

Local Development Framework

Bolton's Authority Monitoring
Report 2016/2017: Volume 5
Greater Manchester Joint Minerals
Development Plan Annual Monitoring
Report 2016-2017

Shaping the future of Bolton

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Urban Vision

Greater Manchester Joint Minerals Development Plan Authority Monitoring Report 2016-2017



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1. Introduction

- 1.1. This is the fourth Authority Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Minerals Plan (Minerals Plan), which was adopted on 26th April 2013.
- 1.2. This AMR covers the 12 month period from 1st April 2016 to 31st March 2017.
- 1.3. The Minerals Plan forms part of the statutory development plan for the following Authorities: Bolton Metropolitan Borough Council; Bury Metropolitan Borough Council; Manchester City Council; Oldham Metropolitan Borough Council; Rochdale Metropolitan Borough Council; Salford City Council; Stockport Metropolitan Borough Council; Tameside Metropolitan Borough Council; Trafford Metropolitan Borough Council; and Wigan Metropolitan Borough Council. This AMR reports on behalf of the ten authorities.
- 1.4. Within Greater Manchester there is a supply of low quality aggregate but limited resource of high quality aggregates available which is needed to ensure continued economic expansion of Greater Manchester. As such Greater Manchester relies heavily on imports from Mineral Planning Authorities (MPAs) outside of the plan area to meet its high-quality aggregate needs.
- 1.5. Just one quarry in Greater Manchester produces brick clay for use in engineering and facing bricks (Harwood, Bolton). There is currently an operational brickworks operated by Wienerberger in Denton, Manchester. This site relies on 50% imported clay from Mouselow Quarry, Glossop, Derbyshire, as well as 50% clay supplied from within Greater Manchester at Harwood Quarry. Whilst there is currently an application pending for an extension to the Mouselow site, reserves at Harwood are not sufficient to guarantee the 25 year supply required by National Planning Policy Framework. This is discussed later in the report.
- 1.6. In light of the above, Greater Manchester will continue to work closely with the MPAs which export material to the area to ensure that material can continue to be sourced to meet its ongoing needs in a sustainable manner throughout the plan period. Furthermore the use of recycled aggregates and secondary mineral products will be encouraged wherever possible to reduce the need for imports and promote sustainable use of raw materials.

Background to the Minerals Plan

- 1.7. The Association of Greater Manchester Authorities (AGMA) agreed to produce a Joint Minerals Plan in 2009. AGMA consists of all ten Greater Manchester Authorities. The Minerals Plan forms part of each Authority's statutory development plan and runs from 2012 to 2027. It was prepared on behalf of the 10 Greater Manchester Authorities by Urban Vision's Minerals and Waste Planning Unit.
- 1.8. The purpose of the Minerals Plan is to set out a minerals planning strategy to 2027 in order to deliver a steady and sustainable supply of minerals, safeguard mineral resources, enable Greater Manchester to contribute to its sub-regional apportionment of aggregates and facilitate greater use of recycled aggregates and secondary mineral products. The Minerals Plan includes a set of plans identifying the locations of Mineral Safeguarding Areas within each of the ten Local Planning Authorities. It also includes a set of development management policies which will assist in the consideration of minerals planning applications.
- 1.9. This AMR monitors the policies in the Minerals Plan to determine the extent to which they are being effectively implemented.

2. Core Output Indicators through the Minerals Plan

- 2.1. This data is measured on a level which includes all ten Greater Manchester Authorities, the five Merseyside Authorities plus Halton and the local authority of Warrington. For reasons of commercial confidentiality it is necessary to combine the data from these 17 areas.

Indicator M1

- 2.2. This measures production of primary land won aggregates by mineral planning authority against the North West Aggregate Working Party (NW AWP) apportionments. This links with Objective 4i and Policies 2 & 3. It is not possible to disclose the land won reserves figure for sand and gravel for 2016 for reasons of confidentiality as there was only one sand and gravel quarry in the sub-region with permitted reserves contributing to the landbank. It can be stated however that reserves will have decreased due to one quarry being identified as closed and another being worked-out. The landbank will also therefore have reduced. It is worth noting that there is currently an application pending with Wigan

Council for an extension to Morelys Quarry which would release an additional approximately 0.9Mt of sand and gravel reserves.

