

GREATER MANCHESTER JOINT MINERALS DEVELOPMENT PLAN DOCUMENT

Main Modifications

Sustainability Appraisal Addendum

April 2012

1. Introduction

- 1.1 In August 2009, agreement was reached across the ten Greater Manchester authorities to prepare a joint Minerals Plan Development Plan Document (DPD) (the Minerals Plan). 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. 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 Sustainability Appraisal (SA) throughout its production, to ensure that it is fully consistent with, and helps to implement, the principles of sustainable development. The Minerals Plan was therefore subject to SA throughout its preparation.
- 1.2 The Minerals Plan was published in July 2011, prior to it being submitted to the Secretary of State in November 2011. A SA report was published alongside the Minerals Plan and is available to view at: <http://www.gmmineralsplan.co.uk/docs.html>.
- 1.3 A number of main modifications to the Minerals Plan are proposed following the Examination into the Minerals Plan in February 2012. These modifications are being suggested to update the Minerals Plan prior to its adoption to reflect the results of the public examination, the publication of the National Planning Policy Framework (NPPF), factual amendments and errata. These modifications will be subject to consultation between Friday 3rd August and Friday 14th September 2012.
- 1.4 This report has been produced to consider the implications of these main modifications for the SA of the Minerals Plan.

2. Methodology

- 2.1 The SA Framework, together with details of how it was developed and the methodology for the appraisal are set out in the Minerals Plan Sustainability Appraisal Scoping Report November 2009. The SA of the Plan was also informed by national guidance and best practice. The main modifications that are proposed to the Plan following the Examination have been assessed by members of the team that undertook the original SA of the Plan in order to consider whether these modifications merit further SA.

3. Main Modifications

- 3.1 The following table lists all the main modifications to the body of the Submission version of the Minerals Plan and whether the modifications are considered to have any significant implications for the SA of the Plan.

Change ID number	Policy/Para number	Reason for change	Suggested change	SA implications
PAMC/AGMA/3	Policy 2 Primary Extraction of Minerals-Aggregates. Aggregate Extraction within Areas of Search	To reflect the information set out within Appendix 1 regarding the requirement to maintain an adequate landbank for crushed rock and sand and gravel.	<p>Policy 2 will be amended as follows:</p> <p>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:</p> <ol style="list-style-type: none"> 1. The mineral is required to meet a demonstrated need <i>the required landbank of:</i> <ol style="list-style-type: none"> <i>i. at least 7 years for sand and gravel or</i> <i>ii at least 10 years for crushed rock;</i> 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; 	The proposed modification is not considered to significantly alter the intent of the policy and it is noted that the landbank figures had previously been incorporated into Appendix 1 of the Plan. As such, it is considered that the inclusion of these figures within the policy itself is unlikely to have any significant material impact on the SA.
PAMC/AGMA/5	Policy 12 Restoration and Aftercare	To reflect the changes which were agreed during the Preferred Approach consultation, which are supported by the text set out within paragraph 7.28	<p>Policy 12 will be amended as follows:</p> <p>Applications for minerals extraction will be permitted where they are accompanied by appropriate proposals for site restoration and aftercare. This should include all of the following:</p> <ol style="list-style-type: none"> 1. Details of the final restoration scheme and proposed future land use; 2. Details of timescales for completion of restoration including details of completion of individual phases of restoration where a progressive restoration scheme is proposed; 3. Details of financial provision to be put in place to guarantee the restoration of the site; 4. Details of aftercare arrangements that are to be put in place to ensure the maintenance and management of the site once restoration is 	The clause in the policy that made reference to the requirement to submit details on the financial provisions to be put in place to guarantee the restoration site did not have a significant impact on the performance of the policy in the SA process. As such, the deletion of this clause from the policy is unlikely to have any significant material impact on the SA.

