



**PRE-DRAFT**



**REGIONAL SPATIAL STRATEGY  
(RSS)**



**TOPIC PAPER 15:**

**MINERALS**



**Consultation  
Winter 2004/05**





## Foreword

The Yorkshire and Humber Assembly has reached another crucial stage in the development of 'PLANet Yorkshire and Humber' - the new Regional Spatial Strategy (RSS). A draft of the new RSS is to be submitted to Government by the end of April 2005.

In preparing the new draft RSS the Assembly is committed to involving as wide a range of organisations and individuals as possible. The preparation process for the new draft RSS therefore provides for two specific periods of public consultation *before* a new draft RSS is prepared and submitted to Government. This is in addition to the continual involvement of many partners in the technical work for the new RSS.

The first consultation document - 'Draft Spatial Vision and Strategic Approach' (July 2004) - considered the overall approach that should guide the preparation of the new RSS (particularly the role of sub-areas), key issues facing different parts of the region and possible responses to these issues.

We have now reached the second stage of consultation. This is based on the need to consider in more detail how we can develop a clear spatial strategy for the region that takes into account all of the issues identified in the RSS Project Plan ('Shaping the Future', January 2004). This second stage of consultation is therefore structured around a series of 'topic papers', of which this is one. The full list of topic papers is:

- Topic paper 1: Introduction to Pre-Draft RSS
- Topic paper 2: Spatial Options
- Topic paper 3: Housing
- Topic paper 4: Economy
- Topic paper 5a: Freight
- Topic paper 5b: Strategic Public Transport
- Topic paper 5c: Public Transport Accessibility
- Topic paper 5d: Demand Management
- Topic paper 5e: Aviation
- Topic paper 5f: Transport Investment Priorities
- Topic paper 6: CAP reform
- Topic paper 7: Energy
- Topic paper 8: Water
- Topic paper 9: Sustainable Tourism
- Topic paper 10: Forestry
- Topic paper 11: Biodiversity
- Topic paper 12: Culture
- Topic paper 13: Health
- Topic paper 14: Education
- Topic paper 15: Minerals
- Topic paper 16: Sustainable Waste Management
- Topic paper 17: Retail and Leisure
- Topic paper 18: Monitoring

Please bear in mind that these topic papers are raising many challenges that policies in the new RSS will need to address. The topic papers do not include draft policies and there will need to be a great deal of integration across topic areas before the policies are drafted. The purpose of this stage of consultation is to receive feedback on what direction you think RSS policy should take.

**Please note that these topic papers have not been endorsed by the Assembly, or its advisory body the Regional Planning and Infrastructure Commission. They do not represent Assembly policy but give an important opportunity for a wide range of stakeholders to feed in to the further development of the new RSS for the Yorkshire and Humber region.**

### **Your comments**

We would like your comments on these topic papers. You can answer the questions that we ask in the papers or you can send us your general comments.

We need to hear from you by **Friday 25 February 2005** so that your views and ideas can be taken into account as we prepare the new draft RSS to submit to Government.

### **Please send your comments to**

Chris Martin  
Director of Planning and Transport  
Yorkshire and Humber Assembly  
18 King Street  
Wakefield  
WF1 2SQ

Or email them to: [emma.hunt@yhassembly.gov.uk](mailto:emma.hunt@yhassembly.gov.uk)

All the topic papers and accompanying documents can be found at [www.yhassembly.gov.uk](http://www.yhassembly.gov.uk)

### **Strategic Environmental Assessment/Sustainability Appraisal**

At each stage of the development of the new RSS, a Strategic Environmental Assessment/Sustainability Appraisal (SEA/SA) is being carried out. At this stage, this appraisal has particularly concentrated on Topic Paper 2 – Spatial Options. The report of this appraisal is also available from the Assembly.

### **Any queries**

If you have any queries about the topic papers, or any aspect of RSS, please call the Regional Planning and Transport team on 01924 331590.



## Topic Paper 15 – Minerals

### Introduction

1. The Yorkshire and Humber Regional Aggregate Working Party (RAWP) provides technical advice in relation to the supply of (and demand for) construction aggregates (including for sand, gravel and crushed rock). It provides this advice to the Assembly/Regional Planning Body and to the Office of the Deputy Prime Minister (ODPM).
2. In 2003 ODPM published revised national and regional guidelines for the provision of aggregates in England for the 16-year period 2001 to 2016. They replace the guidelines contained in Annex A of Minerals Planning Guidance (MPG6), published in May 1994, which are already reflected in current RPG (now re-issued as RSS in December 2004). The 2003 guidelines are set out below.

