

# **Greater Manchester Minerals Plan: Consultation on Issues and Options Report**

## **Sustainability Appraisal Report**

February 2010

اگر انگریزی آپ کی مادری زبان نہیں اور آپ کو ان معلومات کا ترجمہ چاہیے یا یہ معلومات بڑے حروف، بریل (ناپیدا افراد کی تحریر)، بذریعہ ای میل یا آڈیو ٹیپ پر چاہتے ہیں تو براہ مہربانی  
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Pushto

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## **SUSTAINABILITY APPRAISAL OF THE GREATER MANCHESTER MINERALS PLAN ISSUES AND OPTIONS REPORT**

### **1. NON TECHNICAL SUMMARY**

#### **1.1 Introduction**

In August 2009, agreement was reached across the ten Greater Manchester authorities: Bolton MBC; Bury MBC; Manchester CC; Oldham MBC; Rochdale MBC; Salford CC; Stockport MBC; Tameside MBC; Trafford MBC and Wigan MBC to prepare a joint Minerals Plan. The formal title of the Minerals Plan is the Greater Manchester Joint Minerals Development Plan Document (JMDDP). Work on the Minerals Plan is being co-ordinated by the Greater Manchester Geological Unit (GMGU) on behalf of each District. Once adopted, the Minerals Plan will set out the locations in Greater Manchester where mineral extraction may take place, safeguard minerals resources with potential for future extraction, and provide guidance on all aspects of environmental and resource protection including the sustainable transportation of minerals.

This Report outlines the findings of the Sustainability Appraisal (SA) of the Greater Manchester Minerals Plan Issues and Options Report. It has been produced to accompany the Issues and Options Report which is the subject of public consultation from 17<sup>th</sup> February 2010 to 31<sup>st</sup> March 2010.

SA is a systematic process used to assess the extent to which an emerging plan or strategy will help to achieve the relevant social, environmental and economic objectives. It also suggests ways of avoiding or reducing negative impacts. The findings of SA should be reflected in the adopted Minerals Plan and its preparation process to help ensure that it maximises its contribution to future sustainability.

#### **1.2 Requirement to Undertake a Sustainability Appraisal**

Sustainable development is the core principle underpinning the planning system. In order to ensure that new plans and strategies contribute towards sustainable development, the Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal to be carried out on all new or revised Development Plan Documents.

In addition, there is a need to comply with European Union Directive 2001/42/EC, which requires a formal Strategic Environmental Assessment (SEA) of plans and programmes that are likely to have a significant effect on the environment.

#### **1.3 Sustainability Objectives**

The SA considers the potential implications of the Minerals Plan Issues and Options Report by assessing the plan against a series of social, environmental and economic objectives. Accordingly, the establishment of these objectives is central to the SA process.

The SA Scoping Report for the Plan prepared by GMGU identified twenty SA objectives. These cover a range of issues, for example relating to encouraging sustainable economic growth, reducing the need to travel, improving access to good quality housing, protecting and improving local environmental quality, mitigating and adapting to climate change, and ensuring the prudent use of natural resources. In addition, a number of sub-objectives have been identified for each objective to assist with the assessment against the sustainability objectives.

#### **1.4 Baseline Characteristics and Key Sustainability Issues**

The review of plans, programmes and strategies, the analysis of the baseline data, and consultation with the public and statutory bodies enabled the following key sustainability issues to be identified:

- Greater Manchester is the second largest conurbation in the UK and its population is predicted to continue to increase over the duration of the Plan;
- In 2007, four Greater Manchester districts fell within the 50 most deprived in England (Manchester, Salford, Rochdale, Oldham);
- The GVA per head population for Greater Manchester is higher than the North West average but continues to lag behind the national average;
- Manchester contains a wide variety of habitats and there are three Special Areas of Conservation, one Special Protection Area, 21 Sites of Special Scientific Interest and 526 Sites of Biological Interest in the Plan area;
- In 1999, woodland covered 3.6% of the Plan area, an increase from 2.1% in 1980;
- Greater Manchester contains approximately 4,500 listed buildings and 224 Conservation Areas;
- Air Quality Management Areas have been declared in all ten Greater Manchester authorities;
- During the lifetime of the Minerals Plan, climate change may result an increase in flooding events; hotter, drier summers; and milder, wetter winters;
- Greater Manchester is not self-sufficient in terms of minerals;
- The most important sand and gravel deposits are found in Rochdale, Bury and Trafford. However, economic extraction can be difficult due to the presence of mudstone and coal fragments;
- Clays and shales occur widely across the sub-region. However, there has been a diminished requirement for the type of common brick once produced in Greater Manchester;
- Natural stone is extracted from just one quarry in Greater Manchester at Middle Hill in Rochdale;
- Peat in Greater Manchester is predominantly found in the districts of Wigan and Salford, in particular the raised peat bogs (known as 'mosses');
- Only one coal mine remains in Greater Manchester (Cutacre); and
- Deep coal measures are located within the south of the sub-region.

## 1.5 Appraisal Results: Positive and Negative Effects

The SA process concluded that the Minerals Plan has the potential to deliver a wide range of social, environmental and economic benefits. However, it also identified several instances where options have the potential to have a negative impact on sustainability objectives, a number of uncertain impacts and a range of opportunities for further enhancements to the Plan's sustainability.

### *Proposed Aim*

The proposed aim was considered to be particularly compatible with the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and ensuring the prudent use of natural resources. The SA also concluded that the aim would have some positive impact on reducing the need to travel; cultural, built environment and archaeological assets; protecting biodiversity and sites of geological importance; landscape character; local environmental quality; and mitigating climate change. However, due to the potential environmental impacts associated with aggregate recycling operations, the proposed aim was considered to have an uncertain impact on health, the quality of controlled waters and air quality. Therefore, it is recommended that either the Minerals Plan or the District's Core Strategies should include policies to prevent the negative impacts of these developments on health, water quality and air quality.

### *Minerals in Greater Manchester – The Issues*

The proposed approach to known surface-coal resources is considered to have a relatively mixed impact on the sustainability objectives. Whilst the proposed approach would have a positive impact on the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources, it would potentially have an adverse impact on climate change, energy use, air quality and reducing the need to travel. However, it is acknowledged that the promotion of the use of sustainable modes of transporting coal out of Greater Manchester by the Minerals Plan could address some of these concerns. Conversely, the proposed approach to peat would largely have a positive impact on the sustainability objectives, particularly those relating to biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources.

### *Methods for Identifying and Protecting Mineral Resources*

All three potential approaches to releasing additional aggregate resources would have a positive impact on a wide-range of environmental objectives. However, releasing additional aggregate resources through extensions to existing sites would have an uncertain impact on the objectives relating to exploiting the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources due to the proposed approach potentially leading to important aggregate resources being unexploited. Although it is acknowledged that the proposed Mineral Safeguarding Areas should prevent these resources from being sterilised.

Both options for identifying coal resources of future importance would support the diversification and growth of the minerals sector and would therefore have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing a healthy labour market. Whilst the proposal not to identify Areas of Search for peat was judged to have a major positive impact on the protection of biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources.

### *Development Management Policies*

By preventing Greater Manchester's mineral resources from being sterilised unnecessarily, the proposed approach to Mineral Safeguarding Areas would have a major positive impact on the objective of ensuring the prudent use of natural resources and some positive impact on exploiting the growth potential of business sectors and encouraging sustainable economic growth. The proposed approach to other minerals plan allocations would also have a positive impact on these objectives. However, the proposed approach to Areas of Search would potentially have a negative impact on the prudent use of natural resources, air quality, minimising the need to travel, encouraging sustainable economic growth and exploiting the growth potential of business sectors, although it is acknowledged that there is little certainty over this potential effect.

The proposed approach to reworking coal spoil tips is considered to have a relatively mixed impact on the sustainability objectives. The proposed approach would have a positive impact on the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources, and would also present the opportunity to address the visual and environmental impact of spoil tips. Nevertheless, it would potentially have an adverse impact on climate change, energy use, air quality and reducing the need to travel, particularly as there are no coal-fired power stations in Greater Manchester. However, it is acknowledged that the promotion of the use of sustainable modes of transporting coal out of Greater Manchester by the Minerals Plan could address some of these concerns.

The proposed approach to aftercare should ensure the restoration of minerals sites to prevent dereliction and blight, which would have a significant positive impact on the objectives of developing and marketing Greater Manchester's image; protecting and improving landscape and townscape character; and restoring and protecting land and soil. It would also have some positive impact on the objectives relating to sustainable economic growth and protecting the quality of controlled waters. Furthermore, it was concluded that the proposed establishing of Community Liaison Groups would potentially have a positive impact on the objective of enabling groups and communities to contribute to decision-making, and reducing social exclusion.

## **1.6 Difference the Sustainability Appraisal Process has Made**

The SA concluded that the Minerals Plan has the potential to deliver a wide range of social, environmental and economic benefits. However, it also identified several instances where options have the potential to have a negative impact on sustainability objectives, a number of uncertain impacts and a range of opportunities for further enhancements to the Plan's sustainability.

In particular, in order to mitigate the negative impacts associated with minerals development, it is recommended that the Minerals Plan or the District's Core Strategies should incorporate policies to prevent negative impacts on health, air quality and water quality. It is also recognised that the promotion of the use of sustainable modes of transporting minerals into and out of Greater Manchester will be essential for mitigating a number of potential negative impacts. In addition, the SA underlined the importance of ensuring that the Minerals Plan incorporates a

requirement for the appropriate restoration and aftercare of minerals sites once operations have ceased.

The SA recognised that both the proposed approaches to known surface-coal resources and the reworking of colliery spoil has the potential to have a negative impact on the objective relating to climate change. However, as national planning guidance stipulates that the planning system should not predetermine the appropriate levels of coal to be produced by underground or opencast mining, no mitigation is proposed to overcome this.

## 1.7 Next Steps

To enable the community and other stakeholders to contribute to the production of Greater Manchester Minerals Plan this SA Report will accompany the Issues and Options report for a period of formal public consultation. One of the purposes of this consultation is to ensure that GMGU is aware of all possible issues and options as well as asking for the public's views on the Preferred Options.

Following consideration and analysis of the consultation responses, a Minerals Plan Preferred Options report will be produced, subjected to a full SA and consulted upon later in 2010. The SA will then be fully updated and augmented ahead of the publication of the Proposed Submission Minerals Plan, which it is envisaged will be submitted to the Secretary of State for examination in public in December 2011.

## 1.8 How to comment

This SA Report will be subject to a consultation period running from 17<sup>th</sup> February 2010 to 31<sup>st</sup> March 2010 alongside the Minerals Plan Issues and Options Report. Comments are invited on the contents of the report, in terms of the appraisal methodology, the accuracy of the assessment of the likely significant effects of the plan and the opportunities for additional mitigation to ensure that the Minerals Plan is as 'sustainable' as possible.

Comments can be submitted using the following methods:

- Online via the website [www.gmmineralsplan.co.uk](http://www.gmmineralsplan.co.uk), using a web-based form;
- By email, to: [planningteam@gmmineralsplan.co.uk](mailto:planningteam@gmmineralsplan.co.uk); or
- By post, to:  
Planning Team  
GMGU  
2<sup>nd</sup> Floor  
Emerson House  
Albert Street  
Eccles  
M30 0TE.