Change ID number	Policy/Para number	Reason for change	Suggested change	SA implications
			<p>complete;</p> <p>5. Details of community liaison measures to be put in place during the operation of the site including mineral extraction, restoration and final land use.</p> <p>In defining the future land use for the site, restoration should be geared towards improvement of final landuse and should:</p> <ul style="list-style-type: none"> i. Demonstrate to the satisfaction of the Local Planning Authority that the proposal is in accordance with the Key Planning and Environmental Criteria in Policy 1; ii. Reflect the requirements of the relevant Development Plan; iii. Take account of the pre-working character of the site and its landscape setting where appropriate; iv. Where land is to be restored for agricultural or forestry, use appropriate restoration techniques to ensure that the land is capable of supporting such uses in the long term; v. Provide for the enhancement of the quality of the landscape, biodiversity assets, local environment, European sites, ecological value of the site or the setting of historic assets to the benefit to the local or wider community. 	

Change ID number	Policy/Para number	Reason for change	Suggested change	SA implications
PAMC/AGMA/24	Policy 7, page 38	To ensure soundness	<p>Policy 7</p> <p>Mineral Safeguarding Areas Prior extraction of Mineral Resources</p> <p><i>Within Minerals Safeguarding Areas</i></p> <p>All non-mineral development proposals within the Mineral Safeguarding Area (see maps 4, 5, 6, 7 & 8) should extract any viable mineral resources present in advance of construction. Proposals for prior extraction of minerals will be permitted provided the proposal is in accordance with Policy 1 'Key Planning and Environmental Criteria'.</p> <p>Proposals for non-mineral development within the Mineral Safeguarding Areas which <i>that</i> do not allow for the prior extraction of minerals will only be permitted where:</p> <ol style="list-style-type: none"> 1. The need for the development outweighs the need to extract the mineral; or 2. It can be clearly demonstrated that it is not environmentally acceptable or economically viable to extract the mineral prior to non-mineral development taking place; or; 3. It can be clearly demonstrated that the mineral is either not present or of no economic value or too deep to extract in relation to the proposed development; or; 4. The development is limited (10) or temporary and would 	<p>The policy as previously drafted noted that the exclusion of the urban area from the Mineral Safeguarding Areas (MSAs) did not mean that prior extraction of minerals was wholly unsuitable in these locations. It did therefore allow for the extraction of viable mineral resources prior to non-minerals development taking place on sites outside of MSAs.</p> <p>The proposed modifications to the policy make it more explicit that suitable prior extraction outside of the MSAs is to be encouraged. The modifications do not however significantly alter the intent of the policy and it is considered that they are unlikely to have any significant material impact on the performance of the policy in the SA process.</p>

¹ Either through Site Allocation DPDs or other LDF Documents or by the developer

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			<p>not prevent minerals extraction taking place in the future.</p> <p>Exemptions</p> <p>This policy does not apply to the following:</p> <ul style="list-style-type: none"> i. Applications for Householder development ii. Applications for extension to commercial developments similar in scale to householder developments iii. Applications for Conservation Area Consent iv. Applications for Listed Buildings Consent v. Applications for Advertisement Consent vi. Applications for Tree Works vii. Prior notifications (telecommunications; forestry' agriculture; demolition); or viii. Certificates of Lawfulness of Existing or Proposed Use or Development (CLEUDs and CLOPUDs) <p>Outside Mineral Safeguarding Areas</p> <p><i>All non-mineral development proposals outside the Mineral Safeguarding Areas where the potential for prior extraction to take place has been identified¹, should seek to extract any viable mineral resources present in advance of construction. Proposals for prior extraction of minerals will be permitted provided the proposal is in accordance with Policy 1 'Key Planning and Environmental Criteria'.</i></p> <p><i>Proposals for non-mineral development outside the Mineral Safeguarding Areas as referred to in footnote¹ that do not allow for the prior extraction of minerals will only be permitted where they accord with points 1 to 4 above.</i></p>	

