

Cambridgeshire and Peterborough Minerals and Waste Local Plan

Statement of Common Ground

Consultation Draft
March 2019

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1. Introduction

This document forms the latest draft Statement of Common Ground for the Cambridgeshire and Peterborough Minerals and Waste Local Plan (the Plan). The Plan is being prepared jointly between Cambridgeshire County Council and Peterborough City Council. This statement identifies the strategic cross-boundary issues associated with the Plan and shows where effective cooperation is (and if appropriate where it is not) being made on these issues.

The statement will be updated as the Plan progresses, providing a narrative or where and how cooperation is being sought. The statement does not necessarily seek to achieve agreement on all strategic cross-boundary issues, merely it is a way of showing that the council's have identified all relevant strategic cross-boundary matters, and that agreement has been sought with others and that such relevant matters have been identified.

The National Planning Policy Framework (NPPF Feb 2019) requires all Local Planning Authorities (including Minerals and Waste Planning Authorities) to prepare a Statement of Common Ground alongside the production of their Local Plans.

For a Local Plan to be found 'sound', it must be:

- a) Positively prepared;
- b) Justified;
- c) Effective; and
- d) Consistent with national policy

For a Plan to be effective it must be:

"...deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground..."¹

The National Planning Practice Guidance (NPPG) defines a statement of common ground as:

"...a written record of the progress made by strategic policy-making authorities during the process of planning for strategic cross-boundary matters. It documents where effective co-operation is and is not happening throughout the plan-making process, and is a way of demonstrating at examination that plans are deliverable over the plan period, and based on effective joint working across local authority boundaries..."²

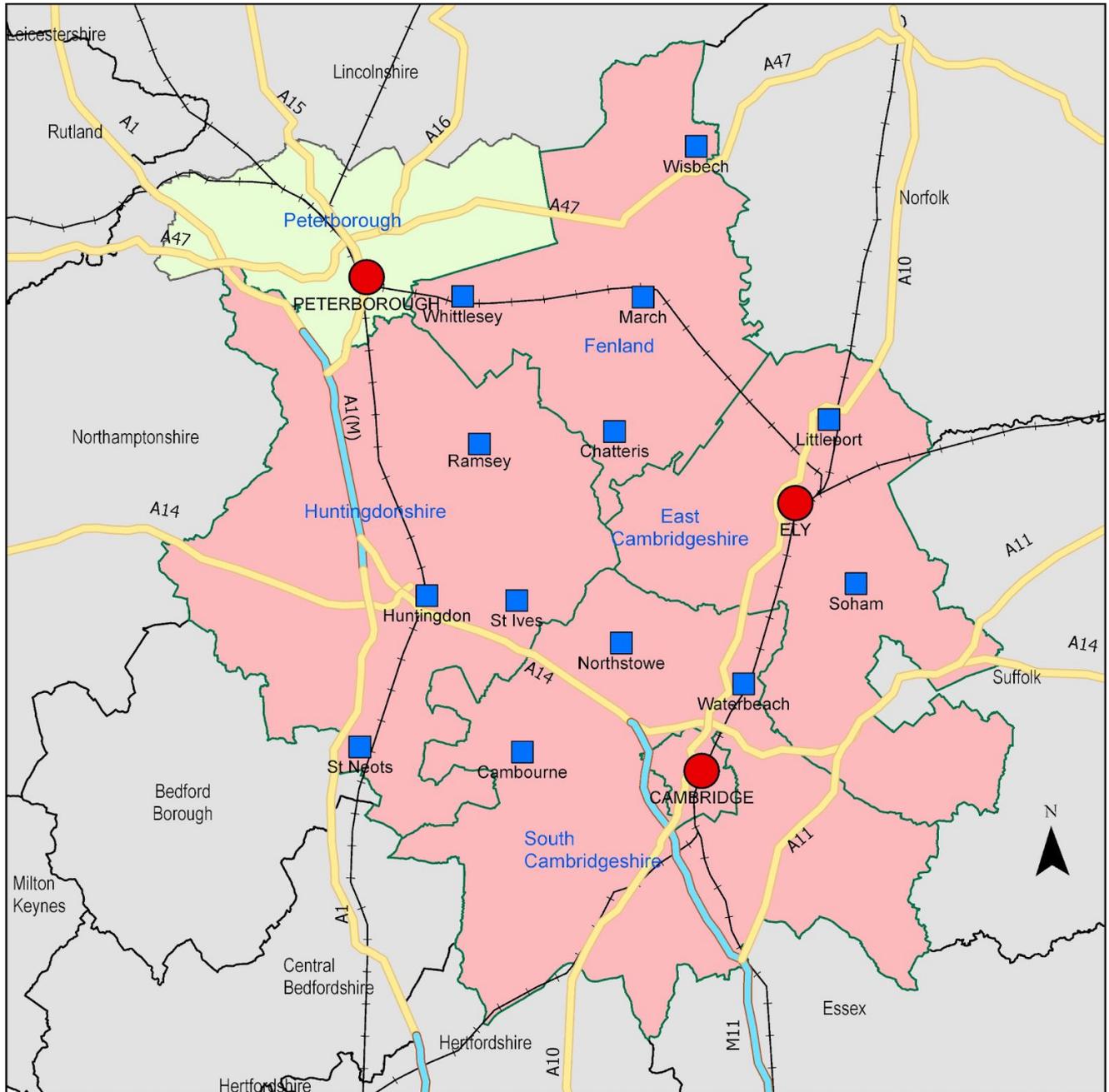
Building on the success of previous joint working, the two Councils, in July 2017, agreed to prepare a joint Minerals and Waste Local Plan. Upon adoption, this new Plan will replace the existing Cambridgeshire and Peterborough Core Strategy (2011) and Site Specific Proposals (2012) Development Plan Documents as well as the Block Fen and Langwood Fen Supplementary Planning Document (SPD) (2011) and the Location and Design of Waste Management Facilities SPD (2011).

