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**WOKINGHAM
BOROUGH COUNCIL**

Central and Eastern Berkshire Authorities

Joint Minerals and Waste Plan

Statement of Common Ground

between

The Central and Eastern Berkshire Authorities

and

West Berkshire District Council

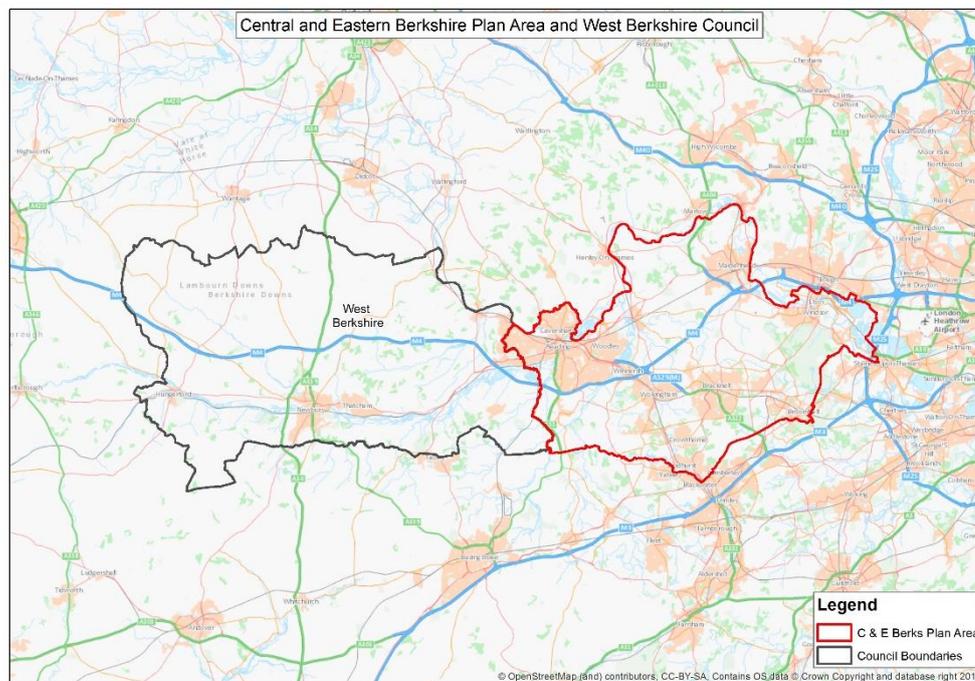
On

Strategic Mineral Issues

1. Introduction

- 1.1 This Statement of Common Ground (SoCG) is made between Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') and West Berkshire District Council regarding strategic mineral issues (the 'parties').
- 1.2 The SoCG is being prepared in line with plan-making guidance¹, in order to comply with the requirements of the National Planning Policy Framework (NPPF)².
- 1.3 The SoCG includes the administrative areas for the parties shown in Figure 1.

Figure 1: Administrative areas of Central & Eastern Berkshire Authorities and West Berkshire District Council



- 1.4 The parties are entering into this SoCG to address strategic mineral issues that affect Central and Eastern Berkshire.
- 1.5 This SoCG is provided without prejudice to other matters of detail that the parties may wish to raise through effective and on-going joint working between

¹ Planning Practice Guidance, Guidance on Plan-making, 13 September 2018, Ministry of Housing, Communities & Local Government (MHCLG) - <https://www.gov.uk/guidance/plan-making>

² NPPF, para 27, July 2018, MHCLG - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

plan making authorities through the Duty to Cooperate, or in subsequent participation in the plan making process.