### National and Regional Guidelines for Aggregates Provision in England, 2001 – 2016 (Million Tonnes)

New Regions	Guidelines for land-won production		Assumptions		
	Land-won Sand & Gravel	Land-won Crushed Rock	Marine Sand & Gravel	Alternative Materials	Net Imports to England
Yorkshire & the Humber	73	220	3	128	0
England	1068	1618	230	919	169

3. The regional guidelines are to be apportioned by the Assembly (as Regional Planning Body) to mineral planning authority (MPA) areas taking into account the advice of the RAWP and the likely environmental impacts of the implied extraction.
4. **These figures will be presented in revised RSS** and will indicate whether Mineral Planning Authorities to need to accommodate additional/expanded sites for extraction.

### Sub-Regional Apportionment of the 2003 Guidelines

5. Regional figures for land-won sand and gravel and crushed rock aggregate have been divided on the basis of existing historic shares. This, as discussed below, is an interim approach pending the application of a plan-monitor-manage based approach.
6. An average over the 5-year period 1997 to 2001 has been used. Aggregate sales over this period have been reasonably consistent. The figures have been broken down to the smallest areas for which accurate figures are available, while maintaining confidentiality requested by operating companies.

7. The figures derived from this exercise are compared with permitted reserves at the beginning of 2001. The reserve figures have been obtained by taking the reserve figures for the end of 2001, which are published in the RAWP Annual Report and then adding 2001 sales to give the reserve figure at the commencement of the guideline period.

### Apportionment of the Regional Aggregate Guidelines 2001 to 2016 based on 5-year Average Shares (million tonnes)

#### Land-Won Sand and Gravel

	5-year average 1997 – 2001 %	Guideline 2001 – 16 (mt)	Reserves at beginning of 2001 (mt)	Surplus/deficit (mt)
North Yorkshire	57.65%	42.08	30.53	- 11.55
South Yorkshire	17.85%	13.03	15.99	+ 2.96
West Yorkshire	7.55%	5.51	Confidential (low)	-
East Riding	11.31%	8.26	7.63	- 4.74
North Lincolnshire	5.64%	4.11		
	100.00%	72.99		

#### Crushed Rock

	5-year average 1997 – 2001 %	Guideline 2001 – 16 (mt)	Reserves at beginning of 2001 (mt)	Surplus/deficit (mt)
North Yorkshire	30.05%	66.11	117.95	+ 51.84
Yorkshire Dales NP	31.89%	70.16	151.13	+ 80.97
North York MNP	2.08%	4.58	Confidential (low)	-
South Yorkshire	24.30%	53.46	99.79	+ 46.33
West Yorkshire	8.09%	17.80	25.77	+ 7.97
East Riding	2.39%	5.26	89.63	Mostly non-aggregate use
North Lincolnshire	1.20%	2.64		
	100.00%	220.01		

## **Alternative Materials**

- 8.** The new guidelines indicate a total contribution of 128mt for alternative materials (for example, recycled demolition waste) over the 16-year period 2001 to 2016. This corresponds to an average of 8mt per year, compared with 4.3mt per year under the 1994 guidelines. There is limited information available on the use of alternative materials as aggregates and, particularly at the regional level, the accuracy of the data is uncertain. The Assembly will continue and expand on its current studies to provide a clearer picture on the use of alternatives to inform this, and regional waste strategy development.

## **Regional Aggregates Working Party (RAWP) Advice**

On the basis of the above, the formal RAWP advice to the Assembly (as RPB) on regional apportionment is:

- 9.** There are adequate permitted reserves of land-won sand and gravel in most parts of the region at present. However, if the guideline figures are to be met, shortfalls will begin to occur as the 16-year period progresses. An interim provision based on 5-year average shares represents a realistic basis for the sub-regional apportionment of the land-won sand and gravel guideline figure.
- 10.** There is insufficient evidence to assess the likely environmental impacts of additional sand and gravel extraction and the ability of the aggregate producing areas concerned to absorb such impacts. Comprehensive studies of these factors are required and additional work is needed to investigate the composition of sand and gravel reserves in the region, particularly in Doncaster. These studies could either form part of the local/minerals development frameworks process or be undertaken as separate research.
- 11.** There are adequate permitted reserves of crushed rock in the region to meet the guideline figures.
- 12.** There is limited scope to seek a progressive reduction in the proportion and amount of aggregate production from National Parks and Areas of Outstanding Natural Beauty (AONBs) as envisaged in policy R4 in current RSS. This is because of the large extent of implemented planning permissions. A total guideline figure for North Yorkshire and the two National Parks should be published, with sub-division of the total figure to be determined by the three Mineral Planning Authorities (North Yorkshire County Council and the two National Parks).
- 13.** The marine and sand gravel figure should be increased to 5mt, with a corresponding decrease of 2mt in land-won sand and gravel.
- 14.** At present there is limited information on the use of alternative materials. The existing studies of the Assembly should be continued and

expanded where necessary to give a clearer picture of the extent to which alternative materials are being used as aggregates and the scope for this use to be increased.

