

**DEVON COUNTY MINERALS
AND WASTE DEVELOPMENT
FRAMEWORK**

MONITORING REPORT

2011/12

December 2012

FURTHER INFORMATION

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Alternatively, all existing and emerging documents within the Development Framework can be viewed on the County Council's website
http://www.devon.gov.uk/minerals_waste_development_framework

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1 INTRODUCTION

1.1 MINERALS AND WASTE PLANNING IN DEVON

- 1.1.1 Devon County Council is the minerals and waste planning authority for Devon, excluding Dartmoor and Exmoor National Parks and the unitary authority areas of Plymouth and Torbay which are responsible for minerals and waste planning in these areas.
- 1.1.2 The Planning and Compulsory Purchase Act 2004 (the 2004 Act) (as amended) requires the County Council to produce Local Plans for minerals and waste planning in Devon, together with a Monitoring Report on progress with, and implementation of, those Plans.
- 1.1.3 The timetable for the production and publication of Local Development Documents was originally set out in the Devon County Minerals and Waste Development Scheme which came into effect in July 2005. The Development Scheme has subsequently been revised in September 2006 and in March 2007.
- 1.1.4 The **Devon County Minerals Local Plan** was adopted in June 2004 and is “saved” until it is superseded by policies in the Minerals and Waste Development Framework (except policies MP1 and MP12, which lapsed in September 2007). The **Devon County Waste Local Plan** was adopted in June 2006 and confirmation was received in May 2009 that it is saved until superseded by policies in future Waste Development Plan Documents. Replacement Minerals and Waste Plans are being prepared within the Devon County Minerals and Waste Development Framework.

1.2 THE WIDER PLANNING CONTEXT

National context:

- 1.2.1 In March 2012, the Government published the National Planning Policy Framework, together with additional technical guidance on minerals. The NPPF does not include policy on waste, and PPS10 will remain in force until replaced by the National Waste Management Plan, potentially in 2013.

Regional and sub-regional context:

- 1.2.2 Prior to the 2004 Act, the Development Plan for Devon comprised Local Plans together with the Structure Plan. The **Devon Structure Plan 2001 to 2016** was adopted in October 2004 and its policies are saved.
- 1.2.3 Although not included within the Development Plan, further policy guidance was provided at national and regional levels, the latter in the

form of RPG10¹. Upon commencement of the 2004 Act, RPG10 became part of the Development Plan as the Regional Spatial Strategy (RSS).

- 1.2.4 The South West Regional Assembly published a Draft RSS for the period 2006-2026 in June 2006, and its Examination in Public took place between April and June 2007 with the Panel's Report published in January 2008. The Secretary of State subsequently published proposed changes in July 2008. Publication of the final RSS had been anticipated to occur in summer 2010, but no further progress is being undertaken.
- 1.2.5 Following the 2010 General Election, the Secretary of State for Communities and Local Government outlined the commitment of the new Government to rapidly abolish RSSs. This was reaffirmed in July 2010 through an announcement by Communities and Local Government. However, this position was successfully challenged in November 2010. As a result, RSSs are still a material consideration for the purpose of preparing planning policy and determining planning applications.
- 1.2.8 Despite the successful legal challenges, the Government confirmed its intention to abolish the RSSs, together with saved Structure Plan policies as part of the Localism Bill which was published in December 2010. Revocation of these policies moved a step closer in November 2011 when the Localism Bill was granted royal assent, thus becoming an Act of Parliament. Further legislation is required to formalise this arrangement. This legislation is expected in 2013 following Strategic Environmental Assessment of the revocation of Regional Strategies.

1.3 THE MONITORING REPORT

- 1.3.1 The 2004 Act (as amended) requires Devon County Council to produce Monitoring Reports as one of the documents of the Minerals and Waste Development Framework. The first Monitoring Report was published for 2004/05.
- 1.3.2 The Monitoring Report must assess the implementation of Devon's Minerals and Waste Development Scheme and the County Council's success in implementing its adopted policies.
- 1.3.3 The scope and content of a planning authority's Monitoring Report is the subject of legislation² to which Devon County Council has had regard. This Report monitors the County Council's Minerals and Waste Development Framework (including the saved Local Plans) in four areas:

¹ Government Office for the South West (2001) 'Regional Planning Guidance for the South West (RPG10)'

² Planning and Compulsory Purchase Act 2004 (as amended) and The Town and Country Planning (Local Planning) (England) Regulations 2012

- ♦ the general context for minerals and waste planning in Devon, including issues that may influence demand for minerals and the level of generation of waste, the characteristics of Devon and relevant developments in the policy background;
- ♦ the progress of the County Council in implementing its Minerals and Waste Development Scheme;
- ♦ an assessment of the performance of the policies within the Minerals and Waste Development Framework which, for 2011/12, comprised the Devon County Minerals Local Plan and the Devon County Waste Local Plan; and
- ♦ conclusions on the key findings of the Monitoring Report and any actions required to address the issues that have arisen, including any difficulties encountered in producing the report.

1.3.4 *Contextual Indicators* will be used to assess the characteristics of Devon and their influence on the Minerals and Waste Development Framework in terms of policy context. These will be the same indicators as used in the previous Monitoring Report, and to be used in future years, to achieve consistency.

1.3.5 Assessment of the County Council's minerals and waste policies will use *output indicators*. These will include *core indicators* previously stipulated by the Department for Communities and Local Government, and *local indicators* selected by the County Council in accordance with those suggested in the Minerals Local Plan and the Waste Local Plan.

1.3.6 The 2004/05 Monitoring Report acknowledged that, as it was the first monitoring report, improvements and alterations would be needed for future reports. Regard has been had to these recommendations in the preparation of this Report, with any ongoing issues identified in the final section of the Report.

1.3.7 In March 2011, the Government withdrew its 2005 guidance on monitoring together with the 2008 guidance on core output indicators, with local planning authorities being free to decide what to include in their Monitoring Report. For 2011/12, Devon County Council has decided to retain the former Core Output Indicators to allow ease of comparison with previous years.

1.3.8 In November 2011 the Localism Act amended the arrangements for producing the Monitoring Report. Following the 2010/11 Report, it is no longer a requirement for a Monitoring Report to be submitted to the Secretary of State, rather it should be made available more specifically to local communities.

2 THE CONTEXT FOR MINERALS AND WASTE PLANNING IN DEVON

2.1 PORTRAYING THE CONTEXT

2.1.1 Regional and national planning policy provides the strategic framework for the development of local county policy. However, the distinct environmental, economic and social characteristics of Devon provide the local context for the County Council's mineral and waste planning. These characteristics create the demand for minerals and the need for waste management infrastructure whilst also framing the way in which these issues are addressed.

2.1.2 This section of the Monitoring Report will provide a brief portrait of Devon by illustrating the key characteristics of the County that provide the context for minerals and waste planning through the use of contextual indicators, which are included within the text of this section and summarised together in Appendix 1.

2.1.3 Although the spatial scope of the Monitoring Report is limited to that area for which Devon County Council is the minerals and waste planning authority (see 1.1.1), the contextual indicators in this section relate to the historic County of Devon (including Plymouth, Torbay and the National Parks of Dartmoor and Exmoor) on the grounds that:

- ♦ demand for the minerals produced within the Monitoring Report area will originate in part from Plymouth and Torbay, and minerals produced in those areas, together with Dartmoor National Park, will be used to some extent in the Monitoring Report area; and
- ♦ waste produced within Plymouth, Torbay and the National Parks is likely, in part, to require management outside of those areas.

2.2 DEVON'S ENVIRONMENT

Climate Change³

2.2.1 On average, temperatures in England have risen by about 1°C since 1980, with 2006 being the warmest year on record. Provisional Met Office data suggests that 2011 was the 11th warmest year on record. Annual mean precipitation over England and Wales has not changed significantly since records began in 1766. Seasonal rainfall is highly variable, but appears to have decreased in summer and increased in winter. All regions of the UK have experienced an increase in the contribution to winter rainfall from heavy precipitation events between 1961 and 2006. In summer, all regions except northeast and northern

³ All climate change data provided by The 2009 UK Climate Projections (UKCP09)

Scotland, show decreases. Relative sea level in the South West has risen by approximately 250mm since 1916.

- 2.2.2 The latest climate change projections for the UK were published by the UK Climate Impacts Programme in 2009. By the 2020s summers in the South West, under the high emissions scenario, are very likely⁴ to have warmed by between 0.5°C and 2.6°C in comparison to the 1961-1990 average. Annual precipitation shows little change but seasonal precipitation change is highly uncertain. Sea level rise is very likely to be more than 6cm but less than 18cm. The longer term projections in the 2050s provide more clarity as the changes in climate become more pronounced. Average winter and summer temperatures are very unlikely to increase by more than 3.5°C and 5.1°C respectively. Summers tend towards being drier (very likely to be between +8% and -45%) and winters towards being wetter (very likely to be between +3% and +41%). Sea level rise is very likely to be more than 13cm but less than 41cm. Extreme weather events are projected to become more intense and longer in duration but the modelling is uncertain regarding any changes in their frequency.