Table 1: Greater Manchester, Merseyside and Warrington aggregate crushed rock Landbank as at 31st December 2016

	Landbank as at 31.12.2015	Permitted reserves as at 31.12.2016	Annual apportionment requirement 2005-2020	Landbank as at 31.12.2016
Greater Manchester, Merseyside and Warrington	15.5 years	19.59mt	1.32mt	14.84 years

Table 2: Greater Manchester, Merseyside and Warrington aggregate land-won sand and gravel landbank as at 31st December 2016

	Landbank as at 31.12.2015	Permitted reserves as at 31.12.2016	Annual apportionment requirement 2005-2020	Landbank as at 31.12.2016
Greater Manchester, Merseyside and Warrington	8.6 years	c.	0.43mt	c. and is below 7 years

- 2.3. Sales of land won sand and gravel were slightly below the ten and three year average of 0.29mt and 0.26mt respectively. The actual sales figure for 2017 cannot be reported in order to maintain confidentiality. Although a slight upturn in recent years, sales continue to be below the apportionment and levels of future provision will be addressed through the Local Aggregate Assessment.
- 2.4. The sand and gravel landbank is now below the 7 year minimum requirement of the National Planning Policy Framework and will be fully depleted during the Plan period unless additional proposals for minerals extraction come forward and planning permissions are granted for the release of additional reserves.
- 2.5. The sub-region is heavily reliant on imported material with 76% of sand and gravel consumed in 2009 originating from outside the sub-region, either from elsewhere in the North West or beyond, this figure remains the same for 2014. The only sand and gravel quarries in the sub-region are currently found in Greater Manchester. The sub-region imported 92% of crushed rock consumed in 2009, this has risen to 93% for 2014. The

data suggests that the sub-region continues to rely on imports to supply the majority of its requirements for sand and gravel and crushed rock. Communication and co-operation with those authorities that export primary aggregates to the sub-region will be important.

Indicator M2

2.6. This measures production of secondary and recycled aggregates by mineral planning authority. This links with Objective 4iii. Current data is considered unreliable. Estimates are made using information from primary aggregate reserves and sales to identify any trends which may link to the production of secondary and recycled aggregates. Table 3 and 5 indicate a general downward trend in sales of aggregate since 2005, whilst reserves of crushed rock have fluctuated but remains around 20 MT, sand and gravel reserves have tended to fall. The general fall in sales and reserves may indicate an increased use of secondary and recycled aggregate. Reserves of sand and gravel have depleted as reserves at Morleys Quarry have depleted.

Table 3: Greater Manchester, Merseyside and Warrington aggregate crushed rock sales 2006-2016

Aggregate Crushed Rock Sales (million tonnes)											
Monitoring period	AM 06	AM 07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16
Sandstone	1.54	1.1	0.69	0.30	0.29	0.36	0.81	0.42	0.69	0.79	0.87

Table 4: Greater Manchester, Merseyside and Warrington aggregate crushed rock reserves 2006-2016

Aggregate Crushed Rock Reserves (million tonnes)											
Monitoring period	AM 06	AM 07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16
Sandstone	25.54	24.86	17.36	17.23	17.01	20.26	20.06	20.3	21.18	20.43	19.59

Table 5: Greater Manchester, Merseyside and Warrington aggregate sand and gravel sales 2006-2016

Aggregate Sand and Gravel Sales (million tonnes)											
Monitoring period	AM 06	AM 07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16
Land-won	0.40	0.3	0.44	0.37	0.22	0.24	0.24	0.24	0.26	0.31	c.
Marine dredged	0.49	0.53	0.41	0.30	0.26	0.24	0.21	0.30	0.25	0.26	c.