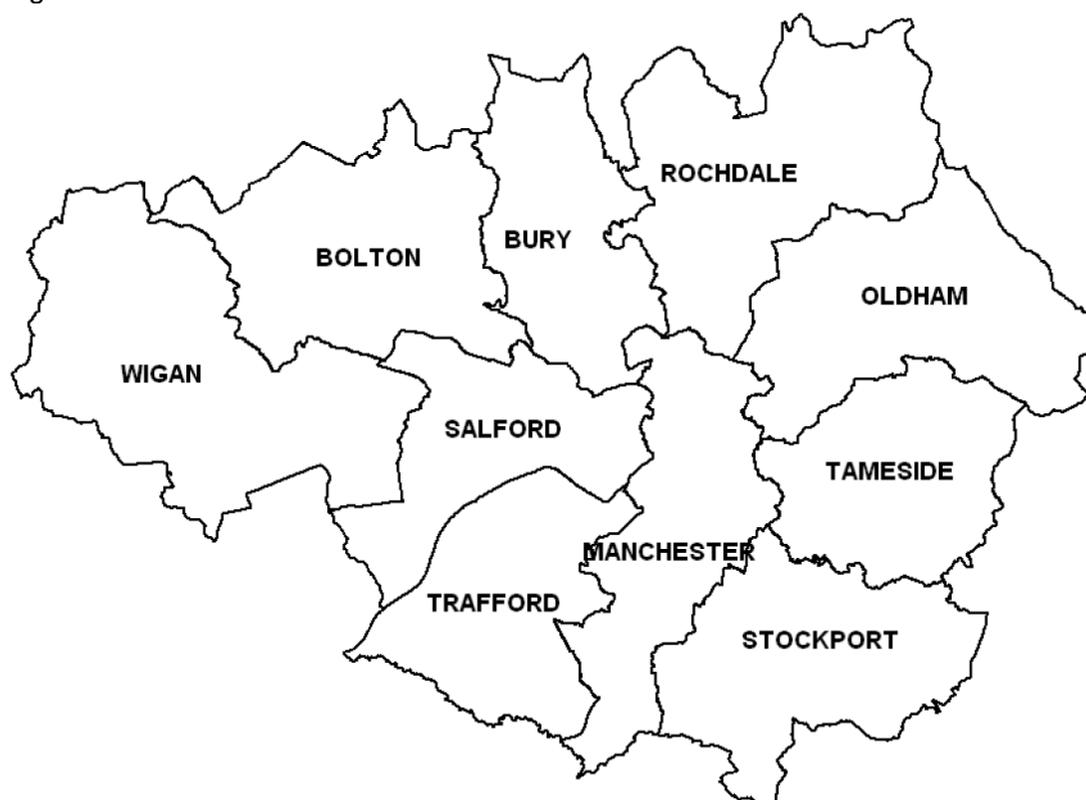
All comments should be received no later than 5.00pm on Wednesday **31<sup>st</sup> March 2010**. The comments received on both the Issues and Options report and this SA Report will feed into the preparation of a Preferred Options Report for the Minerals Plan.

## 2. INTRODUCTION

### 2.1 Purpose of the Report

The sub-region of Greater Manchester was established in 1974 and consists of ten unitary authorities: Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan.

Figure 1: The Greater Manchester Area



In September 2004, the Planning and Compulsory Purchase Act came into effect and introduced the requirement for local planning authorities to produce a Local Development Framework (LDF) to deliver the spatial planning strategy for their area. The LDF is not a single plan but instead comprises of a series of individual Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) on specific subject areas.

In August 2009, agreement was reached across the ten AGMA Authorities of Greater Manchester: Bolton MBC; Bury MBC; Manchester CC; Oldham MBC; Rochdale MBC; Salford CC; Stockport MBC; Tameside MBC; Trafford MBC and Wigan MBC to prepare a joint DPD for minerals. The formal title of the Minerals Plan is the Greater Manchester Joint Minerals Development Plan Document (JMDPD). The Minerals Plan will form part of the LDF for each of the 10 Greater Manchester Districts. Once adopted, the Minerals Plan will replace the existing minerals policies in each individual authority's Unitary Development Plan (UDP).

Work on the Minerals Plan is being co-ordinated and managed by the Greater Manchester Geological Unit (GMGU) on behalf of each District. In addition, a Joint Committee has been established to act as an Executive, with responsibility for approval of the document except at publication and adoption, at which point the Minerals Plan must be agreed by each District's Full Council, with delegated approval by the Joint Committee at submission. The Joint Committee will be supported by a Steering Group consisting of officers from each of the Districts.

The Minerals Plan will cover land-use planning matters in relation to minerals developments for the Joint Plan area to the year 2031. It will include detailed criteria-based, site specific policies and allocations and will provide a sound, sub-regional, planning policy framework that provides a clear guide to minerals operators and the public on:

- The locations where mineral extraction may take place;
- The safeguarding of sensitive environmental features and of mineral resources with potential for future extraction; and
- All aspects of environmental and resource protection, including the sustainable transportation of minerals.

The first formal step in the production of the Minerals Plan is the preparation of a SA Scoping Report and then an Issues and Options report. The consultation feedback received on the Issues and Options report will be taken into account and used to inform the preparation of a Preferred Options paper which will be published for consultation later in 2010. The comments received during this stage of consultation will then be used to inform the production of a Minerals Plan submission document that will be submitted to the Secretary of State for examination.

Sustainable development is the core principle underpinning the planning system and, as a consequence, sustainability will be at the heart of the Minerals Plan. In order to ensure that new plans and strategies contribute towards sustainable development, the Planning and Compulsory Purchase Act 2004 requires a Sustainability Appraisal (SA) to be carried out on all new or revised DPDs.

The purpose of this SA is to promote sustainable development through the integration of sustainability considerations into the preparation, adoption and implementation of the Minerals Plan. SA does not constitute a separate stage in the production of the Minerals Plan but instead represents an iterative, on-going process that forms an integral part of the plan-making process. It involves the identification, evaluation and reporting of the social, environmental and economic impacts of the plan. In doing so, it provides an opportunity to consider ways in which the Minerals Plan can make an effective contribution to sustainable development and provides a means of avoiding or reducing any adverse effects that the plan might have.

This report outlines the findings of the SA of the Greater Manchester Minerals Plan Issues and Options report. It builds upon the Scoping Report (November 2009) and assesses the Issues and Options report against the baseline data and sustainability objectives in order to assess the plan's impact on economic, social and environmental aims. It is being published for consultation alongside the Minerals Plan Issues and Options report.

## 2.2 Requirement for SA / SEA

Under Section 19(5) of the Planning and Compulsory Purchase Act 2004, where a Local Planning Authority is preparing a Development Plan Document it is mandatory for the plan to be subject to a sustainability appraisal throughout its production, to ensure that it is fully consistent with, and helps to implement, the principles of sustainable development. The SA performs a key role in providing a sound evidence base for the plan and provides a means of demonstrating to decision makers, and the public, that it is the most appropriate given reasonable alternatives.

In parallel with this, the European Directive 2001/42/EC “on the assessment of the effects of certain plans and programmes on the environment” (the Strategic Environmental Assessment or ‘SEA Directive’), which is transposed into United Kingdom law by the Environmental Assessment of Plans and Programmes Regulations 2004 (the ‘SEA Regulations’), introduced a statutory obligation to conduct an environmental assessment of certain plans. The Regulations apply to a range of UK plans and programmes prepared by public bodies, including the Minerals Plan which meets the relevant criteria in that:

- It is “prepared by an authority for adoption, through a legislative procedure by Parliament or Government, and is required by legislative, regulatory or administrative provisions” (Article 2(b)); and
- It concerns “town and country planning or land use... which sets the framework for future development consent of projects” (Article 5.2(a)).

While SA and SEA are distinct processes, many of their requirements overlap. As a consequence, the Government has prepared guidance<sup>1</sup> which advises that an integrated approach to SA and SEA should be pursued, so that the SA process also meets the requirements of the SEA Directive and Regulations. This involves extending the breadth of (predominantly environmental) issues required to be considered under SEA to cover the full range of aspects (including social and economic) for sustainability.

In accordance with this guidance, this SA Report meets the SEA requirements, and acts as the ‘environmental report’ for the purposes of Regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004. Throughout this report, all references to SA must be taken to include the requirements of European Directive 2001/42/EC.

## 2.3 Compliance with these Requirements

As outlined in section 2.2, sustainability appraisals of Development Plan Documents should also fully incorporate the requirements of the European Directive 2001/42/EC, known as the SEA Directive, which are transposed into English law by the Environmental Assessment of Plans and Programmes Regulations 2004 (the SEA Regulations). While SEA and SA are distinct processes, the intention of this SA is to adopt an approach to appraisal which also meets the requirements of the SEA Directive and Regulations. The following table shows how this report meets the requirements of the SEA Directive.

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<sup>1</sup> Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents: Guidance for Regional Planning Bodies and Local Planning Authorities – ODPM, November 2005.  
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Table 1: Compliance with the SEA Directive

Information to be included in an Environmental Report under the SEA Regulations	Relevant sections in the SA Report
An outline of the contents, main objectives of the plan and its relationship with other relevant plans and programmes.	3.2 3.4 – 3.6
The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan.	3.3
The environmental characteristics of areas likely to be significantly affected.	3.3
Any existing environmental problems which are relevant to the plan, including in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC.	3.3 3.8
The environmental protection objectives, established at international, Community or national level, which are relevant to the plan and the way those objectives and any environmental considerations have been taken into account during its preparation.	3.3 3.5
The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soils, water, air, climatic factors, material assets, cultural heritage, landscape, and the interrelationship between the above factors.	4.1 – 4.5 Appendix Report
The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan.	4.6 Section 6 Appendix Report
An outline of the reasons for selecting the alternatives dealt with and a description of how the assessment was undertaken including any difficulties.	3.1 3.7
A description of measures envisaged concerning monitoring.	5
A non-technical summary of the information provided above.	1

## 2.4 Key Stages of the SA in Relation to the Minerals Plan

SA provides a means to assess the economic, social and environmental effects of a plan at various points during its preparation. It is not a one-off event in the preparation of a DPD; instead, it should be undertaken in tandem with the plan preparation process and fed into its development at appropriate points. The key milestones in the SA process for the Minerals Plan are shown in the table below.

Table 2: Key Stages in the SA Process

Task	Date
Publication of the SA Scoping Report	November 2009
Consultation on the SA Scoping Report	November 2009 – January 2010
Publication of the SA of Issues and Options	February 2010
Consultation on the SA of Issues and Options	February 2010 – March 2010
Publication of the SA of Preferred Options	Autumn 2010

## 2.5 Feedback from Consultation

In November 2009 a SA Scoping Report was produced to set out the context and SA objectives for the Minerals Plan, establish baseline data and set the scope as to how the Minerals Plan will be assessed against social, environmental and economic aims. The aim was to ensure that the SA was comprehensive and would address all relevant issues and objectives, by enabling input from key stakeholders and consultation bodies at an early stage in the process.

In particular, the Scoping Report provides an initial assessment of:

- The relationship between the Minerals Plan and other relevant plans and programmes;
- The current environmental, social and economic baseline and any trends; and
- The likely key sustainability issues.

Consultation on the SA Scoping Report took place between 27<sup>th</sup> November 2009 and 8th January 2010. Comments were invited from the consultation bodies required by the SEA Regulations – the Environment Agency, English Heritage and Natural England<sup>2</sup>. A range of other social, economic and environmental stakeholders were consulted directly on the SA Scoping Report including:

- 4 North West
- Government Office for the North West
- The Planning Inspectorate
- Local and County Councils and Parishes adjacent to Greater Manchester borders
- The Strategic Rail Authority
- Relevant Local Authorities in the Joint Plan area
- Highways Agency
- The North West Regional Development Agency
- The Strategic Health Authority and local health providers
- Relevant Sewage and Water Companies
- Greater Manchester Passenger Transport Unit
- Greater Manchester Archaeological Unit
- Greater Manchester Ecology Unit
- Greater Manchester Transportation Unit

<sup>2</sup> The SEA Regulations require the Environment Agency, English Heritage, Natural England and the Countryside Agency to be consulted on the scope of sustainability appraisals. However, the Natural Environment and Rural Communities (NERC) Act merged the Countryside Agency and English Nature to form a new agency - Natural England.

- The Woodland Trust
- Red Rose Forest
- Mersey Basin Campaign
- Lancashire Wildlife Trust
- RSPB
- Relevant Community Groups
- Manchester Airport and other relevant Aerodromes.

The main comments from consultation on the SA Scoping Report were the need to:

- Review additional relevant plans, policies and programmes to identify their implications for the Minerals Plan;
- Make a number of additions or amendments to the SA objectives and sub-objectives;
- Include additional information and key messages relating to landscape character and quality, biodiversity, geodiversity, public access to the natural environment, green infrastructure and climate change; and
- The need to take into account possible changes to the aggregate apportionment across the North West.