Natural Resources and Waste

- 2.2.3 Although air quality in Devon is generally good, there are twelve Air Quality Management Areas in the County (not including Plymouth and Torbay). The major source of pollution in Devon is road transport. In terms of water quality, the quality of river, coastal, drinking and groundwater is generally either moderate or good within both a regional and national context, but further improvements are needed to meet stricter standards for public health, wildlife and fisheries.

Contextual Indicator CX1 – Water Quality	
Description	2011/12 Result¹
The proportion of river stretches tested in Devon that were rated of ‘moderate’ or ‘good’ - Biological quality - Chemical quality	89% (356 of 398 samples) 91% (20 of 22 samples)
Notes 1 Figures are from the Environment Agency’s Water Framework Directive Assessments , 2011.	

- 2.2.4 Devon’s land is an important resource for its agricultural sector but is under pressure in some areas from the need for new development. Although the use of previously-developed (brownfield) land is to be preferred for new development, Devon has less of this resource than many other parts of the Country because it is a predominantly rural county. In 2010 (the year for which the last appropriate data is available) the area of land in Devon used for agriculture decreased by

⁴ Either end of the range of projected change is equally likely to occur. The mid point of the range does not indicate an average projected change and must not be used as such. ‘Very Likely’ in this context refers to 90% statistical certainty, except for Relative Sea Level where it refers to 95% certainty.

18,846ha, reducing the overall total to 485,752ha, representing 73% of Devon's land.

Contextual Indicator CX2 – Agricultural Land	
Description	2011/2012 Result
Area of Devon (and proportion of the County) that is currently in agricultural use	485,752 ha 73%
Notes 1 From the Environment Agency - county level crop areas : 2010 The latest updates of these detailed results are from the 2010 crop areas census. In 2011 and 2012 the survey sample was reduced in size. The next data update will be following the 2013 survey.	

2.2.5 Devon's varied geology⁵ is reflected in the presence of a wide range of minerals that are, or have been, exploited for the County's needs or for use elsewhere in Britain or abroad. Aggregate minerals are produced in the form of crushed rock from sandstone, limestone and igneous rock resources, together with sand and gravel. Relatively small quantities of building stone are produced, together with brick clay to serve the one remaining brickworks in the County. Devon has a major role in the production of china clay and ball clay, which only occur within Britain in Devon and adjoining counties, with much of the output being exported.

2.2.6 Devon (including Torbay and Plymouth and the National Parks) produced 562,346 tonnes of Local Authority Collected Waste (LACW, formerly known as Municipal Solid Waste) in 2011/12, a decrease of 55,002 tonnes, or approximately 9% compared with 2010/11. Devon, Torbay and Plymouth also generated 699,823 tonnes of commercial and industrial waste in 2009 (the most recent year for which data are available), and a larger, but currently unquantified, volume of construction and demolition waste.

Contextual Indicator CX3 - Waste	
Description	2011/12 Result
Total annual arisings (tonnes) of municipal waste	562,346t
Notes: Figure for Devon, Plymouth, Torbay and the National Parks	

Biodiversity and Landscape

2.2.7 Devon possesses an outstanding network of sites of biodiversity and geological importance, with over 200 Sites of Special Scientific Interest including a number of internationally-designated sites. The latter include a wide variety of habitats including moorland, dry heathland and wet grassland, estuarine and coastal areas, river valleys, woodland and caves. The Devon Biodiversity Action Plan⁶ identifies

⁵ Detailed information on Devon's geology and mineral production can be found in the 'Devon County Minerals Local Plan' supporting evidence

⁶ Devon Biodiversity Action Plan (1998, revised 2009) 'The Nature of Devon: A Biodiversity and Geodiversity Action Plan'

20 key habitats and 20 key species for which action plans have been produced. Devon's outstanding geological interest has been recognised by the inclusion of the East Devon coast within the Dorset and East Devon World Heritage Site.

Contextual Indicator CX4 - Biodiversity⁷	
Description	2011/12 Result
(a) number of Sites of Special Scientific Interest	(a) 212
(b) number of sites subject to international designations¹	(b) 26
Notes	
¹ Ramsar sites, Special Protection Areas and Special Areas of Conservation (including Marine SACs)	

2.2.8 More than half of Devon's area is protected by national landscape designations, in the form of National Parks and Areas of Outstanding Natural Beauty, or by local designation as Areas of Great Landscape Value and Coastal Preservation Areas. The variety and distinctiveness of Devon's landscapes is illustrated by the identification of 32 Landscape Character Zones, derived from an assessment of the County's landscape⁸.

Contextual Indicator CX5 - Landscape	
Description	2011/12 Result
Proportion of area that is protected by national landscape designations¹	39.9%
Notes	
¹ National Parks and Areas of Outstanding Natural Beauty	

2.2.9 Devon's landscape and built environment are also important for their historic interest, with thousands of sites and areas of archaeological interest providing a record of human activity from prehistoric times through to the recent past. This is illustrated by the granting of UNESCO World Heritage Site status to the Dorset and East Devon Jurassic Coast and the Cornwall and West Devon Mining Landscape. Devon also has a wealth of urban and rural historic buildings, including more than 20,000 Listed Buildings, and the historic character of the County's settlements is recognised by the designation of 427 Conservation Areas and 59 Registered Parks and Gardens. The finite nature of the historic resource, however, is illustrated by the inclusion of 24 properties within Devon on English Heritage's Register of Buildings at Risk.

⁷ Information from Natural England, 2011

⁸ Devon County Council (2002) 'The Devon Landscape – an Appraisal of Devon's Landscape at the Beginning of the 21st Century'

Contextual Indicator CX6 – Historic Environment	
Description	2011/12 Result
Number of Scheduled Ancient Monuments	2,246
Number of Listed Buildings	20,704
Notes	
Data obtained from the Devon County Council historic environment service	

2.3 DEVON'S ECONOMY

Environment as an Economic Driver

- 2.3.1 The relationship between Devon's environment and its economy is particularly strong in the tourism sector, with 80% of holiday trips being motivated by the County's conserved landscapes, and in agriculture which accounts for the use of nearly 500,000 hectares in Devon. However, the farming industry has experienced decline over recent years, and faces further restructuring of funding support.
- 2.3.2 There are opportunities for deriving economic benefits from the environment, with potential for new jobs in the environmental technology sector and through initiatives such as sustainable tourism and sustainable waste management.

Enterprise and Productivity

- 2.3.3 Devon has a growing and diverse economy, but one that is behind much of the country in terms of productivity, possibly due to an under-representation in the County of the more productive sectors such as manufacturing, business and financial services. There is also a contrasting picture of productivity between the different sectors within Devon and between different parts of the County.

Contextual Indicator CX7 - Economy	
Description	2011/12 Result¹
Number of VAT- registered businesses and/or PAYE based enterprises (2011)	39,605
Notes	
1 Source: Office for National Statistics	

- 2.3.4 In the second quarter of 2011-2012, the unemployment rate in the Devon County Council area⁹, in those aged 16 and over stood at 5.2%. This is lower than the national average at 8.1%, but relatively high levels of self-employment (17.1%) and part-time working may limit access to well-paid jobs that utilise people's skills. Average earnings in Devon are 15% lower than in England as a whole, partly explained by the higher-than-average proportions of female, part-time and self-employed employee group.

⁹ Source: ONS Annual Population Survey - Resident Based - July 2011 - June 2012

Transport and Traffic

2.3.5 Devon has good transport links with the rest of the country through the M5 and A30/A303, rail routes and air services, and with Europe through sea and air routes. The continued availability of these is an important element of the County's future prosperity. However, the gradual increase in road traffic has resulted in congestion in and around the main urban areas, with some routes experiencing growth in traffic flows of more than 40% over the last decade. Total traffic flows for Devon have increased by 25% over the period 1993-2008. However, since 2008, traffic flows have decreased by approximately 2.2%, potentially reflecting the challenging economic situation.

Contextual Indicator CX8 - Traffic	
Description	2011/12 Result ¹
Total traffic flow (million vehicle km)	7817
Notes	
¹ Figure from Motor vehicle traffic (vehicle miles) by Local Authority in Great Britain, (Department For Transport)	

2.3.6 Although car ownership in Devon rose by 30% between 1991 and 2001¹⁰, those people without access to a car or adequate public transport (notably the elderly, disabled people and young people) suffer from poor access to employment, educational, health and social facilities. This naturally affects rural areas to a greater degree, and only 26% of Devon's population living within settlements of less than 3,000 people are within 13 minutes walk of an hourly or better bus service.

2.4 DEVON'S PEOPLE

2.4.1 Devon's population (including Plymouth and Torbay) was estimated in 2011 to be 1.13 million, showing an increase in the region of 46,878 from the year before. The average age of Devon's population is rising as people live longer and young adults move away. There has been a marked increase in the number of small households, and social changes mean that even if population numbers were to remain static, more houses would be needed to accommodate the same number of people living in smaller household units.

Contextual Indicator CX9 - Population	
Description	2011/12 Result ¹
Total Population	1,133,742
Notes	
¹ Mid year estimate for 2011 from Office for National Statistics	

2.4.2 The Devon Structure Plan proposes to accommodate the anticipated increase in population and households by providing for 65,500 new dwellings over the period 2001 to 2016 (an annual rate of 4,094),

¹⁰ Source: 1991 and 2001 Censuses

including the development of new communities near Plymouth (Sherford) and Exeter (Cranbrook). House building in 2011/12 totalled 2695 units (this figure does not include data from Torbay). The total completions for the DCC area are 2,239 units. This is significantly fewer than the annual provision made in the 2004 Structure Plan but reflects a national trend partially driven by the challenging economic climate.

