

Joint Minerals and Waste Plan

Cabinet Date	10 th June 2026
Cabinet Member	Cllr Ashley Bowkett Cabinet Member for Nature, Climate & Waste Reduction
Key Decision	Yes
Purpose of Report	To approve the production of a new Minerals and Waste plan in accordance with the Levelling-up and Regeneration Act 2023 The Town and Country Planning (Local Planning) (England) Regulations 2026
Recommendations	Cabinet delegates authority to the: Executive Director – Economy, Environment & Infrastructure, Director of Economy and Environment, and the Assistant Director of Planning and Economic Development. <i>(In consultation with the Cabinet Member for Nature, Climate & Waste Reduction)</i> To undertake, approve and publish all plan-making stages, evidence and documentation required under the Town and Country Planning (Local Planning) (England) Regulations 2026, except the Proposed MWLP Consultation (Regulation 52) and Adoption. This delegated authority includes: • issuing the Notice of Intention to Commence plan preparation (Reg. 44); • publication of Scoping Consultation material (Reg. 45); • approval and publication of the Self-Assessment Summary (Reg. 46); • preparation and publication of Content & Evidence Consultation documents (Reg. 48); • submission of material for Gateway 2 advice (Reg. 51); • receipt and consideration of all representations for stages up to Gateway 2; • preparation and submission of material for Gateway 3 / Prescribed Requirements Assessment (Reg. 56); approval to submit the Proposed MWLP to the Secretary of State (Reg. 57). To prepare, finalise and approve:

	• all evidence base documents; • technical assessments; • process and procedural documents (including timetable revisions); • supporting information required to accompany each of the above plan-making stages.
Reasons for Recommendations	The new national plan-making system established under the Levelling-up and Regeneration Act 2023 and the Town and Country Planning (Local Planning) (England) Regulations 2026 introduces a sequence of statutory gateways and evidence stages that require timely and iterative approval of technical documents. To ensure the Council can meet the statutory timetable set out in the Minerals & Waste Development Scheme (MWDS), delegated authority is required for the Executive Director - Economy, Environment & Infrastructure, Director of Economy and Environment, and the Assistant Director of Planning and Economic Development to progress all stages up to submission. However, in line with Gloucestershire County Council's governance framework, the statutory consultation on the Proposed MWLP (Regulation 52) requires a formal Individual Cabinet Member Decision, and plan adoption by County Council must be recommended by Cabinet. Retaining these decisions ensures appropriate democratic oversight at key gateway points. This structure balances the need for timely delivery with the statutory and democratic requirements of plan-making. The approach also ensures alignment with the anticipated Local Government Reorganisation programme, enabling future authorities to influence key stages of plan preparation.
Resource Implications	The core resource requirements for preparing a new Minerals and Waste Local Plan relate to project management, technical planning expertise, data handling, and community engagement. These functions will ensure timely evidence gathering, accurate policy drafting, high quality plan publication, and effective consultation. The County Council has established core internal staffing resources that are sufficient to deliver all principal operational elements of the plan. No additional officer resources are currently considered necessary. However, a number of resource requirements are not yet fully quantified. These relate largely to external matters outside the

	County Council's direct control, arising in the latter stages of the plan-making process, particularly in connection with the independent examination. Additional technical work may also be required as a consequence of consultation responses and the Planning Inspectorate's gateway requirements. It is currently estimated that the independent examination process will require expenditure in the region of £60,000. A further £40,000–£70,000 may be needed to fund any supplementary technical work to support areas such as Habitat Regulations Assessment, Biodiversity Net Gain, and Sustainability Appraisal/Strategic Environmental Assessment (SA/SEA), as well as wider environmental and amenity considerations. The Minerals and Waste Local Plan reserve, which currently stands at £179,000, is considered sufficient to meet these anticipated costs. All cost estimates will be kept under review and refined as the plan progresses. Expenditure will be monitored through established budget management processes. Further, formal scrutiny of resource requirements will also take place at the Publication stage (Regulation 52), anticipated in late 2027, when approval will be required from the Cabinet Member for Nature, Climate and Waste Reduction.
Background Documents	None
Statutory Authority	Levelling-up and Regeneration Act 2023 The Town and Country Planning (Local Planning) (England) Regulations 2026
Divisional Councillor(s)	All
Officer	Name: Simon Excell Telephone: 01452 328487 Email: simon.excell@gloucestershire.gov.uk
Timeline	• September 2026 – Notice of intention to commence plan preparation (Regulation 44) is published. • November 2026 – December 2026 – Scoping consultation (Regulation 45). • January 2027 – Publication of Self-Assessment Summary (Regulation 46). • February – March 2027 – Content and Evidence Consultation (Regulation 48).