15. The Regional Planning and Infrastructure Commission has accepted the advice of the RAWP and in principle has made a commitment to address the following in RSS -
  - On the basis that there are adequate permitted reserves of crushed rock in the region to meet the guideline figures, policy should be re-examined. The existing RSS (based on Selective Review of RPG12) policy of seeking to reduce the proportion of minerals won from national parks, AONBs and other sensitive areas could be strengthened. This could be in the form, subject to appropriate provisions, of an interim moratorium on any new sites/extensions in such areas.
  - Further regional work, in the context of the regional waste strategy will be carried out on promoting/increasing the use of alternative materials.
  - To carry out a study to assess the likely environmental impacts of additional sand and gravel extraction and the ability of the aggregate producing areas concerned to absorb such impacts.

Progress in relation to these issues can be summarised as follows:

### **Promoting the use of Alternative Materials**

16. At present the region performs poorly in terms of the recycling and utilisation of secondary or alternative materials. Approximately twice the national average rate of landfilling such 'wastes' occurs in the region according to Environment Agency data
17. A project was commissioned that surveyed companies that reprocess construction and demolition waste in the region, to investigate the following issues -
  - How much waste reduction and recycling takes place
  - How this has changed in recent years
  - What the potential is for more reduction/recycling
  - What factors hinder further progress
  - What actions could support further progress
  - The impact of the aggregates levy on reducing/recycling waste
18. The research was jointly commissioned by the Assembly and the Environment Agency. The main findings of the study are that:
  - Recycling construction and demolition waste is a growth sector; a clear majority of companies in the survey had seen increases in the quantities of construction and demolition waste, which they

reprocessed and were looking to increase their waste throughputs, often by adding more capacity.

- Several companies had difficulty obtaining planning permission.
  - There is a clear role for local authorities in issuing tenders specifying or accepting the use of recycled aggregates.
  - Unlicensed crushers should be dealt with
  - There should be a classification of recycled aggregates as waste
19. Copies of the report are freely available. These issues can be considered for RSS minerals (and waste management) policy. Additionally, the results of this research will also inform the work priorities of Yorkshire Forward's market development programme "Recycling Action Yorkshire".

### **Identifying Potential Areas for Future Extraction of Sand Gravel**

20. This is a major two-part study. Its overall purpose is to identify potential areas within the region for future extraction of sand and gravel suitable for use as concrete aggregate and to indicate the areas warranting more detailed investigation. This is to support a move away from "predict and provide" approaches using historical patterns of apportionment. The overriding aim is to move to a position where aggregates will be sourced from sites/sources with the best balance of environmental costs and benefits.
21. Stage 1 of this study (completed) is the geological identification of potential areas for future extraction of sand and gravel suitable for use as concrete aggregate. Additional information has been compiled on the physical and planning assets of those areas, which will inform the next stage of identifying broad areas of potential resources.
22. Stage 2 of the study will be to apply a 'transparent' stakeholder-based approach to weight and evaluate environmental costs of meeting regional sand & gravel provision during the period to 2016. This element of the study will be based upon good practice advice issued by the ODPM in 2004. This will be a lengthy process and will take place during 2005. It will, therefore, feed in to the next review of RSS, rather than be available for the April 2005 Draft.
23. The Stage 1 report, prepared by the British Geological Survey, is now available from the Assembly.

## **Proposed policy approach in new RSS**

24. In the light of the previous analysis, it is proposed that the following will form the basis of RSS minerals (aggregates) advice, i.e:

- The sub regional apportionment for crushed rock
- A policy presumption against expansion of provision for crushed rock in the National Parks and AONBs
- The interim sub-regional apportionment for sand and gravel for information
- An explanation of the approach to the future provision of sand and gravel advice
- Policy support/guidance for increasing the provision of recycled/secondary aggregates (linked to waste management policy)

In terms of other, non-aggregate minerals including coal:

- A commitment and initial scope for addressing this issue during the next revision of RSS

### ***Question for consultation***

1. *Do you agree that this is an appropriate framework for minerals advice in the new RSS?*

## **References and Background Documents**

Government documents MPG 6 and PPS 11 indicate that RPG/RSS should include guidance on regional aggregates apportionments.

The Government's Draft Minerals Policy Statement 1 (MPS1) sets out Government key policies and principles for minerals planning in England.

The policy elements of other MPGs concerned with planning for the supply of significant minerals, notably MPG6 on aggregates, will be revised and published as annexes to MPS1. Later annexes will deal with other specific minerals, such as oil and gas, brick clay and building stone, and in due course, if necessary, other significant minerals.

The Assembly reports referred to in paragraphs 21 and 25 are available on the Assembly's web-site at [www.yhassembly.gov.uk](http://www.yhassembly.gov.uk).