¹ NPPF Paragraph 35 c)

² NPPG Paragraph: 002 Reference ID: 61-002-20180913, Revision date: 13 09 2018

2. Strategic Geography

The geographical area covered by this statement comprises the administrative areas of Cambridgeshire County Council and Peterborough City Council. This is the plan area covered by the emerging Minerals and Waste Local Plan. The plan area is bordered to the east by the minerals and waste planning authorities of Norfolk and Suffolk, to the south by Essex and Hertfordshire, to the west by Northamptonshire, Rutland and Bedford and Central Bedfordshire, and to the north by Lincolnshire.



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Figure 1: Strategic Geography covered by this statement

3. List of Parties Involved

National Planning Practice Guidance requires Statements of Common Ground to identify *the plan-making authorities responsible for joint working detailed in the statement, and list of any additional signatories (including cross-referencing the matters to which each is a signatory)*

Plan-Making Authorities

The plan-making authorities responsible for joint working in respect of this statement are as follows:

- Cambridgeshire County Council
- Peterborough City Council
- Those Mineral Planning Authorities which make up the East of England Aggregate Working Party
- Those Waste Planning Authorities which make up the East of England Waste Technical Advisory Body
- Other Waste Planning Authorities (see below)

The councils directly responsible for preparing the Minerals and Waste Local Plan are Cambridgeshire County Council and Peterborough City Council. Joint working between the two authorities is well established, and as the Plan is being jointly prepared by the two authorities, full joint working and agreement on all key strategic matters should, for the purpose of this Statement, be taken as read.

Other plan-making authorities responsible for joint working in this statement include those which are members of the East of England Aggregate Working Party (AWP). The councils are required by the National Planning Policy Framework to participate in the operation of the AWP. Those authorities are listed in Appendix 1.

The National Planning Policy for Waste (NPPW) also requires the councils to work collaboratively in groups with other Waste Planning Authorities. The councils therefore participate in the operation of the East of England Waste Technical Advisory Board (WTAB). These authorities comprise the same council areas as those of the AWP, and are listed in Appendix 1.