Contextual Indicator CX10 – House Building	
Description	2011/12Result
Number of new dwellings built¹	
East Devon	317
Exeter	597
Mid Devon	212
North Devon	177
South Hams	210
Teignbridge including DNP)	342
Torridge	291
West Devon	93
Plymouth	456
Torbay	Data unavailable
Dartmoor National Park	Data unavailable
TOTAL	2695
Notes	

2.4.3 The rapid increase in house prices in the late 1990s and early 2000s and the recent recession have had a serious impact on the ability of people on lower incomes to afford housing. This has been exacerbated by the relatively low levels of average earnings in Devon and the relatively low levels of house building.

2.4.5 The health of Devon’s people is generally good, but there are inequalities in health and life expectancy across the County caused by a range of social and economic factors.

2.5 KEY ISSUES, CHALLENGES AND OPPORTUNITIES

The Sustainable Community Strategy’s Vision and Priorities

2.5.1 Devon’s Sustainable Community Strategy, which was published in July 2008, has identified the following vision of Devon being “England’s greenest county with strong local communities that are prosperous and welcoming with a excellent quality of life and a sustainable future”: Seven priorities are identified in support of the vision:

- A Growing Economy
- A world Class Environment
- Health and Wellbeing
- Homes and Housing
- A safer Devon
- Strong and Inclusive Communities
- Inspiring Young People

2.5.2 The intention of the County Council is that the Minerals and Waste Development Framework will, wherever possible, contribute to the vision and priorities of the Sustainable Community Strategy. This will be achieved through the scoping of each of the local development documents to establish areas of common interest with the Community Strategy, and through the associated sustainability appraisal process, which will have regard to the social, economic and environmental themes of the Strategy.

3 IMPLEMENTATION OF THE DEVON COUNTY MINERALS AND WASTE DEVELOPMENT SCHEME

- 3.1 The 2004 Act required the County Council to prepare a Minerals and Waste Development Scheme [MWDS] for submission to the Government Office for the South West [GOSW] by 31 March 2005. This Scheme is intended to provide a three year programme for the preparation of the local development documents that will be contained within the Minerals and Waste Development Framework, and progress in implementing the MWDS is to be monitored through a AMR.
- 3.2 Devon County Council submitted its MWDS in 2004 but it did not come into force until July 2005 due to amendments to the Scheme. A First Revision of the MWDS came into effect in September 2006 but this was superseded by the Second Revision, which came into effect on 30 March 2007 and it is the milestones in this latter document (an extract from which is attached as Appendix 2) that will be used in this Monitoring Report. However, the milestones included within this second revision have now been superseded by a new timetable which will be included in a further revision to the Scheme.
- 3.3 The Second Revision of the MWDS provided milestones for seven documents, with three of these (Statement of Community Involvement, Minerals Core Strategy and Waste Audits and Infrastructure SPD) anticipated to be adopted prior to 2010/11, a further three scheduled to be adopted during 2010/11 (Minerals Development Control Policies and Site Proposals, Bovey Basin Area Action Plan and Waste Core Strategy). However, as outlined below, actual progress has not achieved these timetables.

Statement of Community Involvement

- 3.4 The Statement of Community Involvement [SCI] was adopted in December 2007.

Minerals Core Strategy [re-named the Minerals Plan]

- 3.5 The Second Revision of the MWDS timetabled submission of the Minerals Core Strategy [MCS] to the Secretary of State was anticipated to occur in July 2008, followed by its examination in January 2009. However, no formal milestones have been achieved with the Minerals Core Strategy since consultation on the Issues and Options Report in November 2007. An 'Options Consultation Paper' was published in February 2011, and it is anticipated that Publication (Regulation 19) will occur in summer 2013.

Minerals Development Control Policies & Site Proposals

- 3.6 Commencement of this document was timetabled in the MWDS to occur in January 2008 followed by publication of a Scoping Report in

May 2008 and consultation on Issues and Options in August 2008. However, no action has been taken and the content of this document is being included within the Devon Minerals Plan.

Bovey Basin Area Action Plan

- 3.7 It was anticipated that commencement of the Area Action Plan would have occurred in August 2007, with Preferred Options consultation taking place in November 2008. It has been decided that this Plan will no longer be prepared, although consideration will be given to a masterplan or Supplementary Planning Document for the area.

Waste Core Strategy [re-named the Waste Plan]

- 3.8 The MWDS Second Revision timetables commencement of the Waste Core Strategy for June 2007, with adoption programmed for September 2010. Work on the Waste Core Strategy did not commence until spring 2010. However, by the end of March 2012 significant progress had been made on the document. The principal milestone achieved in 2011/12 was the Issues and Options Consultation held between April and July 2011.
- 3.9 The County Council identified that it may be more appropriate to develop a complete Waste Plan, including site allocations and development management policies as well as a core strategy and core policies. This would reflect the approach of producing a single plan as advocated in the National Planning Policy Framework. In this regard, the scope of the Waste Core Strategy has been widened and the name of the document amended. The waste planning policy document is now referred to as the Waste Plan.
- 3.10 Following the Issues and Options Consultation work during 2011/12 focused on site appraisal and policy drafting to inform the development of a Waste Plan Preferred Strategy Report prior to public consultation.

Waste Development Control Policies and Site Proposals

- 3.11 Commencement of this DPD was scheduled for March 2009 with submission to the Secretary of State programmed for January 2011. The content of this document is now to be included in the emerging Waste Plan.

Waste Audits and Infrastructure

- 3.12 Commencement of this Supplementary Planning Document was scheduled to occur in June 2007, with adoption in September 2008. However, no action has been taken on this document and the need for it is being reconsidered.

Analysis of Progress

- 3.13 Although adoption of the Statement of Community Involvement was achieved only a little behind the programmed timetable, progress with the other documents within the Minerals and Waste Development Framework has generally been challenging in previous years. However, additional resources have now been focused onto the development of the Minerals and Waste Plans which have led to significant progress in 2011/12 including public consultation. Work has also continued apace since the end of 2011/12. This however is not considered in this Report.
- 3.14 The slippage in meeting the milestones is regrettable, and the County Council will keep this under review and endeavour to avoid further delays. Resources are continuing to be focused towards the development of the Minerals and Waste plans towards Submission.

4 MINERALS POLICY: ASSESSMENT OF PERFORMANCE AND EFFECTS

- 4.1 The **Devon County Minerals Local Plan** was adopted in June 2004 and, under the provisions of the Planning and Compulsory Purchase Act 2004, was initially 'saved' for a period of three years from commencement of the Act (i.e. until 28 September 2007). A direction from the Secretary of State has since been issued which allows all policies in the Minerals Local Plan to be saved until they are superseded by the production of Minerals Development Documents, except MP1 (International Designations) and MP12 (Protected Species) which have now lapsed.
- 4.2 This part of the Monitoring Report will assess the performance of the Minerals Local Plan through the use of output indicators (including those previously specified by the ODPM as core output indicators; unless otherwise stated, the spatial coverage of indicators within this section of the Monitoring Report is that part of Devon for which the County Council is the Mineral Planning Authority), and by analysing the effectiveness of the policies contained within the Plan. It should, however, be borne in mind that the number of planning applications for minerals development received by the County Council in any one year is small, and that a large proportion of the Plan policies may not be used in the determination of planning applications every year.
- 4.3 Within 2011/12, no planning applications for new mineral working were determined.

Local Output Indicator LO1	
Description	2011/12Result
Number of mineral permissions granted that were advertised as a departure from the Development Plan	None
Notes	

- 4.4 Within 2011/12, three applications were determined for minerals development that did not include the working of minerals. These were:
- ♦ the retention of quarry processing plant and importation of sand and gravel at Blackhill Quarry;
 - ♦ a retrospective application to retain settling lagoons at Venn Quarry; and
 - ♦ an alteration to the junction layout for the Hemerdon Mine link road.

A schedule of the planning applications for mineral sites, together with waste management proposals, is included in Appendix 3.

Production of Aggregates¹¹

- 4.5 Policy MP19 of the Minerals Local Plan confirms that the County Council will maintain its contribution to the regional aggregate supply. The Government published new national and regional aggregates guidelines for 2005-2020 in 2009, and the now-disbanded South West Councils undertook a sub-regional apportionment exercise, the outcomes of which were endorsed as technical guidance by the Regional Aggregate Working Party and submitted to DCLG in September 2010 (but not formally approved). This new sub-regional apportionment requires that Devon (including Plymouth, Torbay and Dartmoor National Park) should make provision for 3.2 million tonnes (mt) of crushed rock and 0.93 mt of sand and gravel (with Cornwall and Somerset) per annum for the period 2005 to 2020. The total primary aggregate provision from Devon therefore equates to 4.13 mt per annum.
- 4.6 Core Output Indicator 5a provides details of primary aggregate production in Devon.