2. Background

- 2.1 Bracknell Forest Council, Reading Borough Council, the Royal Borough of Windsor and Maidenhead and Wokingham Borough Council (collectively referred to as 'Central & Eastern Berkshire Authorities') are working in partnership to produce a Joint Minerals & Waste Plan (the 'Plan') for Central and Eastern Berkshire (the 'Plan Area').
- 2.2 A steady and adequate supply of construction aggregate supports the market needs in Central and Eastern Berkshire and continued economic development and prosperity. The aggregate required can be made up of different sources such as recycled materials, imported mineral products or extracted sand and gravel from either the sea or land.
- 2.3 Central and Eastern Berkshire's principal geological deposits, in economic terms, are sharp sand and gravel, with additional variable soft sand deposits. The Plan Area contains no 'hard' rock deposits and there is no secondary aggregate produced within Central and Eastern Berkshire
- 2.4 Central and Eastern Berkshire is well connected by road and rail and contains some navigational waterways. However, there are no rail depots within the Area.
- 2.5 West Berkshire are also preparing a Minerals & Waste Local Plan. A Preferred Options document was published for consultation in May 2017. The document outlined no crushed rock provision (as this is imported predominately from Somerset by rail) but the rail heads are safeguarded. The document also outlined no new additional recycling capacity but safeguarded existing permitted waste sites. The Proposed Submission consultation is from 4 January until 15 February 2021.

3. Crushed rock supply

- 3.1 The geology of Central and Eastern Berkshire means that it does not have its own source of crushed and hard rock minerals such as limestone. Therefore, the aggregate must be imported from elsewhere.

Sources of crushed rock

- 3.2 The movement of crushed rock is tracked in the Aggregate Minerals (AM) survey. Table 1 shows the sources of crushed rock consumed in Berkshire³ in 2009 and 2014. The dominant source of crushed rock for Berkshire is Somerset which has some 400 million tonnes of approved reserves (equivalent to 29.9 years)⁴. While not all the quarries in Somerset have rail connections, those that do form a significant proportion. There are no known reasons why supply from Somerset would be restricted and it is estimated that there are sufficient reserves available to supply on-going market demand.

Table 1: Sources of crushed rock consumed in Berkshire (thousand tonnes)

Source	2009		2014	
	Proportion	Tonnage	Proportion	Tonnage
Somerset	83%	726.25	70-80%	821.7 - 928.8
North Somerset	10 - 5%	87.5 – 43.75	1-10%	11.6 – 116.1
And the rest	Between 5% and Less than 1%-	n/a	Between 10% and Less than 1%	n/a

Source: BGS

Crushed rock flow to / from Central and Eastern Berkshire

- 3.3 The importation and consumption of crushed rock within Berkshire is reported in the Aggregate Monitoring reports. As explained, data is only available for the wider Berkshire area. The 2014 AM survey for England and Wales⁵ identifies that 1,161 thousand tonnes of crushed rock was imported into, and consumed within Berkshire, which suggests no onward movement of crushed rock in the former county area.
- 3.4 Table 1 suggests that there is an increasing demand for crushed rock within the Berkshire area. This assumption is supported by the sales from rail depots figures reported by West Berkshire District Council (see Table 2).

³ Berkshire includes Central & Eastern Berkshire, West Berkshire and Slough.

⁴ Somerset LAA 2016: www.somerset.gov.uk/EasySiteWeb/GatewayLink.aspx?allId=112822

⁵ Collation of the results of the 2014 Aggregate Minerals survey for England and Wales: www.gov.uk/government/uploads/system/uploads/attachment_data/file/563423/Aggregate_Minerals_Survey_England_Wales_2014.pdf. Tables 10 (imports) and 11 (consumption).

Table 2: Sales from West Berkshire Rail Depots (thousand tonnes)

	2016	2017	2018	2019	3-year Av.
Sales	728,771	836,524	901,198	783,075	822,164

Source: Figures obtained from West Berkshire as part of Duty to Cooperate 2021

Current capacity for crushed rock imports

- 3.5 There is currently no rail depot to receive crushed rock imports within Central and Eastern Berkshire and therefore, the area is served predominately by the rail depots in West Berkshire.
- 3.6 As the current sales at the rail depots (as shown in Table 2) are currently below earlier amounts, it would suggest that there is existing capacity at the rail depots.
- 3.7 Sales figures published in the 2019 West Berkshire District Council Local Aggregate Assessment⁶ show that crushed rock sales increased at the rail depots in West Berkshire.