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PAMC/AGMA/45	<p>Paragraph 5.68</p> <p>Paragraph 6.4</p> <p>Map 7</p> <p>Map 11</p> <p>Map 12</p> <p>Map 13</p> <p>Map 14</p> <p>Map 15</p> <p>Map 16</p> <p>Map 17</p> <p>Map 18</p> <p>Map 19</p> <p>Map 20</p>	<p>Update of Plan in respect of the NPPF</p>	<p>Delete paragraph</p> <p>Delete last bullet point, i.e 'Peat (only of current economic importance)'</p> <p>Delete Map 7</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p> <p>Delete the Peat MSA from the Map and the Key</p>	<p>The suggested changes would collectively result in the deletion of the MSA for peat from the Minerals Plan. The Plan would however continue to identify a MSA for Glaciofluvial sand and gravel, Carboniferous Millstone Grit (sandstone) and Brickclay with Surface Mined Coal (Shallow Coal).</p> <p>The impact of the MSA policy in relation to these minerals would be unchanged and it is noted that the performance of the MSA policy in the SA process was not predicated on the inclusion of a MSA for peat.</p> <p>It is therefore considered that the suggested changes would not have a significant impact on the performance of the policy in the SA process, particularly as it is recognised that the NPPF does not identify peat as a mineral of local or national importance.</p>

Change ID number	Policy/Para number	Reason for change	Suggested change	SA implications
PAMC/AGMA/49	Paragraph 5.1	Update of the Plan in respect of the NPPF and PINS guidance in relation to the presumption in favour of Sustainable Development.	<p>Additional Policy to be included as Policy 1 in the Minerals Plan as follows:</p> <p><i>Policy 1: The Presumption in favour of Sustainable Minerals Development</i></p> <p><i>In line with the presumption in favour of sustainable development set out in the National Planning Policy Framework positive consideration will be given to minerals development which accords with the policies set out in this document and with all other relevant local plan (Local Development Framework) policies. Such development will be considered to be sustainable and will be permitted unless other material considerations indicate otherwise.</i></p>	<p>The suggested change is the inclusion of an additional policy in the Plan. This policy has not previously been appraised through the SA process and, as such, an appraisal of this policy has been undertaken and is presented in Appendix 1.</p> <p>The appraisal concluded that the policy has the potential to have a positive impact on a wide range of social, environmental and economic objectives.</p>

4. Conclusions

- 4.1 As noted in the table above, it is considered that four of proposed main modifications do not significantly alter the intent of the policies. Accordingly, it is concluded that these proposed main modifications are unlikely to have a significant material impact on the performance of the policies in the SA process and do not therefore merit further appraisal.
- 4.2 The fifth suggested Main Modification is the insertion of an additional policy on the Presumption in favour of Sustainable Minerals Development. As this is a new policy it has not previously been subject to appraisal through the SA process. Accordingly, a separate appraisal of this policy has been undertaken and is presented in Appendix 1.
- 4.3 This appraisal concludes that the policy has the potential to have a positive impact on a wide range of sustainability objectives. In particular, the presumption in favour of sustainable minerals development should support the objective of ensuring a steady supply of minerals to meet Greater Manchester's needs. As a result, it is considered that the Policy would have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing and maintaining a healthy labour market. In addition, the appraisal of this policy concluded that the requirement for minerals development to be in accordance with the other policies set out in the Minerals Plan and all other relevant local plan policies should ensure that such proposals do not have an unacceptable impact on the environment and local communities. It is therefore considered that the policy would have a positive impact on a wide range of social and environmental objectives.