The NPPW also requires Waste Planning Authorities to take account of wastes arising in what are described in this statements as ‘other waste planning authority’ areas. At a meeting of the WTAB held on 3 April 2014, it was agreed by members that ‘strategic’ waste movements, i.e. imports and exports between Waste Planning Authority areas, should be regarded as those which exceed the following thresholds:

- | | |
|-----------------------------|------------------------------|
| ● Non-hazardous waste | 2,500 tonnes per annum (tpa) |
| ● Hazardous waste | 100 tpa |
| ● Inert wastes ³ | 5,000 tpa |

The Waste Planning Authorities which observe movements above these thresholds amount to over 100 in number. They are therefore defined as ‘Other Waste Planning Authorities’ and are listed in full in Appendix 1.

³ Inert wastes include construction, demolition and excavation wastes

Additional Signatories

National Planning Practice Guidance also requires Statements of Common Ground to identify a list of any additional signatories. These are bodies and organisations which may be responsible for joint working and/or have an interest relating to some or all of the Matters identified in this Statement. These signatories are listed below (and also in Appendix 1):

- Lincolnshire County Council
- Rutland County Council
- Environment Agency
- Marine Management Organisation
- Cambridgeshire & Peterborough Combined Authority
- Fenland District Council
- East Cambridgeshire District Council
- Huntingdonshire District Council
- South Cambridgeshire District Council
- Cambridge City Council
- Cambridgeshire & Peterborough Combined Authority
- London Waste Planning Forum
- East of England Aggregate Working Party (AWP)

It should be noted that the AWP is listed as an additional signatory. This is because it's membership includes organisations other than the Waste Planning Authorities, which are listed separately above as Plan-Making Authorities.

4. Key Strategic Matters

The key strategic matters covered by this statement primarily concern the provision of mineral and waste management needs in the plan area.

While ultimately the provision of minerals contributes to meeting the needs of wider strategic matters, such as housebuilding, care has been taken so as not to cast the scope of this Statement too wide, in order that it remains concise. Such wider matters are more the remit of District Local Planning Authorities, whose Statements of Common Ground will (when they are prepared) cover such matters and will link with this Statement. Those Local Planning Authorities are signatories to this statement.

Matter 1: The Provision of Minerals

The councils must plan for a steady and adequate supply of mineral to meet the needs identified over the plan period to 2036. The National Planning Policy Framework states this should be done by forecasting future demand based on rolling average of 10 years' sales data.

The current Local Aggregates Assessment (2018⁴) prepared by the two Councils shows that over the past 10 years, an average of 2.36 million tonnes per annum (Mtpa) of sand and gravel has been produced. Taking other relevant information into account, including an identified uplift in sales over recent years, the Councils have derived a provision rate of 2.6Mtpa. This gives a total need over the plan period (2016 to 2036) of 54.6 million tonnes. With estimated reserves at the end of 2017 standing at 41.3Mt, this gives an effective landbank of 15.9 years, well over the 7 year NPPF

⁴ The Local Aggregates Assessment 2018 covers data relating to the 2017 calendar year

requirement. The Minerals and Waste Local Plan Further Draft allocates sufficient sand and gravel sites to cover need over the plan period.

Sales of crushed rock over the 10 year period to 2017 amount to an average of 0.3Mtpa. This gives a need over the plan period of 6.3Mt. Permitted reserves mean that the Councils only have an effective landbank of 8.4 years, falling short of the 10 year requirement set by the NPPF. The plan area has insufficient deliverable reserves to meet the needs of crushed rock over the plan period. The draft Plan contains policy criteria to deal with any proposals for future crushed rock extraction and also seeks to protect strategic transport infrastructure in order that current supplies of imported rock are maintained.

The NPPF requires Mineral Planning Authorities to maintain reserves of brickclay of at least 25 years. Current reserves are less than required to maintain this landbank. In order to overcome the anticipated shortfall over the plan period, the draft Plan allocates land for brickclay extraction which, subject to planning permission being granted, will secure deliverable permitted reserves well beyond the plan period.