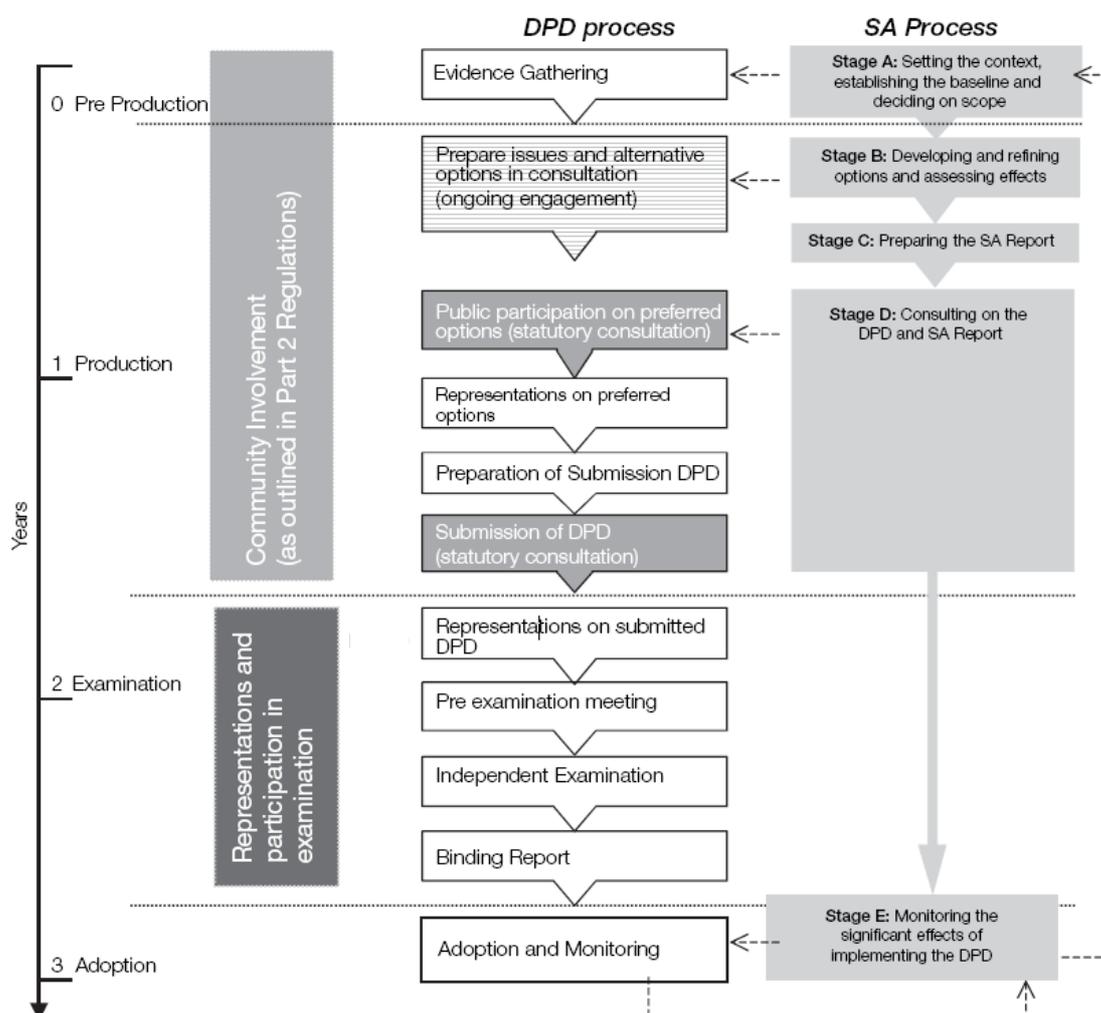
The SA Scoping report has been updated to address these comments.

### 3. METHODOLOGY

#### 3.1 Overall Approach

The approach adopted to undertake the SA was based on the process set out in the Office of the Deputy Prime Minister (ODPM) Guidance Paper “Sustainability Appraisal of Regional Spatial Strategies and Local Development Documents” November 2005. This guidance advocates a five-stage process to undertaking SA, as set out in the following diagram:

Figure 2: DPD and SA preparation process



There are five stages in the Sustainability Appraisal process. GMGU undertook the first stage (Stage A), identifying the initial scope of the SA, in November 2009. In conjunction with key stakeholders, GMGU identified and reviewed relevant plans, policies and programmes that will affect and influence the Minerals Plan; set out relevant social, environmental and economic baseline information; identified the key sustainability issues for the SA to address; established an SA Framework consisting of sustainability objectives, indicators and targets; and produced a Scoping Report

for consultation on the scope of the appraisal. The second stage, Stage B, involves the developing and refining of options and assessing effects. This SA Report presents the outcomes of Stages A and B of the SA process.

As part of Stage A of the SA process, twenty sustainable development objectives were established for appraising the Minerals Plan. The establishment of these SA objectives and criteria is central to the SA process. The SA framework, based on these objectives, provides a way in which sustainability effects are described, assessed and compared. Sustainability objectives are distinct from those of the Minerals Plan itself.

The sustainability objectives used for the SA of the Issues and Options report were drawn from the sustainability issues identified through the analysis of the baseline data and review of other plans and strategies set out in the SA Scoping Report. They cover a range of issues, for example relating to exploiting the growth potential of business sectors, encouraging sustainable economic growth, reducing the need to travel, improving access to good quality housing, protecting and improving local environmental quality, mitigating and adapting to climate change, and ensuring the prudent use of natural resources. In addition, fifty-eight sub-objectives have been identified to assist with the assessment against the sustainability objectives.

The SA Framework can be found in the accompanying Sustainability Appraisal Appendices report, which is available at [www.gmineralsplan.co.uk](http://www.gmineralsplan.co.uk).

### **3.2 Links to other Plans, Programmes and Strategies**

Stage A of the SA process initially involves establishing the context in which the Minerals Plan is being prepared, namely the other plans, programmes and strategies that influence its content (and vice-versa) and the opportunities and challenges they present. The SEA Directive specifically requires environmental objectives established at international, European Community or national levels to be taken into account in developing the Minerals Plan. However, in order to facilitate a comprehensive approach and maximise its sustainability, guidance on SA recommends that this should be widened to consider how the Plan can support the full range of other plans, policies and programmes that already exist, including at the regional, sub-regional and local levels, taking into account their economic and social as well as environmental objectives.

In reviewing these plans, policies and programmes the aim is to identify their implications for the Minerals Plan to ensure that the relationship between these documents and the Minerals Plan has been fully explored. This will in turn ensure that the plan is able to exploit potential synergies and address any identified inconsistencies between international, national, regional and local objectives.

Table 3 below shows a list of the plans, policies and programmes that were reviewed as part of the SA. The full review is provided in the SA Scoping Report for the Minerals Plan (November 2009), which is available at [www.gmineralsplan.co.uk](http://www.gmineralsplan.co.uk).

Table 3: List of all Plans, Programmes and Strategies reviewed as part of the SA

INTERNATIONAL
<ul style="list-style-type: none"> <li>• The World Summit on Sustainable Development (WSSD), Johannesburg, September 2002</li> <li>• Kyoto Climate Change Protocol (1997)</li> <li>• Ramsar Convention – Convention on Wetlands of International Importance (Treaty signed in 1971)</li> <li>• EU Habitats Directive, EC Directive 92/43/EEC</li> <li>• The Water Framework Directive (WFD) 2000/60/ED</li> <li>• EU Mining Waste Directive (2006)</li> <li>• European Spatial Development Perspective</li> <li>• European Landscape Convention</li> </ul>
NATIONAL
<ul style="list-style-type: none"> <li>• Planning (Listed Buildings and Conservation Areas) Act 1990</li> <li>• Ancient Monuments and Archaeological Areas Act 1979</li> <li>• The Historic Environment - A Force for our Nature</li> <li>• Climate Change Act (2008)</li> <li>• The UK Low Carbon Transition Plan – National Strategy for Climate and Energy (2009)</li> <li>• A Strategy for England's Trees, Woods and Forests (2007)</li> <li>• Securing the Future: UK Sustainable Development Strategy (2005)</li> <li>• Underground, Under Threat – Groundwater Protection: Policy and Practice (GP3)</li> <li>• Mineral Extraction and the Historic Environment – Natural England</li> <li>• Wildlife and Countryside Act (as amended) 1981</li> <li>• Circular 04/2001 – Countryside and Rights of Way Act 2000 DETR</li> <li>• Natural Environment and Rural communities Act (2006)</li> <li>• Conservation (Natural Habitats &amp; C.) (Amendment) Regulations (2007)</li> <li>• PPS 1 Delivering Sustainable Development</li> <li>• PPS 1 (Supplement) Planning and Climate Change</li> <li>• PPG 2 Green Belts</li> <li>• PPS 7 Sustainable Development in Rural Areas</li> <li>• PPS 9 Biodiversity and Geological Conservation</li> <li>• Planning for Biodiversity and Geological Conservation: A Guide to Good Practice</li> <li>• PPS 10 Planning for Sustainable Waste Management</li> <li>• PPS 12 Local Spatial Planning</li> <li>• PPG 13 Transport.</li> <li>• PPG 15 Planning and the Historic Environment</li> <li>• PPS15 Planning for the Historic Environment (Consultation Paper)</li> <li>• PPG 16 Archaeology and Planning</li> <li>• PPG 17 Planning for Open Space, Sport and Recreation</li> <li>• PPS 23 Planning and Pollution Control</li> <li>• PPG 24 Planning and Noise</li> <li>• PPS 25 Development and Flood Risk</li> <li>• Minerals Policy Statement 1: Planning and Minerals (MPS1)</li> <li>• MPG2: Applications, Permissions and Conditions</li> <li>• MPS2: Controlling and Mitigating Environmental Effects of Mineral Extraction in England</li> <li>• MPG5: Stability in Surface Mineral Workings and Tips</li> <li>• MPG7: Reclamation of Mineral Workings</li> <li>• MPG8: Planning and Compensation Act 1991: Interim Development Order Permissions (IDOs) – Statutory Provisions and Procedure</li> <li>• MPG9: Planning and Compensation Act 1991: Interim Development Order Permissions (IDOs) – conditions</li> <li>• MPG10: Provision of Raw Material for the Cement Industry</li> <li>• MPG13: Guidelines for Peat Provision in England</li> <li>• Strategic Rail Freight Network – The Long Term Vision</li> <li>• Guidance for Local Authorities on Implementing the Biodiversity Duty</li> <li>• Climate Change and Biodiversity Adaptation: the Role of Spatial Planning</li> <li>• Biodiversity by Design: A Guide for Sustainable Communities</li> <li>• Geological Conservation Review</li> <li>• First Soil Action Plan 2004 – 2006</li> <li>• Open Space Strategies – Best Practice Guidance</li> <li>• Natural England's Green Infrastructure Guidance</li> </ul>

- Accessible Natural Green Space Standards in Towns and Cities
- By All Reasonable Means: Inclusive Access to the Outdoors for Disabled People
- The Countryside in and around Towns: A Vision for Connecting Town and Country in Pursuit of Sustainable Development.