Appendix 1 – Appraisal of Additional Policy on the Presumption in favour of Sustainable Minerals Development

Aim of the Minerals Plan									
SA Objective	Timescale			Nature of Effect				Comments	Mitigation
	0 – 5 years	5 – 10 years	10+ years	Certainty	Scale	Permanence	Secondary, cumulative, synergistic		
Economic									
1. To exploit the growth potential of business sectors; increasing the usage and quality of recycled/secondary products.	+	+	+	Medium	GM wide	Long term	Increased job opportunities in the minerals sector.	The policy states that positive consideration will be given to minerals development which accords with the policies set out in the Plan. This could help ensure a steady supply of minerals and thereby have a positive impact on the objective and its sub-objectives of diversifying the economy in terms of the minerals sector, promoting growth in the minerals sector, and enabling new and innovative mineral extraction technologies to be developed and utilised.	
2. To encourage sustainable economic growth and assist in reducing the disparities of sub-regional economic performance	+	+	+	Low	GM wide	Long term	Increased job opportunities in the minerals sector.	The policy could help ensure a steady supply of minerals and thereby have a positive impact on the objective and its sub-objectives of encouraging sustainable economic growth through provision of adequate mineral reserves.	

3. To develop and market Greater Manchester's image.	+	+	+	Medium	GM wide	Long term		The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should have a positive impact on the sub-objective of supporting the preservation and/or enhancement of high quality built, natural and historic environments.	
4. To develop and maintain a healthy labour market.	+	+	+	Medium	GM wide	Long term	Reduced deprivation	The policy sets out that there will be a presumption in favour of sustainable minerals development and states that positive consideration will be given to minerals development which accords with the policies in the Plan. The policy could therefore help ensure there is a steady and sustainable supply of minerals to support Greater Manchester's economic development needs. This may lead to the creation of a range of employment opportunities.	
Social									

5. To reduce the need to travel, improve choice and use of sustainable transport modes.	+	+	+	Low	GM wide	Long term	Reduced congestion and associated secondary impacts on air quality and climate change.	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. It could therefore provide a mechanism to enable new minerals extraction in Greater Manchester and thereby reduce the need to import minerals from outside the sub-region. The level of certainty is however reduced by the fact that minerals can only be worked where they are found and that they may not be found in locations that are accessible by non-road modes of transport. In addition, it is recognised that certain minerals will still need to be imported into the sub-region.	
6. To improve physical health and mental health and reduce health inequalities.	+	+	+	Medium	GM wide	Long term		Both primary extraction and the recycling of aggregates have the potential to impact on health through, for example, dust and noise. The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that communities are protected from the impacts of minerals development.	
7. To improve access to good quality affordable and resource efficient housing.	+	+	+	Medium	GM wide	Long term	Positive impact on quality of life.	The policy will ensure there is a steady and sustainable supply of minerals to support the ambitious growth strategy for Greater Manchester.	

8. To enable groups and communities to contribute to decision-making, and to reduce social exclusion.	0	0	0	High	N/A	N/A		Unlikely to have any significant effects.	
9. To improve access to and use of basic goods, services and amenities for all groups.	0	0	0	High	N/A	N/A		Unlikely to have any significant effects.	
Environmental									
10. To protect, enhance, manage and restore where appropriate, the rich diversity of cultural, built environment and archaeological assets and their settings.	+	+	+	Medium	GM wide	Long term	Improved image of the sub-region	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that the cultural, built environment and archaeological assets and their settings are protected from the impacts of minerals development.	
11. To protect, enhance, manage and restore where appropriate biodiversity, protected species, habitats and sites of geological importance.	+	+	+	Medium	GM wide	Long term	Improved image of the sub-region	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that biodiversity, protected species, habitats and sites of geological importance are protected from the impacts of minerals development.	

12. To protect and improve landscape and townscape character and accessibility.	+	+	+	Medium	GM wide	Long term	Improved image of the sub-region	The primary extraction of minerals has the potential to impact on landscape and townscape character and accessibility. The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that landscapes and townscape are protected from the impacts of minerals development.	
13. To protect and improve local environmental quality and reduce crime.	+	+	+	Medium	Local	Long term	Improved quality of life	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that local environmental quality is protected.	
14. To protect and improve the quality of controlled waters.	+	+	+	Medium	GM wide	Long term	Secondary impacts on biodiversity.	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that quality of controlled waters is protected.	

