

Central and Eastern Berkshire

Joint Minerals & Waste Plan

Safeguarding Study

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**WOKINGHAM
BOROUGH COUNCIL**

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Executive Summary

This Safeguarding Study considers the safeguarding of mineral resources and associated infrastructure, including that associated with waste management. The study covers the following issues:

- What is 'safeguarding'?
- Safeguarding in policy context;
- Safeguarding of minerals resources;
- Safeguarding of minerals infrastructure;
- Safeguarding of waste infrastructure;
- Long term strategic options;
- Implementation of safeguarding - Minerals and Waste Safeguarding Area and Minerals Consultation Area;
- Recommended approach to safeguarding for the Central and Eastern Berkshire - Joint Minerals and Waste Plan.

Safeguarding is a core element in delivering sustainable minerals and waste development. Safeguarding helps to protect important mineral reserves, as well as existing and potential minerals and waste sites from encroachment by non-mineral and waste development. Through the safeguarding of land, resources and infrastructure, planning authorities are afforded the ability to resist developments that could jeopardise planning options for future generations.

Safeguarding has an essential role to play in ensuring that there are enough minerals and waste developments and mineral reserves to secure the delivery of the Joint Minerals and Waste Plan.

Safeguarding of Minerals Resources

The safeguarding of mineral resources helps ensure a steady and adequate supply of material. Minerals are a valuable resource, which require protection from sterilisation, if they are to be kept available for society, by avoiding being built on by incompatible developments such as housing. This is vital to ensure the future economic stability of Central and Eastern Berkshire.

The principal geological deposits in Central and Eastern Berkshire, in economic terms, are the aggregate or construction minerals which comprise sharp sand and gravel. The safeguarding of these resources is based on data supplied by the British Geological Survey (BGS) about mineral considered to be economically viable for extraction. This data forms the basis of the Mineral and Waste Safeguarding Area (MWSA).

To protect both existing mineral workings and potential resources located within the MWSA, the use of 'buffer' zones should be considered. Buffers help to protect sites which may be threatened by other development occurring nearby.

Safeguarding of minerals infrastructure

Minerals infrastructure is vital to ensuring the steady supply of minerals. It also requires safeguarding due to the vulnerability to redevelopment pressures. This would ensure that the minerals planning authority is able to comment on, and resist any future developments which may have a negative impact on the existing operations.

The use of buffer zones can be implemented to ensure that the minerals infrastructure is not encroached upon by incompatible development. A buffer zone ensures that the relevant Mineral Planning Authority is consulted on development within a set radius to ensure that incompatible development (development which restricts the current or future operation of a site) is restricted.

Waste infrastructure

The Central & Eastern Berkshire Authorities have a network of waste treatment and transfer facilities which handle a range of commercial, industrial and household (and specialist) waste. These facilities are critical to meeting the long term waste management needs of the Plan area. In addition, a number of significant long-term movements of waste arisings from within the Plan area have been identified as moving outside of the Plan area for treatment.

Waste management sites are less geographically and geologically restricted than mineral sites, but can face pressures from incompatible non-waste development. It is important to avoid the loss of facilities or allocated waste management sites as this capacity may be difficult to replace elsewhere. This limits the ability to manage waste close to where it is generated and in sustainable locations in terms of transport, and the ability to maintain provision to meet waste management needs.

For this reason, it is proposed that all waste management sites should be safeguarded. It is recognised that it is not always appropriate to protect existing waste management sites from redevelopment or encroachment by other uses and therefore the removal of the safeguarding status will be considered in certain circumstances. The impact on the overall waste handling capacity would need to be assessed and any change in site use would need to be considered on a case by case basis to ensure sufficient waste capacity was maintained in the Plan area.

Long term strategic options

The Central and Eastern Berkshire - Joint Minerals and Waste Plan will cover the period up to 2036. However, it is recognised that there will be some issues which will influence the sustainability of the plan; such as limited supply of sand and gravel resources, infrastructure, and potentially the changing requirements of the industry. These will need to be taken into account in the plan policy to ensure the long term success of the plan.

The Study makes a number of recommendations for safeguarding policy formulation. These have been compiled using the evidence base prepared for the Joint Minerals and Waste Plan.

1. Introduction

- 1.1 This document supports the Central & Eastern Berkshire - Joint Minerals and Waste Plan (referred to as the 'JWMP') and considers the safeguarding of mineral resources and associated infrastructure as well as infrastructure associated with waste management.
- 1.2 The study covers the following:
- What is 'safeguarding'?
 - Safeguarding in policy context;
 - Safeguarding of minerals resources;
 - Safeguarding of minerals infrastructure;
 - Safeguarding of waste infrastructure;
 - Long term strategic options;
 - Implementation of safeguarding – Minerals Safeguarding Area & Minerals Consultation Area;
 - Recommended approach to safeguarding for the Central & Eastern Berkshire - Joint Minerals and Waste Plan
- 1.3 This study contains the most up to date information on safeguarding. If further information is obtained on safeguarding, the study will be updated as required.

2. Safeguarding

- 2.1 In order to secure a steady and adequate supply of mineral for communities and businesses, it is necessary to ensure that opportunities for extracting suitable mineral resources exist now and those required in the future are protected. This is known as 'safeguarding'.
- 2.2 Safeguarding resources ensures that the mineral is not permanently 'sterilised' by other non-mineral developments such as housing. Sterilised resources are considered to be unworkable as a result of the development as they can no longer be accessed. Safeguarding mineral resources does not provide a presumption for the working of the mineral, but is used to provide a greater level of protection and that the importance of the mineral resource is taken into consideration when determining applications for built development.
- 2.3 Safeguarding of mineral resources enables consideration to be given to preserving a mineral or to consider its 'prior extraction' in the event that land in which it is situated is proposed for a development. Prior extraction involves the removal of part or all of the mineral before any development takes place, as once built over the mineral would no longer be accessible.
- 2.4 In addition, associated minerals infrastructure and waste facility developments also require protection from encroachment of incompatible development (i.e. sensitive development such as houses, schools or hospitals). Health and community impacts as a result of operations at minerals and waste facilities can be unacceptable or untenable to new neighbouring development, which would previously have not been an issue. However good planning can help to minimise these impacts and ensure they are controlled.
- 2.5 The safeguarding of mineral and waste management infrastructure such as processing and treatment plants, wharves, rail depots, landfills and waste management facilities is vital. This infrastructure helps secure a steady and adequate supply of minerals and ensure there is capacity for the sustainable management of waste. It is often tied to certain locations, and those associated with good transportation links are not easily replaced. Infrastructure often needs to be sited in areas that are less sensitive to the operational impacts such as lorry traffic and noise. If infrastructure is 'lost' through the encroachment of incompatible uses such as housing, it may be difficult to find alternative locations to maintain capacity.
- 2.6 The approach to safeguarding has to be realistic in order to be deliverable and effective. Mineral deposits that are unlikely to be exploited in the foreseeable future may not need to be safeguarded.