Total sales	0.89	0.83	0.85	0.67	0.48	0.48	0.45	0.54	0.51	0.57	0.39
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Table 6: Greater Manchester, Merseyside and Warrington aggregate sand and gravel reserves 2006-2016

Aggregate Sand and Gravel Reserves (million tonnes)											
Monitoring period	AM 06	AM 07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16
Land-won	9.89	5.15	5.8	6.1	4.85	4.76	4.52	4.27	3.86	3.70	c.
Total reserves	9.89	5.15	5.8	6.1	4.85	4.76	4.52	4.27	3.86	3.70	c.

- 2.7. A significant proportion of the wastes recycled for aggregate use are recycled at demolition/ construction sites using mobile processing plant and indeed often reused on-site. Estimates of construction, demolition and excavation (CD&E) waste which can be used as recycled aggregates can be obtained from the Environment Agency's Waste Data Interrogator. However this data does not cover materials managed at exempt sites or material which is managed on site and therefore does not enter the waste stream, therefore this can only provide an estimate of recycled aggregates. Each year the Environment Agency releases data for the previous year as such 2017 data is not yet available.
- 2.8. Within last year's AMR, the data below was presented in Table 7 and indicates an increase in the amount of C&D waste handled following the recession with a notable increase in 2012, most likely due to the economic recovery following the recession.
- 2.9. The method of obtaining this data has however since been improved. It is now more accurate, includes excavation waste and can also now be shown on a Greater Manchester scale, rather than being grouped with the sub-region. In Greater Manchester the amount of CD&E waste handled in the area decreased from 2.87mt in 2015 to 2.61mt in 2016.

Table 7 Greater Manchester, Merseyside and Warrington Construction & Demolition Waste (From Waste Data Interrogator)

Construction and Demolition waste (million tonnes)					
Monitoring Period	2011	2012	2013	2014	2015
Total C&D waste	0.57	0.88	0.99	0.96	0.79

Data taken from EA WDI

3. Minerals Plan Polices Review

Policy 1: The Presumption in Favour of Sustainable Minerals Development

- 3.1. This policy states that positive consideration will be given to minerals development which accords with the policies set out in the Minerals Plan and with all other relevant local plan policies and that such development will be permitted unless material considerations indicate otherwise. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral related development permitted in line with presumption in favour of sustainable development.	100%

- 3.2. One planning application (ref. 93925/15) was approved on 2nd August 2016 which varied one of the planning conditions attached to the planning permission for mineral extraction at Moncliffe Quarry in Bolton, to allow the occasional use of traditional quarry drilling and blasting techniques. A second application was approved relating to the same quarry on 13th January 2017 for the removal of the deadline for commencing remaining permitted reserves and for operations to cease by 2033, rather than 2021 as previously consented. Both applications were permitted in line with the presumption in favour of sustainable development and so the target for Policy 1 has been met.

Policy 2: Key Planning and Environmental Criteria

- 3.3. This policy states that minerals development will be permitted where any adverse impacts on a list of criteria are avoided or can be appropriately mitigated. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral development planning applications permitted compliant with the requirements of the policy.	100%

- 3.4. As above, two planning applications were permitted during the monitoring period. These were determined to comply with Policy 2 and so this target has been met.

Policy 3: Primary Extraction of Aggregate Minerals (implements of objectives 1 & 4i)

- 3.5. This policy states the conditions under which applications for extraction/and or processing of sand, gravel or sandstone/gritstone within the Areas of Search and the conditions for outside Areas of Search planning permission will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of applications for primary extraction of aggregate minerals permitted compliant with the requirements of the policy.	100%

- 3.6. There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

Policy 4: Natural Building Stone (implements objectives 1 & 4ii)

- 3.7. This policy states the conditions under which proposals for the working of natural building stone will be supported and what evidence the proposals must be supported by. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of natural building stone excavation permitted compliant with the requirements of the policy.	100%

- 3.8. There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

Policy 5: Primary Extraction of Non Aggregate Minerals (implements objectives 1 & 4ii)

- 3.9. The policy states the conditions under which proposals for the development of non - aggregate minerals will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of applications for primary extraction of non-aggregate minerals permitted	100%

compliant with the requirements of the policy.	
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3.10. There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