15. To protect and improve air quality.	+	+	+	Medium	GM wide	Long term	Secondary impacts on health, particularly among those who suffer from respiratory illnesses	<p>Both primary extraction and the recycling of aggregates have the potential to impact on air quality through, for example dust emissions. Nevertheless, environmental regulations and planning conditions have the capability to mitigate any adverse impact. The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that air quality is protected from the impacts of minerals development.</p> <p>The presumption in favour of sustainable minerals development could reduce the need to import minerals from outside the sub-region. It is however recognised that certain minerals will still need to be imported into the sub-region.</p>	
16. To restore and protect land and soil and to manage contaminated and potentially unstable land.	+	+	+	Medium	GM wide	Long term	Improved image of the sub-region	<p>The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that land and soil quality is protected.</p>	

17. To mitigate and adapt to climate change.	+	+	+	Low	GM wide	Long term	Reduced secondary impacts associated with climate change, such as increased flood risk.	The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. It could therefore provide a mechanism to enable new minerals extraction in Greater Manchester and thereby reduce the need to import minerals from outside the sub-region. The level of certainty is however reduced by the fact that minerals can only be worked where they are found and, as a result, certain minerals will still need to be imported into the sub-region. It is also recognised that the minerals may not be found in locations that are accessible by non-road modes of transport.	
18. To minimise the risk of flooding and increase the use of SUDS.	+	+	+	Medium	GM wide	Long term		The policy states that positive consideration will be given to minerals development providing that it accords with the policies set out in the plan and all other relevant local plan policies. This requirement for proposals to be in accordance with these other policies should ensure that minerals developments do not increase the risk of flooding.	
19. To ensure the prudent use of natural resources and the sustainable management and safeguarding of existing resources.	+	+	+	Medium	GM wide	Long term	Reduced requirement to identify additional waste landfill sites for unwanted aggregates.	The policy would support sustainable minerals development and could thereby have some positive impact on the sub-objective of using mineral resources wisely.	

20. To minimise the requirement for energy use, promote efficient use and increase the use of energy from renewable resources.	+	+	+	Low	GM wide	Long term	Positive secondary impacts on congestion, carbon emissions and air quality.	The presumption in favour of sustainable minerals development in Greater Manchester may reduce the need to import minerals from outside the sub-region. The level of certainty is however reduced by the fact that minerals can only be worked where they are found and, as a result, certain minerals will still need to be imported into the sub-region. It is also recognised that the minerals may not be found in locations that are accessible by non-road modes of transport.	
Sustainability Summary	<p>The policy has the potential to have a positive impact on a wide range of sustainability objectives. In particular, the presumption in favour of sustainable minerals development should help ensure a steady supply of minerals to meet Greater Manchester's needs. As a result, it is considered that the Policy would have a positive impact on the objectives relating to exploiting the growth potential of business sectors; encouraging sustainable economic growth; and developing and maintaining a healthy labour market.</p> <p>The requirement for minerals development to be in accordance with the other policies set out in the Minerals Plan and all other relevant local plan policies should ensure that such proposals do not have an unacceptable impact on the environment and communities. It is therefore envisaged that the policy would have a positive impact on a wide range of social and environmental objectives.</p> <p>The presumption in favour of sustainable minerals development in Greater Manchester may reduce the need to import minerals from outside the sub-region, which could have a positive impact on the objectives relating to reducing the need to travel; mitigating climate change; and minimising the requirement for energy use. Nevertheless, minerals can only be worked where they are found and, as a result, certain minerals will still need to be imported into the sub-region. It is also recognised that the minerals may not be found in locations that are accessible by non-road modes of transport. It is therefore considered that there is only a low level of certainty that the policy would have a significant positive impact on these objectives.</p> <p>There are no anticipated negative or uncertain effects on the sustainability objectives.</p>								

Key for effects					
++ major positive;	+ minor positive;	0 neutral;	– minor negative;	– – major negative;	? uncertain