2.7 Safeguarding land, resources and infrastructure allows planning authorities to resist developments that could jeopardise planning options for future generations. For this reason safeguarding is a core element in delivering sustainable development. However resisting incompatible development does not mean that no developments would be acceptable in the vicinity of safeguarded infrastructure. A variety of mitigation measures exist that could make neighbouring developments compatible with the requirements of minerals and waste infrastructure.

3. Policy Context

National Policy

Resource

- 3.1 National policy on the safeguarding of Minerals is contained within the National Planning Policy Framework¹ (NPPF). The NPPF recognises that minerals are essential to support economic growth. Since minerals are a finite natural resource and can only be worked where they are found, it is important to make best use of them to secure their long-term conservation.
- 3.2 The NPPF requires local planning authorities to identify areas where mineral of local importance could be extracted. These areas should be included in local plan policies.
- 3.3 The NPPF requires local planning authorities to make the following provisions:
- *‘Define Minerals Safeguarding Areas (MSA) and adopt appropriate policies in order that known locations of specific mineral resources of local and national importance are not needlessly sterilised by non-mineral development, whilst not creating a presumption that resources defined will be worked; and define Minerals Consultation Areas (MCA) based on these Minerals Safeguarding Areas;*
 - *Safeguard existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution of substitute, recycled and secondary aggregate material.’*
- 3.4 To meet the requirements of the NPPF, each mineral planning authority (MPA) is expected to create a MCA which will be used to consider the need to consult on non-mineral planning applications. The MCA is largely comprised of the MSA plus existing infrastructure.
- 3.5 MCAs should also be reflected in local development documents. This will be of particular relevance as the Central & Eastern Berkshire Authorities work together on cross boundary sites and with neighbouring mineral planning authorities and local planning authorities as well preparation of Local Plans as part of the wider Development Plan². It will maintain an understanding of the extent and location of mineral resource in their relevant areas.

¹ National Planning Policy Framework (2012)
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

² The Development Plan for Central and Eastern Berkshire includes the JWMP as well as the Local Plans being prepared by each of the unitary authorities.

Minerals Infrastructure

- 3.6 The NPPF requires Mineral Planning authorities to safeguard: *‘existing, planned and potential rail heads, rail links to quarries, wharfage and associated storage, handling and processing facilities for the bulk transport by rail, sea or inland waterways of minerals, including recycled, secondary and marine-dredged materials’.*
- 3.7 In addition, Mineral Planning Authorities are required to safeguard existing, planned and potential sites for concrete batching, the manufacture of coated materials, other concrete products and the handling, processing and distribution.
- 3.8 The NPPF also requires local plan authorities to *‘so far as practicable, take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials’.* Therefore sites which offer the opportunity to recycle aggregates should be afforded protection through safeguarding.
- 3.9 Infrastructure associated with mineral workings requires safeguarding to protect the future operation of a given site and aggregate supply. Guidance in the NPPF encourages local planning authorities not to permit development where it might constrain operations of mineral workings or negatively impact the potential future use.

Waste Infrastructure

- 3.10 National Planning Policy for Waste (NPPW) requires local planning authorities to *‘consider the likely impact of proposed, non-waste related, development on existing waste management facilities, and on sites and areas allocated for waste management’³.*
- 3.11 This requirement applies to local planning authorities at every level which includes districts and boroughs, county councils and unitary authorities. As unitary authorities, the Central & Eastern Berkshire Authorities are also the Waste Planning Authority.

³ Waste Guidance (2015) – DCLG <https://www.gov.uk/guidance/waste>

Current Central and Eastern Berkshire Policy

3.12 The currently adopted minerals plan is the Replacement Minerals Local Plan for Berkshire adopted in 1995 with subsequently adopted alterations in 1997 and 2001⁴. The Minerals Local Plan covers the administrative areas covered by the Central & Eastern Berkshire Authorities, as well as Slough Borough Council and West Berkshire Council. While this plan covers the period until 2006, the Secretary of State has directed that a number of policies be saved indefinitely until replaced by national, regional or local minerals and waste policies. For the Central & Eastern Berkshire Authorities, these saved policies will be replaced by the JMWP, when it is adopted. With regard to safeguarding, the existing saved policies include:

- Policy 1
- Policy 2
- Policy 2A
- Policy 26

Policy 1

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

Policy 2

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

(i) The mineral deposit is of no commercial interest, and is unlikely to be so in the future; or

(ii) Having regard to all relevant planning considerations, there is an overriding case in favour of allowing the proposed development to proceed without the prior extraction of mineral; or

(iii) Extraction of the mineral would be subject to such strong environmental or other objection that it would be highly unlikely that it would ever be permitted in any circumstances.

Policy 2A

In appropriate cases, the local planning authorities will encourage the extraction of mineral prior to other more permanent forms of development taking place.

Planning permission will be granted on applications for prior extraction of minerals, provided that

(i) Mineral extraction and restoration to an appropriate standard can be completed within a timetable that would not reasonably prejudice the timetable for the subsequent development; and

(ii) Mineral extraction and restoration operations, or their associated traffic, would not cause unacceptable impacts on the environment or living conditions.