Other minerals such as chalk, building stone, and limestone for non-aggregate purposes are a limited resource in the plan area. The draft Plan contains a spatial strategy and policy criteria which would continue to see extraction on a small scale to meet such specialist needs.

Agreement 1: The Mineral Planning Authorities of Cambridgeshire and Peterborough will plan for a steady and adequate supply of mineral to meet identified needs over the plan period by a) allocating sufficient sites for sand and gravel and for brickclay; b) by providing a criteria based policy to assess applications for these and other minerals; and c) protecting current and future infrastructure required for the importation of minerals.

Matter 2: The Provision of Waste Management Facilities

The councils have a duty to ensure that a network of waste management facilities exists to deal with the waste management needs of the plan area over the plan period (including an element of London's waste). The councils have produced a Waste Needs Assessment which establishes that the current and permitted waste management facilities within the plan area are, on the whole, largely sufficient to meet needs over the plan period. Where a significant capacity gap has been identified, primarily for inert fill, this gap will be closed by the creation of void space through mineral extraction over the plan period.

The councils accept that development proposals will likely come forward for waste management facilities. The previous Minerals and Waste Plan allocated sites for such development, however less than a third of these sites have come forward with planning applications, and applications have been received on non-allocated sites. The Further Draft Plan does not therefore seek to allocate land for waste development, and it is proposed therefore that any proposals which do come forward will be dealt with via a criteria based approach, which directs such development to the most sustainable locations consistent with a spatial strategy.

Agreement 2: The Waste Planning Authorities of Cambridgeshire and Peterborough will seek to meet the identified net waste management needs of the plan area (including an element of London's waste) through a network of existing and new facilities, with new sites coming forward and being assessed via criteria based policies. Separate evidence reports set out the precise details and calculations (detailed representation on which are excluded from this SoCG).

Matter 3: Safeguarding Key Infrastructure

The Plan must ensure that strategic key infrastructure is safeguarded, as well as protecting sites for future infrastructure development. For Cambridgeshire and Peterborough this includes the following sites:

- Barrington Cement Works Railhead
- Bourges Boulevard Rail Sidings, Peterborough
- Cambridge Northern Fringe Aggregates Railheads
- European Metal Recycling, Snailwell
- Queen Adelaide Railhead, Ely
- Whitemoor, March
- Wisbech Port

The Further Draft Local Plan identifies each of the above mentioned sites as Transport Infrastructure Areas (TIAs), and applies a 250 metre consultation buffer around them. Policies in the draft Plan will ensure that the Mineral Planning Authorities will be consulted on all planning proposals which fall within such buffers, subject to certain exceptions for development which will not prejudice the current or future use of such sites.

Agreement 3: The Planning Authorities of Cambridgeshire and Peterborough will seek to prevent the loss or reduced capacity of key strategic transport infrastructure by designating Transport Infrastructure Areas on the Policies Map and by adopting policies for the safeguarding and retention of existing, and the facilitation of new, transport infrastructure.

Matter 4: Construction and Growth

As discussed earlier, the steady supply of building materials is essential to help deliver the growth aspirations of the plan area, as is the provision of a network of suitable and accessible waste management facilities to deal with the increases in waste arisings. Waste management need arises not just from existing and new communities, but also from the development process delivering new housing, employment and other growth, including supporting infrastructure. The Waste Needs Assessment forecasts that the largest waste stream to be managed over the plan period will be construction, demolition and excavation waste, which in 2017 accounted for 59% of waste arising; and municipal waste accounted for 15% of waste arising.

Matters concerning the delivery of housing and employment are however the direct responsibility of Local Planning Authorities. Such matters will be detailed in Statements of Common Ground prepared by those authorities, of which Cambridgeshire County Council and Peterborough City Council will be signatories in their capacity as Mineral and Waste Planning Authorities for the area.

While this Statement should not seek to duplicate such matters, and should try to be as concise as possible while addressing the key issues relating to the provision of mineral and waste management development, it is worth drawing attention to how minerals and waste planning links with wider growth.

