Further Proposed Changes to:

- Strategic Objective 1: The provision of minerals to support sustainable economic development;
- Policy 1: Provision for sand and gravel; and,
- Table 1: Policy Monitoring Framework

15 April 2016
Introduction
When the Final Draft – June 2015 version of our new Plan was submitted for Examination in January 2016, ‘proposed changes’ were also submitted for consideration by the Inspector.

In response to discussions at the Examination hearings, which started on 30 March 2016 and end on 13 April 2016, we now wish to make ‘further proposed changes’. The ‘proposed changes’ already submitted, together with the ‘further proposed changes’ taken together will represent the ‘main modifications’ and ‘additional modifications’ to the new Plan.

Main modifications are being made to address soundness issues, i.e. to ensure that the new Plan is ‘positively prepared’, ‘justified’, ‘effective’ and ‘consistent with national policy’ (ref. National Planning Policy Framework – paragraph 182).

Additional modifications are being made to improve the new Plan e.g. to provide further clarification or to update the new Plan.

A schedule of main and additional modifications will be prepared and made available for public comment before the Examination closes and the Inspector completes his report, albeit that the Inspector will only consider representations on the main modifications at this stage (ref. Planning Practice Guidance – Local Plans – paragraph 024).

The further proposed changes
As a result of the discussions on Day 1 of the Examination, we wish to make ‘further proposed changes’ to Strategic Objective 1, Policy 1 and Table 1 (Policy Monitoring Framework) for the reasons set out below:

1. To accord with the Government’s requirement that we plan for a ‘steady and adequate supply’ of aggregates and industrial minerals (ref the NPPF paragraph 145 and 146), which we already acknowledge in Chapter 2, paragraph 2.16, we now wish to make further proposed changes to Strategic Objective 1 and to the supporting text (paragraph 6.6). Strategic Objective 1 now demonstrates more clearly that the aim of the new Plan is to achieve an acceptable balance between the steady and adequate supply of minerals and the impact of mineral operations on local communities and the environment.

2. As a consequence of the further proposed changes to Strategic Objective 1, and to accorwd with the requirements of the NPPF paragraph 145, which includes the requirement ‘for the maintenance of landbanks of at least 7 years for sand and gravel’, we now wish to make further proposed changes to Policy 1 and supporting text (paragraphs 7.4 and 7.6). Policy 1 and the supporting paragraphs now demonstrate more clearly how these requirements would be met during the plan period. The policy is also now consistent with Policy 2.

3. To clarify that the policy would be monitored in accordance with the requirements of the NPPF paragraph 145, we wish to make further proposed changes to Chapter 8, Table 1 –the Policy Monitoring Framework.
4. To clarify that the monitoring of Policy 1, described in Chapter 8, Table 1, already includes a commitment to produce Local Aggregate Assessments on an annual basis and as part of this we will monitor the Plan to confirm, in accordance with the NPPF paragraph 145, that there is at least a 7 year landbank of sand and gravel reserves, we wish to make a further proposed change to the supporting text at paragraph 7.8.

**Explanatory note:** Extracts from the Final Draft – June 2015 (with tracked proposed changes) version of the new Plan are provided below. The ‘proposed changes’ are shown tracked in red and the ‘further proposed changes’ are shown tracked in blue.
6.5 To achieve our Vision we have identified the following strategic objectives for the Plan.

**Strategic Objective 1 – the provision of minerals to support sustainable economic development**

To support sustainable economic development, the provision of minerals will:

- **aim to achieve an acceptable balance between the steady and adequate supply of minerals and with** the impact of mineral operations on local communities and the environment;

- so far as is practicable, take account of the contribution that substitute or secondary and recycled material can make as an alternative to primary minerals; and

- ensure that important economic mineral resources are not needlessly sterilised.

6.6 This objective is consistent with the Government’s National Planning Policy Framework which requires us to plan for a sufficient steady and adequate supply of aggregate and industrial minerals to be maintained to support sustainable economic growth but at the same time we recognise the importance of minimising the impact on local communities and the need to ensure that economically recoverable mineral resources are not needlessly sterilised.\(^1\) This approach is also consistent with the County Council’s Strategic Plan for growth in Staffordshire’s economy and the desired outcome for the people of Staffordshire to “be able to access more good jobs and feel the benefits of economic growth”.\(^2\)

6.7 The following examples illustrate some of the ways in which this objective has already been achieved:

- Proposals for working additional resources should be prepared by developers in liaison with the local communities taking into account their views in developing working and restoration plans. For example, Aggregate Industries carried out public consultation with the local community in 2011 prior to submitting an application for a large extension to Newbold Quarry;\(^3\)

