

Main Matter 2: Aggregate requirements and land banks

Key Issue: Whether the provision made in the Plan for the future supply of sand and gravel and crushed rock is appropriate.

Questions

What is the Regional Context? Is the DPD compatible with RSS policy and RAWP information?

1. The Minerals Plan is in general conformity with the North West Regional Spatial Strategy, in particular Minerals Policies EM7 (Mineral Extraction), EM8 (Land won aggregates) and EM9 (Secondary and recycled aggregates). See 'Note Analysing the impact of revocation of RSS' for further details (CDC008).
2. For mineral apportionment purposes, Greater Manchester forms part of a sub-region with Merseyside, Halton and Warrington. As set out in Minerals Policy Statement 1 (MPS1): Planning and Minerals (NP001) and supported by detailed information set out within the document '*National and regional guidelines for aggregates provision in England: 2005-2020, Department of Communities and Local Government*' (NP004), the sub-region has a requirement to provide a proportion of the regional aggregate requirement. It is worth noting that the actual apportionment figures used to inform the Minerals Plan are those set out in NP004 above, as this supersedes information contained in Regional Spatial Strategy for the North West.
3. Within the Submitted Plan:
 - The total North West regional apportionment figures for Crushed Rock and Sand and Gravel are set out in Table 2;
 - The Greater Manchester, Merseyside, Halton and Warrington sub-regional apportionments are set out in Table 32 for sand and gravel and Table 33 for crushed rock; and
 - Objective 2 of the Minerals Plan (page 17) and Policy 2 Primary Extraction of Minerals- Aggregates (see proposed minor change PAMC/AGMA/3 set out below) includes a commitment to meeting the landbank requirements for both sand and gravel (7 years) and crushed rock (10 years) and

meeting the sub-regional apportionment of aggregates, this commitment is also in place through each of the ten districts core strategies.

Policy 2 will be amended as follows, text in red italics is new text to be added, text in red and crossed through is to be removed.

Applications for the extraction and/or processing of sand, gravel or sandstone/gritstone within the Areas of Search identified on Map 2 within this Plan will be permitted where:

1. The mineral is required to meet ~~a demonstrated need~~ *the required landbank of:*
 - i. at least 7 years for sand and gravel or*
 - ii at least 10 years for crushed rock;**and*
2. The site contains adequate reserves of the mineral, in terms of quality and quantity for extraction to take place; and
3. The proposal is in accordance with the Key Planning and Environmental Criteria in Policy 1;

4. The minerals apportionment figures for the Greater Manchester, Merseyside, Halton and Warrington sub-region are not broken down further, therefore the 17 Mineral Planning Authorities across the sub-region are required to work together to ensure sufficient aggregates are provided to deliver the apportionment. However in relation to Sand and Gravel, Greater Manchester is currently the only area providing sites to meet this need. For crushed rock, there are sites in Greater Manchester, Warrington, Halton and Merseyside which contribute to meeting this need.
5. The Plan provides detail on the current mineral extraction permissions and likely requirement over the Plan period taken from the latest Regional Aggregate Working Party information and the CLG guidelines (NP004). The Plan is therefore compatible with these sources of information and as such is in accordance with paragraph 3.6 of MPS1 (NP001).

Assuming the apportionment is correct, how does the Plan provide for future extraction of aggregates?

6. As set out above, the apportionment figures for the Greater Manchester, Merseyside, Halton and Warrington sub-region are set nationally and broken

down regionally. For sand and gravel the North West has met the apportionment figure over the past 8 years, however, for crushed rock the apportionment has not been met since 1999.

7. As part of the development of the Minerals Plan, engagement with the industry has been sought from the outset to seek to identify new locations for primary extraction of minerals over the Plan period, this included 5 call for sites. Although some initial interest was received, most of the sites were withdrawn prior to Publication or were not supported by qualitative or quantitative information relating to the mineral resource and therefore could not progress for allocation within the Plan (see Appendix 1 to this statement for details of the sites considered and the reasons they are not included in the Plan). As such the Minerals Plan assumes continued provision of minerals from existing permitted sites and any windfall sites which may come forward within the Areas of Search. There are also sites which have been permitted during development of the Plan, however figures relating to these sites have yet to filter through to the Aggregate Working Party Annual Monitoring Report (AMR) due to the timing of reporting and uncertainty over the continuation of the Managed Aggregate Supply System (MASS) but will be picked up in future AMRs (assuming the UK government maintains MASS and reporting in some form through Aggregate Working Parties) and through monitoring of the Plan.
8. The Plan has a specific policy for provision of new aggregates sites through Policy 2 Primary Extraction of Minerals – Aggregates (see minor change PAMC/AGMA/3). This is linked to Map 2- Areas of Search which identifies areas where there may be minerals of economic interest which could come forward for extraction over the Plan period. Policy 2 also enables the consideration of sites which have not been identified through Areas of Search (windfall sites) as there are known cases within Greater Manchester (for sand and gravel in particular) where viable mineral deposits have been discovered through working other permitted mineral resources (Astley Moss, Salford).
9. The Greater Manchester Authorities work closely with the other Mineral Planning Authorities (MPAs) in the sub-region to see how they too are seeking to contribute to meeting the apportionment. The Submitted Minerals Plan provides as much detail as is practicable for an MPA to include, in line with the requirements of National Planning Policy, without the need to undertake extensive studies and borehole drilling in addition to that already undertaken as

part of the development of the 1989 Minerals Plan (see TD008 for information on the previous borehole studies and how that has been used in formulating revised AoS), to ensure provision of apportioned aggregates throughout the Plan period.