3.11. As a requirement of national planning policy, minerals planning authorities need to be able to demonstrate a 25 year supply of brick clay reserves. Reserves at Harwood Quarry are due to be depleted towards 2026 and so the sub-region is falling short of this target. Weinberger’s Denton Brickworks Factory in Manchester sources 50% of its brick clay from Harwood Quarry and 50% from a quarry in Derbyshire. The Brickworks operator has requested assistance in identifying new potential sites for clay extraction within the sub-region. This could be achieved through a review of the Minerals Plan to identify any potential suitable sites with the assistance of the minerals industry.

Policy 6: Unconventional Gas Resources (implements objectives 1 & 5)

3.12. The policy states the conditions under which applications for exploration and appraisal, and production wells for unconventional gas resources will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of unconventional gas resources developments permitted compliant with requirements of the policy.	100%

3.13. There were no relevant applications for unconventional gas resources developments permitted during the monitoring period.

Policy 7: Peat (implements objective 1)

3.14. The policy states the conditions under which applications for peat extraction will be granted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of peat extraction developments permitted compliant with the requirements of the policy.	100%

- 3.15. There were no applications for peat extraction developments permitted during the monitoring period.

Policy 8: Mineral Safeguarding Areas (implementing objective 1, 2 and 3)

- 3.16. The policy states that all non-mineral development proposals within the Mineral Safeguarding Area should extract any viable mineral resources present in advance of construction. The policy also states the requirements for proposals for non-mineral development within the Mineral Safeguarding Areas that do not allow for the prior extraction of minerals. It is also stated that all non-mineral development proposals outside the Mineral Safeguarding Areas where the potential for prior extraction to take place has been identified should seek to extract any viable mineral resources present in advance of construction. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of non-mineral development permitted within the MSA (falling within the policy thresholds) which do not needlessly sterilise mineral resources.	100%

- 3.17. There have been no non mineral developments permitted within the MSA that would needlessly sterilise mineral resources. The Unit is aware of five applications being determined within an MSA as identified in the table below but all were exempt through the exceptions listed in Policy 8.

Application No.	Location	Proposal	Decision
93610/15	Former Roscoes Farm, Bolton Road, Westhoughton, Bolton, BL5 3DX	Erection of 106 dwellings together with associated access and landscaping	Approved 04/05/2016
94656/15	Hill Lane, Blackrod, Bolton, BL6 5JN	Outline application for erection of 110 dwellings (access details only)	Allowed on appeal 26/04/2016
96337/16	Hart Common Manor, Old Fold Road, Westhoughton, Bolton, BL5 2BY	Erection of agricultural building for storage.	Approved 23/08/2016

Application No.	Location	Proposal	Decision
16/00725/OUT	Land To The West Of Hollin Lane Middleton M24 5LN	Outline planning application (all matters reserved except for access) for up to 94 residential units	Approved 19/09/2016
96689/16	Land off Dixon Street, Westhoughton, Bolton	Outline application for the erection of up to 14no. Residential detached dwellings	Refused on appeal 06/09/2016

Policy 9: Sustainable Transport of Minerals (implements objective 3)

- 3.18. This policy states that developers will be encouraged to transport minerals via the most sustainable transport mode wherever practicable and allows for transport of minerals by road where the use of more sustainable transport is not practicable and the existing highway network is able to accommodate traffic generated by the proposal. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral development permitted utilising most sustainable transport modes in compliance with the policies of the Minerals Plan.	100%

- 3.19. No new site permissions were granted for minerals extraction.

Policy 10: Reworking of Colliery Spoil Tips (implements objectives 1&5)

- 3.20. This policy states the conditions under which applications for the reworking of colliery spoil tips will be permitted. The indicator and target for the monitoring of this policy is:

Target	Variance
% of applications for reworking colliery spoil tips permitted compliant with the requirements of the policy.	100%

- 3.21. There were no applications for reworking colliery spoil tips permitted during the monitoring period.