Core Output Indicator CO5a¹	
Description	2011/12 Result²
Production of Primary Land Won Aggregates: Total	2.46 mt
• Sand and Gravel	0.44 mt
• Crushed Rock	2.02 mt
Notes	
¹ The area for this indicator includes Plymouth, Torbay and Dartmoor National Park as those areas cannot be disaggregated for reasons of operator confidentiality.	
² The figures are for the calendar year of 2011, expressed as million tonnes	

The total figures for primary aggregate production show a small decrease from 2010/11 to 2011/12 of 0.08 mt. This production represents just under 60% of the 4.13 mt annual figure forecast by the new sub-regional apportionment.

Core Output Indicator LO21¹	
Description	2011/12 Result²
Actual Production of Primary Land Won Aggregates as a % of Devon's Annual Sub-Regional Apportionment 2005-2020: Total	59.6
• Sand and Gravel	47.3
• Crushed Rock	63.1
Notes	
¹ The area for this indicator includes Plymouth, Torbay and Dartmoor National Park as those areas cannot be disaggregated for reasons of operator confidentiality.	
² The figures are for the calendar year of 2011, expressed as % of Devon's sub regional annual apportionment.	

¹¹ More detailed information on aggregate supply can be found in the Devon Local Aggregate Assessment, available at <http://www.devon.gov.uk/laa.htm>

- 4.7 Devon has important sources of secondary aggregates in the form of the by-products of the extraction of ball clay and china clay which produce sand and, in the case of the latter mineral, crushed rock. These materials have in the past been tipped, but are increasingly being processed and utilised as secondary aggregates and thereby reducing the need for quarrying of primary materials.
- 4.8 The County also produces a significant quantity of recycled aggregates through the processing of construction and demolition waste, and the adopted Devon County Waste Local Plan identifies a network of 19 existing facilities for the recycling of inert waste materials. There is no reliable data at a County level on the annual production of construction and demolition waste, and even regional-level data is heavily qualified. No information is therefore provided in this Monitoring Report on actual production of recycled aggregates but work by Capita Symonds Ltd on behalf of the South West Regional Assembly has provided an estimated figure for Devon.

Core Output Indicator CO5b	
Description	2011/12 Result¹
Production of (a) secondary aggregates (b) recycled aggregates (tonnes)	420,319t 845,000t²
Notes ¹ The figure is for the calendar year of 2011 ² The figure for is an estimate for 2003 produced by Capita Symonds Ltd for the South West Regional Assembly, and represents the most recent and reliable information available. The area for this figure includes Plymouth, Torbay and Dartmoor National Park	

- 4.9 There was a steady annual increase in the production of secondary aggregates from 2004 to 2008, but the economic downturn saw a significant drop in production in 2009 followed by a further small decrease in 2010 before a rise in 2011. Local Output Indicator LO2, which expresses the proportion of the combined total of primary and secondary aggregates produced in Devon that is accounted for by secondary aggregates, illustrates that the proportion increased in 2011 from 13.2% in the previous year to 14.6%.

Local Output Indicator LO2	
Description	2011/12 Result²
Production of secondary aggregates expressed as % of total primary and secondary aggregates produced¹	14.6%
Notes ¹ Within Devon including Plymouth, Torbay and Dartmoor National Park ² The figure is for the calendar year of 2011	

Aggregate Landbanks

- 4.10 Policy MP20 of the Minerals Local Plan states that landbanks for aggregate minerals will be maintained throughout the Plan period. The calculation of the landbanks in Policy MP20 uses the average rate of

production over a preceding period, and the current landbanks are shown below.

Local Output Indicator LO3	
Description	2011/12 Result¹
Landbank for crushed rock (years)	64.5 years
Landbank for sand and gravel (years)	15.0 years
Notes	
¹ The figures are the position at 31 December 2011, and include aggregate quarries in Plymouth, Torbay and Dartmoor National Park	

Mineral Working Areas for Aggregates

- 4.11 The Minerals Local Plan identifies eight Mineral Working Areas for the working of aggregate minerals where continued working will be acceptable in principle. The extension of these Areas will be given priority over the extension of other sites or the permitting of new aggregate mineral sites where additional resources are required to maintain the County's landbank.

Local Output Indicator LO4	
Description	2011/12 Result
Number of Mineral Working Areas for aggregates that have not been worked during the year	Three
Notes	

- 4.12 No working has taken place at the Hayes Quarry Mineral Working Area since March 2003, with the planning permission lapsing in October 2008, while Venn Quarry ceased production during 2006/07. The status of these sites as Mineral Working Areas will be reviewed in the preparation of the Minerals Plan. Only limited reserves remain at Rockbeare Quarry, and no production has occurred at Hillhead Quarry since 2009 other than removal of materials from stockpiles, although this site retains substantial reserves.

Control of Mineral Working

- 4.13 Mineral working typically occurs over a considerable period of time, and it is therefore important that sites are monitored to ensure compliance with their planning permissions. The percentage of mineral sites to have received at least one monitoring visit in 2011/12 was 88%.

Local Output Indicator LO6	
Description	2011/12 Result
Proportion of total mineral sites which have received at least one monitoring visit	88%
- Active Sites monitored	28 of 30 sites (93%)
- Inactive Sites monitored	15 of 19 sites (79%)
Notes: Inactive sites exclude those sites classed as dormant	

- 4.14 Where breaches of planning permission occur, or are perceived by local residents to have occurred, complaints can be made by the public to the County Council. The County Council endeavours to resolve the issue as promptly as possible.

Local Output Indicator L07	
Description	2011/12 Result
Enforcement complaints concerning (a) existing quarries or (b) unauthorised mineral working	(a) Not available (b) Not available
Notes	

- 4.15 Public understanding of mineral sites and effective liaison between site operators and their neighbours is aided by the network of local liaison groups that the County Council has facilitated for the major quarries. The number of local liaison group for mineral sites meeting at least once in 2011/12 is five, with several groups not meeting over this period. It is the intention to establish a further local liaison group for the proposed tungsten mine at Hemerdon.

Local Output Indicator L08	
Description	2011/12 Result
Number of local liaison groups for mineral sites that have met at least once	Five
Notes	

- 4.16 Devon contains more than 50 mineral sites that, although having a current planning permission, are classed as 'dormant' and are unlikely to resume working. The Minerals Local Plan proposes that these sites should be the subject of Prohibition Orders in order to prevent inappropriate working. As in previous years, no progress has been made on this issue to date. It is anticipated that the introduction of the ability for Mineral Planning Authorities to recover the costs of the monitoring of mineral sites in April 2006 will provide the platform for Prohibition Orders to be pursued on an active basis in the future.

Local Output Indicator L09	
Description	2011/12Result
Number of Prohibition Orders issued	None
Notes	

- 4.17 The development of mineral sites has the potential, if not properly controlled, to exacerbate flooding problems if developed in a floodplain, or to adversely affect water quality. The County Council consults the Environment Agency on all planning applications for mineral development and aims to avoid granting planning permission where the Agency raises concerns.

Core Output Indicator CO7 (mineral)	
Description	2011/12 Result
Number of planning permissions for mineral development granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality	None
Notes	

Restoration and Aftercare

- 4.18 One of the main benefits of the Review of Old Mineral Permissions [ROMP] procedure introduced by the Environment Act 1995 has been the ability to secure modern schemes for the restoration and aftercare of mineral sites, as the original planning permission permissions often failed to provide for this. At the end of 2011/12, ROMP schemes for seven quarries remained undetermined due to the failure of applicants to submit additional information requested by the County Council. In future years, all sites will be reviewed at 15 year intervals through the Schedule 14 procedure, and this will give further opportunity to improve restoration and enhancement measures.

Local Output Indicator LO10	
Description	2011/12 Result
Proportion of Active¹ mineral sites that are subject to modern² restoration and aftercare conditions	84%
Notes ¹ As defined by the Environment Act 1995 ² Covering the whole mineral site, requiring detailed restoration and aftercare schemes, and requiring an aftercare period of five years	

- 4.19 One of the key areas in which mineral working can deliver benefits is biodiversity, with the restoration of mineral sites having the potential for the creation of new habitats following the cessation of mineral working. In addition, the ongoing management of mineral sites that contain designated areas of biodiversity or geological importance should be encouraged through the granting of planning permission and ongoing monitoring.

Local Output Indicator LO11	
Description	2011/12 Result
Proportion of Active¹ mineral sites which are subject to conditions requiring mitigation, enhancement or restoration works for biodiversity purposes	58%
Notes ¹ As defined by the Environment Act 1995	

Local Output Indicator LO12	
Description	2011/12 Result
Proportion of Active¹ mineral sites which are subject to conditions requiring the retention of a geological exposure	28%
Notes ¹ As defined by the Environment Act 1995	

Local Output Indicator LO13	
Description	2011/12 Result
Proportion of Sites of Special Scientific Interest within Active¹ mineral sites that are in favourable condition	75%
Notes ¹ As defined by the Environment Act 1995.	