## REGIONAL

- North West of England Plan Regional Spatial Strategy to 2021
- The North West Transport Strategy
- Regional Waste Strategy for the North West
- North West Regional Freight Strategy
- Regional Economic Strategy
- RS2010 Regional Strategy for England's Northwest (Principles and Issues Paper)
- North West Green Infrastructure Guide
- Embedding Regional Biodiversity Targets into Local Development Frameworks

## SUB – REGIONAL

- Prosperity for All - The Greater Manchester Strategy
- An Ecological Framework for Greater Manchester
- Greater Manchester Biodiversity Action Plan
- Towards a Green Infrastructure - Framework for Greater Manchester
- Greater Manchester Local Transport Plan 2 (2006 - 2010/11)
- The Greater Manchester Air Quality Strategy and Action Plan
- The Manchester City Region Development Programme
- Greater Manchester Economic Development Plan
- Draft Local Geodiversity Action Plan (LGAP) for Greater Manchester

## LOCAL

- Bolton Landscape Character Appraisal
- Bolton Metropolitan Borough Council: BAP
- Bolton Urban Historic Landscape Characterisation (Interim report - 2008)
- Bolton's Green Corridors
- Bolton Metropolitan Borough Council: Community Strategy (2003-2012)
- Bolton MBC Core Strategy
- Bolton UDP
- Bury Heritage Strategy
- Bury's Community Strategy 2008-2018
- Bury Wildlife Strategy
- Bury MBC Core Strategy Preferred Options
- Bury UDP
- Manchester Biodiversity Strategy
- South East Manchester Multi Modal Study
- The Manchester Way – Manchester's Community Strategy (2006-2015)
- Manchester CC Core Strategy Refining Options
- Manchester UDP
- Oldham's Community Strategy (2008-2020)
- Oldham MBC Travel Plan (2008-2010)
- Oldham MBC Green Space Strategy
- Oldham MBC Core Strategy Preferred Options
- Oldham UDP
- The Community Strategy for Rochdale Borough (2007-2010)
- Rochdale Cultural Strategy (2003 -2008)
- Rochdale MBC Core Strategy Issues and Options
- Rochdale UDP
- Salford City Council: Community Strategy (2006-2016)
- Salford Economic Development Strategy (2004 -2007)
- Salford City Council Core Strategy Issues and Options Report
- Salford UDP
- Stockport Conservation Strategy
- Gateway to the future: Stockport Regeneration Strategy
- Stockport MBC: Community Strategy (2003-2013)
- Stockport MBC Core Strategy Issues and Options
- Stockport UDP

- Draft Tameside MBC Sustainable Community Strategy (2009-2019)
- A Nature Conservation Strategy for Tameside
- A Trees and Woodlands Strategy for Tameside
- Tameside UDP
- Action for Nature in Trafford
- Trafford Community Strategy: Trafford 2021
- Trafford MBC Core Strategy
- Trafford UDP
- Wigan's Heritage: A strategy for Wigan 2003 – 2007
- Wigan MBC: Community Plan (2005-2010)
- Wigan's Biodiversity Strategy
- Wigan MBC Core Strategy
- Wigan UDP

### 3.3 Baseline Characteristics and Key Sustainability Issues

The collection and analysis of baseline information is a key component of the SA process and a legal requirement under the SEA Directive. It facilitates the identification of the key sustainability issues that need to be taken into account when developing a plan and assists in the formation of objectives, indicators and targets for the plan. Baseline data also provides the information necessary to assist in predicting and monitoring the effects of a plan.

For the Minerals Plan, existing data was obtained from a number of different sources, including relevant information held by the Joint Authorities to provide the information base for their Local Development Frameworks, Annual Monitoring Reports and SA Scoping Reports (where available). In addition, some information has been drawn from the Regional Spatial Strategy (RSS) Scoping Report for the North West.

From the analysis of this baseline data a number of key sustainability issues have been identified. The major social, environmental and economic issues for Greater Manchester are:

- With a population of over 2.5 million, Greater Manchester is the second largest conurbation in the UK and its population is predicted to continue to increase over the duration of the Plan;
- In 2007, four Greater Manchester districts fell within the 50 most deprived in England (Manchester, Salford, Rochdale, Oldham), with Manchester being the fourth most deprived district in England. Despite this, there are pockets of affluence, particularly in South Manchester;
- Eight Greater Manchester districts have a Standardised Mortality Ratio higher than the England/Wales average;
- The GVA per head population for Greater Manchester is higher than that of the North West average but continues to lag behind the national average;
- Manchester contains a wide variety of habitats, including ancient woodlands, moorlands, mosses, broadleaf woodland, rivers and ponds, and bogs;
- There are three Special Areas of Conservation (South Pennine Moors, Manchester Mosses and the Rochdale Canal) and one Special Protection Area (South Pennine Moors) in the Plan area;
- There are 21 Sites of Special Scientific Interest (SSSI) in the Plan area, of which 51.07% (up from 29.8% in 2006) of their area meets the target of being in 'favourable' or 'unfavourable recovering' condition, compared with the national

target of 95% by 2010. Only 7.94% of the total area of SSSI in Greater Manchester was considered 'favourable';

- Greater Manchester contains 526 Sites of Biological Importance (SBI) of which 142 are Grade A, 202 are Grade B and 180 are Grade C;
- In 1999, woodland covered 3.6% of the Plan area, an increase from 2.1% in 1980;
- Greater Manchester's built environment contains approximately 4,500 listed buildings and 224 Conservation Areas. In addition, there are a number of Scheduled Ancient Monuments and registered historic parks and gardens;
- Air quality in Greater Manchester is poorer than elsewhere in the North West. Air Quality Management Areas have been declared in Bolton, Bury, Manchester, Oldham, Stockport, Tameside and Trafford for nitrogen dioxide and particulate matter 10, and in Rochdale, Salford and Wigan for nitrogen dioxide only;
- During the lifetime of the Minerals Plan, climate change may result an increase in flooding events, stormier weather, hotter and drier summers, and milder, wetter winters;
- Sand and gravel deposits within Greater Manchester tend to be confined to superficial drift deposits of glacial and post glacial origin, the most important of which are found in Rochdale, Bury and Trafford. However, economic extraction can be difficult due to the presence of mudstone and coal fragments;
- Sandstone has also been used as a traditional building stone in Greater Manchester;
- There are a number of construction and demolition waste recycling depots in the sub-region, which are located in close proximity to the urban areas;
- Clays and shales occur widely across Greater Manchester. However, economic factors and changes in the materials used in the construction industry, has lead to a diminished requirement for the type of common brick once produced in Greater Manchester;
- Natural stone is extracted from just one quarry in Greater Manchester at Middle Hill in Rochdale; this is a relatively small-scale operation extracting a few thousand tonnes per year;
- Peat in Greater Manchester is predominantly found in the districts of Wigan and Salford, in particular the raised peat bogs (known as 'mosses') located there. A certain level of extraction occurs in the present day;
- A number of coal mines operated within Greater Manchester in the past; nowadays just one opencast site remains (Cutacre);
- Deep coal measures within Greater Manchester are located within the south of the sub-region; and
- Greater Manchester is not self-sufficient in terms of minerals, primarily because some minerals are not found in the sub-region but also because the potential for minerals extraction is constrained by factors such as urban development and the quality of mineral resources.

### 3.4 Sustainability Appraisal Objectives

The SA appraises the potential implications of the Minerals Plan Issues and Options Report from a social, environmental and economic perspective. SA is fundamentally based on an objectives-led approach whereby the potential impacts of a plan are gauged in relation to a series of objectives for sustainable development. The establishment of these objectives is therefore central to the SA process as it provides

the methodological yardstick against which the sustainability effects of the Minerals Plan can be described, assessed and compared.

Drawing upon the identified sustainability issues, the SA Scoping Report for the Plan identified twenty SA objectives. In addition, a number of sub-objectives have been identified for each objective to assist with the assessment against them. These objectives and their sub-objectives are listed below.

The objectives have been designed to be fully comprehensive, whilst minimising any overlap between individual objectives that could potentially cause confusion and skew the results of any appraisal.

## **ECONOMIC OBJECTIVES**

- 1 To exploit the growth potential of business sectors; increasing the usage and quality of recycled/secondary products.**
  - To diversify the economy in terms of the minerals sector
  - To promote growth in the minerals sector
  - To enable new and innovative mineral extraction technologies to be developed and utilised.
  - To encourage the development of markets for recycled/secondary products.
  - To minimise the production of waste.
  - To increase mineral re-use and recycling.
- 2 To encourage sustainable economic growth and assist in reducing the disparities of sub-regional economic performance.**
  - To encourage sustainable economic growth through provision of adequate mineral reserves.
  - To promote re-use and recycling of existing materials.
- 3 To develop and market Greater Manchester's image.**
  - To support the preservation and/or enhancement of high quality built, natural and historic environments.
  - To promote the area as a destination for short and long term visitors, for residents and investors.
- 4 To develop and maintain a healthy labour market.**
  - To address the skills gap and enable skills progression.
  - To provide a broad range of jobs and employment opportunities.

## **SOCIAL OBJECTIVES**

- 5 To reduce the need to travel, improve choice and use of sustainable transport modes.**
  - Increase sustainable transport use (water and rail).
  - To encourage walking, cycling and the use of public transport.
  - Minimise transportation of minerals where possible.

- 6 To improve physical health and mental health and reduce health inequalities.**
- To reduce deaths in key vulnerable groups.
  - To promote healthier lifestyles.
  - To reduce health inequalities among different groups in the community.
  - To reduce the impact of nuisances associated with minerals development (such as dust, highway safety, noise, etc.).
- 7 To improve access to good quality affordable and resource efficient housing.**
- To support the development and operation of resource efficient housing.
- 8 To enable groups and communities to contribute to decision-making, and to reduce social exclusion.**
- To identify and engage with hard to reach stakeholders.
  - To encourage wider community involvement in the design or the provision of services.
  - To enable the community to contribute to and have influence in decision-making and be involved in its implementation.
- 9 To improve access to and use of basic goods, services and amenities for all groups.**
- To improve access to cultural, sporting and leisure facilities, including natural green spaces.
  - To improve access to essential services and facilities, including waste recycling facilities.
  - To improve the range and quality of cultural, sporting and leisure facilities.
  - To improve access to basic goods, promoting the use of those that are locally sourced.

## ENVIRONMENTAL OBJECTIVES

- 10 To protect, enhance, manage and restore where appropriate, the rich diversity of cultural, built environment and archaeological assets and their settings.**
- To protect and enhance the character and appearance of archaeological sites, historic buildings, conservation areas, townscape, landscape, parks and gardens and their settings.
- 11 To protect, enhance, manage and restore where appropriate biodiversity, protected species, habitats and sites of geological importance.**
- To protect and enhance the biodiversity of the region's landscapes.
  - To protect and enhance existing designated wildlife and geological sites and species populations.
  - To protect and enhance habitats and species, providing opportunities for new habitat creation and reversing the fragmentation of wildlife corridors.
  - To increase the economic benefit derived from the region's natural environment.

- 12 To protect and improve landscape and townscape character and accessibility.**
- To protect and enhance the accessibility of the landscape across the region.
  - To protect and enhance the character and appearance of the region's countryside, maintaining and strengthening local distinctiveness and sense of place.
  - To protect and enhance the character and appearance of archaeological sites, historic buildings, conservation areas, townscape, landscape, parks and gardens and their settings.
- 13 To protect and improve local environmental quality and reduce crime.**
- To reduce light and noise pollution and crimes such as fly tipping.
- 14 To protect and improve the quality of controlled waters.**
- To maintain and enhance ground and surface water quality.
- 15 To protect and improve air quality.**
- To maintain and improve local air quality.
  - To address the causal factors of poor air quality in Air Quality Management Areas.
- 16 To restore and protect land and soil and to manage contaminated and potentially unstable land.**
- To reduce the amount of derelict, contaminated, degraded and vacant/underused land.
  - To encourage the development of brownfield land for minerals sites in preference to greenfield and where such sites have significant biodiversity, agricultural or geological interest, to retain or incorporate this interest into any development.
  - To reduce the loss of good soils to development.
  - To maintain and enhance soil quality.
  - To restore mineral sites to appropriate after uses.
- 17 To mitigate and adapt to climate change.**
- To contribute to the ability to adapt to the impacts of climate change.
  - To reduce or minimise greenhouse gas emissions.
- 18 To minimise the risk of flooding and increase the use of SUDS.**
- To maintain water abstraction, run-off and recharge within carrying capacity.
  - To reduce or manage flooding.
- 19 To ensure the prudent use of natural resources and the sustainable management and safeguarding of existing resources.**
- To minimise the demand for raw material.
  - To support the repair and re-use of existing buildings.
  - To promote the use of locally arising recycled and secondary materials.
  - To safeguard and use mineral resources wisely.

**20 To minimise the requirement for energy use, promote efficient use and increase the use of energy from renewable resources.**

- To minimise the need for energy.
- To maximise the production and/or use of renewable energy.
- To increase energy efficiency (e.g. resource efficiency in buildings, considering energy efficiency targets for new developments, transport modes, etc.)
- To minimise the use of fossil fuels.
- To reduce or minimise greenhouse gas emissions.