Housing delivery in the plan area is planned for by Peterborough City Council; the Cambridgeshire District Councils of Fenland, East Cambridgeshire, Huntingdonshire and South Cambridgeshire; and the City of Cambridge. Figure 2 below shows past housing delivery rates across the plan area against sand and gravel sales. There is a clear correlation between the two, highlighting the strong link between growth and mineral supply, and therefore projected housing delivery rates should be seen as a strong indicator of future aggregate demand.

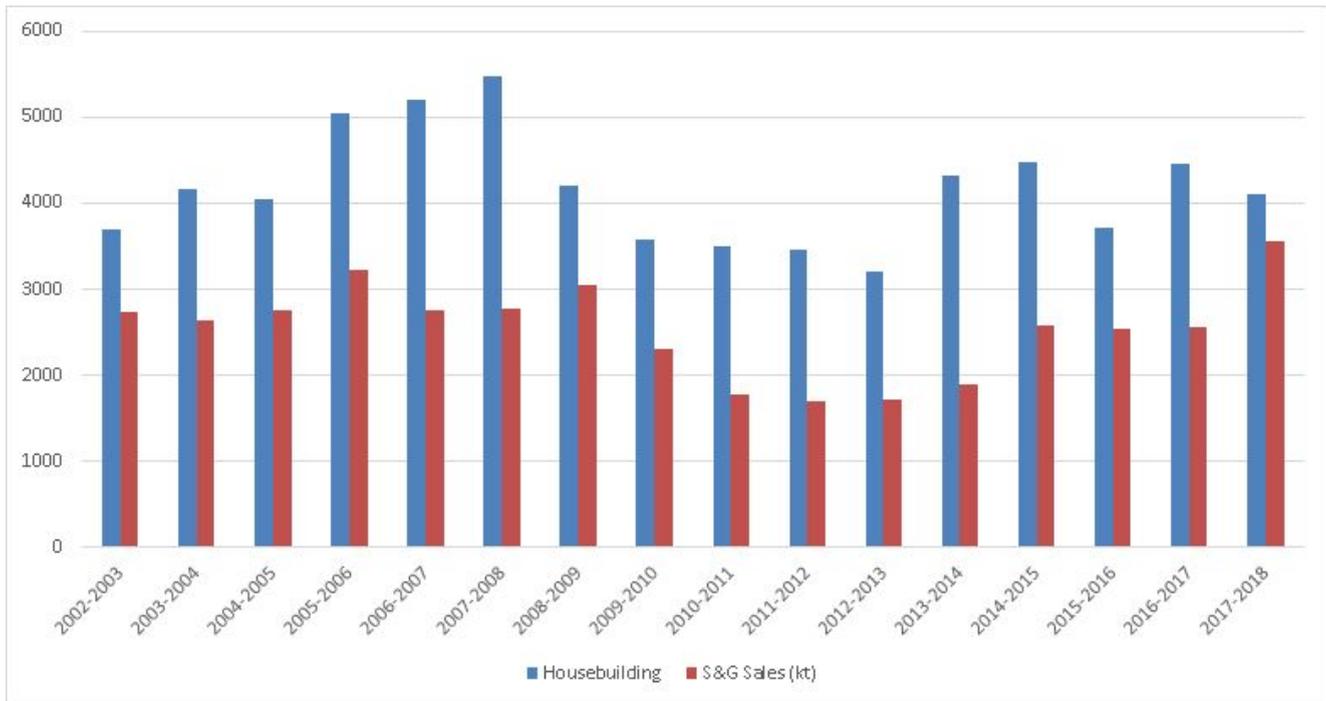


Figure 2: Sand and Gravel Sales plotted against housebuilding rates

Agreement 4: The Planning Authorities of Cambridgeshire County and Peterborough will seek to facilitate the growth aspirations of the plan area through the adequate provision of mineral for construction, and through a network of waste management facilities. This will be achieved by allocating suitable land for mineral extraction, and providing policies for the flexible delivery of waste management facilities. Key existing and future strategic transport infrastructure will also be protected.