	• September 2027 – Gateway 2: Observations and advice sought (Regulation 51). • November 2027 – December 2027 – Proposed MWLP Consultation (Regulation 52) – <i>Individual Cabinet Member Decision</i>. • June 2028 – Gateway 3: Prescribed Requirements Assessment (Regulation 56). • July 2028 – Submission of the Proposed MWLP to the Secretary of State for independent examination. • February 2029 – Consideration of adoption of the Minerals and Waste Local Plan. The timetable has been aligned with the anticipated Local Government Reorganisation milestones.
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Background

1. The council is required to prepare a new Minerals and Waste Local Plan (MWLP) under the statutory framework established by the Levelling up and Regeneration Act 2023 and the Town and Country Planning (Local Planning) (England) Regulations 2026. The current Minerals Local Plan (2018–2032), Waste Core Strategy (2012), and remaining saved policies are now in need of replacement to reflect updated legislation, national policy, environmental requirements, and local priorities.
2. A draft Minerals and Waste Development Scheme (MWDS) has been prepared, setting out the programme for the preparation, consultation, submission and adoption of the new MWLP. The MWDS identifies the key statutory stages, including scoping consultation, content and evidence consultation, gateway assessments, the proposed plan consultation (Regulation 52), submission to the Secretary of State, and adoption.
3. To enable the Council to meet the statutory timetable and prepare a robust, proportionate and up-to-date plan, timely approval of evidence, assessments, and consultation materials is required. Delegated authority is therefore sought to allow officers to progress all technical, procedural and regulatory stages of plan preparation, with Cabinet and Individual Cabinet Member oversight retained for the key statutory decision points.
4. The term “Joint Minerals and Waste Local Plan” reflects that the new plan combines the previously separate Minerals Local Plan and Waste Local Plan into a single document prepared by Gloucestershire County Council as the Minerals and Waste Planning Authority.
5. It should be noted that the following stage will NOT be delegated to officers, and will require formal approval by the Individual Cabinet Member responsible for Nature, Climate and Waste Reduction:

- Publication of the Proposed Minerals & Waste Local Plan for the statutory consultation under Regulation 52 (November 2027 – January 2028).
- Cabinet Decision Recommending adoption of the Minerals & Waste Local Plan to County Council (anticipated February 2029).
- County Council will make the final decision on adoption.

Alignment with Local Government Reorganisation

6. In preparing the Minerals and Waste Development Scheme (MWDS), careful consideration has also been given to the anticipated Local Government Reorganisation (LGR) programme and its potential implications for plan-making.
7. The timetable has been structured so that early stages of plan preparation, including commencement (September 2026), scoping consultation (Regulation 45), and content and evidence consultation (Regulation 48), are undertaken while it is clear the County Council remains the Minerals and Waste Planning Authority. These stages focus on evidence gathering and the identification of issues and options, ensuring that no irreversible strategic decisions are taken ahead of any new governance arrangements.
8. Later stages of the plan-making process are likely to coincide with the possible transition to, and establishment of, a successor authority or authorities. In particular, the Proposed Plan consultation (Regulation 52), anticipated in late 2027, would take place following the formation of a shadow authority or authorities and elections in 2027. This provides a clear opportunity for emerging governance structures and newly elected Members to influence the spatial strategy, policy direction, and overall content of the plan before it is finalised.
9. The submission, examination, and adoption stages (2028–2029) are intended to be capable of being progressed by successor authority or authorities. The approach therefore ensures continuity of plan preparation while allowing for meaningful input from new governance structures at key decision points, including the Regulation 52 consultation and plan adoption.
10. This approach does not conflict with the proposed governance framework set out in this report, which retains Member involvement at the key statutory stages of consultation and adoption, while enabling earlier technical work to proceed efficiently through delegated authority. It ensures that the plan can be prepared in a timely manner while remaining responsive to the outcomes of LGR and the priorities of future authorities.

Options

Option A – Approve the MWDS timetable and the proposed delegation arrangements (Recommended)

11. This option allows the Council to progress the preparation of the new MWLP in accordance with the statutory requirements and the timetable set out in the MWDS.

Delegated authority enables efficient decision-making for technical and regulatory stages, supports timely evidence production, and reduces the risk of delay. Cabinet and the Individual Cabinet Member retain appropriate democratic oversight at the Regulation 52 consultation stage and at plan adoption.