Future provision

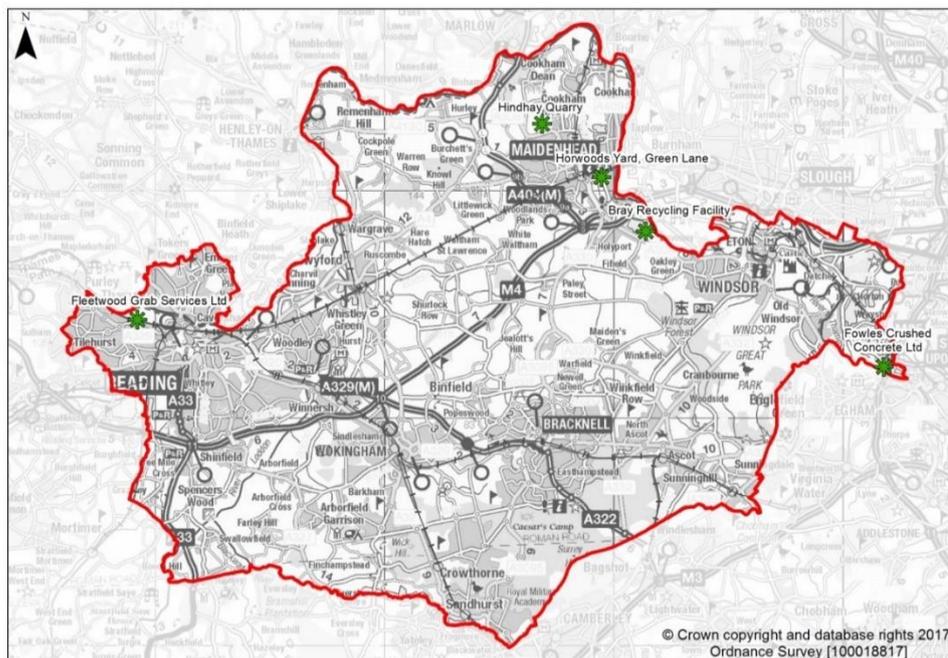
- 3.8 The existing aggregate rail depots supplying the Area have sufficient capacity for the future. Central and Eastern Berkshire is fully reliant on their continued operation and any change to this provision would have a significant impact.
- 3.9 The West Berkshire Local Aggregate Assessment (LAA) identifies that a large proportion of the aggregate sold from the rail depots at Theale is then exported out of West Berkshire by road. In terms of capacity at West Berkshire's rail depots, estimated capacity is above levels of sales in 2019, and one additional depot has begun to import aggregates in 2016, thus increasing capacity. The LAA also confirms that there is sufficient capacity at the rail depots for an increase in demand should this occur in the future.
- 3.10 The safeguarding of the rail depots at Theale, West Berkshire 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.

⁶ West Berkshire Local Aggregate Assessment 2018 (April 2019):
<https://info.westberks.gov.uk/CHttpHandler.ashx?id=46310&p=0>

4. Aggregate recycling capacity

- 4.1 Recycled aggregates are those derived from construction, demolition and excavation activities that have been reprocessed to provide materials or a product suitable for use within the construction industry. It includes materials such as soils and subsoil, concrete, brick or asphalt for re-use (rather than disposing of it).
- 4.2 Highway maintenance work has the potential to comprise a relatively large source of recycled aggregate through recycled road planings, asphalt, concrete kerbs and soils.
- 4.3 A significant amount of recycled aggregate is processed on development and construction sites, but an increasingly large amount is processed at free standing sites or sites located within existing minerals and waste activities such as mineral extraction, waste transfer, materials recovery and landfilling. Operational sites producing recycled aggregate in Central and Eastern Berkshire in 2019 are shown in Figure 2.