Performance of the Minerals Local Plan Policies

- 4.20 It was highlighted in 4.2 that the number of planning applications for mineral development in any one year tends to be small, and this limits the scope to use some of the Minerals Local Plan policies in the determination of planning applications.
- 4.21 An analysis has been undertaken of the use of the Local Plan policies in the determination of applications for mineral development in 2011/12; however, a large proportion of policies have not been used due to the small number of relevant applications during the year. Three planning applications for mineral-related development were determined in 2011/12, with none of these involving new working of minerals. In addition two waste management applications (one involving the processing of waste materials for use in the restoration of the mineral site) were determined for Lee Moor China Clay Works. Where reference has been made to policies in the Minerals Local Plan, the following observations can be made:
- ♦ nine of the policies within the Minerals Local Plan were used in determining the three relevant mineral planning applications in 2011/12;
 - ♦ given the limited number of minerals applications, a large number of policies have not been used in the determination of applications; however, this does not mean that they are not relevant, but reflects the limited number of applications; and
 - ♦ the continued status of Hayes Quarry, Venn Quarry and Meeth Ball Clay Works as Mineral Working Areas should be reviewed following the cessation of working (Policies MP21 and MP29).

5 WASTE POLICY: ASSESSMENT OF PERFORMANCE AND EFFECTS

- 5.1 The Devon County Waste Local Plan was adopted on 30 June 2006 This is therefore the fifth Monitoring Report since the Waste Local Plan has been adopted that covers a whole year of use of its policies.
- 5.2 The indicators in this part of the Monitoring Report are accompanied by targets and assumptions derived from the Waste Local Plan.

Municipal Solid Waste

- 5.3 Arisings of Local Authority Collected Waste [LACW], formerly described as Municipal Solid Waste in 2011/12 within Devon (including the National Parks but excluding Plymouth and Torbay) amounted to 372,349 tonnes, which represents a reduction of 45,385 tonnes (-10.9%) compared with 2010/11. This pattern diverges from the target in the Waste Local Plan, which assumes annual growth of 1% after 2008/09. It is likely that the reduction in waste is largely as a result of the recession in recent years. The proportion of this waste that was recycled or composted increased further to 55.3% in comparison with the 2010/11 rate of 54.%. This exceeds the County Council's target for 2011/12 of 44% and 2015/16 of 52%.

Core Output Indicator CO6b		
Description	2011/12 Result	Target
Amount of municipal waste arising	372,349t	
Amount (and %) recycled or composted	200,753 (55.3%)	44%¹
Amount (and %) landfilled	171,596t (45.9%)	41%%²
Notes		
¹ Assumed potential recycled or composted by 2011/12 as per the Waste Local Plan		
² Assumed maximum proportion landfilled by 2011/12 as per the Waste Local Plan		

Local Output Indicator LO14		
Description	2011/12 Result	Target
Annual rate of growth in municipal waste	-10.9%	1.0%¹
Notes		
¹ Maximum growth between 2010/11 and 2011/12 as per the Waste Local Plan		

Commercial and Industrial Waste

- 5.4 Accurate and up to date figures on Commercial and Industrial Waste [CIW] are not collected on a regular basis. However, in December 2010 the results of a national survey were published by Defra. This study covers the Devon County Council area in some detail. As a result, there is accurate data on CIW waste for the 2009 calendar year. This study considers how much waste was generated and how it was

managed. This is the most up to date data available for this waste stream.

- 5.5 Total arisings of CIW in the Local Authority area of Devon County Council in 2009 amounted to 473,509 tonnes. Of this, 245,799 tonnes, or 51.9% was reused, recycled or composted. A total of 116,248 tonnes, or 24.6% was landfilled, and 20,610 tonnes, or 4.4%, underwent thermal treatment.

Local Output Indicator LO15¹		
Description	2011/12 Result²	Target
Amount of commercial and industrial waste arising	473,509 t	
Amount (and %) re-used or recycled	245,799 t (51.9%)	34%³
Amount (and %) landfilled	116,248 t (24.6%)	43%⁴
Notes		
¹ For Devon (including the National Parks but excluding Plymouth and Torbay)		
² This figure is for the calendar year of 2009, the latest available figure		
³ Minimum proportion recycled in 2011/12 as per the Waste Local Plan		
⁴ Maximum proportion landfilled in 2011/1 as per the Waste Local Plan		

Local Output Indicator LO16¹		
Description	2011/12 Result²	Target
Annual rate of growth in commercial and industrial waste³	-8.3%	No target
Notes		
¹ For Devon (including the National Parks but excluding Plymouth and Torbay)		
² The figures are for 2009, the latest available figure		
³ Based on the annualised growth between the 2002/03 and 2009 surveys on the basis of a reduction from the 2002/03 figures		

- 5.6 In previous Monitoring Reports, the figures reported were for Devon, including Plymouth, Torbay and the National Parks. This means it is not possible compare CIW arisings in just the Devon County Council Waste Planning Authority area in 2002/03 and 2009. However, as way of comparison, the total CIW generated in Devon, Torbay and Plymouth in 2009 (the most recent for which there are data) was 699,823 tonnes compared to 1,132,000 tonnes in 2002/03, when CIW was previously surveyed accurately. This shows a reduction of approximately 38.2% in approximately seven years.

Construction and Demolition Waste

- 5.7 Reliable data at the Waste Planning Authority level are also difficult to collect for construction and demolition waste [CDW], and any analysis needs to 'apportion' regional data based on assumptions on the sub-regional distribution of arisings of CDW.
- 5.8 In October 2004, ODPM published the results of a survey of arisings of CDW undertaken in 2003, which provided estimates of national and regional arisings and the methods by which the waste was managed.

Within the South West region, it was estimated that approximately 10 million tonnes of CDW was produced in 2003.

- 5.9 Subsequently, consultants acting on behalf of the South West Regional Assembly undertook a sub-regional breakdown for the purposes of developing the minerals policies for the emerging Regional Spatial Strategy. This suggested that, of the 4.47 million tonnes of recycled aggregates produced in the region, 18.9% was produced in Devon (including Plymouth and Torbay). If it is assumed that Devon accounted for the same proportion of CDW arisings (although there is no evidence available to indicate whether or not such an assumption is accurate), then the County would have produced 1.9 million tonnes of CDW in 2003.
- 5.10 A national survey has been produced by the Department for Communities and Local Government¹² which provides figures for the arisings of construction and demolition waste. In this report, the figures for Devon and Cornwall are presented together. The report estimates that 1,028,991 tonnes of recycled aggregate (graded and ungraded) were produced in 2005 in Devon and Cornwall.

Capacity of Waste Management Facilities

- 5.11 Analysis has been undertaken of the new waste management capacity that received planning permission in 2011/12. This information is summarised by the indicator below.

Core Output Indicator CO6a		
Description	2011/12 Result	Target
Capacity (tonnes) of new waste management facilities by type		
(a) Waste transfer/MRF	75,520t	
(b) Composting	71,000t	
(c) Other recycling	8,200t	
(d) Advanced anaerobic digestion	75,000t	
Notes		

- 5.12 Total waste management capacity is summarised by the indicator below.

¹² Communities and Local Government (2007) 'Survey of Arisings and Use of Alternatives to Primary Aggregates in England, 2005 – Construction, Demolition and Excavation Waste'

Local Output Indicator LO20		
Description	2011/12 Result ¹	Target
Total capacity of waste management facilities by type		
(a) Non-hazardous landfill	Approximately 3 million m ³	No target
(b) Inert landfill	Data not currently available	
(c) Inert recycling	1,301,200t	
(d) Waste transfer/MRF	2,215,265t	
(e) Composting	346,575t	
(f) Metals recycling	343,201t	
(g) Household recycling centres	227,500t	
(h) Energy from Waste ²	299,800t	
Notes		
¹ This does not take account of facilities which may have ceased to operate		
² Includes incineration, gasification and anaerobic digestion		

Control of Waste Management Activity

- 5.13 In 2011/12, the County Council determined 35 applications relating to waste management activity, with three applications being withdrawn. A list of these applications, together with those for mineral development, is included in Appendix 3.
- 5.14 Some waste management facilities, notably landfilling, operate over a considerable period of time, and it is therefore important that sites are monitored to ensure compliance with their planning permissions. Where breaches do occur, or are perceived by local residents to have occurred, the County Council will endeavour to resolve the issue as promptly as possible. Public understanding of waste sites and effective liaison between site operators and their neighbours is aided by the network of local liaison groups that the County Council has facilitated for some of the larger sites. It is also proposed to establish a working group for Greendale Barton at Woodbury Salterton.

Local Output Indicator LO17		
Description	2011/12 Result	Target
Proportion of waste¹ sites which have received at least one monitoring visit	56%	100%
Notes		
¹ This figure relates to visits to landfill sites only		
Other visits have been made to sites which do not formerly operate as landfill sites in an enforcement context. Some sites have received more than one visit.		

Local Output Indicator LO18		
Description	2011/12 Result ¹	Target
Enforcement complaints concerning (a) existing waste management facilities or (b) other unauthorised waste activity	(a) Not available (b) Not available	Decrease on previous year
Notes		

Local Output Indicator LO19		
Description	2011/12 Result	Target
Number of local liaison groups for waste sites that have met at least once	Seven	No target
Notes		

- 5.15 The development of waste management facilities has the potential, if not properly controlled, to exacerbate flooding problems if developed in a floodplain. In addition, facilities can adversely affect water quality. The County Council consults the Environment Agency on all planning applications for waste management facilities and aims to avoid granting planning permission where the Agency raises concerns.