Option B – Do not approve the MWDS or the delegation arrangements

12. Not approving the timetable or proposed delegations would prevent officers from progressing the plan-making process. This would risk non-compliance with statutory requirements and could leave the Council without an up-to-date plan, undermining minerals and waste planning decisions and increasing the risk of challenge. It would also prevent the Council from progressing towards the new national plan-making deadlines.

Option C – Approve the MWDS but restrict or remove delegations

13. Removing or limiting delegations would require repeated return to Cabinet or Individual Cabinet Members for approval of routine evidence, assessments and publishing decisions. This would slow progress significantly and make delivery of the MWDS timetable unlikely. It would also create operational inefficiencies and reduce the Council's ability to respond to technical requirements as they arise.

Risks

Risk of delay to the statutory timetable

14. Failure to provide appropriate delegations may prevent timely approval of evidence and consultation materials. This would make it difficult to meet the stages set out in the MWDS and could increase the risk of intervention or reputational harm.

Risk of legal non-compliance

15. The new plan making regulations require specific assessments and consultation stages to be completed in sequence. Without the delegated authority to publish and progress work at each stage, there is a risk of procedural error or non-compliance.

Resource and funding risks

16. Current budgets cover staff time only. However there is a reserve budget of £179k which will cover additional costs including the Programme Officer and Planning Inspectorate fees.

Reputational risks

17. Delays in preparing the MWLP, or failure to maintain an up-to-date plan, could undermine confidence among communities, operators and statutory consultees, and reduce the Council's ability to manage minerals and waste development effectively.

Risk of challenge

18. An up-to-date MWLP provides the strongest basis for determining applications and resisting inappropriate development. Delay increases vulnerability to appeal and challenge, especially where national policy requires up-to-date plans across all areas.

Environmental and climate-related risks

19. Without progressing the plan, the Council would have limited ability to steer the minerals and waste sector towards lower-carbon, climate-resilient and environmentally responsible practices.
20. The Integrated Impact Assessment (IIA) and Habitats Regulations Assessment processes help avoid harm; delaying the plan results in these safeguards not being implemented.

Risk relating to Local Government Reorganisation

21. Changes to governance arrangements during plan preparation could affect decision-making responsibilities. The MWDS timetable has been structured to ensure continuity while allowing input from successor authorities at key stages.

Financial implications

22. The preparation of the new Minerals and Waste Local Plan will be delivered primarily by existing staff within the Minerals and Waste Policy team. Work will therefore be met from within current staffing budgets, with no requirement for additional posts at this stage.
23. Consultation costs are expected to be relatively low and will be managed in accordance with the Council's adopted Statement of Community Involvement and statutory plan-making requirements. The focus will be on meeting these requirements as a minimum, using proportionate and cost-effective methods, primarily through digital engagement and existing communication channels. Any additional activity will only be undertaken where necessary to support effective participation and the soundness of the Plan. All associated external costs will be met from the Minerals and Waste Local Plan reserve.
24. Under the new plan-making system introduced by the Levelling-up and Regeneration Act 2023, the Planning Inspectorate will be involved at Gateway 2, Gateway 3 and at the Independent Examination stage. [The Town and Country Planning \(Costs of Independent Examinations for Local Planning etc.\) \(Standard Daily Amount\) \(England\) Regulations 2026](#) (SI 2026/187) set the standard daily remuneration rate for appointed persons and Independent Examiners, as well as travel and subsistence allowances.
25. These regulations were laid on **4 March 2026** and came into force on **25 March 2026**.

26. The financial implications arising from these costs will fall at later stages of the plan-making process and will be covered by the reserve budget of £179k.

Climate Change and Ecological implications

27. **Has the Climate Impact Assessment Tool (CIAT) been completed?**

Yes.



Key	
	Significant and/or long-term positive impact identified. No changes needed.
	Slight or short-term positive impact identified. No changes needed but could be reviewed to improve.
	Not applicable or no cause for concern.
	Slight or short-term negative impact identified. Review to identify possible improvements.
	Significant and/or long-term negative impact identified. Changes needed before proceeding.

28. The Climate Impact Assessment Tool colour wheel above outlines the impact this decision may have on various climate change parameters. The inner circle details social specific impacts, and the outer circle environmental.