**3.5 Strategic Objectives of the Minerals Plan**

The Minerals Plan seeks to achieve the following Strategic Objectives by 2031.

Table 4: Minerals Plan Strategic Objectives

STRATEGIC OBJECTIVE NO.	STRATEGIC OBJECTIVE
<b>1</b>	Provide a sustainable supply of minerals to meet national and regional needs, in particular ensure provision of aggregates to meet regional requirements.
<b>2</b>	Promote the reuse and recycling of secondary aggregate products.
<b>3</b>	Safeguard potentially economically viable mineral resources from sterilisation and encourage the best use of high quality materials.
<b>4</b>	Protect local communities and the natural and built environment from the impacts of minerals development and recognise the importance of high quality restoration once operations have ceased.
<b>5</b>	Encourage the sustainable transportation of minerals.
<b>6</b>	Support the development of local energy materials (excluding peat) where required to supplement the energy mix nationally and regionally.

**3.6 Testing the Minerals Plan Objectives against the Sustainability Appraisal Framework**

In order to ensure that the Strategic Objectives of the Minerals Plan are consistent with the principles of sustainable development they must be tested against the SA framework. This enables conflicts and tensions between the objectives to be identified and necessary additions or amendments to be made.

Table 5 ‘tests’ the Mineral Plan’s objectives against each of the SA objectives.

Table 5: Testing the Mineral Plan's objectives against the SA objectives

Summary SA Objective	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
<b>Summary Minerals Plan Objective</b>																				
Provide sustainable supply of minerals	+	+	+	+	+	0	+	0	0	?	?	?	?	0	?	?	+	+	+	+
Promote reuse and recycling of secondary aggregates	+	+	+	+	+	0	+	0	0	+	+	+	+	0	+	+	+	+	+	+
Safeguard potentially economically viable mineral resources from sterilisation	+	?	0	0	+	0	?	0	0	0	0	0	0	0	+	0	+	0	+	+
Protect communities and the natural and built environment from mineral development	+	0	+	0	+	+	0	0	+	+	+	+	+	+	+	+	+	+	0	0
Encourage sustainable transportation of minerals	0	0	+	0	+	+	0	0	0	0	0	0	+	+	+	0	+	+	0	+
Support the development of local energy minerals	+	+	0	+	+	0	0	0	0	?	?	?	?	0	?	?	?	?	+	?

+ Objectives are compatible     
 - Objectives are not compatible     
 ? Uncertain relationship     
 0 No direct relationship

Overall the objectives of the Minerals Plan are considered to be compatible with the SA objectives. In particular, the objectives of promoting the reuse and recycling of secondary aggregate products; protecting communities and the natural and built environment from mineral development and recognising the importance of high quality restoration once operations have ceased; and encouraging the sustainable transportation of minerals, are especially consistent with the principles of sustainable development.

There were no instances where the objectives of the Minerals Plan were considered to be incompatible with a SA objective. Nevertheless, there were some uncertain relationships between the two sets of objectives. For instance, the Minerals Plan objective of supporting the development of local energy minerals would have an uncertain impact on a number of the environmental objectives.

### **3.7 Data Limitations/Technical Difficulties**

The SEA Directive requires the identification of any difficulties encountered; these may include technical deficiencies or lack of knowledge. There were no significant technical difficulties encountered during the undertaking of the SA of the Issues and Options paper. However, there were some areas of uncertainty that resulted from the limited detail of some of the proposals (partly due to the strategic nature of the document and partly due to the limited information on implementation that is available at this stage of the Minerals Plan's evolution).

### **3.8 Screening for Appropriate Assessment**

Directive 92/43/EEC on the Conservation of Natural Habitats and Wild Flora and Fauna – the 'Habitats Directive' – provides legal protection for habitats and species of European importance. Article 6 of this Directive introduced the requirement to undertake an 'Appropriate Assessment' of the implications of proposed land use plans for the integrity of nature conservation sites of European importance. Such sites are known as Natura 2000 sites, and include Special Areas of Conservation (SACs), candidate Special Areas of Conservation (cSACs), Special Areas of Protection (SPAs), potential Special Areas of Protection (pSPAs), Ramsar sites and Offshore Marine Sites (OMSs). The Greater Manchester area is home to several Natura 2000 sites.

The purpose of an Appropriate Assessment is to determine whether or not significant effects on European sites are likely and to suggest ways in which they could be avoided. Under the provisions of the Habitats Directive, consent can only be granted for such a plan if, as a result of the Appropriate Assessment, it can be demonstrated that the integrity of the sites will not be adversely affected or, where adverse impacts are anticipated, there is shown to be no alternative solutions and imperative reasons of overriding public interest for the plan to go ahead.

An Appropriate Assessment of the Minerals Plan may need to be conducted and a screening report is presently being prepared. This Appropriate Assessment would investigate the potential impacts of the plan – in combination with other plans and projects – on relevant European sites (possibly including sites beyond the Greater

Manchester area). However, as Appropriate Assessment relates to sites/areas, it is not required at this stage in the Plan's preparation. The question of whether or not the Minerals Plan will require an Appropriate Assessment will be discussed with Natural England. Stakeholders will be kept informed of the decision and any subsequent assessment findings.

If an Appropriate Assessment is required, it will be conducted alongside, but separate from, the Sustainability Appraisal/Strategic Environmental Assessment.

## 4. ISSUES AND OPTIONS APPRAISAL

This section provides a summary of the results of the sustainability appraisal of the Minerals Plan Issues and Options report. 14 of the 39 questions included in the Issues and Options report were appraised against the twenty sustainability objectives identified in the SA Scoping Report. This appraisal considered the degree and type of impact, split by short term (0-5 years), medium term (5-10 years), and long-term (10+ years). It also predicted the certainty of impact (in terms of high, medium and low); the scale of impact (which ranged from local to national); the permanence of the impact; any key secondary, cumulative and/or synergistic impacts; and options for mitigation.

The reasons why the remaining sections of the Issues and Options report were not subject to SA is detailed in the table below:

Table 6: Issues not subject to appraisal

Question	Justification for not appraising
2	The Minerals Plan's objectives have already been 'tested' against the SA objectives in section 3.6 of this report.
3	The sub-regional breakdowns constitute an important element of the evidence base for the Minerals Plan. Using this information to inform the preparation of the Plan is unlikely to have any significant sustainability effects.
4	The question seeks to obtain information to inform the preparation of the Plan and does not advocate a particular approach.
5	Cannot appraise the sustainability of sites that provide minerals of conservation value as these areas have not yet been identified.
7	Cannot appraise the sustainability of potential areas for coalbed methane extraction as these areas have not yet been nominated.
8	The proposed approach is unlikely to have any significant sustainability effects as on-shore oil and gas have never been extracted in Greater Manchester.
9	Cannot appraise the sustainability of new technologies as these are currently unknown.
11	The question seeks to obtain opinions rather than suggest an approach that can be subject to SA.
12	The question seeks to obtain information to inform the preparation of the Plan rather than advocating a particular approach.
13	The question seeks to establish whether there are any other mineral resources that should be safeguarded. The sustainability of safeguarding these mineral resources cannot be appraised as they are presently unknown.
15	The sustainability implications of adopting a different approach to identifying sand, gravel and gritstone resources (Option D and E) cannot be appraised until these alternative approaches have been proposed.

16	The sustainability of potential sites for sand, gravel or gritstone cannot be appraised as these sites have not yet been nominated.
17	The sustainability of old minerals sites that were not worked out cannot be appraised as these sites have not yet been nominated.
18	The question seeks to obtain information to inform the preparation of the plan rather than advocating a particular approach.
19	The sustainability implications of excluding additional categories of land cannot be appraised until they have been identified.
21	The sustainability implications of adopting a different approach to identifying coal resources of future importance (Option C) cannot be appraised until this alternative approach has been proposed.
22	Detailed field and laboratory work is required to identify clay resources. Therefore, the proposal not to pursue an Areas of Search approach is unlikely to have any significant sustainability implications.
23	The proposed approach is being assessed during the preparation of the Greater Manchester Joint Waste DPD and it is considered to be unnecessary to duplicate this appraisal.
24	The question seeks to obtain information to inform the preparation of the Minerals Plan and does not advocate a particular approach.
25	The question seeks to obtain information to inform the preparation of the Minerals Plan and does not advocate a particular approach.
26	The question seeks to obtain information to inform the preparation of the Minerals Plan and does not advocate a particular approach.
27	The sustainability of future sites for other minerals developments cannot be appraised until these sites have been nominated.
28	The question seeks to obtain information to inform the preparation of the Minerals Plan and does not advocate a particular approach.
32	The question seeks to obtain information to inform the preparation of the plan rather than advocating a particular approach.
33	The question seeks to obtain information to inform the preparation of the Minerals Plan and does not advocate a particular approach.
34	The question seeks an opinion rather than suggests an approach that can be subject to SA.
38	The question seeks to obtain information to inform the preparation of the Minerals Plan rather than advocating a particular approach.
39	The indicators serve purely to monitor the effects of the Plan. As a result, the indicators themselves would not cause significant sustainability effects.

The full sustainability appraisal matrices are available in the accompanying Sustainability Appraisal Report Appendices, which can be downloaded from [www.gmmineralsplan.co.uk](http://www.gmmineralsplan.co.uk).

#### 4.1 Summary of the Significant Effects of the Proposed Aim

The proposed aim has the potential to have a significant positive impact on a wide range of sustainability objectives. In particular, by maximising the use of recycled/secondary products and managing the use of minerals so as to support economic growth, the aim would have a significant positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and ensuring the prudent use of natural resources.

By minimising the need for new primary extraction, the proposed aim is likely to have some positive impact on the sub-region's labour market; reducing the need to travel; protecting the rich diversity of cultural, built environment and archaeological assets; protecting biodiversity and sites of geological importance; landscape character; local environmental quality; and mitigating climate change.

There are no negative effects of the proposed aim on the sustainability objectives. However, its impact on the objectives relating to physical and mental health, the quality of controlled waters and air quality is uncertain due to the potential environmental impacts associated with aggregate recycling operations. As a result, it is recommended that either the Minerals Plan or the District's Core Strategies should include policies to prevent the negative impacts of these developments on health, water quality and air quality.

#### 4.2 Summary of the Significant Effects of Minerals in Greater Manchester – The Issues

The Issues and Options document provides information on minerals found in Greater Manchester, including their use and how much is currently extracted. The document proposes an approach to how the Minerals Plan should deal with these resources. The following section provides a brief summary of the outcomes of the SA of these proposed approaches.

##### **Question 6: Safeguarding Known Surface-Coal Resources From Other Forms of Development**

The proposed approach to coal would have a relatively mixed impact on the sustainability objectives. Safeguarding known surface coal reserves and not limiting the potential amount of coal to be won would support growth in the minerals sector and enable new and innovative mineral extraction technologies to be developed and utilised. It would therefore have the potential to have a positive impact on the objectives relating to exploiting the growth potential of business sectors; promoting sustainable economic growth; and developing and maintaining a healthy labour market. The proposed approach would also have a major positive impact on the objective of ensuring the prudent use of natural resources and the sustainable management and safeguarding of existing resources.

There are no coal-fired power stations in Greater Manchester and, as a result, surface-coal extracted from within Greater Manchester would need to be transported to coal-fired power stations outside of the sub-region. As a result, the proposed approach could potentially have a negative effect on the objectives relating to air quality; reducing the need to travel and mitigating climate change. The promotion of

the use of sustainable modes of transporting coal out of Greater Manchester by the Plan will address some of these concerns.

Safeguarding known surface coal reserves and not limiting the potential amount of coal to be won increases the possibility of the UK being 'locked into' dependence on fossil fuels, which would have an adverse impact on the objectives relating to climate change and energy use. Nevertheless, as national guidance stipulates that the planning system should not predetermine the appropriate levels of coal to be produced, no mitigation measures are proposed to address this.

