

City of Bradford Metropolitan District Council

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LOCAL DEVELOPMENT FRAMEWORK FOR BRADFORD

Core Strategy: Further Issues and Options

Topic Paper No 7 Environment

Minerals Update

November 2008

1.0 INTRODUCTION

- 1.1 The Council's planning policies relating to the environment are presently contained in the Replacement Unitary Development Plan (2005). The Government's planning reform agenda under the Planning and Compulsory Purchase Act (2004), means that this document will need to be replaced by the Local Development Framework (LDF). The Core Strategy is the key document, which will set the top level policies guiding the location of development. The publication of a series of Topic Papers is the first stage towards the development of a Core Strategy for the District.
- 1.2 Topic Paper 7, sent out for consultation in February 2007, outlined key issues related to environmental matters within the Bradford District and suggested possible options for addressing these issues through local spatial planning policies within the Core Strategy.
- 1.3 Topic paper 7 included a section on Minerals. At the time of writing a number of key national and regional minerals planning policy documents were in draft form. These documents have now been revised and finalised. In the interests of full public engagement in the policy development process this revised and updated minerals issues and options topic paper has been prepared for public consultation. Much of the content of this document is similar to that previously consulted on in Topic Paper 7; however the policy context discussion in section 2 has been updated and amended and the suggested potential spatial policy options in sections 3 and 4 have been revised and expanded.
- 1.4 The purpose of this topic paper is to encourage responses to the key issues and options relating to minerals planning in Bradford. The list of issues is not meant to be final, but it represents the initial thoughts as to the key issues that the Core Strategy could address. It is also an opportunity to raise new issues.
- 1.5 Comments are invited on the issues and options set out in the topic paper, in particular views are invited in response to the key questions, which are highlighted.
- 1.6 The paper will be published for a 5 week period commencing 03 November and ending on 08 December 2008. Comments should be put in writing and sent to either:

Bradford Local Development Framework
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PO BOX 1068
BRADFORD
BD1 1BR

Or by e-mail at: ldf.consultation@bradford.gov.uk

2.0 ALL MINERALS

- 2.1 National minerals planning policy is set out in Minerals Planning Guidance Notes (MPGs) and the new replacement Minerals Policy Statements (MPSs). The key national policy document relevant to the forward planning of minerals in the Bradford District is **Minerals Policy Statement 1: Planning and Minerals (MPS1)**. MPS1 sets out the Government's key overarching policies and principles which apply to all minerals, applying the principles of sustainable development.
- 2.2 The key policy messages in MPS1 are:
- the need to maintain sufficient supply to meet the anticipated need for minerals consistent with environmental acceptability;
 - the need to protect designated areas of national and international importance;
 - the need to encourage efficient use of extracted materials and the use of substitute or recycled materials in place of primary minerals wherever practicable; and
 - the need to ensure that where extraction does take place, restoration and aftercare of sites are of high quality.
- 2.3 **The Yorkshire and Humber Plan Regional Spatial Strategy to 2026 (RSS)** follows the overarching key policies set out in MPS1, but gives a regional context. However the RSS focuses on aggregate production and does not specifically refer to building stone, roofing stone or flagstone production in the region.
- 2.4 The RSS states that development plans should seek to safeguard mineral deposits in the region from sterilisation by other types of development and provide for an adequate and steady supply of minerals by maintaining a landbank for all nationally and regionally significant minerals. The RSS also commits the region to maximising the use of secondary and recycled aggregates to reduce the need for primary extraction by encouraging facilities involved in the production of such material, especially in West Yorkshire. The intended outcome of regional minerals policy is that:
- Mineral deposits in the Region will have been safeguarded from sterilisation, and conserved through maximising the use of secondary and recycled aggregates wherever possible.
- 2.5 The RSS sets out in table format the apportionment for land won aggregates for the region between 2001 and 2016, to sub-regional level, with West Yorkshire's apportionment being 17.8 million tonnes of crushed rock and 5.5 million tonnes of sand and gravel.
- 2.6 The Region intends to monitor the situation to ensure that sub-regional apportionments are met and that the use of substitute/secondary

aggregates is maximised. This will be undertaken through the collection of information from mineral planning authorities.

- 2.7 The **Regional Aggregates Working Party (RAWP)** is a Yorkshire and Humber regional technical working group with membership drawn from officers of the Mineral Planning Authorities (MPAs), the minerals industry, the Department for Communities and Local Government (DCLG) and the British Geological Survey (BGS). There are similar working parties in the other regions of England and in North and South Wales.
- 2.8 This group produces reports, which include the results of the annual Aggregates Monitoring Surveys, statistical information on the aggregate minerals industry in the Region and brief descriptions of the main activities during the year. The last available report was from 2006.
- 2.9 The statistical information on sales is provided by the industry. The data has been collected by individual (MPAs) and then collated at regional level. The breakdown of figures is to sub-regional level.
- 2.10 The tables below illustrate the position in West Yorkshire in terms of sand & gravel and crushed rock. The figures are for both the industry and MPAs to be able to plan, monitor and manage the extraction of minerals.