⁴ Replacement Minerals Local Plan for Berkshire (2001) - <https://www.bracknell-forest.gov.uk/planning-and-building-control/planning/planning-policy/development-plan/minerals-and-waste>

Policy 26

The local planning authorities will seek to safeguard

(i) Sites at Padworth, Pingewood, Slough, Poyle and Colnbrook as indicated on the Proposals Map and in Appendix 7, and

(ii) Any sites where planning permission is given for the establishment of new rail aggregates depots,

From development which would prejudice their use as rail aggregate depots. The safeguarding of the sites at Padworth, Pingewood, Slough and Poyle will not imply any presumption in favour of their use as rail depots. Any planning applications for the establishment of depots at these sites will be judged strictly in terms of Policy 25.

3.13 The Waste Local Plan for Berkshire was adopted in 1998. The Waste Local Plan also covers the former Berkshire County area and therefore includes Slough and West Berkshire. While the Waste Local Plan covers the period until 2006, the Secretary of State has directed that a number of policies should be saved indefinitely. These policies will be superseded by the JMWP, when it is adopted.

3.14 The Waste Local Plan included a comprehensive safeguarding policy (Policy WLP21) that was saved by the Secretary of State:

Policy WLP21

The Local Planning Authorities will seek to safeguard for appropriate waste management purposes:

- (i) The following existing permanent authorised sites in waste management uses:

Civic Amenity Sites & Household Waste Transfer Stations

Pinchington Lane, Newbury

Paices Hill, Aldermaston

Smallmead, Reading

Longshot Lane, Bracknell

Braywick, Maidenhead

Chalvey, Slough

Policy WLP21 (cont)

Other Sites

Southern Recovery Services Ltd, Membury Aerodrome – waste solvent recycling

Oreol Fuels Ltd, Lambourn Woodlands – storage of waste oils

Cleansing Services Group Ltd, Pinchington Lane, Newbury – waste oil recycling

Boulton Bins Transfer Station, Newbury – inert waste transfer station

Runways and taxiways, Greenham Common Airbase – source of inert waste for recycling

Whitehouse Farm, Aldermaston – inert & skip waste recycling

Cow Lane, Reading – storage & sale of recycled building materials

Planners Farm, Winkfield – waste composting

Lakeside Road, Colnbrook - materials recovery facility and clinical waste incinerator

- (ii) Sites where permanent permission is granted for the establishment of waste treatment, recycling, storage and transfer facilities which are considered to be essential to the achievement of the objectives of the Waste Management Plan;
- (iii) New sites approved for mineral extraction in accordance with the provisions of the Replacement Minerals Local Plan (in addition to the Preferred Areas identified in that Plan) where landfilling would form an acceptable and appropriate means of restoring the mineral working and which are suitable in technical and planning terms for engineered landfill;
- (iv) For inert waste landfill, the sites listed in Appendix 8A, except for the sites with planning permission which are judged unlikely to be implemented;
- (v) For non-inter waste landfill, the sites listed in Appendix 8B; and
- (vi) The Preferred Areas identified in this Plan.

4. Mineral Safeguarding

- 4.1 The principal geological deposits in Central and Eastern Berkshire, in economic terms, are the aggregate or construction minerals which comprise sharp sand and gravel. There are also deposits of soft sand which in limited circumstances can be used as building sand for use in making mortar, plaster or in asphaltting. There are no 'hard' rock deposits like limestone. Other minerals, such as chalk and clay are present and continue to be extracted as a by-product at sand and gravel quarries due to their more limited role in industry.
- 4.2 Mineral Safeguarding Areas are known mineral deposits which are protected from development that might needlessly sterilise these resources. Safeguarding offers the most reasonable approach to the protection of known mineral resources and infrastructure. It is important that existing permitted as well as unworked sand and gravel deposits are protected from sterilisation.
- 4.3 The Minerals Practice Guidance⁵ notes that safeguarding these resources and facilities can contribute to sustainable development. This is particularly important for areas that rely on the importation of significant quantities of aggregate materials.
- 4.4 Central and Eastern Berkshire is reliant on imports of certain aggregates, such as crushed rock as there are no naturally occurring reserves. As such, the Plan area is dependent on the robust safeguarding of the resources and facilities that enable supply of these aggregates by the relevant mineral planning authority.

Sand and Gravel

- 4.5 Sand and gravel are the key minerals for Central and Eastern Berkshire and its economy, as they are those most closely linked to the construction industry. These include the deposits of sharp sand and gravel as well as soft sand. Soft sand has specific characteristics which mean it cannot be replaced by other aggregates in building industry applications.

Chalk

- 4.6 In recent years, chalk extracted in Central and Eastern Berkshire has only been used in the production of agricultural lime rather than to supply a processing plant. Therefore, there is no requirement to make 15 years provision of chalk (as cement primary) as outlined in the NPPF.

⁵ Minerals - Planning Practice Guidance, Ministry of Housing, Communities and Local Government (2014): <https://www.gov.uk/guidance/minerals>

Clay

- 4.7 There have not been any operational claypits permitted to support industrial processes for over 10 years.
- 4.8 Clay in Berkshire only occurs in the Lambeth Group bedrock deposits of sand and gravel.
- 4.9 Historically, the presence of clay was of greater interest however, there has been declining demand in recent years. Safeguarding this layer for sand and gravel has the additional benefit of also safeguarding clay, thereby future proofing the availability of this aggregate in case of new interest.

Oil and gas

- 4.10 There are no known commercial resources of oil and gas in Central and Eastern Berkshire. Oil and gas deposits are found at much deeper levels in the earth than the other minerals worked in Central and Eastern Berkshire and thus are less threatened by surface development.

Coal

- 4.11 The coal seam at the western edge of the Plan area is deep underground and not considered to be viable for extraction. The coals are present in a thin gas seam and are considered as unprospective for coalbed methane.