Core Output Indicator CO7 (waste)		
Description	2011/12 Result	Target
Number of planning permissions for waste management facilities granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality	None	No target
Notes		

Renewable Energy

- 5.16 The development of waste management facilities has the potential to achieve the provision of renewable sources of electricity generation, with disposal incorporating energy recovery being higher in the waste hierarchy than other forms of disposal. Within Devon, the generation of energy from waste management facilities is currently achieved through anaerobic digestion at the Holsworthy biogas facility and Langage Farm, and from landfill gas at Heathfield, Deep Moor and Broadpath. Additional capacity for renewable energy generation in 2011/12 was granted planning permission at the Lee Mill site via advanced anaerobic digestion.

Core Output Indicator CO9		
Description	2011/12 Result	Target
Renewable energy capacity installed by type	3.25Mw	No target
Notes		

Performance of the Waste Local Plan Policies

- 5.17 Analysis of the use of the Waste Local Plan policies in the determination of the 35 waste management applications has been undertaken, with the results being shown in Appendix 4. The following observations can be made:

- Of the 43 current policies, 18 were not used in the determination of any waste management-related planning applications in 2011/2012. This has not changed considerably compared to the previous year in which 16 of the policies were not used.
- As in previous years the greatest use was made of policies WPC2 (Development Control Considerations) and WPP24 (Site Design and Appearance). These policies were used in the determination of in 29 and 27 applications respectively.
- Policies WPP20 (Transportation of Waste), WPP 21 (Road Transport) and WPP22 (Health and Air Quality) were used significantly more this year compared to the previous year.
- The implementation of the core policies (WPC1 to WPC5) differed slightly in 2011/12 compared to last year. The usage of policies WPC1 (Sustainable Waste Management) and WPC2 (Development Control Considerations) has increased slightly from last year. The usage of policy WPC3 (Integrated Waste Management Facilities) has decreased further this year with only one application being determined citing this policy. Policies WPC4 (Waste Audit) and WPC5 (Provision of Waste Management Facilities for Major New Developments) were not used at all this year. These results are similar to previous years as policy WPC4 has only been used twice in the last four years and WPC5 has not had a single use in the same time frame.
- Other WLP policies that were implemented regularly were WPP17 (Water Resources Protection) and WPP34 (Composting Facilities) which were both used more than 15 times. The usage of policy WPP18 (Protection of Floodplains) also increased from last year.
- The site specific policies for the provision of additional waste management facilities were used rather differently in 2011/12 compared with 2010/11. WPP1 (Sites for Strategic Waste Management Facilities) and WPP2 (Sites for Other Significant Waste Management Facilities) were not cited in the determination of any applications this year. WPP3 (Sites for Minor Waste Management Facilities) was used twice, the same as last year. WPP4 (Consideration of Proposals at Sites Not Allocated in the Plan) was the anomaly and was used in the determination of 18 planning applications. This reflects the fact that the majority of proposals relate to sites not allocated in the Plan.
- Many environmental policies (WPP5 to WPP15) were used scarcely or not at all this year, with the exception of WPP5 (Areas of Outstanding Natural Beauty and Effects on National Parks), WPP11 (Areas of Great Landscape Value) and WPP14 (Maintenance and Enhancement of the Country's Nature Conservation Resource) which were all used either ten or eleven times. All the other policies

were used at most twice, with a considerable number not being used to determine any applications at all.

- The usage of Waste Local Plan policies that cover the various types of waste management facilities (WPP 28 to WPP43) has been fairly similar in 2011/12 to previous years. Policy WPP40 (Landfill Sites for Inert Waste) has seen a further reduction from last year and was only used to determine a single application this year. This suggests that the use of landfill is reducing in accordance with the aims of the waste hierarchy.
- There were eighteen policies not used in the determination of any applications this year. These were:
 - ♦ WPC4 (Waste Audit);
 - ♦ WPC5 (Provision Of Waste Management Facilities for Major New Developments);
 - ♦ WPP1 (Sites For Strategic Waste Management Facilities);
 - ♦ WPP2 (Sites For Other Significant Waste Management Facilities);
 - ♦ WPP8 (Listed Buildings);
 - ♦ WPP9 (Historical Parks and Gardens);
 - ♦ WPP10 (Conservation Areas);
 - ♦ WPP12 (Coastal Preservation Areas);
 - ♦ WPP26 (Securing Effective Restoration);
 - ♦ WPP29 (Materials Reclamation Facilities for Household and Commercial Waste);
 - ♦ WPP 31 (Scrapyards);
 - ♦ WPP33 (Reworking Existing or Former Landfill Sites);
 - ♦ WPP35 (Mechanical Biological Treatment);
 - ♦ WPP36 (Energy From Waste Incineration);
 - ♦ WPP38 (Extensions To Existing Landfill Sites for Non-Hazardous Waste);
 - ♦ WPP39 (New Sites for Landfill of Non-Hazardous Waste);
 - ♦ WPP 41 (Disposal of Waste on Land by Landspreading); and
 - ♦ WPP42 (Management of Hazardous and Clinical Waste).

The number of policies not used in a single year has risen from sixteen last year despite the number of applications received increasing. This shows the need for a review of some of the policies when preparing the new Waste Plan.

6 KEY FINDINGS AND ACTIONS REQUIRED

Minerals and Waste Development Scheme Milestones

- 6.1 As mentioned in Section 3, the Second Revision of the MWDS identifies milestones for seven documents, the majority of which have not been achieved.
- 6.2 Progress on the Minerals Core Strategy/Minerals Plan has been slower than anticipated although has now started to accelerate. Two other documents proposed in the MWDS – Mineral Development Control Policies & Site Proposals and the Bovey Basin Area Action Plan – are no longer being proposed.
- 6.3 Work on the Waste Core Strategy/Waste Plan also started in 2010/11, leading to the Issues and Options Consultation in the summer of 2011 and the drafting of a subsequent, Preferred Strategy document for consultation in the summer of 2012. Progress on the other two waste planning documents in the MWDS has not been commenced. However, the scope of the Waste Plan has widened to incorporate site allocations and draft policies. This will remove the need to produce additional and subsequent policy documents.
- 6.4 Although the progress on developing the various documents within the MWDS is slower than anticipated in the MWDS, significant progress has been made on the Minerals and Waste Plans in 2011/12 with delays originating in previous years.
- 6.5 It is intended that a revised MWDS will be prepared in 2013 to review the range of documents and their timetabling.

Implementation of the Minerals and Waste Development Framework

- 6.6 As was the case in the previous year, the small number of mineral planning applications determined in 2011/12 limits assessment of the policies within the Minerals Local Plan. However, the following conclusions can be drawn:
 - ♦ the policies within the Minerals Local Plan, to the limited extent that they have been tested through the determination of planning applications, have generally performed well;
 - ♦ the County continues to maintain adequate landbanks of aggregate minerals;
 - ♦ production of primary aggregates in 2011 fell in comparison with 2010;

- ♦ the status of Hayes Quarry, Venn Quarry and Meeth Ball Clay Works as Mineral Working Areas should be reviewed due to their permanent closure; and
 - ♦ stakeholder involvement took place at five quarries through local liaison groups.
- 6.7 In progressing the Minerals Plan, the County Council will review the extent to which development management policies are necessary, in the light of the evidence on their limited use and Government guidance.
- 6.8 The most significant issues that have arisen in considering waste management in 2011/12 are the reductions in the arisings of Local Authority Collected Waste (formerly Municipal Solid Waste) compared to 2010/11 as reported in Indicator LO14, and the continued increase in the proportion of that waste which is recycled and composted (C06b). The County Council's Municipal Waste Management Strategy predicted that the annual increase in MSW for 2011/12 would be 1%. These changes will be taken forward in the development of the Waste Plan in 2012/13.
- 6.9 Other issues and conclusions arising from the analysis of waste application decisions and data include:
- ♦ The limitations in the accuracy of data for construction, demolition, and excavation waste generation;
 - ♦ The significant additional waste management capacity which has been granted in 2011/12 for composting, waste transfer and MRF and advanced anaerobic digestion; and
 - ♦ That DCC officers attended at least seven local waste liaison groups during 2011/12.

Process of Monitoring Report Production

- 6.10 As highlighted in 1.3.7 and 1.3.8, changes in guidance and legislation have altered the arrangements for the production and content of Monitoring Reports. While the format of Devon County Council's Report has remained unchanged for 2011/12, no decision has yet been made on the timing and content of the Monitoring Report for the following year.