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\(^1\)Refer to paragraphs 142 to 146 and 143 of the NPPF
\(^2\) Refer to the Staffordshire County Council’s Strategic Plan (2014 – 2018)
\(^3\) Refer to application reference ES.12/03/501 MW
The recently adopted Waste Local Plan provides for additional recycling capacity of construction, demolition and excavation wastes. During the Plan period, more options should be pursued to derive aggregates from waste to supplement the supply from quarries. For example, permission was recently granted for a large scale aggregate recycling operation at the Hollybush Recycling Centre.\(^4\)

We are working with district councils, developers and the minerals industry to ensure that economically recoverable mineral resources are not needlessly sterilised. We have recently advised East Staffordshire Borough Council in relation to an application for major development on mineral bearing land to the north of Newbold Quarry which provides for use of in-situ mineral within the construction scheme.\(^5\)

\(^4\) Refer to planning permission ref: SS.08/21/619 W dated 12 September 2013

\(^5\) Refer to application ES.2012/01467 MCA.
Chapter 7: The Planning Policies

7.1 The Planning Policies in this Chapter underpin our Vision and Strategic Objectives described in Chapter 6 and will be used to help in determining planning applications for mineral development.

7.2 It is important to have in mind the following points when reading the policies:

- The policies are not listed in any order of priority;
- The policies should not be read in isolation;
- Where a policy contains a list of criteria, the criteria are not in any order of importance or priority, unless the policy specifically says so;
- New development will be assessed against all relevant policies in the Minerals Local Plan and any other relevant development plan policies and material considerations;\(^6\)
- The Government’s National Planning Policy Framework is a material consideration but is not repeated here. The Framework constitutes the Government’s view of what sustainable development means in practice for the planning system and central to the Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan making and decision taking\(^7\).

### Policy 1: Provision for Sand and Gravel

*Extensions to sand and gravel sites*

1.1 **During the Plan period** To ensure that there is a steady and adequate supply of sand and gravel during the Plan period, provision will be made to maintain at least a 7 year landbank of permitted reserves based on production capacity of up to 5.0 million tonnes of sand and gravel per annum. This production capacity will be provided initially from existing permitted reserves and by granting planning permissions to extend the following sand and gravel sites:

a) Captains Barn Farm (Inset Map 1)
b) Croxden (Inset Map 2)
c) Uttoxeter (Inset Map 3)
d) Newbold (Inset Map 4)
e) Barton (Inset Map 5)
f) Alrewas (Inset Map 6)

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\(^6\) Section 38 (6) of the Planning and Compulsory Purchase Act 2004

\(^7\) Refer to paragraph 14 of the NPPF
Policy 1: Provision for Sand and Gravel (continued)

- g) Calf Heath (Four Ashes) (Inset Map 7)
- h) Saredon (Inset Map 8)
- i) Cranebrook (Inset Map 9)
- j)Hints / Hopwas (Inset Map 10)
- k) Weeford (Moneymore) (Inset Map 11)

(The allocated extension sites listed above are shown on the Policies and Proposals Map and accompanying Inset Maps included in appendix 1.)

1.2 Any proposals to develop the allocated extension sites will only be supported where it has been demonstrated that they accord with the Plan policies, including Policy 4 and address the development considerations listed in appendix 1.

1.3 Planning permission to extend a site will normally be conditioned so that the extension area can only be worked following cessation of mineral working within the existing site unless it has been demonstrated that there are operational reasons why this is not practicable.

Proposals for new sand and gravel sites within the area of search

1.4 Proposals for new sites within the area of search to the west of the A38 shown on the Policies and Proposals Map will only be supported where it has been demonstrated that permitted reserves or allocated extensions to existing sites listed above cannot meet the required level of provision stated in paragraph 1.1.

1.5 Any proposals to develop new sites within the area of search to the west of the A38 will only be supported where it has been demonstrated that they accord with the Plan policies, including Policy 4 and address the development considerations listed in appendix 1.

Proposals for any other sand and gravel sites (extensions / new sites)

1.6 Proposals for any other sand and gravel sites (extensions / new sites) will only be supported where it has been demonstrated that:

   a) the permitted reserves, the allocated extensions to existing sites listed above or mineral resources from within the area of search would not meet the required level of provision stated in paragraph 1.1; or,

   b) the proposals would secure significant material planning benefits that outweigh any material planning objections.
Reasons for the Policy

7.3 Chapter 2 described the ‘where’, ‘how’ and ‘when’ for the development of Staffordshire’s aggregate minerals, including the type of aggregate minerals; the distribution of aggregate sites and pattern of supply; the opportunities for co-ordinated restoration of sites; issues with the availability of backfill to restore sites and the effect on timely restoration; the scale of provision of aggregate minerals and the need to meet a shortfall of sand and gravel reserves; and the review of the strategy for identifying additional resources.

7.4 Our Vision and Strategic Objective 1, recognise the importance of aggregate minerals to support sustainable economic development taking into account the need to achieve an acceptable balance between the supply of minerals and with the impact of mineral operations on local communities and the environment.