Figure 2: Location of recycled aggregate sites in 2019



- 4.4 Table 1 outlines capacity data on recycled aggregate sites within the Area. The 'recorded capacity' figures used are the capacity figures for the site and therefore, do not necessarily represent the capacity to produce recycled aggregate. The capacity figure has been provided as part of recent Aggregate Monitoring (AM) surveys (the most recent being 2018) or Environment Agency (EA) permit information where a response was not received.

Table 3: Recycled aggregate capacity, in 2019

Facility Name	Unitary Authority	Recorded ⁽¹⁾ Capacity (tonnes) 2019	Estimated ⁽²⁾ Actual Capacity (tonnes) 2019
Datchet/Riding Court Farm	Windsor & Maidenhead	30,000	0
Hindhay Quarry	Windsor & Maidenhead	25,000	25,000 (0)
Bray Quarry	Windsor & Maidenhead	5,000	5,000
Horwoods, Kimber Lane	Windsor & Maidenhead	4,800*	4,800*
Fowles Crushed Concrete Ltd	Windsor & Maidenhead	125,000*	5,000
Fleetwood Grab Services	Reading	75,000*	5,000
Total		264,800	19,800 (Permanent)

Source: (1) AM2019 returns or EA Permit (*) where no return information available.

(2) Permanent capacity only and likely operational capacity.

- 4.5 The permission at Hindhay is temporary. The operational capacity at Fleetwood and Fowles is likely to be similar to Horwoods as the capacities provided in EA Permits are given as ranges or are for all activities on a site. Should this be the case, the 'estimated actual capacity' of permanent aggregate recycling capacity is approximately 20,000 tonnes.
- 4.6 In 2018, permission was granted for aggregate recycling at Riding Court Farm/Datchet Quarry⁷. The Decision Notice was issued in January 2019 and allows up to 30,000 tonnes per annum which is time-limited to the life of the Quarry.

Production and sales of recycled aggregate in Central and Eastern Berkshire

- 4.7 There is no reliable or comprehensive data on production or use of recycled aggregates. Historically, production and sales of recycled and secondary aggregate have been recorded on a Berkshire county-wide level. The sales figures of the recycled and secondary aggregate in Berkshire for the most recent 10-year period, 2009-2018 are shown in Table 4.

⁷ Riding Court Farm/Datchet Quarry Application: <http://publicaccess.rbwm.gov.uk/online-applications/applicationDetails.do?keyVal=P5ZAR3NIJW700&activeTab=summary>

Table 4: Recycled and secondary aggregate sales in Central and Eastern Berkshire, 2009-2018 (Thousand tonnes, Tt)

Year	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	10-year Av.	3-year Av.
Berkshire	n/a	200	320	404	408*	400*	498	450	459	459	442	456
Central & Eastern Berkshire**					85	103	128	131	138	92		121

Source: Aggregate Monitoring Surveys, 2010-2019

*Figures quoted are from the South East Aggregate Monitoring Report (2014 & 2015).

**Please note that Central & Eastern Berkshire Figures also include Colnbrook, Slough

- 4.8 Sales in Berkshire dropped significantly by 33% in 2019 breaking the previous trend of increasing sales.
- 4.9 Sales data for Central and Eastern Berkshire is only available for a six-year period which indicates a trend of 113 Tt per year. Most sales during this period are from the Colnbrook Depot in Slough. The Central and Eastern Berkshire sales represent an average of 23% of the Berkshire Total. If this average was applied to the Berkshire 10-year sales, this would suggest a 10-year trend of 101 Tt per year for Central and Eastern Berkshire.
- 4.10 Central and Eastern Berkshire imports inert waste from a number of neighbouring authorities such as Buckinghamshire, Slough and Surrey. Some of the waste will not be suitable for aggregate recycling and may instead be used for inert fill.