APPENDIX 1

SUMMARY OF INDICATORS

SUMMARY OF INDICATORS

*Devon County Minerals and Waste Development Framework
Monitoring Report 2011/12*

Indicator Ref.	Description	2011/12 Result	Notes
Contextual Indicators			
CX1	The proportion of river stretches tested in Devon that were rated as 'moderate' or 'good' - Biological quality - Chemical quality	89% (356 of 398 samples) 91% (20 of 22 samples)	1
CX2	Agricultural Land Area of Devon (and proportion of the County) that is currently in agricultural use	485,752 ha (73%)	1
CX3	Waste Total annual arisings (tonnes) of municipal waste	562,346t	1
CX4	Biodiversity (a) number of Sites of Special Scientific Interest (b) number of sites subject to international designations ¹	(a) 212 (b) 26	1
CX5	Landscape Proportion of area that is protected by national landscape designations	39.9%	1, 4
CX6	Historic Environment Number of Scheduled Ancient Monuments Number of listed buildings	2,246 20, 704	1, 4
CX7	Economy Number of VAT-registered businesses	39,605	1, 4
CX8	Traffic Total traffic flow (million vehicle km)	7,817	1, 4
CX9	Population Total Population	1,133,742	1
CX10	House Building Number of new dwellings built East Devon Exeter Mid Devon North Devon South Hams Teignbridge Torridge West Devon Plymouth Torbay Dartmoor National Park TOTAL	371 597 212 177 210 342 291 93 456 Data not available Data not available	1

Core Output Indicators			
CO5	Minerals (a) Production of Primary Land Won Aggregates (million tonnes, mt): Total <ul style="list-style-type: none"> • Sand and Gravel • Crushed Rock (b) Production of - secondary aggregates - recycled aggregates (tonnes)	2011 2.46 0.44 2.02 420,319 845,000	4, 5 (a) 1 (b) 3
CO6	Waste (a) Capacity (tonnes) of new waste management facilities by type: - Waste transfer/MRF - Composting - Other recycling - Advanced Anaerobic Digestion (b) Amount of municipal waste arising (tonnes) Amount (and %) recycled or composted Amount (and %) landfilled	75,520t 71,000t 8,200t 75,000t ,372,349t 200,753t (55.3%) 171,596t (45.9%)	3
CO7	Flood Protection and Water Quality Number of planning applications granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality	None	3
CO9	Renewable Energy Renewable energy capacity installed by type	3.25Mw	3
Local Output Indicators			
LO1	Number of mineral permissions granted that were advertised as a departure from the Development Plan	None	3
LO2	Production of secondary aggregates expressed as % of total primary and secondary aggregates produced	14.6	3, 4, 5
LO3	Landbank for crushed rock Landbank for sand and gravel	64.5 years 15.0 years	1, 4
LO4	Number of Mineral Working Areas that have not been worked during the year	Three	3, 4

*Devon County Minerals and Waste Development Framework
Monitoring Report 2011/12*

LO6	Proportion of mineral sites which have received at least one monitoring visit - Active Sites monitored - Inactive Sites monitored	88% 28 of 30 sites (93%) 15 of 19 sites (79%)	3
LO7	Enforcement complaints concerning (a) existing quarries or (b) unauthorised mineral working	(a) Not available (b) Not available	3, 4
LO8	Number of local liaison groups for mineral sites that have met at least once	Five	3
LO9	Number of Prohibition Orders issued	None	3
LO10	Proportion of Active mineral sites that are subject to modern restoration and aftercare conditions	84%	3, 4
LO11	Proportion of Active mineral sites which are subject to conditions requiring mitigation, enhancement or restoration works for biodiversity purposes	58%	3, 4
LO12	Proportion of Active mineral sites which are subject to conditions requiring the retention of a geological exposure	28%	3, 4
LO13	Proportion of Sites of Special Scientific Interest within Active mineral sites that are in favourable condition	75%	3, 4
LO14	Annual rate of growth in municipal waste	-10.9%	2
LO15	Amount of commercial and industrial waste arising Amount (and %) re-used or recycled Amount (and %) landfilled	473,509 t 245,799 t (51.9%) 116,248t (24.6%)	2
LO16	Annual rate of growth in commercial and industrial waste	-8.3%	2
LO17	Proportion of waste sites which have received at least one monitoring visit	56%	3, 4
LO18	Enforcement complaints concerning (a) existing waste management facilities or (b) other unauthorised waste activity	(a) Not available (b) Not available	3

*Devon County Minerals and Waste Development Framework
Monitoring Report 2011/12*

LO19	Number of local liaison groups for waste sites that have met at least once	Seven	3
LO20	Total capacity (tonnes) of waste management facilities by type: (a) Non-hazardous landfill (b) Inert landfill (c) Inert recycling (d) Waste transfer/MRF (e) Composting (f) Metals recycling (g) Household recycling centres (h) Energy from Waste ³	Approximately, 3,000,000m ³ Data not available 1,301,200t 2,215,265t 346,575t 343,201t 227,500t 299,800t	3
LO21	Actual Production of Primary Land Won Aggregates as a % of Devon's Annual Sub-Regional Apportionment 2005-2020. Total Sand and Gravel Crushed Rock	2011 59.6 47.3 63.1	1
NOTES			
1	The relevant area for this indicator is Devon including Plymouth, Torbay, Dartmoor National Park and that part of Exmoor National Park within Devon.		
2	The relevant area for this indicator is the administrative area of Devon County Council (i.e. including the National Parks but excluding Plymouth and Torbay).		
3	The relevant area for this indicator is the area for which Devon County Council is the minerals and waste planning authority (i.e. excluding the National Parks, Plymouth and Torbay).		
4	See notes in the relevant entry for this indicator in Chapters 2, 4 or 5.		
5	Minerals data are for calendar years		

APPENDIX 2

EXTRACT FROM THE DEVON COUNTY MINERALS AND WASTE DEVELOPMENT SCHEME (SECOND REVISION) (MARCH 2007)

DEVON COUNTY MINERALS AND WASTE DEVELOPMENT SCHEME (SECOND REVISION)

SCHEDULE OF PROPOSED LOCAL DEVELOPMENT DOCUMENTS

Document Title	Consultation on Preferred Options & Proposals	Date for Submission to SoS	Pre-examination Meeting	Commencement of Examination	Estimated Date for Adoption
Statement of Community Involvement	June 2006	February 2007	May 2007 (if required)	June 2007	September 2007
Minerals Core Strategy	February 2008	July 2008	November 2008	January 2009	July 2009
Minerals Development Control Policies and Site Proposals	May 2009	October 2009	February 2010	April 2010	October 2010
Bovey Basin Area Action Plan	November 2008	April 2009	August 2009	October 2009	April 2010
Waste Core Strategy	January 2009	September 2009	December 2009	March 2010	September 2010
Waste Development Control Policies and Site Proposals	August 2010	January 2011	June 2011	September 2011	March 2012
Waste Audits & Infrastructure	(Draft) February 2008	N/A	N/A	N/A	September 2008

APPENDIX 3

SCHEDULE OF MINERALS AND WASTE PLANNING APPLICATIONS DETERMINED IN 2011/12

**Schedule of Minerals and Waste Planning
Applications Determined in 2011/12**

Application Reference	Site	Development	Decision Date	Decision
DCC/3187/2011	Punchbowl Landfill Site, Crediton	Green waste shredding facility	07/04/2011	Approved
DCC/3054/2010	Agricultural land adjacent to Mill Lane, West Clyst, Exeter	Application for a new planning permission to replace an extant planning permission in order to extend the time limit for implementation for new water treatment works and access road	07/04/2011	Approved
DCC/3003/2010	Blackhill Quarry, Woodbury	Retention of quarry processing plant and ancillary facilities and the importation of as-dug sand and gravel for processing	08/04/2011	Approved
DCC/3130/2010	Holmleigh, Back Lane, Newton Poppleford	Importation of excavated material to raise the level of land to the rear of Holmleigh and to extend the wall by the bridge over Back Brook	08/04/2011	Refused
DCC/3186/2011	Buckland Waste Water Treatment Works, Hackwood Combe, Newton Abbot	Proposed 3 Nr. prefabricated modular welfare facilities buildings	13/04/2011	Approved
DCC/3109/2010	Channer Wood Plantation, Marley Head, South Brent	Provision of building for agricultural waste recycling together with yard, parking/turning and improvement of track for access with visibility improvement	11/05/2011	Approved
DCC/3150/2010	Newnham Car Spares Ltd, Bottle Hill Quarry, Plympton	Retrospective permission for construction of de-pollution shed (replacement of existing shed)	18/05/2011	Approved
DCC/3164/2010	Land south-east of Glebe Cottages, Denbow Farm, Farringdon (Site 2)	Composting of green waste	31/05/2011	Approved
DCC/3163/2010	Land east of Denbow Farm, Farringdon (Site 1)	Composting of green waste	31/05/2011	Approved
DCC/3176/2011	Harpers Home Mix, Holsworthy	New gas engine and associated equipment at Harper's Home Mix Ltd., Holsworthy Industrial Estate,	16/06/2011	Approved