Minerals Infrastructure

- 4.12 The safeguarding of potential infrastructure requirements is problematic as future sites are not readily identifiable without detailed analysis of potential spatial options.
- 4.13 Infrastructure needs can be identified, such as the need for additional minerals transportation infrastructure e.g. wharfs or rail depots. Where possible, these needs should be defined in as much detail as possible and where suitable sites are identified, these should be safeguarded to enable their use for minerals and waste be considered.
- 4.14 The use of blanket safeguarding of potential options can jeopardise other development opportunities. However, given the limited list of sites that were put forward in the call for sites exercise, it may be necessary in policy terms to safeguard all suitable sites for wharfs and rail depots, where these exist, to ensure a steady supply in the Plan period.

- 4.15 Central and Eastern Berkshire is well connected by rail, but does not currently contain any operational aggregate rail depots. It is therefore dependent on rail depots located in neighbouring authorities – in particular the rail depots at Theale in West Berkshire.
- 4.13 The robust safeguarding of the rail depots at Theale by West Berkshire Council as the relevant minerals planning authority, will be important for Central and Eastern Berkshire to ensure a supply of crushed rock, unless a suitable rail depot is located within the Plan area.
- 4.14 As a landlocked Plan area, there are no aggregate wharves within Central and Eastern Berkshire. Whilst there are some navigational waterways, there is currently no transportation of mineral barge. There is potential for this to take place in the future and for this reason the JMWP should seek to safeguard and encourage water accessed sites, subject to the consideration of other constraints.
- 4.15 The JMWP should seek to safeguard wharves, depots and other sites that are, or could be critical in developing the capability of the transport system to move freight, particularly by rail or water. To support this, suitable (e.g. industrial, employment or previously developed land) sites adjacent to railways and rivers, where these exist, should be safeguarded to maximise the potential for freight movement by rail or water. However, the safeguarding should be mindful of the wider Development Plan for the Plan area as conflict may arise with development proposals required to meet the objectives of the unitary authorities Local Plans as these emerge.

5. Mineral Consultation Arrangements

How the MWSA will be determined

- 5.1 As recommended by national guidance⁶, data supplied by the British Geological Survey (BGS) will be used to determine the types and extent of mineral to safeguard. This data shows reserves which are considered economically viable for extraction. This data will form the base to the Mineral and Waste Safeguarding Area (MWSA). The MWSA includes the requirements of the Mineral Safeguarding Area (MSA) but also includes waste (see Section 6 'Waste Safeguarding').
- 5.2 Areas of mineral previously sterilised by other development will not be included within the MWSA. This includes minerals which are located under existing towns, urban areas and transport infrastructure, where mineral extraction is rarely going to be possible.

Mineral and Waste Consultation Area

- 5.3 A Mineral and Waste Consultation Area (MWCA) can be formed and defined based on the MWSA. A MWCA is a consulting mechanism, which requires local planning authorities to consult mineral planning authorities on planning applications for non-mineral development within the defined MWCA. The MWCA can extend beyond individual planning boundaries.
- 5.4 The inclusion of 'buffer' zones in the MWSA is recommended by BGS and should be reflected in the MWCA. This is to protect both existing sites and potential sites from inappropriate development not immediately adjacent to the sites that could still potentially conflict with the use of these sites. Guidance suggests that there should be a buffer of 250 metres for existing sand and gravel quarries and 50 metres for other mineral sites⁷. The use of this proposed buffer zone would mean that the appropriate minerals planning authority would be consulted by other planning authorities on non-minerals and waste proposals within these distance requirements to review the compatibility of development.

⁶ National Planning Practice Guidance: <https://www.gov.uk/guidance/minerals#minerals-safeguarding>

⁷ BGS (2011) Mineral Safeguarding in England: Good Practice Advice - <https://www.bgs.ac.uk/downloads/start.cfm?id=2069>

Consultation Exclusions

- 5.5 The BGS safeguarding advice also requires mineral planning authorities to give due regard and consideration to whether certain types of planning applications should be exempt from consultation arrangements.
- 5.6 Development sites are only likely to come forward if they are economically viable for a minerals operator to extract. The determination of what is considered to be economically viable can vary and could depend on the material to be extracted and the local markets. For example, in Hampshire sites of 3 ha⁸ or more are considered potentially suitable but in Essex, sites of 5 ha or more are considered suitable⁹. Given the geographical proximity to Hampshire, the economic markets of Central and Eastern Berkshire are thought to be more aligned with those of Hampshire and so a threshold of 3ha is considered appropriate.
- 5.7 Mineral resources which are already developed are already excluded from the MWSA as it is likely that mineral resource in these areas is already sterilised. Should these areas be subject to redevelopment then the mineral planning authority can request an assessment of the potential mineral resource as part of the redevelopment.

Infrastructure

- 5.8 The infrastructure which is considered by the NPPF as important for safeguarding includes the following:
- sand and gravel quarries;
 - aggregate rail depots and wharfs (including any associated plants);
 - concrete batching and production plants which are in use on existing quarries or rail depots;
- The existing, planned and potential forms of the above list should be safeguarded.
- 5.9 There are currently no rail depots or wharves in the Plan area. The movement of minerals and waste is predominantly carried out by road with HGVs used to move materials from source to final destination (market or facility for recycling, re-use or disposal etc). However, there is scope for a more sustainable

⁸ Hampshire Minerals & Waste Safeguarding SPD (2016) - <http://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

⁹ Essex Minerals Local Plan (2014) - <https://www.essex.gov.uk/Environment%20Planning/Minerals-Waste-Planning-Team/Planning-Policy/minerals-development-document/Documents/Essex%20Minerals%20Plan%20-%20Adopted%20July%202014.pdf>

approach to the movement of resources, through the greater consideration of water based and rail transport options (wharves and rail depots).

- 5.10 Supporting minerals infrastructure contributes to the steady and adequate supply of minerals by enabling their processing, storage and transportation. Safeguarding supporting infrastructure necessary for mineral operations through its inclusion within the MWCA would ensure that the relevant mineral planning authority is able to comment on, and resist any future developments which may be considered to have a negative impact existing operations. However, there may be instances where safeguarding is not appropriate.
- 5.11 The use of buffer zones is a method that can be employed to further ensure that the minerals infrastructure is not encroached upon by incompatible development.