Safeguarding known surface-coal resources increases the likelihood of these resources being extracted, which has the potential to have a number of adverse and positive environmental impacts. Nevertheless, it is difficult to predict the impact of the proposed approach on these objectives with any certainty at this stage in the plan preparation process as much will depend on the existing characteristics of the site (for example the biodiversity value of the site) and the aftercare measures proposed. The Minerals Plan must therefore incorporate a requirement for the appropriate restoration and aftercare of surface-coal extraction sites.

#### **Question 10: Proposed Approach to Peat**

The proposed approach to peat would deliver a number of significant sustainability benefits. In particular, by restricting the extraction of peat to sites that are already severely damaged, the proposed approach would have a significant impact on the protection of biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources. It would also have a positive impact on the objectives relating to protecting land and soil; protecting landscapes; and, potentially, protecting archaeological assets.

It is also proposed that the Minerals Plan will not allocate any new sites or extensions to existing sites for peat extraction. Existing planning permissions for peat extraction last until 2042 and are considered to be sufficient to meet the horticultural industries needs up to that time. As a result, it is concluded that the proposed approach would not have a significant impact on the objectives relating to exploiting the growth potential of business sectors and encouraging sustainable economic growth.

### **4.3 Summary of the Significant Effects of the Methods for Identifying and Protecting Mineral Resources**

The Issues and Options document sets out proposed methods for identifying and protecting mineral resources in Greater Manchester. The following section provides a brief summary of the outcomes of the SA of these proposed methods.

#### **Question 14: Safeguarding Mineral Resources in Greater Manchester**

By leading to the protection of geologically constrained land and sites designated for their international importance for nature conservation the proposed approach would have a major positive impact on the objective of protecting, enhancing, managing and restoring where appropriate biodiversity, protected species, habitats and sites of geological importance. The proposed approach would also have a positive impact on Greater Manchester's image; physical and mental health; protecting the built environment; townscapes; and adaptation to climate change.

There are no negative effects on the sustainability objectives. However, not including urban areas within MSAs will however potentially reduce the likelihood of derelict contaminated and vacant/ underused land being developed for minerals sites.

#### **Question 15 (Option A): Releasing Additional Aggregate Resources Through Extensions to Existing Sites**

The proposed approach would have a positive impact on a number of sustainability objectives. For instance, stipulating that extensions to existing sites would only be identified where they would not have an unacceptable environmental or social impact would prevent the identification of extensions that would have a negative impact on the objectives relating to health; built environment and archaeological assets; biodiversity and sites of geological importance; landscape and townscape character; water quality; flood risk; and land and soil.

There are no negative effects on the sustainability objectives. However, the impact of the proposed approach on the objectives relating to exploiting the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources is uncertain due to the proposed approach potentially leading to important aggregate resources being unexploited purely because they do not adjoin an existing site. Although it is acknowledged that the proposed Mineral Safeguarding Areas should prevent these resources from being sterilised. In addition, as it is uncertain whether adequate aggregate reserves could be obtained through relying solely on extensions to existing sites, the proposed approach may not minimise the need to import minerals into the sub-region. It would therefore have an uncertain impact on the objectives relating to reducing the need to travel; mitigating climate change; and energy use. As a result, it is recommended that the Minerals Plan consider the need to also identify new suitable sites for aggregate extraction or Areas of Search to meet any shortfall in provision during the Minerals Plan period.

#### **Question 15 (Option B): Releasing Additional Aggregate Resources by Identifying New Sites**

The proposed approach would have a positive impact on a number of sustainability objectives. For instance, stipulating that new sites for aggregate resources would only be identified where they would not have an unacceptable environmental or social impact would prevent the identification of sites that would have a negative impact on the objectives relating to health; built environment and archaeological assets; biodiversity and sites of geological importance; landscape and townscape character; water quality; flood risk; and land and soil. In addition, identifying new sites would reduce the need for aggregates to be imported into the sub-region, which would have a positive effect on reducing the need to travel; mitigating climate change; and energy use.

New mineral extraction sites would result in the loss of land, which has the potential to have a negative impact on the objective relating to restoring and protecting land and soil. Nevertheless, the proposed approach would ensure that it would not be the best environmental land that would be lost. In order to mitigate any negative impacts, it is however recommended that the Minerals Plan should incorporate a requirement for the appropriate restoration and aftercare of aggregate extraction sites.

Furthermore, identifying new sites for extracting aggregate resources would support growth in the minerals sector, ensure the provision of adequate mineral reserves and enable new and innovative mineral extraction technologies to be developed and

utilised. As such, it would have a positive impact on the objectives of exploiting the growth potential of business sectors and encouraging sustainable economic growth.

### **Question 15 (Option C): Releasing Additional Aggregate Resources by Identifying Areas of Search**

The proposed approach would have a positive impact on a number of sustainability objectives. For instance, by identifying areas that could meet any shortfall in provision during the Minerals Plan period, the proposed approach would minimise Greater Manchester's dependence on importing aggregates from outside the sub-region. This would have a positive impact on the objectives relating to reducing the need to travel; air quality; mitigating climate change; and energy use. Furthermore, the proposed approach would also support growth in the minerals sector, ensure the provision of adequate mineral reserves and enable new and innovative mineral extraction technologies to be developed and utilised. As such, it would have a positive impact on the objectives of exploiting the growth potential of business sectors and encouraging sustainable economic growth.

New mineral extraction sites would result in the loss of land, which has the potential to have a negative impact on the objective relating to restoring and protecting land and soil. Nevertheless, the proposed approach would ensure that it would not be the best environmental land that would be lost. In order to mitigate any negative impacts, it is however recommended that the Minerals Plan should incorporate a requirement for the appropriate restoration and aftercare of aggregate extraction sites.

In addition, as Areas of Search would only identify the areas where planning permission for aggregates extraction could be granted, areas of value for built heritage, nature conservation, geological importance and landscape value is likely to be excluded from these Areas of Search. This would have a positive impact on a number of the environmental objectives.

### **Question 20: Identifying Areas of Search**

The proposed approach to safeguarding mineral resources in Greater Manchester will contribute positively to a number of economic, social and environmental objectives. By identifying the parts of the sub-region that have the least constraints, the proposed approach will support growth in the minerals sector and thereby have a positive effect on the objectives relating to exploiting the growth potential of business sectors and promoting sustainable economic growth.

The approach to safeguarding mineral resources in Greater Manchester identifies a range of assets from the natural and historic environment as constraints, which should help support their preservation. As a result, the proposed approach can be expected to have a positive impact on the objectives relating to Greater Manchester's image, physical and mental health; access to services and amenities; landscape and townscape character; climate change; restoring and protecting land; the quality of controlled waters; cultural and built environment assets; and biodiversity and sites of geological importance.

There are no negative effects on the sustainability objectives. Nevertheless, the sustainability of the proposed approach could potentially be improved by including archaeological assets, such as Ancient Monuments of National Importance, as a constraint.

### **Question 21 (Option A): Identify the Extent of the Shallow Coalfield and the Constraints within that Area**

Using the latest information provided by the Coal Authority to identify the extent of the shallow coalfield and the constraints within that area has the potential to deliver a number of sustainability benefits. This data represents the most up-to-date information on coal resources in the sub-region and includes substantial areas of coal resources not identified by the 1989 Greater Manchester Minerals Plan Areas of Search. As a result, the proposed approach would support the diversification and growth of the minerals sector and would therefore have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing a healthy labour market.

By including substantial areas of coal resources not identified by the 1989 Greater Manchester Minerals Plan Areas of Search the proposed approach would identify a much greater coal resource. This should increase the likelihood of sites being identified for coal extraction that would not have an adverse impact on local communities and the environment. As a result, it is anticipated that the proposed approach would have a positive impact on the objectives relating to health; biodiversity and geological importance; cultural and built environment assets; and landscape and townscape character.

### **Question 21 (Option B): Identify Areas of Search for Coal**

The proposed approach has the potential to deliver a number of sustainability benefits. By identifying areas within which planning applications for minerals development are likely to be viewed favourably, the proposed approach would provide a good deal of certainty to the coal industry. As a result, the proposed approach would support the growth of the minerals sector and therefore have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing a healthy labour market.

The approach would identify areas within which applications for minerals development are likely to be viewed favourably. This is likely to exclude areas where coal extraction would have an unacceptable social or environmental impact. As a consequence, it is anticipated that the proposed approach would have a positive impact on the objectives relating to health; biodiversity and geological importance; cultural and built environment assets; and landscape and townscape character.

### **Question 22: Areas of Search for Peat**

The proposal not to identify Areas of Search for peat would deliver a number of significant sustainability benefits. In particular, the proposed approach would have a major positive impact on the protection of biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources. It would also have a positive impact on the objectives relating to protecting land and soil; protecting landscapes; and, potentially, protecting archaeological assets.

As existing planning permissions for peat extraction are considered to be sufficient to meet the horticultural industries needs for the plan period, it is considered that the proposed approach would not have a significant impact on the objectives relating to exploiting the growth potential of business sectors and encouraging sustainable economic growth.

#### 4.4 Summary of the Significant Effects of the Development Management Policies

The Issues and Options document sets out the purpose of policies to guide minerals development in Greater Manchester and includes a suggested range of policies to be included within the Minerals Plan. The following section provides a brief summary of the outcomes of the SA of these proposed approaches.

##### **Question 29: Proposed Approach for Mineral Safeguarding Areas**

By preventing Greater Manchester's mineral resources from being sterilised unnecessarily, the proposed approach to Mineral Safeguarding Areas would have a major positive impact on the objective of ensuring the prudent use of natural resources and the sustainable management and safeguarding of existing resources. Similarly, the proposed approach to safeguarding minerals would reduce the likelihood of the sub-region becoming more dependent on minerals that need to be imported from outside of the sub-region. It is therefore anticipated that the approach would have a minor positive impact on the need to travel, air quality and energy use.

The proposed approach would also have a positive impact on a range of other objectives, including those relating to the growth potential of business sectors; sustainable economic growth; a healthy labour market; and access to housing. There are no negative effects on the sustainability objectives.

##### **Question 30: Proposed Approach to Areas of Search**

Not developing a specific policy to safeguard Areas of Search will ensure that other forms of development in these areas is not precluded. This could potentially have a positive impact on the objectives of improving access to good quality housing and improving access to basic goods, services and amenities for all groups. The certainty of this impact is however low.

By not including a specific policy to safeguard the areas of search there is potentially a greater chance of minerals being sterilised, which would have a negative impact on the objectives relating to the prudent use of natural resources, air quality, minimising the need to travel, encouraging sustainable economic growth and exploiting the growth potential of business sectors. However, as the areas of search will only act as reserve locations for minerals extraction, it is uncertain whether the proposed approach would actually have a negative impact on these objectives.

##### **Question 31: Proposed Approach to Other Minerals Plan Allocations**

The proposed approach has the potential to have a positive impact on a wide range of sustainability objectives. In particular, by supporting the reuse of secondary/recycled aggregates and sites essential for the transport and sustainable use of minerals, the approach has the potential to have a major positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and ensuring the prudent use of natural resources. The proposed approach is likely to have a positive impact on cultural and built environment assets; biodiversity and sites of geological importance; landscape character; local environmental quality; and protecting land and soil. Furthermore, it would also help to reduce Greater Manchester's reliance on importing minerals from outside the sub-region and thereby contribute positively to the objectives relating to minimising the need to travel; climate change and energy use.

There are no negative effects on the sustainability objectives. However, the impact of the proposed approach on the objectives relating to physical and mental health, the quality of controlled waters and air quality is uncertain due to the potential environmental impacts associated with aggregate recycling operations. As a result, it is recommended that either the Minerals Plan or the District's Core Strategies should include policies to prevent the negative impacts of these developments on health, water quality and air quality.

### **Question 35: Reworking of Colliery Spoil Tips**

The proposed approach to the reworking of colliery spoil tips would have a positive impact on a number of the economic objectives. It would diversify the economy in terms of the minerals sector and result in the creation of a number of employment opportunities. As such, the proposed approach has the potential to have a positive impact on the objectives relating to exploiting the growth potential of business sectors; promoting sustainable economic growth; and developing and maintaining a healthy labour market. The proposed approach would also have a major positive impact on the objective relating to the prudent use of natural resources and a positive effect on the objectives of developing Greater Manchester's image and restoring land and managing contaminated land. In addition, whilst the reworking of colliery spoil tips is likely to have a significant short-term visual impact, the restoring of an old colliery spoil tip has the potential to have a more long-term positive impact on the objective of protecting and improving landscape character.