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		and gas pipeline between Holsworthy Biogas Plant and Harper's Home Mix Ltd. and a hot water pipeline between Harper's Home Mix Ltd. and the boundary of Holsworthy Hospital		
DCC/3185/2011	Unit 135, Anna Mill, Wrangaton	Change of use from general industrial use (Use Class B2) to car dismantling with storage and retail sales of dismantled car parts	20/06/2011	Approved
DCC/3211/2011	Imerys Minerals Ltd, Lee Moor China Clay Works, Lee Moor, Shaugh Prior	Part retrospective application for the change of current permitted land use to incorporate areas for the storage and treatment of waste materials suitable for land restoration. The treatments will include shredding, composting and soil manufacture	29/06/2011	Approved
DCC/3201/2011	Totnes Waste Water Treatment Facility, Newton Road, Totnes	Demolition and removal of existing inoperative steel gas holder and replacement with new constant pressure membrane gas holder and ancillary plant and equipment	07/07/2011	Approved
DCC/3191/2011	Pottles Farm, Days Pottles Lane [Pottles Wood], Exminster	Green waste composting facility	03/08/2011	Approved
DCC/3190/2011	Pottles Farm, Days Pottles Lane [Foxcombe Wood], Exminster	Green waste composting facility	03/08/2011	Approved
DCC/3189/2011	Lower Thornton Farm [Hay Field], Kenn	Green waste composting facility	03/08/2011	Approved
DCC/3188/2011	Lower Thornton Farm [Berber Hill], Kenn	Green waste composting facility	03/08/2011	Approved
DCC/3148/2010	West Town Farm, Markham Cross, Ide	Consent for the composting of shredded green waste - up to 1,000m ³ at any one time	08/08/2011	Approved
DCC/3251/2011	South Molton Waste Water Treatment Works, Mole Bridge, Poltimore Road, South Molton	Proposed construction of prefabricated GRP building to house electrical control and telemetry equipment in association to proposed process improvements	24/08/2011	Approved
DCC/3230/2011	Totnes Waste Water Treatment Works, Newton Road, Totnes	Retrospective application for odour control improvements to include low level covers to the existing inlet works with associated odour control unit	02/09/2011	Approved

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		and a new holding sludge tank		
DCC/3155/2010	Venn Quarry, Landkey	Retrospective application to continue development without compliance with Condition 2 of planning permission 02/07/27949/99 dated 10/01/2002 - retention of temporary settling lagoons as detailed on plan no. 7820-8 - for a period expiring 31/12/2011	07/09/2011	Approved
DCC/3235/2011	Chiverstone Farm, Kenton	To make permanent the existing temporary consent to compost green waste to process 500 tonnes at any one time	13/09/2011	Approved
DCC/3208/2011	13 Marsh Barton Road, Marsh Barton, Exeter	Change of use from car showroom to waste transfer - increasing the height of the building, re-clad and renovate / refurbish	01/10/2011	Approved
DCC/3250/2011	Lickey's Field, Firwood Barton Farm, Northleigh, Colyton	Importation of topsoil and subsoil for the restoration of a former clay workings to original field levels for agricultural use	17/10/2011	Approved
DCC/3269/2011	Field near Kerswell Grange, Kennford	Make permanent the existing temporary consent to compost green waste	03/11/2011	Approved
DCC/3268/2011	Field near Cleave Wood, Old Dawlish Road, Kennford	Make permanent the existing consent to compost green waste	03/11/2011	Approved
DCC/3259/2011	Warleigh Barton, Tamerton Foliot	Composting of green waste for on-farm use (1 of 5 - Quarry Field Site)	17/11/2011	Approved
DCC/3258/2011	Warleigh Barton, Tamerton Foliot	Composting of green waste for on-farm use (3 of 5 - Lodge Field Site)	17/11/2011	Approved
DCC/3257/2011	Warleigh Barton, Tamerton Foliot	Composting of green waste for on-farm use (2 of 5 South Park Site)	17/11/2011	Approved
DCC/3256/2011	Warleigh Barton, Tamerton Foliot	Composting of green waste for on-farm use (5 of 5 - Higher Reedwell site)	17/11/2011	Approved
DCC/3255/2011	Warleigh Barton, Tamerton Foliot	Composting of green waste for on-farm use (4 of 5 - Lower Ball Site)	17/11/2011	Approved
DCC/3240/2011	Land North of West Park Hill, Plympton	Alteration to previously approved junction layout and additional surface water management and flood alleviation measures to Hemerdon Mine Link Road	05/12/2011	Approved
DCC/3245/2011	Herreschoff No. 2 Calciner and	Re-use and adaptation of existing buildings and tanks	06/12/2011	Approved

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	Refinery, Lee Moor Refinery, Shaugh Prior	to provide Advanced Anaerobic Digestion (AAD) Facility to process a maximum of 75,000 tonnes per annum of non hazardous Commercial and Industrial Waste; generation of renewable energy from biogas and production of restoration materials from recycle		
DCC/3280/2011	Langdon Barton, Down Thomas	Composting of green waste for on-farm use	23/12/2011	Approved
DCC/3279/2011	Wildwoods Farm, Wildwoods Lane, Marldon	Increase the amount of green waste brought onto site for composting from 6000 to 9000 tonnes per year; increase the maximum number of deliveries from 8 to 12 per day and to deliver waste to local farms rather than for the sole use on the farm. Construction of impermeable surface and associated waste water treatment plant	09/02/2012	Approved
DCC/3310/2011	Mounts Plantation, East Allington	Shredding of green waste for on-farm composting	01/03/2012	Approved
DCC/3308/2011	Hillside, Field 8622 (SX7647), East Allington	Composting of green waste for on-farm use	19/03/2012	Refused

APPENDIX 4

PERFORMANCE OF POLICIES OF THE DEVON COUNTY WASTE LOCAL PLAN IN 2011/12

PERFORMANCE OF POLICIES OF THE DEVON COUNTY WASTE LOCAL PLAN IN 2011/12

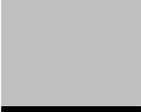
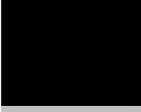
KEY

This analysis has used a shading code to indicate how implementation of the Waste Local Plan policies has occurred in 2011/12:

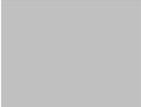
- A ☺ indicates that the policy has been used to determine at least one planning application in 2011/12.
- The white, grey and black boxes consider how the policies are performing during the four financial years between 2008/9 and 2011/12:
 - **White** indicates that a policy has been implemented in three of four of the last four years;
 - Grey indicates that the policy has been implemented in one or two of the last four years. In this case the policy should be monitored to establish whether it should be reviewed in future years; and
 - Black indicates that the policy has not been implemented in the last four years and therefore should be reviewed in the short term.

Policy No.	Policy Title	Implementation of Policy on 2011/12	Shading
WPC 1	Sustainable Waste Management	24 waste planning applications were determined with regard to this policy in 2011/12	☺
WPC 2	Development Control Considerations	29 waste planning applications were determined with regard to this policy in 2011/12	☺
WPC 3	Integrated Waste Management Facilities	1 waste planning application was determined with regard to this policy in 2011/12	☺
WPC 4	Waste Audit	No waste planning applications were determined with regard to this policy in 2011/12	
WPC 5	Provision of Waste Management Facilities for Major New Developments	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 1	Sites for Strategic Waste Management Facilities	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 2	Sites for Other Significant Waste Management Facilities	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 3	Sites for Minor Waste Management Facilities	2 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 4	Consideration of Sites not Allocated in the Plan	18 waste planning applications were determined with regard to this policy	☺

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		in 2011/12	
WPP 5	Areas of Outstanding Natural Beauty and Effects on National Parks	11 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 6	Sites of Special Scientific Interest and National Nature Reserves	1 waste planning application was determined with regard to this policy in 2011/12	
WPP 7	Archaeological Sites	1 waste planning application was determined with regard to this policy in 2011/12	☺
WPP 8	Listed Buildings	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 9	Historic Parks and Gardens	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 10	Conservation Areas	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 11	Areas of Great Landscape Value	10 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 12	Coastal Preservation Areas	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 13	Local Conservation Designations	2 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 14	Maintenance and Enhancement of the County's Nature Conservation Resource	10 waste planning applications were determined with regard to this policy in 2011/12	
WPP 15	Areas not Covered by Specific Policy Designations	18 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 16	Agricultural Land	3 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 17	Water Resources Protection	22 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 18	Protection of Floodplains	2 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 19	Protection of Mineral Consultation Areas	4 waste planning applications were determined with regard to this policy in 2011/12	
WPP 20	Transportation of Waste	2 waste planning applications were determined with regard to this policy in 2011/12	☺

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WPP 21	Road Transport	26 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 22	Health and Air Quality	26 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 23	Rights of Way	2 waste planning applications were determined with regard to this policy in 2011/12	
WPP 24	Site Design and Appearance	27 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 25	Restoration	3 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 26	Securing Effective Restoration	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 27	Aerodrome Safeguarding	1 waste planning applications were determined with regard to this policy in 2011/12	
WPP 28	Recycling Centres	2 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 29	Materials Reclamation Facilities for Household and Commercial Wastes	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 30	Waste Transfer Facilities	2 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 31	Scrapyards	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 32	Recycling of Inert Wastes	1 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 33	Reworking Existing or Former Landfill Sites	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 34	Composting Facilities	21 waste planning applications were determined with regard to this policy in 2011/12	☺
WPP 35	Mechanical Biological Treatment	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 36	Energy from Waste Incineration	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 37	Other Energy from Waste Options	1 waste planning application was determined with regard to this policy	☺

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in 2011/12

WPP 38	Extensions to Existing Landfill Sites for Non-Hazardous Waste	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 39	New Sites for Landfill of Non-Hazardous Waste	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 40	Landfill Sites for Inert Waste	1 waste planning application was determined with regard to this policy in 2011/12	☺
WPP 41	Disposal of Waste on Land by Landspreading	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 42	Management of Hazardous and Clinical Waste	No waste planning applications were determined with regard to this policy in 2011/12	
WPP 43	Waste Water Treatment	5 waste planning applications were determined with regard to this policy in 2011/12	☺