6. Waste Safeguarding

- 6.1 While the NPPW does not prescribe specific waste safeguarding policies. Instead the NPPW steers consideration of this at the decision-making stage to ensure sustainable waste infrastructure is delivered.
- 6.2 Waste management sites are less geographically and geologically restricted than mineral sites, but can face pressures from incompatible non-waste development. This is because many waste management activities are often located on industrial land, where land rental values can be high. Waste management typically generates less high value end products which means activities on prime industrial locations are not always viable to sustain.
- 6.3 Planning policy has a role to play in protecting waste management sites from competing pressures. It is important to avoid the loss of facilities or allocated waste management sites as this capacity may not be replaced elsewhere. This limits the ability to manage waste close to where it is generated and in sustainable locations in terms of transport, and the ability to maintain provision to meet waste management needs.
- 6.4 The Central & Eastern Berkshire Authorities have a network of waste treatment and transfer facilities which handle a range of commercial, industrial and household (and specialist) waste.
- 6.5 Significant waste arisings within the Plan area have been identified as moving outside of the Plan area for treatment. Although a number of these waste movements are linked to contractual arrangements, treatment capacity within the Plan area is currently less than the waste arisings generated.
- 6.6 It is also recognised that landfill and specialist waste management facilities, due to their decline and specialist nature, are increasingly becoming regional considerations.
- 6.7 It is recognised that it is not always appropriate to protect existing waste management sites from redevelopment or encroachment by other uses. Many planning permissions for waste management activities are temporary, which may reflect the aim of returning the land to its previous use or developing / restoring it for an alternative use longer term.

7. Long Term Options

- 7.1 The Central and Eastern Berkshire - Joint Minerals & Waste Plan will cover the period up to 2036. However it is recognised that there will be some issues which will influence the sustainability of the Plan; such as limited supply of sand and gravel resources, infrastructure, and potentially the changing requirements of the industry. These will need to be taken into account in the plan policy to ensure the long term success of the Plan.
- 7.2 The Central & Eastern Berkshire Authorities do not have any rail depots, but are aware of the importance of this infrastructure. Whilst not within direct policy remit, support will be given to aid the safeguarding of rail depots in neighbouring authorities and evidence provided where needed to demonstrate the wider importance of this infrastructure.
- 7.3 The automatic safeguarding of permitted minerals and waste sites will help to secure these facilities and their capacity in the long term.

Implementation of safeguarding policies

- 7.4 National policy set out in the NPPF and NPPW will be followed in order to implement a safeguarding policy. The creation of a Mineral and Waste Safeguarding Area (MWSA) will be carried out as per the policy guidance for the creation of the MSA. In addition a Mineral Consultation Area (MWCA) will be produced to make sure that proper consideration is given to minerals and waste.
- 7.5 It is important to remember that the MWSA and MWCA do not prevent development from occurring. They act as a policy guide for the Central & Eastern Berkshire Authorities to support the protection of mineral reserves and the ability to provide the necessary minerals in their role as mineral planning authority and the protection of the ability to manage waste sustainably in their role as waste planning authority.
- 7.6 Where the need for development outweighs the benefits of protecting the mineral resource, there may be opportunities to accommodate both through the use of prior extraction, Prior extraction refers to the removal of a mineral before any development takes place on a site in order to avoid the loss of valuable mineral deposits, which once built over would not be accessible. This is particularly pertinent where new developments are planned in areas of known mineral resources.

- 7.7 The opportunity for prior extraction of the full resource may not always be available because of various factors, including the delivery program of development or the availability of the resource. However, in order to assist with the national policies for ensuring a steady and adequate supply of, it is important to make every effort to minimise the sterilisation of mineral resources.
- 7.8 Prior extraction of mineral deposits contributes to the aggregate supply for the area. It provides the necessary materials and can deliver significant environmental benefits through the transportation savings over imports.
- 7.9 The Mineral: Background Study¹⁰ identified a requirement for the Joint Minerals and Waste Plan to deliver 7.5 million tonnes of sand and gravel alone. It will be difficult to address this through allocations and ensure the timing of mineral developments coincide with the need throughout the Plan period. Windfall sites, including those gained through prior extraction, therefore have an important role in helping to deliver the aggregate requirement and ensure a steady supply of aggregates throughout the lifetime of the Plan.
- 7.10 Early consultation on non-minerals and waste development proposals will allow for consideration of safeguarding and how this can be built into the scheme and not necessarily considered a barrier. Consideration could be given to the phasing of the development, opportunities for prior extraction and how this could relate to the layout and engineering proposals. Mitigation measures could also be employed such as orienteering of windows or living spaces away from a minerals or waste site to reduce the potential impact. This method has been used at Angerstein Wharf at Greenwich in London where flats have been built adjacent to an active aggregate wharf.

¹⁰ Minerals: Background Study (June 2018) – www.hants.gov.uk/berksconsult

8. Conclusion

- 8.1 Given the increasing and conflicting demand for land, it is important that suitable minerals reserves, waste sites and associated infrastructure are safeguarded to ensure that they are protected from other incompatible developments. Safeguarding has an essential role to play in ensuring the delivery of the Joint Minerals and Waste Plan. It protects those sites which are considered to be crucial to the delivery of the Plan.
- 8.2 Safeguarding also has an important role to play in delivering economic growth by ensuring access to the necessary minerals and waste infrastructure and mineral reserves to meet the demand.
- 8.3 Using the evidence base prepared for the Joint Minerals and Waste Plan, recommendations can be made on the safeguarding of minerals and waste in Berkshire to enable policies to be developed. These are as follows:

Recommendation 1: Mineral Safeguarding Area

The production of a Mineral Safeguarding Area based on British Geological Survey. This is considered to be the best way to protect the mineral reserves in Central and Eastern Berkshire.