Future provision

- 4.11 The Mineral Products Association reports that the use of recycled and secondary materials in the British aggregates market has increased rapidly. The proportion of total aggregates supplied from recycled and secondary sources has risen from 10% in 1990 to 29% in 2016⁸. A series of aggregate scenarios were prepared by the Minerals Products Association to determine potential future growth (see Appendix 2 for more details). The study concluded that recycled and secondary materials are likely to continue to make a significant contribution to supply (30%) but this is not expected to continue to grow significantly⁹.

⁸ The Mineral Products Industry at a Glance (MPA, 2018): <https://mineralproducts.org/documents/Facts-at-a-Glance-2018.pdf>

⁹ Long-term aggregates demand & supply scenarios, 2016-2030 (MPA, 2017): https://mineralproducts.org/documents/MPA_Long_term_aggregates_demand_supply_scenariors_2016-30.pdf

- 4.12 Whilst Central and Eastern Berkshire has existing (temporary and permanent) capacity, in 2015, West Berkshire was identified as the main processor of recycled aggregates in the wider Berkshire area, with material principally arising in Reading¹⁰. The current operational capacity to produce recycled aggregate in West Berkshire is 669,250 tonnes per annum¹¹.
- 4.13 In 2015, there was sufficient capacity in Berkshire for processing of recycled aggregates, although this includes sites with temporary permissions¹². The SEEAWP Annual Report 2018 also suggests a capacity margin (headroom) of around 57% at recycled and secondary aggregate sites in the South East but this also includes temporary sites¹³.
- 4.14 The capacity information gained through the AM survey returns and EA permits suggests that there is currently sufficient capacity to treat the arisings derived from the WDI within the Area. However, there remains a significant shortfall in permanent capacity.
- 4.15 In order to ensure suitable and sustainable aggregate recycling provision, additional permanent capacity is required within Central and Eastern Berkshire as the majority of existing capacity is temporary.

5. Other mineral issues

- 5.1 Central and Eastern Berkshire's primary indigenous aggregate is sand and gravel. The Joint Minerals & Waste Plan has identified a total requirement of **5.447 Mt** of sharp sand and gravel (0.628 Mt per annum) during the Plan period (taking into account existing reserves).
- 5.2 Soft sand is currently being supplied to Central and Eastern Berkshire by mineral planning authorities outside the Area. Demand for soft sand in Central and Eastern Berkshire during the Plan period could be in the region of 1.0 million tonnes (0.065 million tonnes per annum)⁶⁶.
- 5.3 Due to a shortfall in provision within the Joint Minerals & Waste Plan, it is recognised that this may result in supply being sourced from elsewhere. Therefore, Statements of Common Ground have been prepared separately on these issues with parties, who have the potential to provide supply to Central and Eastern Berkshire the Plan period, invited as signatories.

¹⁰ Berkshire Local Aggregate Assessment 2014 & 2015 (Atkins, 2016).

¹¹ West Berkshire Local Aggregate Assessment (2018):

<https://info.westberks.gov.uk/CHttpHandler.ashx?id=47201&p=0>

¹² Berkshire Local Aggregate Assessment 2014 & 2015 (Atkins, 2016)

¹³ SEEAWP Annual Report 2018 (Jan 2020): <https://documents.hants.gov.uk/see-awp/SEEAWP-annual-report-2018.pdf>

6. Common Ground

- 6.1 The Central & Eastern Berkshire Authorities recognise that there are several options available to Central and Eastern Berkshire to supply the Area with minerals and there is a need for this to be supported to allow for flexibility in demand and changes in the market.
- 6.2 As such, Policy M1 seeks to outline how the Central & Eastern Berkshire Authorities will also work closely with relevant mineral planning authorities to plan for the provision of aggregates from other areas.