29. The CIAT assessment indicates that the decision to progress the new Minerals and Waste Local Plan is expected to have a positive or neutral impact across most climate related parameters, due to the plan's ability to shape long-term spatial strategy, promote sustainable resource use, reduce carbon emissions, support modal shift in transportation of minerals, and secure climate-resilient infrastructure. A slight positive for greenhouse gases and waste have been identified due to driving waste higher up the waste hierarchy and for biodiversity due to biodiversity net gain requirements. Positive impacts are also expected for the use of sustainable transport and materials. Positive social impacts were identified for democratic voice, built community, and local economy and jobs.

30. The IIA will provide a comprehensive assessment framework, incorporating the requirements for Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA), Equalities Impact Assessment (EqIA), Health Impact Assessment (HIA) and rural proofing. The IIA will include a set of sustainability objectives with a strong focus on climate change mitigation, climate adaptation, resilience, energy, land use,

and natural capital. This ensures potential environmental impacts—including those relating to habitats, species, soils, water, and ecosystems—are fully considered as plan options are developed and refined.

31. A Habitats Regulations Assessment (HRA) will also be undertaken to assess whether emerging policies or site options are likely to have significant effects on any internationally designated conservation sites. The results of the HRA will inform the development of the plan and ensure compliance with statutory requirements.

32. Overall, the proposed approach ensures that climate change considerations and ecological impacts are embedded throughout the plan-making process, supported by proportionate and statutory assessments at the appropriate stages.

33. Has an Ecological Impact Assessment (EclA) been produced, or will one be undertaken at a later stage?

34. No. An EclA has not been produced at this stage, as the plan is at an early point in its preparation. Ecological effects will be assessed as part of the wider Integrated Impact Assessment as the plan develops.

Equality implications

35. Has an Equalities Impact Assessment (EqIA) been completed? Yes / No
Yes:

36. Cabinet Members should read and consider the Equalities Impact Assessment to satisfy themselves as decision makers that due regard has been given.

Data Protection Impact Assessment (DPIA) implications

37. A Data Protection Impact Assessment is not required at this stage, as the preparation of the Minerals and Waste Local Plan does not involve the collection, processing or storage of personal data. Engagement and consultation activities will be conducted in accordance with corporate data protection procedures, and any future stages that introduce personal data processing (for example, if personal contact information is collected as part of the examination process) will be screened for DPIA requirements at that time.

Social value implications

38. The preparation of the Minerals and Waste Local Plan has the potential to generate positive social value through its long-term strategic role in shaping sustainable land use, resource management and environmental protection across Gloucestershire. As the plan develops, it will support the creation of stable supply chains, provide public health benefits through careful consideration of site impacts, and promote resilience to climate change.

39. The plan-making process itself supports local social value by engaging communities, enabling residents to influence decisions about minerals and waste management, and encouraging dialogue with industry and local stakeholders.

40. No adverse social value implications are anticipated at this stage.

Consultation feedback

41. No public consultation has been undertaken at this early stage in the preparation of the Minerals and Waste Local Plan. The statutory consultation requirements set out in the Town and Country Planning (Local Planning) (England) Regulations 2026 will be carried out in accordance with the timetable in the Minerals and Waste Development Scheme

42. These will include:

- Scoping consultation (Regulation 45)
- Content and Evidence consultation (Regulation 48)
- Consultation on the Proposed Minerals and Waste Local Plan (Regulation 52), to be authorised through an Individual Cabinet Member Decision

43. Feedback received at each stage will be analysed and used to refine the evidence base and inform the development of the plan. A summary of representations and the Council's response will be published at each statutory consultation stage.

Officer recommendations

44. It is recommended that Cabinet delegates authority to the:

Executive Director – Economy, Environment & Infrastructure, Director of Economy and Environment, and the Assistant Director of Planning and Economic Development.
(*In consultation with the Cabinet Member for Nature, Climate & Waste Reduction*)

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- all evidence base documents;
- technical assessments;
- process and procedural documents (including timetable revisions);

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The approach also ensures alignment with the anticipated Local Government Reorganisation programme, enabling future authorities to influence key stages of plan preparation.

Performance management/follow-up

45. Progress on the preparation of the Minerals and Waste Local Plan will be monitored against the Minerals and Waste Development Scheme (MWDS) timetable and managed through existing programme governance arrangements within the Planning Service.
46. Key milestones—including statutory consultations, gateway assessments, submission and examination—will be tracked and reported through internal performance and risk monitoring processes.
47. The Executive Director of Economy, Environment & Infrastructure and Assistant Director – Planning and Economic Development will ensure Members are updated at appropriate points in the programme, including prior to the Individual Cabinet Member Decision at Regulation 52 and prior to the County Council decision on plan adoption.