5. Governance Arrangements

This statement has been prepared by Cambridgeshire County Council and Peterborough City Council and shared with the signatories listed in Appendix 1. The statement will be published on the councils' websites alongside the Minerals and Waste Local Plan Further Draft, which is being consulted on over a six week period between March and April 2019. All signatories to this Statement will be consulted directly at the start of that consultation period.

Going forward the statement will be discussed at the triannual meetings of the East of England Aggregate Working Party and East of England Waste Technical Advisory Board. As part of the councils' ongoing duty to cooperate with other Waste Planning Authorities, the statement will also be updated following consultation on the latest waste movements between authorities as identified through the Environment Agency's Waste Data Interrogator.

It should be noted that the signatories to this document have done so on the basis of the principles set out in this Statement, and by signing it does not prejudice the ability of any such signatory making detailed representations (in support or objection) to the content of the emerging Local Plan.

6. Timetable for Agreement, Review and Update

This Statement of Common Ground has been published in draft form for consultation alongside the Minerals and Waste Local Plan Further Draft. Comments are sought on the content of this Statement, in addition to agreement on any of the Matters identified.

This Statement will be updated following the Further Draft consultation, and continuously throughout the year, and will be re-published alongside the Proposed Submission Minerals and Waste Local Plan, which is currently scheduled for November 2019. The statement will show, at Appendix 1, which Matters have been agreed by which signatories and the dates on which those agreements have been achieved.

Appendix 1: List of signatories and details of Matters agreed

	Agreements				Notes
Plan-Making Authorities	1	2	3	4	
Norfolk County Council					
Suffolk County Council					
Essex County Council					
Hertfordshire County Council					
Bedford and Central Bedfordshire Councils					
Other Waste Planning Authority	1	2	3	4	Notes
Barking and Dagenham					
Barnet					
Bedford					
Bexley					
Birmingham City					
Brent					
Bristol City					
Buckinghamshire					
Camden					
Central Bedfordshire					
Cheshire East					
Cheshire West and Chester					
City of London					
City of Derby					
Corporation of London					
Coventry					
Croydon					
Derbyshire					
Devon					
Doncaster					
Dorset					
Ealing					
East Riding of Yorkshire					
East Sussex					
Enfield					
Essex					
Gloucestershire					
Greenwich					
Hackney					
Halton					
Hammersmith and Fulham					
Hampshire					
Haringey					

Harrow					
Havering					
Hertfordshire					
Hillingdon					
Hounslow					
Isle of Wight					
Islington					
Kensington and Chelsea					
Kent					
Kingston upon Hull					
Kirklees					
Knowsley					
Lambeth					
Lancashire					
Leeds					
Leicester City					
Leicestershire					
Lewisham					
Lincolnshire					
Luton					
Manchester					
Medway					
Milton Keynes					
Newham					
Norfolk					
North East Lincolnshire					
North Lincolnshire					
North Somerset					
North Yorkshire					
Northamptonshire					
Nottingham City					
Nottinghamshire					
Oxfordshire					
Plymouth					
Portsmouth City					
Reading					
Redbridge					
Richmond upon Thames					
Rotherham					
Rutland					
Salford					
Sandwell					
Sefton					
Sheffield					
Slough					
Solihull					

South Gloucestershire					
Southend on Sea					
Southwark					
Staffordshire					
Stoke on Trent					
Suffolk					
Surrey					
Sutton					
Telford and Wrekin					
Thurrock					
Tower Hamlets					
Wakefield					
Walsall					
Waltham Forest					
Wandsworth					
Warwickshire					
West Sussex					
Westminster City					
Wiltshire					
Wirral					
Wokingham					
Wolverhampton					
Worcestershire					
Additional Signatories	1	2	3	4	Notes
Lincolnshire County Council					
Northamptonshire County Council					
Rutland County Council					
East of England Aggregate Working Party					
East of England Waste Technical Advisory Body					
Marine Management Organisation					
Cambridgeshire & Peterborough Combined Authority					
Environment Agency					
Fenland District Council					
East Cambridgeshire District Council					
Huntingdonshire District Council					
South Cambridgeshire District Council					
Cambridge City Council					