Is there sufficient policy guidance to enable Greater Manchester to fulfil its aggregate supply requirements?

10. As set out earlier in this statement, Policy 2 and the Area of Search allocations provide sufficient policy guidance to enable Greater Manchester to contribute significantly to the achievement of the sub regional aggregate apportionment. It is important to remember that the ten Greater Manchester Mineral Planning Authorities are not responsible for providing the entire apportionment for the sub-region and contributions from Merseyside, Halton and Warrington will be key to the delivery of the apportionment.

10. The Merseyside Authorities, Halton and Warrington are progressing Plans which are at earlier stages of production than the Greater Manchester Minerals Plan (see Appendix 2 for information on the status and content of emerging mineral policies and plans in the sub region). The MWPU have continually engaged in correspondence with the relevant officers of these Councils to ensure they have included a commitment in their Plans to assist the achievement of the sub-regional apportionment. For example; Warrington Council is proposing to produce a specific DPD dealing with mineral issues. As such it can be expected that additional sites/areas/policies will come forward through these Plans which will assist the sub-region in meeting its apportionment requirement.

Appendix 1: Sites considered during development of the Minerals Plan

The first consultation as part of the development of the Minerals Plan, was the document *'Identifying and Protecting Mineral Resources in Greater Manchester'* (CDC002). This was issued for consultation with relevant statutory stakeholders and other interested organisations and individuals between 27th November 2009 and 8th January 2010. The information presented in this document was taken from the study *'Investigation into Minerals Resources in Greater Manchester'* MWPU 2007 (TD009). The consultation exercise on this document also included a call for sites, asking consultees to nominate sites for minerals extraction or minerals related development. In all, five 'calls for sites' were undertaken at the following stages of Plan preparation:

- Identifying and Protecting Mineral Resources in Greater Manchester;
- The Issues and Options Report;
- Specific call for sites issued to minerals industry representatives and landowners
- Defining Mineral Safeguarding Areas in Greater Manchester; and
- Preferred Approach Report.

Three responses were received throughout Plan preparation which contained site nominations. Other than Buckton Vale extension, all of these responses have been made public through the Outcomes Reports of the three stages of Plan preparation detailed above. The table below shows details of the site nominations as well as how the sites were processed throughout the Minerals Plan production.

Respondent	Site Nomination Details	Site Process
The Mineral Planning Group	An extension to Pilkington Quarry – site plan submitted	Appeared in the Minerals Plan Preferred Approach consultation document as a Preferred Area and was subject to a Sustainability Appraisal. This was removed from

		the Plan when it received Planning permission (ref 84065/10) from Bolton MBC, subject to conditions, on 6th January 2011.
	Land between Montcliffe and Pilkington Quarries – site plan submitted	Appeared in the Minerals Plan Preferred Approach consultation document as a Preferred Area and was subject to a Sustainability Appraisal. Site was removed from further consideration because the current planning permissions at Montcliffe and Pilkington would see mineral worked until 2026, the very end of the Plan period, therefore allocation within the Minerals Plan would be premature.
Carter Jonas	Extension to Pilsworth South Quarry – site plan submitted	Borehole analysis was undertaken by Carter Jonas and results did not point to the extraction of sand at this site being economically viable, as such this site was removed at the request of the landowners prior to Preferred Approach.

	Extension to Buckton Vale Quarry – site plan submitted	This site did not appear in any consultation documents because Carter Jonas requested this site be removed from the Plan process in August 2010, shortly after it had been nominated.
Peel Environmental	Extension to Fletcher Bank Quarry – site plan submitted	Appeared in the Minerals Plan Preferred Approach consultation document as a Preferred Area and was subject to a Sustainability Appraisal. The site was removed from consideration within the Minerals Plan as it is located outside the Plan Area, falling instead within the neighbouring authority Lancashire. Peel were notified by the MWPU and directed towards Lancashire County Council as the relevant Planning Authority. Information was also passed to Lancashire by MWPU on receipt of this submission.
	Time extension to Chat Moss Peat works	The Minerals Plan has identified all sites with current planning permission. Such sites