7.5 Policy 1 aims to achieve this acceptable balance by setting an appropriate level of provision for sand and gravel over the next 15 years and identifying suitable areas for sand and gravel working to meet the anticipated shortfall.

The Level of Provision

7.6 Policy 1.1 provides for at least a 7 year landbank of permitted reserves based on a production capacity of 5.0 million tonnes per annum of sand and gravel to be produced over the Plan period which is the 10 year sales average based on the most up to date survey information available i.e. data for the period 2004 – 2013. The 10 year rolling supply has been considered in the context of other relevant information in our latest Local Aggregate Assessment (June 2015) and is considered to be a sound basis on which to plan for sand and gravel provision. No separate provision is made for building sands (as distinct from concreting sands) as it is considered to be impractical to plan for this specific product. Policy 1.6 provides an opportunity for the needs of specific products such as building sands to be considered.

7.7 We are satisfied that this level of provision will achieve an acceptable balance between the sustainable economic development of sand and gravel resources and the impacts of sand and gravel working on local communities and the environment (refer to Strategic Objective 1).

7.8 Based on maintaining provision of 5.0 million tonnes per annum, it is anticipated that at least an additional 22 million tonnes of reserves will be required during the Plan period and we are confident that this level of provision is deliverable from the allocated extensions and area of search which were put forward by mineral operators and have been subject to our Sustainability Appraisal. To ensure a steady and adequate supply we will monitor Policy 1 as described in Chapter 8, Table 1. For example, as part of the annual Local Aggregates Assessment we will monitor the Plan to confirm that there is at least a 7 year landbank of sand and gravel reserves.
The new Minerals Local Plan for Staffordshire 2015 to 2030
Further Proposed Changes to:
Strategic Objective 1, Policy 1 and Table 1 (Policy Monitoring Framework)

The extensions and area of search

7.9 As explained in Chapter 2, there is no reason to indicate that the existing pattern of supply and demand for sand and gravel will change in Staffordshire over the next 15 years and there is no reason to change the strategy in our old Plan that favoured extensions to existing sites until 2025, when a new site(s) would be needed. The extension sites and area of search to the west of the A38 will maintain the pattern of supply.

7.10 We have identified potential constraints and opportunities that should be taken into account when developing proposals for the allocated extensions or within the area of search. These development considerations are set out alongside the relevant Inset Maps.

Proposals for any other sand and gravel sites (extensions / new sites)

7.11 Policy 1 takes a sequential approach whereby the provision should first be met from the allocated extensions, then from the area of search and thereafter from other sites (either extensions to existing sites or new sites). However as with the old Plan (Policy 38), this Plan anticipates that there may be circumstances when sites not allocated in the Plan will be permitted to secure significant material planning benefits that outweigh any material planning objections. The material planning benefits could include proposals that:

a) secure significant benefits from co-ordinated and comprehensive working and restoration;

b) relinquish permitted reserves in more sensitive areas;

c) demonstrate a particular need for the sand and gravel that cannot reasonably be met from elsewhere;

d) work the sand and gravel prior to other development taking place; and,

e) are required as part of a major infrastructure project.
Table 1: Policy Monitoring Framework (Extract – page 65)

<table>
<thead>
<tr>
<th>Policy</th>
<th>Key Outcomes</th>
<th>Performance Indicator</th>
<th>Monitoring method</th>
<th>Target</th>
<th>Trigger Point</th>
<th>Corrective action</th>
</tr>
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<tbody>
<tr>
<td><strong>Policy 1:</strong> Provision for Sand and Gravel</td>
<td>Strategic Objective 1 recognises the importance of aggregate minerals to support sustainable economic development taking into account the need to achieve an acceptable balance with between the steady and adequate supply of minerals and the impact of mineral operations on local communities and the environment.</td>
<td>Sales of sand and gravel comparing with rolling 10 and 3 years sales averages Reserves of sand and gravel Sales of and capacity to produce recycled/secondary aggregates End use of sand and gravel sales including building sands as a proportion of overall supply Permissions within allocated sites/areas or outside allocated areas. Maintain co-operation on cross border issues for aggregate supply.</td>
<td>Data derived from annual surveys on behalf of Aggregate Working Party which is then presented in Annual Monitoring Report and Local Aggregate Assessment Compare sales trends with other relevant data including sales of/capacities for producing recycled aggregate. Applications submitted. Attendance at WMAWP meetings/RTAB meetings.</td>
<td>Sales of sand and gravel to meet planned level of provision. Maintain a minimum of at least a 7 year landbank of sand and gravel reserves based on meeting level of provision. All sites to be located in line with location criteria set out in Policy 1 unless meeting the criteria of Policy 1.6 100% attendance of AWP/RTAB meetings.</td>
<td>10 year sales average exceeds planned level of provision. Landbank falls below 7 years for more than two consecutive years.</td>
<td>Review level of provision that can be sustainably produced and the reserves required to maintain any new level of provision.</td>
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