'Policy M1

Sustainable minerals development strategy

The long term aims of the Plan are to provide and/or facilitate a steady and adequate supply of minerals to meet the needs of Central and Eastern Berkshire in accordance with all of the following principles:

- a) Work with relevant minerals planning authorities to maintain the supply of aggregate not available within Central and Eastern Berkshire;*
 - b) Deliver and/or facilitate the identified aggregate demand requirements (Policy M3);*
 - c) Facilitate the supply of other mineral to meet local demands (Policy M6);*
 - d) Be compliant with the spatial strategy for minerals development (Policy M4).*
 - e) Take account of wider Local Plans and development strategies for Central and Eastern Berkshire.'*
- 6.3 M8 (Safeguarding minerals infrastructure) seeks to safeguard the minerals infrastructure necessary to deliver a steady and adequate supply of minerals but the supporting text also recognises the importance of infrastructure outside of the Area. Reference is made to the continued safeguarding of this infrastructure by the relevant mineral planning authority and outlines that support will be given to defend any potential loss of capacity.

'Para. 6.140

In cases where aggregate rail depots or aggregate wharves in other Minerals Planning Authority areas provide a supply of aggregate to Central and Eastern Berkshire and are under threat of losing their safeguarding status which would result in a loss of capacity, the Central & Eastern Berkshire Authorities will provide support to defend the safeguarding or support the replacement of the capacity.

Para. 6.141

Statements of Common Ground with relevant Mineral Planning Authorities will regularly reviewed through the 'duty to cooperate'. Support will be provided through information sharing, where relevant.'

- 6.4 In order to maintain a steady and adequate supply of crushed rock to Central and Eastern Berkshire Authorities, it will be necessary for West Berkshire to monitor sales and capacity at the Theale rail depots. It is intended that this information should be shared through the duty to cooperate and will be used to inform and update this Statement of Common Ground.
- 6.5 The Central & Eastern Berkshire Authorities will share appropriate information on their reliance on crushed rock imports to support the safeguarding of minerals infrastructure.
- 6.6 It is recognised that data which would breach commercial confidentiality of the minerals and waste industry would not be shared.
- 6.7 The Joint Minerals & Waste Plan recognises the current movement of inert waste to West Berkshire for processing.

'Para. 7.73

The majority of inert waste is treated outside of the Plan area, predominantly at facilities in West Berkshire and Oxfordshire.'

- 6.8 However, the Plan aims towards self-sufficiency and therefore, proposals for Aggregate Recycling are encouraged through Policy M5.

'Policy M5

Supply of recycled and secondary aggregates

- 1. Recycled and secondary aggregate production will be supported, in appropriate locations, to encourage investment in new and existing infrastructure to maximise the availability of alternatives to local land-won sand and gravel.*
- 2. The supply of recycled aggregate will be provided by maintaining a minimum of 0.05 million tonnes per annum.'*

- 6.9 The movement of inert waste from Central and Eastern Berkshire to West Berkshire will continue to be monitored and will be shared through the duty to cooperate. Where necessary, this can be used to inform and update this Statement of Common Ground.

7. Additional Strategic Matters

- 7.1 SoCGs have also been prepared regarding the strategic movement and supply of soft sand and sharp sand and gravel to Central and Eastern Berkshire to which West Berkshire have been invited as a signatory (along with other

mineral planning authorities and the South East England Aggregate Working Party).

- 7.2 In addition, a Statement of Common Ground between Waste Planning Authority members of the South East Waste Planning Advisory Group Concerning Strategic Policies for Waste Management has been prepared by the South East Waste Planning Advisory Group to which both the Central & Eastern Berkshire Authorities and West Berkshire have been invited as signatories.

8. Agreement by the Parties

- 8.1 An initial version of this SoCG was circulated for comment to the West Berkshire District Council in July 2020. The comments received have been incorporated into this SoCG. Therefore, the following areas (see Section 6) are agreed by the Parties:

- i. The Central & Eastern Berkshire Authorities will share appropriate information on their reliance on crushed rock imports to support the safeguarding of relevant minerals infrastructure in West Berkshire.
- ii. West Berkshire will monitor sales and capacity at rail depots and share this information with the Central & Eastern Berkshire Authorities through the Duty to Cooperate.
- iii. The Central & Eastern Berkshire Authorities will continue to monitor the movement of inert waste to West Berkshire through the Duty to Cooperate.
- iv. This SoCG will be updated regularly as new data on inert waste movements to West Berkshire and aggregate recycling capacity within Central and Eastern Berkshire becomes available.