Table 1

Sub-Regional Apportionment of the National and Regional Guidelines for Aggregates Provision, 2001 to 2016 (Million Tonnes)

	Land-won sand and gravel	Land-won crushed rock
West Yorkshire	5.5	17.8

(source: Yorkshire and Humber Region Aggregates Working Party Annual Report 2006 Aggregates Monitoring 2006)

Table 2

CRUSHED ROCK RESERVES AND LANDBANKS

	Reserves at 31.12.06 (million tonnes)	Sub-regional Apportionment (million tonnes per annum)	Landbank at 31.12.06 (years)
West Yorkshire	41.8	1.11	37.6

(source: Yorkshire and Humber Region Aggregates Working Party Annual Report 2006 Aggregates Monitoring 2006)

- 2.11 Bradford has traditionally been a major supplier of building stone and flagstone for the Region and beyond. Bradford is currently not a producer of sand and gravel, fireclay, peat or coal, although there are reserves within the district.
- 2.12 Sand and Gravel landbank figures are not available for West Yorkshire, as there is currently only 1 known operational sand and gravel extraction site within the sub-region. It is recognised that there is a shortfall in sand and gravel supply within West Yorkshire.

- 2.13 The Yorkshire and Humber Assembly currently reviewing the viability of known sand and gravel resources within West Yorkshire, there are likely to be constraints on the exploitation of these resources within the Bradford District.
- 2.14 There are currently 13 operational minerals extraction sites in the Bradford district, mainly extracting sandstone in a block form, with aggregate production a secondary activity. The sites vary in size, from the relatively small, extracting an average of 10,000 tonnes per annum to some larger scale sites, extracting of up to 80,000 tonnes per annum.
- 2.15 Most of the sites are established historical sites, run by local companies. They are mostly situated in green belt (including the moors) to the north west of the City Centre and to the south of Keighley.
- 2.16 Many of the sites are approaching the exhaustion of their permitted reserves.

3.0 AGGREGATES

- 3.1 Clearly the message from both central government and the RSS is that there is a need to maximise the use of secondary aggregates, whilst maintaining sufficient landbank to meet the anticipated need for minerals and being consistent with environmental acceptability.
- 3.2 The figures for the sub-region (shown in table 2) indicate that in West Yorkshire there are significant permitted reserves of crushed rock aggregate (41.8 million tonnes), with a landbank of over 37 years. The apportionment for West Yorkshire between 2001 and 2016 is 17.8 million tonnes, which is actually less than the current permitted reserves. However West Yorkshire currently makes a minimal contribution to sand and gravel supply within the region.

Key Question

1. How should the LDF contribute to meeting the region's need for aggregates including crushed rock and sand and gravel?

- 3.3 Options include:
- Restricting further extraction of primary crushed rock aggregates based on the landbank figures and permitted reserves shown for the West Yorkshire sub-region.
 - Examining the link with building stone extraction and sustainability of producing primary aggregate at building stone quarries.
 - Examining the need for secondary aggregates and maximising their use where appropriate.

- Further exploring the potential for the exploitation of sand and gravel deposits within the district.
- Ensuring that sand and gravel and crushed rock aggregate resources are safeguarded against sterilisation by other forms of development.

4.0 BUILDING STONE, FLAGSTONE AND ROOFING STONE

- 4.1 Annex 3 of MPS1 emphasises the importance of safeguarding and maintaining the supply of building stone for the conservation of built heritage and the restoration of historic buildings, particularly where stone is scarce in terms of its technical properties or aesthetic characteristics, or has characteristics which match those required for repair and preservation purposes of culturally important buildings.
- 4.2 Anecdotal evidence from industry and conservation stakeholders indicates there is a scarcity of certain types of natural stone building materials; however there is little or no evidence relating to building stone or flagstone demand and supply in the region. Building stone is not considered in the RSS and the RAWP 2006 annual monitoring report also makes no reference to block or flagstone supply.

Key Question

2. How Should the LDF deal with the supply of building stone and flagstone?

- 4.3 Options include
- Allow 'market forces' to dictate supply and demand and continue to require applicants for planning permission to gather evidence themselves to demonstrate the 'need' for the mineral they propose to extract.
 - Gather evidence to identify those natural stone building materials which are particularly important to the built heritage of the district and focus policy on safeguarding and maintaining the supply of these materials.
 - Ensure that all building and flagstone resources are safeguarded against sterilisation by other forms of development.
- 4.4 Minerals spatial planning policies should be informed by a sound evidence base. However, as discussed above, relatively little evidence is available relating to the supply, demand and uses of building stone, flagstone or roofing stone within the district. We are therefore seeking to expand our evidence base through the following means:
- Continuing to lobby the Yorkshire and Humber Assembly to undertake surveys to obtain factual information on building stone, reserves, supply and demand.

- Attempting to organise a sub-regional survey to obtain factual information on building stone, reserves, supply and demand.
- Consulting stakeholders involved in the conservation of built heritage in order to understand their experiences of the availability of natural stone building materials for the repair of traditional and culturally important buildings.

4.5 We would welcome comments on the appropriateness of the above sources of information and any suggestions for other possible sources of evidence to inform the spatial vision for building stone, flagstone and roofing stone supply within the district.

5.0 CALL FOR SITES

5.1 If you are a developer with an interest in minerals extraction, or are a landowner who wishes your site to be considered as a possible location for future minerals extraction within the new Local Development Framework we need to hear from you.

6.0 NEXT STEPS

6.1 All the comments made at this stage will be considered in the preparation of the next stage, when the Council develops its preferred approach for the Core Strategy. The Council is then expected to publish its 'Preferred Options for the Core Strategy in Spring 2009. This will set out the chosen preferred approach with reasons together with the other options considered or put forward by the community together with reasons for not choosing them. The subsequent stage will then be the preparation of the Draft Core Strategy for submission to the Secretary of State.