		<p>are not new and therefore will not be allocated within the Plan.</p> <p>Letter sent by MWPU to Peel on 12/08/2010 in response to the nomination setting out the approach to be taken by the Plan.</p>
	<p>Peel are working with Coal Bed Methane Petroleum Exploration Development License (PEDL) holders to develop a network of coal bed methane production sites.</p>	<p>PEDL License areas have been identified in the Minerals Plan within Map 3.</p>
	<p>Virtual Quarries, Manchester Ship Canal. Peel suggested the ship canal be used to transport minerals and that specific sites could be used along the canal to produce a range of construction products. No specific sites were nominated by Peel along the canal.</p>	<p>No specific sites for Virtual Quarries were ever received from Peel. Therefore no allocations for such uses have been included within the Minerals Plan.</p>

Appendix 2: Status and content of the Greater Manchester, Merseyside, Halton and Warrington Sub regional Mineral Policies and Plans

MPA	Stage of Core Strategy / DPD	Reference to Minerals
<p>The ten Authorities of Greater Manchester</p>	<p>Joint Minerals DPD Submitted to SoS – Hearings taking place in late February 2012</p>	<p>Areas of Search and Mineral Safeguarding Areas will be identified within each of the ten Authorities Core Strategy Allocations DPDs</p> <p>Objective 2 of the Minerals Plan and Policy 2 Primary Extraction of Minerals-Aggregates include a commitment to meeting the landbank requirements for both sand and gravel (7 years) and crushed rock (10 years) and meeting the sub-regional apportionment of aggregates</p>
<p>Warrington Pre-Publication Draft Core Strategy</p>	<p>Core Strategy DPD Preferred Options</p>	<p>Objective MW6 is to Ensure that the extraction of aggregates is undertaken in accordance with the requirements of regional and sub-regional apportionment targets</p> <p>Warrington are intending to bring forward a Minerals Development Plan Document which will identify Preferred Sites, Minerals Safeguarding Areas and Minerals Areas of Search for sand and gravel resources and prevent the sterilisation of such resources from inappropriate developments and minimise potential environmental impacts from exploiting such resources.</p>
<p>Halton</p>	<p>Core Strategy DPD Revised Proposed Submission</p>	<p>Minerals Safeguarding Areas and Minerals Areas of Search for sand and gravel resources will be identified and protected to prevent their sterilisation. The</p>

MPA	Stage of Core Strategy / DPD	Reference to Minerals
		<p>Site Allocations and Development Management DPD will allocate areas of minerals resources and set out the criteria for their potential extraction.</p> <p>A commitment to a contribution to Merseyside/Greater Manchester/Warrington/Halton apportionment of 4.1 million tones of crushed rock is given in the Monitoring and Implementation section.</p>
St.Helens	Core Strategy DPD Accepted Changes Version (Submission)	<p>Policy CR1 states that MSAs will be identified and Delivered through Adoption of Sustainable Development and Allocations DPDs and AAPs and that they will supply minerals to meet the regions needs, however, 17.10 states that The minimum required landbank for aggregates is 7 years. The sub-regional landbank for aggregates is estimated as 12.18 years. Whilst, it is not possible to say what St.Helens, or even the Merseyside sub-region, contribute to this estimate, due to commercial confidentiality, the sub-area apportionment of North West aggregate production is likely to be met for the period up to 2018, and there is no requirement to identify further reserves at present.</p>
Knowsley	Core Strategy DPD Preferred Options	<p>MSAs locations around Cronton Clay Pit identified in Site Allocations and DPD</p> <p>Preferred Option CS25 states that the Council will give positive weight to any evidenced need for the mineral at a national or regional level.</p>

MPA	Stage of Core Strategy / DPD	Reference to Minerals
		<p>There is no firm commitment within Knowsley's emerging Core Strategy to contributing towards the apportionment or cooperating with neighbouring Authorities regarding this</p>
Sefton	Core Strategy DPD Options Stage	No mention of Minerals
Liverpool	Core Strategy DPD Revised Preferred Options	<p>Proposed Policy Approach 29 states Sensitive areas where development may have an impact and which would therefore require avoidance or mitigation measures include: North Docks and Garston Docks which provide access to and processing arrangements for mineral resources from the Mersey Estuary</p> <p>There is no firm commitment within Liverpool's emerging Core Strategy to contributing towards the apportionment or cooperating with neighbouring Authorities regarding this.</p>
Wirral	Core Strategy DPD Preferred Options	<p>The Core Strategy will indicate the intention to safeguard an area, based on the area of search shown on Picture 23.1, to prevent incompatible development from sterilising the existing mineral reserve at Carr Lane in Moreton. The area of search will be shown as a symbol on the Core Strategy Key Diagram. A more detailed boundary will be included in a site-specific Development Plan Document</p> <p>There is no firm commitment within Knowsley's emerging Core Strategy to</p>

MPA	Stage of Core Strategy / DPD	Reference to Minerals
		contribute towards the apportionment or cooperate with neighbouring Authorities regarding this