Deposits of sharp sand and gravel as well as soft sand should be safeguarded and included within the MWSA. It is not proposed to make any safeguarding provision for chalk, oil and gas or coal. Due to the occurrence of clay in the Lambeth Group bedrock deposits, safeguarding will be afforded by association with the MWSA for sand and gravel. Due to the lack of current brick and tileworks within Central and Eastern Berkshire, there is no requirement to make 25 years provision of brick-making clay as outlined in the NPPF.

Recommendation 2: Mineral Consultation Area

A Mineral Consultation Area will be created to act as a guide for local planning authorities to consider planning applications and future developments/policy in areas of viable mineral reserves.

Recommendation 3: Application of buffers

In order to maintain existing capacity as a minimum, all existing minerals and waste infrastructure objectives should be safeguarded against potential incompatible development. Appropriate buffers will be applied to ensure encroachment is not an issue. A buffer of 250 metres will be applied for existing sand and gravel quarries and a buffer of 50 metres will be applied for all other mineral sites as recommended by the BGS Guidance.

Buffers will extend beyond the individual MPAs administrative boundary for the purpose of informing developers and adjoining authorities of the presence of safeguarded minerals that any development may impact upon.

Recommendation 4: Prior Extraction

This plan should seek to maximise opportunities for mineral extraction by the recovery of some, or all, of the mineral as part of the development process.

Recommendation 5: Mineral infrastructure safeguarding criteria

The safeguarding of sites will be considered against the following areas:

- The quarries, wharves and rail depots identified in the Appendix will be safeguarded unless the merits of redevelopment clearly outweigh the need for safeguarding, the infrastructure is no longer needed, or the capacity can be relocated or provided elsewhere.

Recommendation 6: Waste infrastructure safeguarding criteria

In order to maintain the existing waste capacity as a minimum and to enable future capacity, all existing and planned waste management sites should be automatically be safeguarded and be added to the list of safeguarded sites.

Waste facilities will be afforded protection by including them within the MWSA. This will ensure that when the MWSA is interrogated, the full extent of the implications for minerals and waste will be understood.

As such it is considered that all permanent waste management capacity facilities, including treatment and transfer facilities, and those which provide a temporary specialist function should be safeguarded from encroachment or loss to other forms of development to help maintain capacity.

However, sites for waste recovery to land operations using Construction Demolition & Excavation (CD&E) waste should not be safeguarded as these generally involve other landuses and constitute a form of engineering works.

Furthermore, to encourage proposals for the necessary level of capacity required over the Plan period, new waste management should be automatically safeguarded until the required capacity thresholds, considered within the Waste: Background Study¹¹, have been met.

A list of safeguarded sites will be maintained, this will be comprised of all existing mineral site workings and waste operations. Should any new mineral or waste operations come forward during the Plan period, these will automatically be included in the safeguarding list.

¹¹ Waste: Background Study (June 2018) – www.hants.gov.uk/berksconsult

The impact on the overall waste handling capacity would need to be assessed in order to maintain capacity levels. Any change in site use would need to be considered on a case by case basis to ensure sufficient waste capacity was maintained in the Plan area.

Non-waste development that might result in a loss of permanent waste management capacity will therefore be considered in the following circumstances:

- a) The planning benefits of the non-waste development clearly outweigh the need for the waste management facility at the location; and
- b) The waste management facility is no longer required and will not be required within the Plan period; or
- c) An alternative site providing an equal or greater level of waste management capacity of the same type has been found within the Plan area, granted permission and shall be developed and operational prior to the loss of the existing site.

In the case of encroaching development, it must be demonstrated that adequate mitigation measures are in place to ensure that the proposed development is adequately protected from any potential adverse impacts from the existing waste development.

Recommendation 7: Aggregate wharves and rail depot safeguarding

Existing, planned and potential rail depots and waterways will be safeguarded to support a sustainable strategic transport network and to ensure that their capacity is maintained throughout the plan period.

To ensure the sustainable provision of minerals and waste in Central and Eastern Berkshire, any land that has the potential to be used for sustainable transport of minerals and waste resources should be safeguarded. These sites could become more important to the supply or operation of minerals and waste facilities in the longer term as demand changes. The following sites should be safeguarded:

- Employment, industrial or previously developed land with rail sidings or existing wharf used for barging goods (but not for leisure).
- Rail depots

It is proposed that should any new rail depots or navigational waterways come forward during the plan period, that they automatically be safeguarded as necessary infrastructure.

Recommendation 8: Support safeguarding outside of the Joint Minerals and Waste Plan

Support should be afforded to help protect the safeguarding status of infrastructure outside the plan area should it be needed. This includes the rail depots (e.g. Theale in West Berkshire) and waste management facilities (e.g. Lakeside Energy from Waste plant in Slough) outside the plan area that Central and Eastern Berkshire are reliant upon.

Recommendation 9: Criteria for allowing removal of safeguarding

Non-minerals development that is within the MSA may be permitted if the planning benefits of the non-mineral development clearly outweigh the need for the mineral resource and it can be demonstrated that prior extraction has been fully considered. In these circumstances the safeguarding may be limited to incidental extraction where possible. The phasing of development and site constraints should be reflected in the extraction proposals taken forward and not seen as a barrier to the recovery of mineral resources.

Non-minerals development that is within the MSA may also be permitted if it can be demonstrated that the sterilisation of mineral resources will not occur.

Similar considerations may be given for proposals that pose a threat to infrastructure. In these cases alternative sites should be found or the lost capacity be provided elsewhere.

Glossary and Abbreviations

Composting: Aerobic decomposition of organic matter to produce compost for use as a fertiliser or soil conditioner.

ELV: End of Life Vehicle such as an old car disposed of as scrap

Household waste recycling centre (HWRC): A facility provided by the Local Authority which is accessible to the general public to deposit waste which cannot be collected with the normal household waste, such as bulky items, garden waste and engine oil (formerly known as civic amenity sites).

Landfill: The deposit of waste into voids in the ground.

Materials Recovery Facility (MRF): A facility where elements of the waste stream are mechanically or manually separated before recycling and/or are, bulked, crushed, baled and stored for reprocessing, either on the same site or at a material reprocessing plant.