However, the proposed approach also has the potential to give rise to a number of negative impacts. There are no coal-fired power stations in Greater Manchester and, as a result, coal obtained from reworked colliery spoil tips within Greater Manchester would need to be transported to coal-fired power stations outside of the sub-region. As a result, the proposed approach could potentially have a negative effect on the objectives relating to air quality; reducing the need to travel and mitigating climate change. The promotion of the use of sustainable modes of transporting coal out of Greater Manchester by the Plan will however address some of these concerns.

Recovering coal from colliery spoil tips also increases the likelihood of the UK being 'locked into' dependence on fossil fuels, which would have an adverse impact on the objectives relating to climate change and energy use. Nevertheless, as national guidance stipulates that the planning system should not predetermine the appropriate levels of coal to be produced, no mitigation measures are proposed to address this. In addition, the reworking of colliery spoil tips would have a negative impact on wildlife that has become established in these tips. Therefore, the proposed approach could potentially have a negative impact on the objective of protecting, enhancing, managing and restoring where appropriate biodiversity, protected species and habitats. Alternatively, however, the subsequent restoration schemes could create new habitats. To mitigate any negative impact it will be essential for appropriate ecological surveys to be conducted prior to development.

The proposed approach would have an uncertain impact on the objectives relating to local environmental quality and the quality of controlled waters. Whilst reworking colliery spoil tips has the potential to have a negative impact on each of these objectives, it is acknowledged that it also presents the opportunity to address the visual and environmental impact of spoil tips that are not presently being worked. To minimise the likelihood of there being an adverse impact on these objectives the Minerals Plan should require applications for the reworking of colliery spoil tips to be

accompanied by proposals for the appropriate aftercare of the sites and the implementation of suitable drainage schemes.

### **Question 36: Proposed Approach to Unallocated Sites**

The proposed approach to planning applications for minerals development on sites not allocated within the Minerals Plan has the potential to have a number of positive impacts. By requiring applications for minerals development on unallocated sites to have demonstrate that the proposed site would have fewer or less harmful impacts than the allocated sites, the proposed approach would provide additional protection to communities and the environment from the negative impacts associated with minerals development. As such, it would have a positive impact on the objectives relating to health; built heritage and archaeological assets; biodiversity and geodiversity; townscapes and landscapes; local environmental quality; water quality; air quality; climate change; and flood risk.

In addition, by providing a mechanism for allowing additional sites to be worked where there is viable mineral for extraction, the proposed approach has the potential to impact positively on the growth potential of business sectors and sustainable economic growth. It would also assist Greater Manchester in meeting a greater proportion of its own minerals needs and thereby minimise the need to import minerals into the sub-region. This would have a positive impact on the objective of reducing the need to travel. There are no negative effects on the sustainability objectives.

### **Question 37: Proposed Approach to Restoration and Aftercare**

The proposed approach to aftercare should ensure the restoration of minerals sites to prevent dereliction and blight. This would have a significant positive impact on the objectives of developing and marketing Greater Manchester's image; protecting and improving landscape and townscape character; and restoring and protecting land and soil. It would also have some positive impact on the objectives relating to sustainable economic growth and protecting the quality of controlled waters.

It is proposed that Community Liaison Groups will be established to monitor issues arising from the development, ensure appropriate community benefits and oversee final land use. The proposed approach would therefore encourage wider community involvement and enable communities to contribute to, and influence, decision-making and implementation. As such, it would have a positive impact on the objective of enabling groups and communities to contribute to decision-making, and reducing social exclusion.

There are no negative effects on the sustainability objectives. However, the impact of the proposed approach on a wide range of sustainability objectives is difficult to appraise meaningfully due to potential afteruses being unknown at this stage in the plan preparation process.

## 4.5 Secondary, Cumulative and Synergistic Effects

Under the provisions of the SEA Directive, when appraising the sustainability of the Minerals Plan it is necessary to consider whether or not there are any secondary, cumulative and/or synergistic effects.

### The Proposed Aim

The secondary, cumulative and synergistic effects identified were generally positive, for example:

- Supporting sustainable economic growth through the provision of adequate minerals reserves would have a secondary impact on employment opportunities;
- Reducing the need to import materials into the sub-region would have a positive secondary impact on greenhouse gas emissions;
- By protecting environmental assets the proposed key aim would have a secondary benefit of improving the image of the sub-region; and
- By supporting the re-use of recycled and secondary aggregates the proposed aim would have a positive secondary impact on reducing the amount of waste being sent to landfill, which cumulatively would reduce the need to identify additional landfill sites.

### Minerals in Greater Manchester – The Issues

The proposed approaches would also have a number of secondary, cumulative and synergistic effects, for instance:

- The proposed approach to safeguarding surface-coal resources increases the possibility of the UK being 'locked into' dependence on fossil fuels, which would have a number of negative impacts in relation to climate change;
- The proposed approach to peat would have positive secondary impacts on the image of the sub-region and adaptation to climate change; and
- The proposed approach to the reworking of colliery spoil tips would lead to recovery of coal that would have otherwise remained unused, which will have a secondary effect of improving the energy security of the UK.

### Methods for Identifying and Protecting Mineral Resources

The proposed methods for identifying and protecting mineral resources would also have a number of secondary, cumulative and synergistic effects, such as:

- By protecting environmental assets the proposed approach to safeguarding mineral resources in Greater Manchester would have a positive secondary impact on the image of the sub-region;
- Only permitting extensions to quarries that would not have an unacceptable impact on the environment would have a positive impact on water quality, which would have a secondary impact on biodiversity;
- Identifying new sites for extracting aggregate resources would reduce the need to transport aggregates into the sub-region which would cumulatively reduce congestion, disturbance from HGV movements and air pollution; and
- The proposed approach to Areas of Search for peat would have positive secondary impacts on the image of the sub-region and adaptation to climate change.

### **Development Management Policies**

- By providing a mechanism for operation of additional minerals sites in Greater Manchester where necessary, the proposed approach to unallocated sites would have positive secondary impacts on employment opportunities, prosperity and air quality;
- The proposed approach to other Minerals Plan allocations would cumulatively help reduce congestion and mitigate climate change; and
- The proposed approach to aftercare and restoration investment in the sub-region, biodiversity and perceptions of Greater Manchester.

### **4.6 Difference the Sustainability Appraisal Process has Made**

The SA process concluded that the Minerals Plan has the potential to deliver a wide range of social, environmental and economic benefits. However, it also identified several instances where options have the potential to have a negative impact on sustainability objectives, a number of uncertain impacts and a range of opportunities for further enhancements to the Plan's sustainability.

In particular, in order to mitigate the negative impacts associated with minerals development, including aggregate recycling operations, it is recommended that there is a need to ensure that the Minerals Plan or the District's Core Strategies include policies to prevent negative impacts on health, air quality and water quality. It is also recognised that the promotion of the use of sustainable modes of transporting minerals into and out of Greater Manchester will be essential for mitigating a number of potential negative impacts. In addition, the SA underlined the importance of ensuring that the Minerals Plan incorporates a requirement for the appropriate restoration and aftercare of minerals sites once operations have ceased. It is also advised that the proposed approach to identifying areas of search by including archaeological assets, such as Ancient Monuments of National Importance, as a constraint.

The SA recognised that both the proposed approaches to known surface-coal resources and the reworking of colliery spoil has the potential to have a negative impact on the objective relating to climate change. However, as national planning guidance stipulates that the planning system should not predetermine the appropriate levels of coal to be produced by underground or opencast mining, no mitigation is proposed to overcome this.

## 5. MONITORING

### 5.1 The Annual Monitoring Report

The production and implementation of the Minerals Plan will be monitored on an annual basis and reported through each district's Annual Monitoring Report (AMR), which is published in December each year. The production of an AMR is a statutory requirement under section 35 of the Planning and Compulsory Purchase Act 2004. It will provide a basis for the:

- Identification of unforeseen adverse effects and any necessary remedial action.
- Assessment of whether the Strategy is achieving the SA objectives
- Assessment of the performance of mitigation measures

The production of the AMR will remain the responsibility of each authority. However, a report will be produced by the GMGU and this will be incorporated into each district's AMR.

### 5.2 Monitoring Indicators

The indicators used to monitor the sustainability effects of implementing the Minerals Plan were set out in the SA Scoping Report of November 2009. The indicators are set out below by sustainability objective and sub-objective:

#### Economic

Objective 1	<b>To exploit the growth potential of business sectors; increasing the usage and quality of recycled/secondary products</b>	
	Sub Objectives	Indicator
	<p>To diversify the economy in terms of the minerals sector.</p> <p>To promote growth in the minerals sector.</p> <p>To enable new and innovative mineral extraction technologies to be developed and utilised.</p> <p>To encourage the development of markets for recycled/secondary products.</p> <p>To minimise the production of waste.</p> <p>To increase mineral re-use and recycling.</p>	<p>Minerals industry turnover.</p> <p>Sales of primary aggregate.</p> <p>Secondary and recycled product production and use, and reduction in use of primary aggregates.</p> <p>Amount of Construction and Demolition waste diverted from landfill.</p> <p>Permitted reserves of primary aggregates.</p>

Objective 2	<b>To encourage sustainable economic growth and assist in reducing the disparities of sub-regional economic performance</b>	
	Sub Objectives	Indicator
	<p>To encourage sustainable economic growth through provision of adequate mineral reserves.</p> <p>To promote re-use and recycling of existing materials.</p>	<p>Mineral landbank and production figures</p> <p>Site Waste Management Plans submitted in planning applications for new development.</p> <p>Construction Demolition and Excavation Waste arisings and recycling rate.</p> <p>Use of Aggregates Levy Sustainability Fund.</p>

Objective 3	<b>To develop and market Greater Manchester's image.</b>	
	Sub Objectives	Indicator
	<p>To support the preservation and/or enhancement of high quality built, natural and historic environments.</p> <p>To promote the area as a destination for short and long term visitors, for residents and investors.</p>	<p>Area of land to be restored to 'soft' end uses as detailed in mineral planning applications, i.e. cultural, sporting and leisure facilities.</p>

Objective 4	<b>To develop and maintain a healthy labour market</b>	
	Sub Objectives	Indicator
	<p>To address the skills gap and enable skills progression.</p> <p>To provide a broad range of jobs and employment opportunities.</p>	<p>Employment in the minerals sector (number and percentage of total workforce).</p>

## Social

Objective 5	<b>To reduce the need to travel, improve choice and use of sustainable transport modes.</b>	
	Sub Objectives	Indicator
	Increase sustainable transport use (water and rail).	Number of percentage of aggregates and waste imported/exported by rail/water.
	To encourage walking, cycling and the use of public transport.	Number of planning permissions securing routing schemes.
	Minimise transportation of minerals where possible.	

Objective 6	<b>To improve physical health and mental health and reduce health inequalities</b>	
	Sub Objectives	Indicator
	To reduce deaths in key vulnerable groups.	Number of complaints to Local Authorities relating to minerals development nuisances.
	To promote healthier lifestyles.	Mortality rate.
	To reduce health inequalities among different groups in the community.	Population in 'good' health (in particular respiratory diseases).
	To reduce the impact of nuisances associated with minerals development (e.g. dust, highway safety, noise, etc.)	Indices of deprivation.

Objective 7	<b>To improve access to good quality affordable and resource efficient housing</b>	
	Sub Objectives	Indicator
	To support the development and operation of resource efficient housing.	Site Waste Management Plans submitted in planning applications for new developments.

