i>Recycling/ Reuse - Inert, Other recycling/ reuse - non inert, metal, composting</i>	3ha area designated for waste uses
Blue Circle Site, Theale	<i>Other recycling/ reuse - non inert, metal, difficult, special</i>	Lafarge have re-opened site as a bulk cement depot

ARC Plant Site, Sheffield Bottom	<i>Recycling/ Reuse - Inert, Other recycling/ reuse - non inert, metal, composting</i>	Still utilised as gravel processing and offices – Possible operator intent to relocate recycling function from Field Farm Theale to this site in the future
Knott Lane, Beenham	<i>Other recycling/ reuse - inert, metal, difficult, special</i>	Southern half - car park, Northern half breakers yard / scrap yard
Padworth Sidings,	<i>Other recycling/ reuse - non inert, metal, difficult, special</i>	Active WTS. Skip waste sorting facility. Key site for local authority MWMS integrated waste management facility
Copyhold Farm MRF, Hermitage	MRF	Active site.
Beenham MRF, Beenham	MRF	Active site.
Barton Court I ( Landraising GPDO), Kintbury	Landraising for agricultural improvement under GPDO not a landfill site	Landraising has been taking place to improve land for use as agriculture - may now have ceased.
AWE II (Radioactive Waste Treatment Plant), Aldermaston	Radioactive aqueous waste treatment plant	Active site
Beenham Landfill Site, Beenham	Composting	Active Site
Moores Farm	Landfill	Active Site
Kennetholme Farm		Permission granted for gravel extraction and inert infill - recent application to alter method of working
Dark Lane	Landfill	Landfill - due to be completed May 2005 - application submitted to extend operations till Dec 2005
Reading Quarry	Waste Transfer Site	Active WTS. Inert and skip waste transfer and inert processing
Clembins	Waste Transfer Site	Active WTS. Skip waste sorting facility - established use
Weirside	Waste Transfer Site	Active site. Unlawful site inert WTS and WPF - Enforcement notice issued and appealed
Thornford Road	Waste Transfer Site	Active site. WTS - awaiting retrospective planning application to regularise the site.
Sheepdrove Farm	Composting	Application requested to regularise

<b>Wokingham</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Whistley Mill IV, Hurst (Summerlease)	Landfill	Expires September 2005
Star Works, Knowl Hill (Grundon)	Landfill	
Whistley Court/Lea Farm, Hurst (Summerlease)	Landfill	Expires September 2005
Blackbushe Metals, Wokingham	Recycling/ reuse - scrap metal	
Bennet Commercials, Wokingham	Recycling/ reuse - scrap metal	
J P Spares, Wokingham	Recycling/ reuse - scrap metal	
Wokingham Scrap Metals, Wokingham	Recycling/ reuse - scrap metal	
Berkshire Car Spares, Arborfield	<i>Recycling/ reuse - scrap metal (unauthorised and subject to enforcement)</i>	

<b>Reading</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Elliots Metals, Reading	Recycling / Reuse - Scrap Metal	
EGW Carter, Reading	Recycling / Reuse - Scrap Metal	
Clembins, Pingewood	Other recycling / reuse - commercial and industrial	
Island Road, Pingewood (John Mould)	Recycling/ reuse - inert	
Smallmead, Reading	Civic Amenity Site	
<i>Smallmead, Reading</i>	<i>Recycling/ Reuse - Inert</i>	
<i>Smallmead, Reading</i>	<i>Other recycling/ reuse - metal, difficult/special</i>	
<i>Smallmead, Reading</i>	<i>Incineration with energy recovery</i>	
Smallmead Farm A, Smallmead Farm A (RMC)	Landfill	
Reading Quarry, Pingewood (John Mould)		
<i>Smallmead, Reading</i>	<i>Landfill</i>	

<b>Bracknell Forest</b>		
<i>Sites not operational but with planning permission or identified in WLP/LDP shown in italics.</i>		
<b>SITE</b>	<b>OPERATION</b>	<b>CURRENT PLANNING STATUS</b>
Syngenta (formerly Zeneca), Maidenhead Road, Jealotts Hill, Warfield	<i>Incineration without energy recovery</i>	Planning permission granted 1991 for the erection of a building to house an incinerator including the demolition of the existing building used as incinerator. Facility has been in existence for many years and may be a lawful operation without planning permission.
(Shorts/Bracknell Forest Borough Council) Planners Farm, Bracknell Road, Winkfield	Composting	Deemed planning permission under General Regulation 3 (Local Authority Development) granted 1995 for the use of a building for the production of compost by organic process from the arisings of landscape operations with the addition of organic waste. Expansion of the composting operation allowed 2002 for the change of use of land from agriculture to concrete hardstanding for processing and composting of green waste (Now operational).
<i>Former timber yard, Englemere, North Ascot</i>	<i>Other recycling / reuse - non inert</i>	Site being used for the preparation, storage and distribution of timber and fencing materials as per planning permission 1999.

<p>Longshot Lane, Bracknell</p>	<p>Other recycling / reuse - Major recycling, metal, difficult/special</p>	<p>Planning permission granted in 1964 for the use of the site as a Refuse Tip.</p> <p>Planning permission granted in 1973 proposing a compactor.</p> <p>In 1978 Berkshire County Council sought observations on a proposal for a compactor, transfer pad and storage area.</p> <p>In 1986 Berkshire County Council sought observations on a proposal for the construction of a detached building to house compaction equipment and an extension to the existing concrete apron.</p> <p>Site being operated in accordance with planning permission granted in 1991 for the provision of new waste reception halls and the extension of the concrete apron which adjoins the existing tipping hall.</p>
<p>Jealotts Hill</p>	<p>Waste Transfer</p>	<p>Planning permission 1995 for the erection of a waste packing shed, mess room building and store after demolition of 3 buildings, re-arrangement and extension of site waste storage compound and erection of new storage gates.</p>
<p>Syngenta (formerly Zeneca), Maidenhead Road, Jealotts Hill, Warfield</p>	<p>Waste Transfer</p>	<p>Planning permission 620763 granted 27 June 1995 for the erection of a waste packing shed, mess room building and store after demolition of 3 buildings, re-arrangement and extension of site waste storage compound and erection of new storage gates.</p>