Minerals and Waste Planning Authorities: The local planning authorities (County and Unitary Councils) responsible for minerals and waste planning.

Minerals Consultation Area (MCA): An area identified to ensure consultation between the relevant planning authorities, the minerals industry and the Minerals and Waste Planning Authorities before certain non-mineral planning applications made within the area are determined. The Berkshire Mineral Consultation Area covers the same areas as the Mineral Safeguarding Area.

Mineral Safeguarding Area (MSA): The MSA is defined by minerals and waste planning authorities. They include viable resources of aggregates and are defined so that proven resources of aggregates are not sterilised by non-mineral development. The MSA does not provide a presumption for these resources to be worked.

Rail depot: A railway facility where trains regularly stop to load or unload passengers or freight (goods). It generally consists of a platform and building next to the tracks providing related services.

Safeguarding: The method of protecting needed facilities or mineral resources and of preventing inappropriate development from affecting it. Usually, where sites are threatened, the course of action would be to object to the proposal or negotiate an acceptable resolution.

Sharp sand and gravel: Coarse sand and gravel suitable for use in making concrete.

Soft sand: Fine sand suitable for use in such products as mortar, asphalt and plaster.

Sterilisation: When a change of use, or the development, of land prevents possible mineral exploitation in the foreseeable future.

Waste: The Waste Framework Directive 75/442 (as amended) defines waste as “any substance that the holder discards or intends or is required to discard”.

Waste Transfer Station (WTS): A location where waste can be temporarily stored, separated and bulked after being dropped off by domestic waste-collection lorries and before being carried off by larger vehicles for subsequent treatment or ultimate disposal.

Wastewater Treatment Works (WWTW): A facility where sewage volumes are reduced by de-watering and aerobic and anaerobic biological treatment.

Wharf: A landing place or pier where ships may tie up and load or unload.

Appendix One: Safeguarded sites

Site Name	Location	Primary Function/Use	Planning Permission / End Date	Site Operator	Comments
Quarries					
Horton Brook Quarry	Horton	Sharp Sand and Gravel Extraction	30/08/2022	Aggregate Industries/Jayflex Aggregates Ltd	
Kingsmead Quarry	Horton	Sharp Sand and Gravel Extraction/Soft Sand Extraction	Quarry has closed	CEMEX	
Sheephouse Farm Quarry	Maidenhead	Sharp Sand and Gravel Extraction	App No: 98/32472/OBCM End Date: 21/02/2042	Aggregate Industries/Jayflex Aggregates Ltd	
Bray Quarry	Bray, Maidenhead	Sharp Sand and Gravel Extraction	Plan App granted 1990	Summerlease Ltd	No application documents on line.
Riding Court Farm (inactive)	Datchett	Sharp Sand and Gravel Extraction	16/12/2027	CEMEX	
Eversley Quarry*	Eversley	Sharp Sand and Gravel Extraction	Due to shut in 2017	Harleyford Aggregates	
Star Works	Knowl Hill	Soft Sand	Inactive	Grundons	
Ham Island	Ham Lane, Windsor	Sand and Gravel Extraction		Jayflex Aggregates Ltd	Pre App
Water Oakley Farm	Water Oakley			Summerlease Ltd	

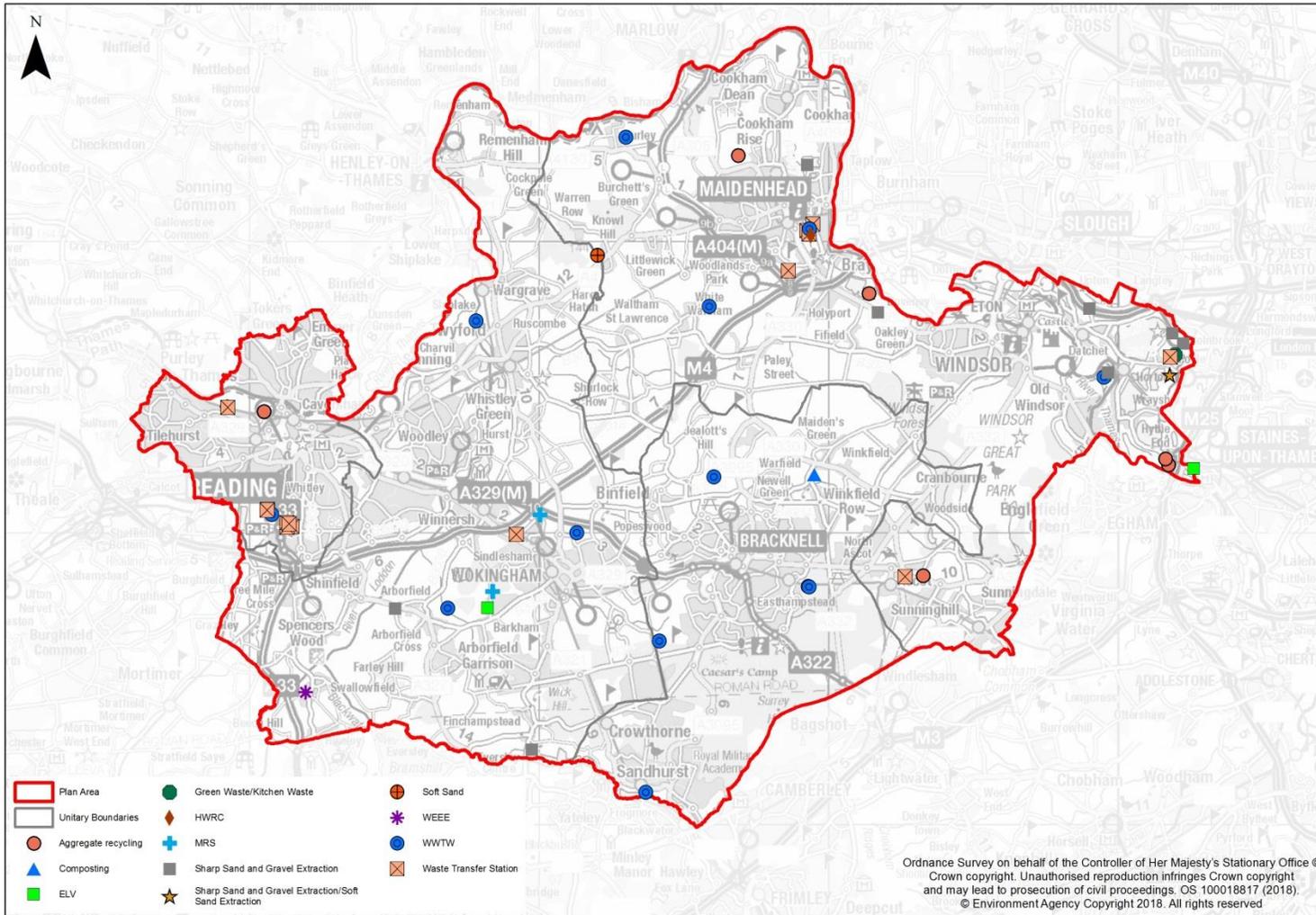
Poyle Quarry	Horton	Sand and Gravel Extraction	as below	Summerlease Ltd	
Poyle Quarry Extension	Horton	Sand and Gravel Extraction	Extension of Planning Application, awaiting decision	Summerlease Ltd	
Bridge Farm	Aborfield	Sand and Gravel Extraction	App No:170433 Awaiting decision	CEMEX	
CDE Recycling Sites					
Bray Recycling Facility	Monkey Island Lane, Bray	Aggregate recycling		Summerlease Ltd	
Fleetwood Grab Services Ltd	Wigmore Lane, Reading RG30 1NP	Aggregate recycling		Fleetwood Grab Services Ltd	
Hindhay Quarry	Pinkneys Green, Maidenhead	Aggregate recycling		Summerlease Ltd	
Simple Skips Ltd	Ascot SL5 7DY	Aggregate recycling		Simple Skips Limited	Recycle Recycle Limited company dissolved
Hythe End Quarry	Wraysbury	Aggregate recycling		Fowles Crushed Concrete Limited	
R Collard Limited	Reading RG1 8PQ	Aggregate recycling		R Collard Limited	
Hythe End Farm	Hythe End Road, Wraysbury	Aggregate recycling		Charles Morris	