Objective 8	<b>To enable groups and communities to contribute to decision-making, and to reduce social exclusion</b>	
	Sub Objectives	Indicator
	<p>To identify and engage with hard to reach stakeholders.</p> <p>To encourage wider community involvement in the design or the provision of services.</p> <p>To enable the community to contribute to and have influence in decision-making and be involved in its implementation.</p>	<p>Number of forums/workshops associated with Minerals Plan.</p> <p>Number of respondents at each stage of Minerals Plan consultation.</p>

Objective 9	<b>To improve access to and use of basic goods, services and amenities for all groups</b>	
	Sub Objectives	Indicator
	<p>To improve access to cultural, sporting and leisure facilities including natural green spaces.</p> <p>To improve access to essential services and facilities, including waste recycling facilities.</p> <p>To improve the range and quality of cultural, sporting and leisure facilities.</p> <p>To improve access to basic goods, promoting the use of those that are locally sourced.</p>	<p>Area of land to be restored to 'soft' end uses as detailed in mineral planning applications, i.e. cultural, sporting and leisure facilities.</p> <p>Length of new Public Rights of Way created on former mineral sites.</p>

### Environment

Objective 10	<b>To protect, enhance, manage and restore where appropriate, the rich diversity of cultural, built environment and archaeological assets and their settings</b>	
	Sub Objectives	Indicator
	<p>To protect and enhance the character and appearance of archaeological sites, historic buildings, conservation areas, townscape, landscape, parks and gardens and their settings.</p>	<p>Number of minerals applications affecting such designations.</p>

Objective 11	<b>To protect, enhance, manage and restore where appropriate biodiversity, protected species, habitats and sites of geological importance</b>	
	Sub Objectives	Indicator
	<p>To protect and enhance the biodiversity of the region's landscapes.</p> <p>To protect and enhance existing designated wildlife and geological sites and species populations.</p> <p>To protect and enhance habitats and species, providing opportunities for new habitat creation and reversing the fragmentation of wildlife corridors.</p> <p>To increase the economic benefit derived from the region's natural environment.</p>	<p>Amount and condition of local, regional, national and international designated sites in the Plan area.</p> <p>Area of new habitat created as detailed in minerals planning applications/restoration schemes.</p> <p>Change in woodland cover.</p> <p>Creation and maintenance of wildlife corridors.</p>

Objective 12	<b>To protect and improve landscape and townscape character and accessibility</b>	
	Sub Objectives	Indicator
	<p>To protect and enhance the accessibility of the landscape across the region.</p> <p>To protect and enhance the character and appearance of the region's countryside, maintaining and strengthening local distinctiveness and sense of place.</p> <p>To protect and enhance the character and appearance of archaeological sites, historic buildings, conservation areas, townscape, landscape, parks and gardens and their settings.</p>	<p>Landscape and townscape character and current condition.</p> <p>Number of minerals planning applications affecting such designations.</p> <p>Loss/damage of public rights of way.</p>

Objective 13	<b>To protect and improve local environmental quality and reduce crime</b>	
	Sub Objectives	Indicator
	To reduce light and noise pollution and crimes such as fly tipping.	Number of planning applications with accompanying light, noise and dust mitigation information.

Objective 14	<b>To protect and improve the quality of controlled waters</b>	
	Sub Objectives	Indicator
	To maintain and enhance ground and surface water quality.	Use of new monitoring strategy being developed by the Environment Agency using the Water Framework Directive and River Basin Management Planning.  Levels of nutrients in water.

Objective 15	<b>To protect and improve air quality</b>	
	Sub Objectives	Indicator
	To maintain and improve local air quality.	Number of mineral planning conditions relating to Air Quality Management.
	To address the causal factors of poor air quality in Air Quality Management Areas.	Number of days when air pollution is moderate or higher.

Objective 16	<b>To restore and protect land and soil and to manage contaminated and potentially unstable land</b>	
	Sub Objectives	Indicator
	To reduce the amount of derelict, contaminated, degraded and vacant/underused land.	Number of planning permissions securing reuse of worked sites for beneficial after-use.
	To encourage the development of brownfield land for minerals sites in preference to greenfield and where such sites have significant biodiversity, agricultural or geological interest, to retain or incorporate this interest into any development.	The proportion of land developed for minerals sites which is derelict/previously developed.  Schemes granted permission which involve the retention of top soils.
	To reduce the loss of good soils to	Loss of Agricultural Grades 1, 2, and 3a

	development.  To maintain and enhance soil quality.  To restore mineral sites to appropriate after uses.	land (area).  Number of planning permissions securing creation of agricultural land.  Number of restored sites resulting in the creation of agricultural land.
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Objective 17	<b>To mitigate and adapt to climate change</b>	
	Sub Objectives	Indicator
	To contribute to the ability to adapt to the impacts of climate change.  To reduce or minimise greenhouse gas emissions.	Carbon dioxide emissions by sector.

Objective 18	<b>To minimise the risk of flooding and increase the use of SUDS</b>	
	Sub Objective	Indicator
	To maintain water abstraction, run-off and recharge within carrying capacity.  To reduce or manage flooding.	Number of minerals schemes permitted against EA flooding advice.  Number of applications incorporating SUDS.

Objective 19	<b>To ensure the prudent use of natural resources and the sustainable management and safeguarding of existing resources</b>	
	Sub Objective	Indicator
	To minimise the demand for raw material.  To support the repair and re-use of existing buildings.  To promote the use of locally arising recycled and secondary materials.  To safeguard and use mineral resources wisely.	Number of applications for secondary/recycled aggregate processing.  Sterilisation of mineral resources through other development.

Objective 20	<b>To minimise the requirement for energy use, promote efficient use and increase the use of energy from renewable resources</b>	
	Sub Objective	Indicator
	<p>To minimise the need for energy.</p> <p>To maximise the production and/or use of renewable energy.</p> <p>To increase energy efficiency (e.g. resource efficiency in buildings, considering energy efficiency targets for new developments, transport modes, etc.)</p> <p>To minimise the use of fossil fuels.</p> <p>To reduce or minimise greenhouse gas emissions.</p>	<p>Number of restored sites which use renewable energy.</p> <p>Site Waste Management Plans submitted in planning applications for new developments.</p>

### 5.3 Next Steps

To enable the community and other stakeholders to contribute to the production of Greater Manchester Minerals Plan, this SA Report will accompany the Issues and Options report for a period of formal public consultation. Comments can be submitted using the following methods:

- Online via the website [www.gmmineralsplan.co.uk](http://www.gmmineralsplan.co.uk), using a web-based form;
- By email, to [planningteam@gmmineralsplan.co.uk](mailto:planningteam@gmmineralsplan.co.uk); or
- By post, to:  
 Planning Team  
 GMGU  
 2<sup>nd</sup> Floor  
 Emerson House  
 Albert Street  
 Eccles  
 M30 0TE.

One of the purposes of this consultation is to ensure that GMGU is aware of all possible issues and options as well as asking for the public's views on the preferred options. All comments should be received no later than 5.00pm on **Wednesday 31<sup>st</sup> March 2010**.

Following consideration and analysis of the consultation responses, a Minerals Plan Preferred Options report will be produced, subjected to a full SA and consulted upon later in 2010. This subsequent SA Report will be consulted upon alongside the Preferred Options report and will constitute the completion of Stage C and part of Stage D of the SA process.

The SA will then be fully updated and augmented ahead of the publication of the Proposed Submission Minerals Plan, which it is envisaged will be submitted to the Secretary of State for examination in public in December 2011.

Any significant changes made to the Minerals Plan as a result of public consultation on the Preferred Options paper will be appraised. This appraisal will be made available for consultation alongside the proposed submission Minerals Plan.

A sustainability statement showing how the SA process has influenced the content of the Minerals Plan will then be published. This will constitute the final part of Stage D in the SA process.

Once the Minerals Plan has been adopted, the significant effects of implementing the plan will be monitored, which represents Stage E in the SA process.

## 6. CONCLUSIONS

Urban Vision Partnership Ltd were commissioned by GMGU to undertake a sustainability appraisal of the Greater Manchester Minerals Plan Issues and Options Report. The appraisal work has been informed by national guidance, best practice and the methodology proposed by GMGU in their Scoping Report.

The SA process involved the assessment of 14 of the 38 questions included in the Issues and Options report against the twenty sustainability objectives identified in the SA Scoping Report. This appraisal considered the degree and type of impact, split by short term (0-5 years), medium term (5-10 years), and long-term (10+ years). It also predicted the certainty of impact (in terms of high, medium and low); the scale of impact (which ranged from local to national); the permanence of the impact; any key secondary, cumulative and/or synergistic impacts; and options for mitigation.

The SA process concluded that the Minerals Plan has the potential to deliver a wide range of social, environmental and economic benefits. However, it also identified several instances where options have the potential to have a negative impact on sustainability objectives, a number of uncertain impacts and a range of opportunities for further enhancements to the Plan's sustainability.

### *Proposed Aim*

The proposed aim was considered to be particularly compatible with the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and ensuring the prudent use of natural resources. The SA also concluded that the aim would have some positive impact on reducing the need to travel; cultural, built environment and archaeological assets; protecting biodiversity and sites of geological importance; landscape character; local environmental quality; and mitigating climate change. However, due to the potential environmental impacts associated with aggregate recycling operations, the proposed aim was considered to have an uncertain impact on health, the quality of controlled waters and air quality. Therefore, it is recommended that either the Minerals Plan or the District's Core Strategies should include policies to prevent the negative impacts of these developments on health, water quality and air quality.

### *Minerals in Greater Manchester – The Issues*

The proposed approach to known surface-coal resources is considered to have a relatively mixed impact on the sustainability objectives. Whilst the proposed approach would have a positive impact on the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources, it would potentially have an adverse impact on climate change, energy use, air quality and reducing the need to travel. However, it is acknowledged that the promotion of the use of sustainable modes of transporting coal out of Greater Manchester by the Minerals Plan could address some of these concerns. Conversely, the proposed approach to peat would largely have a positive impact on the sustainability objectives, particularly those relating to biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources.

### *Methods for Identifying and Protecting Mineral Resources*

All three potential approaches to releasing additional aggregate resources would have a positive impact on a wide-range of environmental objectives. However, releasing additional aggregate resources through extensions to existing sites would

have an uncertain impact on the objectives relating to exploiting the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources due to the proposed approach potentially leading to important aggregate resources being unexploited. Although it is acknowledged that the proposed Mineral Safeguarding Areas should prevent these resources from being sterilised.

Both options for identifying coal resources of future importance would support the diversification and growth of the minerals sector and would therefore have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing a healthy labour market. Whilst the proposal not to identify Areas of Search for peat was judged to have a major positive impact on the protection of biodiversity and habitats; mitigating climate change; and ensuring the prudent use of natural resources.

#### *Development Management Policies*

By preventing Greater Manchester's mineral resources from being sterilised unnecessarily, the proposed approach to Mineral Safeguarding Areas would have a major positive impact on the objective of ensuring the prudent use of natural resources and some positive impact on exploiting the growth potential of business sectors and encouraging sustainable economic growth. The proposed approach to other minerals plan allocations would also have a positive impact on these objectives. However, the proposed approach to Areas of Search would potentially have a negative impact on the prudent use of natural resources, air quality, minimising the need to travel, encouraging sustainable economic growth and exploiting the growth potential of business sectors, although it is acknowledged that there is little certainty over this potential effect.

The proposed approach to reworking coal spoil tips is considered to have a relatively mixed impact on the sustainability objectives. The proposed approach would have a positive impact on the growth potential of business sectors; sustainable economic growth; and the prudent use of natural resources, and would also present the opportunity to address the visual and environmental impact of spoil tips. Nevertheless, it would potentially have an adverse impact on climate change, energy use, air quality and reducing the need to travel, particularly as there are no coal-fired power stations in Greater Manchester. However, it is acknowledged that the promotion of the use of sustainable modes of transporting coal out of Greater Manchester by the Minerals Plan could address some of these concerns.

The proposed approach to aftercare should ensure the restoration of minerals sites to prevent dereliction and blight, which would have a significant positive impact on the objectives of developing and marketing Greater Manchester's image; protecting and improving landscape and townscape character; and restoring and protecting land and soil. It would also have some positive impact on the objectives relating to sustainable economic growth and protecting the quality of controlled waters. Furthermore, it was concluded that the proposed establishing of Community Liaison Groups would potentially have a positive impact on the objective of enabling groups and communities to contribute to decision-making, and reducing social exclusion.