Policy 11: Protecting Existing Mineral Sites/Infrastructure (implements objectives 1, 2, 4 & 5)

- 3.22. This policy protects existing mineral sites and infrastructure from new development and states the conditions under which development likely to have an unacceptable impact on mineral sites and infrastructure will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of non-mineral related development permitted within a distance that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy.	100%

3.23. No applications were permitted that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy. The Minerals and Waste Planning Unit undertook a review of almost 1000 sites being considered as part of the Greater Manchester Spatial Framework to identify any candidate sites in close proximity to mineral sites and infrastructure which may impact upon their continued operation.

Policy 12: Protecting quarries important for maintaining historic buildings (implements objectives 1, 2, 4 & 5)

3.24. This policy states that impact upon quarries important for maintaining historic buildings will be considered and states the conditions under which development likely to have an unacceptable impact on the future use of a quarry will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral related development permitted in line with the restoration and aftercare requirements.	100%

3.25. There were no relevant planning applications permitted during the monitoring period and so this target is not applicable. The Minerals and Waste Planning Unit undertook a review of almost 1000 sites being considered as part of the Greater Manchester Spatial Framework to identify any candidate sites in close proximity to existing mineral sites and infrastructure which may impact upon their continued operation.

Policy 13: Restoration and aftercare (implements objective 1)

3.26. This policy states that applications for minerals extraction will be permitted where they are accompanied by appropriate proposals for site restoration and aftercare. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral related development permitted in line with the restoration and aftercare requirements.	100%

3.27. During 2016, Whitehead Landfill secured planning permission for the early closure of the site and to have restoration completed by 2020 so it can be used for the planting and harvesting of bio-crops. This application was determined in accordance with Policy 13 and so the above target has been met.

4. Petroleum Exploration and Development Licence (PEDL) update

4.1. On the 18th August 2015, the Oil and Gas Authority (OGA) and Department of Energy & Climate Change (DECC) published a Habitat Regulations Assessment (HRA) of the 14th Onshore Oil and Gas Licensing Round. The Oil and Gas Authority announced on 17th December 2015 that all 159 onshore blocks under the 14th Onshore Oil and Gas Licensing Round are being formally offered to successful applicants.

4.2. Of those blocks formally offered, 7 blocks fall wholly or partially within Greater Manchester;

1. Bolton Ref SD6, Operator: Osprey
2. Bolton & Bury Ref SD71, Operator: Hutton
3. Bury & Rochdale Ref SD81, Operator: Hutton
4. Wigan, SD50, Operator: Aurora
5. Bolton & Wigan Ref SD60d, Operator: Hutton
6. Bolton & Salford, SD70, Operator: Hutton
7. Trafford & Manchester, SJ78, Operator: Ineos

4.3. There is also an existing and retained PEDL in place (Ref PEDL 193; Operator IGAS) partly in Salford/Trafford/Manchester. The Minerals and Waste Planning Unit within Urban Vision has invited industry representatives to visit the team to discuss their intentions for petroleum exploration within Greater Manchester. Only one representative has so far accepted the invitation and met with the Unit. It is assumed that the other license holders have no plans to explore potential resources within the sub-region in the short term.

- 4.4. The Department for Energy and Climate Change Onshore Oil and Gas interactive map shows the released licence areas and can be accessed at:

<https://deccedu.maps.arcgis.com/apps/webappviewer/index.html?id=29c31fa4b00248418e545d222e57ddaa>

5. Actions

- 5.1. Over the monitoring period the targets for all policies have either been met or no applications have been approved which would cover said policies. As such there are no further actions required in relation to the minerals policies.
- 5.2. As highlighted at the beginning of the report Greater Manchester has a limited supply of high grade aggregates and so relies on imports from surrounding Minerals Planning Authorities for this material. Greater Manchester must continue to liaise with the surrounding Minerals Planning Authorities regarding movement of such minerals. For example, the Minerals and Waste Planning Unit respond on behalf of the Greater Manchester councils consultations from neighbouring authorities on the production of their minerals plans/policies.