Energy Recovery Facilities (ERF)						
Landfill						
Material Recovery Facilities (MRFs)						
Metal Recycling Sites (MRS) & End of Life Vehicles (ELV)						
Andrew Bond Limited	Barkham	ELV			Andrew Bond Motor Company Ltd	
Wraysbury Car Spares	Wraysbury Car Spares	ELV			Bansals Hydraulic Ltd	
The Scrapyard	Highland Avenue, Wokingham RG41 4SP	MRS			A1 Wokingham Car Spares	
Composting Sites						
Planners Farm	Bracknell Road, Brockhill	Composting			Gary Short	
Berkyn Manor Farm	Horton, Slough	Green Waste/Kitchen Waste			N/A	
Household Waste Recycling Centre (HWRC)						
Braywick Civic Amenity Site	Maidenhead	HWRC			Veolia E S Cleanaway (UK) Ltd	
R3 Environmental - Swallowfield	Wyvols Court Farm, Swallowfield	WEEE			R3 Environmental Solutions Ltd	
Waste Transfer Station						
John Horwood	Maidenhead	Waste Transfer Station			John Horwood	

Allwaste (Berkshire) Limited	Foundry Lane, Horton,	Waste Transfer Station		Allwaste (Berkshire) Limited	
Reynolds Skip Hire	Reading	Waste Transfer Station		1st Reynolds Skip Hire Ltd	
Darwin Close Ts2	Reading	Waste Transfer Station		Reading Borough Council	
Horwoods Yard	Maidenhead	Waste Transfer Station		Dennis David Horwood & John Frederick Horwood	
Maidenhead Transfer Station	Maidenhead	Waste Transfer Station		Veolia E S Cleanaway (U K) Ltd	
Mini - Skips (Southern) Ltd	Maidenhead	Waste Transfer Station		Mini - Skips (Southern) Ltd	
Toutley Depot, Wokingham	Wokingham	Waste Transfer Station		O C S Group U K Limited	
Darwin Close Transfer Station	Reading	Waste Transfer Station		Reading Borough Council	
Select Environmental Services	Reading	Waste Transfer Station		Select Environmental Services Ltd	
Smallmead Waste Management Centre	Reading	Waste Transfer Station		F C C Environment (Berkshire) Limited	
St. George's Lane	Ascot	Waste Transfer Station		Shorts Group Limited	
Sharpsmart	Commercial Rd, Reading RG2 0QZ	Waste Transfer Station		Daniels Corporation International Ltd	
Transfer Station, Recycling Centre & Civic Amenity Site	Reading	Waste Transfer Station		F C C Environment (Berkshire) Limited	

Waste Water Treatment Works (WWTW)					
Bracknell Sewerage Treatment Works (STW)	Binfield	WWTW		Thames Water	
Ascot STW	Winkfield Row, Bracknell	WWTW		Thames Water	
Sandhurst STW (Swan Lane)	Sandhurst	WWTW		Thames Water	
Easthampstead Park STW (Old Wokingham Road)	Crowthorne, Wokingham	WWTW		Thames Water	
Billingbear STW	Bracknell	WWTW		Thames Water	
Windsor STW	Old Windsor, Windsor	WWTW		Thames Water	
Maidenhead STW	Maidenhead	WWTW		Thames Water	
Hurley STW	Hurley, Maidenhead	WWTW		Thames Water	
White Waltham STW	White Waltham	WWTW		Thames Water	
Ascot STW	Ascot	WWTW		Thames Water	
Reading STW	Reading	WWTW		Thames Water	
Ashridge Farm STW	Wokingham	WWTW		Thames Water	
Aborfield STW	Aborfield	WWTW		Thames Water	
Sheeplands STW	Wargrave	WWTW		Thames Water	

Appendix Two: Location of existing safeguarded sites



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