- 8.2 This Statement is agreed by the Parties, as represented by the following signatories:

[insert signature]
[Add title – Bracknell Forest Council]

[insert signature]
[Add title – Reading Borough Council]

[insert signature]
[Add title – West Berkshire District Council]

[insert signature]
[Add title – The Royal Borough of Windsor & Maidenhead]

[insert signature]
[Add title – Wokingham Borough Council]

Appendix 1: Comments received on the draft Statement and how these have been addressed.

Date received	Respondent	Comment	Action
23/07/2020	Alistair Buckley (on behalf of Bryan Lyttle) (West Berkshire District Council).	[Amended version attached to email].	'District' added to Council title as requested.
11/01/2021	Elise Kinderman (West Berkshire District Council)	2.5 West Berkshire are also preparing a Minerals & Waste Local Plan. A Preferred Options document was published for consultation in May 2017. The document outlined no crushed rock provision (as this is imported predominately from Somerset by rail) but the rail heads are safeguarded. The document also outlined no new additional recycling capacity but safeguarded existing permitted waste sites. The Proposed Submission consultation (scheduled for Jan-Feb 2020) was cancelled due to removal of two significant sites at the request of the landowner is from 04 th January – 15 th February 2021.	Noted and amended.
		Table 1- 2014 tonnage data. I believe these figures are able to be calculated, as Berkshire consumed 1,161,000 tonnes of CR in 2014.	Noted and amended.
		3.8 Most recent data - estimated capacity is above levels of sales in 2019 (2017)	Noted and amended.
		4.3 Operational sites producing recycled aggregate in Central and Eastern Berkshire in 2018 are shown in Figure 2.	Noted and amended
		4.15 Has it been calculated when this is expected to be needed from?	Most of the existing capacity is temporary and therefore, additional permanent capacity is needed to ensure a sustainable provision. This is the position currently.
		Section 6 – Does this section overlap with section 9 'Agreement by the parties'? Could this section be more appropriately named?	Section 6 sets out the areas of common ground which are being sought from the parties. Section 8 (corrected from 9) outlines that these are being agreed to by the parties. They are linked and a reference to section 6 has now been added to section 8.

		<p>9.1 Did you want to add something about West Berks agreeing to monitor sales and capacity at rail depots and sharing this with CEB through DtC?</p>	Noted and an additional point has been included in 9.1 to cover this agreement.
		<p>9.1 (ii) Has there been any quantification of this to inform Reg. 19? The inspector may be looking for certainty that West Berks sites can continue to accommodate movements from CEB over the plan period.</p>	Movements of waste (including inert) are set out in the Waste Background Study.
24/02/2021	Elise Kinderman (West Berkshire District Council)	<p>Table 2 – Sales from Berkshire and Hampshire Rail Depots. West Berks figures area available from 2016 onwards, would it make sense to use these? 2016: 728,771 2017: 836,524 2018: 901,198 2019: 783,075</p>	Agreed – thank you for sharing the figures. Table 2 has been amended from using a combination of sales from Berkshire and Hampshire Rail Depots (for confidentiality reasons) to using the more relevant data from West Berkshire as provided.
		<p>3.6 If using West Berks sales figures (above) it would be the case.</p>	Noted and amended to reflect this.
		<p>SEAWP report has now been published but for some reason does not include an area break down of rail depot sales, it is reported for the South East as a whole. Since 2016, West Berkshire has been able to publish separate sales figures without compromising confidentiality, and possibly these could be used</p>	Text amended to refer to data from West Berkshire, which includes 2019.
		<p>3.9 In terms of capacity at West Berkshire’s rail depots, estimated capacity is above levels of sales in 2019, and one additional depot has begun to import aggregates in 2016, thus increasing capacity.</p>	Noted year additional depot began to import and amended text.