

CABINET

Date of Meeting	Tuesday, 19 th November 2019
Report Subject	Regional Technical Statement for Aggregates Second Review Consultation
Cabinet Member	Cabinet Member for Planning and Public Protection
Report Author	Chief Officer (Planning, Environment and Economy)
Type of Report	Strategic

EXECUTIVE SUMMARY

The Regional Technical Statement (RTS) is a document prepared on behalf of the Welsh Government and the Regional Aggregates Working Parties and is a requirement of Planning Policy Wales Minerals Technical Note 1: Aggregates. The purpose of the RTS is to assess the future demand for construction aggregates and to make recommendations to local authorities to make provision in their Local Development Plans to ensure long term security of supply to meet the predicted future demand.

The RTS sets out apportionments of how much construction aggregate (crushed rock and sand & gravel) is required to be planned for in Local Development Plans (LDP) to ensure that a reliable supply can be maintained to meet the needs of the construction sector. The RTS is reviewed at five yearly intervals and this is the second review. The RTS is recommending a significant apportionment of crushed rock (limestone) and a modest apportionment for sand and gravel for Flintshire, both of which will require allocations for minerals in the LDP and advocates inter-authority collaboration where any individual authority is unable to make such provision.

The Welsh Government requires all local authorities to endorse the RTS before it is approved by the Welsh Government, at which point the RTS will have material weight when determining planning applications and the recommendations should be incorporated into Local Development Plans.

RECOMMENDATIONS

1	To endorse the Second Review Regional Technical Statement.
2	To accept the recommendations set out in the RTS for the strategic provisions required for planning for the supply of construction aggregates.

REPORT DETAILS

1.00	EXPLAINING THE REGIONAL TECHNICAL STATEMENT
1.01	Aggregate minerals (crushed rock, sand & gravel) are essential raw materials for the construction industry and infrastructure projects. It is essential that an adequate supply of such minerals is able to be maintained to ensure that these materials are sourced in a sustainable manner. Where required, the planning system must make provision to ensure supply in the form of allocations within development plans, which can be in the form of site specific or preferred areas, to enable planning applications for new reserves of aggregates to come forward.
1.02	To facilitate this process, Planning Policy Wales and Minerals Technical Advice Note 1 requires a Regional Technical Statement (RTS) to be published at five yearly intervals which guides the requirements for aggregates provision for both North and South Wales. The document is the outcome of a collaborative process involving local authorities and the minerals industry in its preparation. The five yearly review enables the level of permitted reserves and trends to be analysed and sets out projections for future demand. The review is being undertaken by a specialist consultant, Cuesta, appointed by the Welsh Government.
1.03	It is a requirement, where possible, LDPs to make provision to ensure that for the duration of the plan period that there is a minimum land-bank of seven years sand and gravel and 10 years for crushed rock. This means that on the final date of a given LDP, there must still be this minimum requirement and when this is added to the duration of a LDP of 15 years, they should make provision for 22 years sand and gravel and 25 years crushed rock aggregate. LDP across Wales will be at different stages of development, so this has to be factored in during the LDP 5 yearly and annual monitoring reviews of any given LDP.
1.04	In the case of Flintshire, the LDP is in the consultation stage of its Deposit Plan and the anticipated date of publication of the RTS and the Flintshire LDP timetable means that the recommendations of the RTS are unlikely to be fully incorporated into the adopted LDP where minerals policies have been developed on the basis of the first review RTS. They will, instead, have accommodated during the first review of the LDP.
1.05	In previous RTS documents, the predictions for future demand were based on an average of three and 10 year sales tonnage, and the resulting apportionments were derived from the land-banks which were calculated by dividing the permitted reserves by the average sales tonnage, and if the land bank was below the required seven and years supply of sand and

	<p>gravel and crushed rock then then an apportionment would be set to ensure that the land-bank would be adequate. The problem with this is economic conditions, construction practice, housing growth, and infrastructure projects uptake are subject to change and the methodology is not always reliable.</p>
1.06	<p>A new approach is being taken for the prediction of future demand for the Second Review RTS, which is based on housing growth and completions within development plans. There is a very close correlation between housing completions and demand for construction aggregates. The demand for construction aggregates is not entirely for housing, which is modest, but it is the wider demand for the infrastructure which housing growth brings, such as new roads, commercial and business development, schools, hospitals, power plants and so on. The logic is that if any given LDP has identified a housing growth need and has made allocations to meet that demand, that it will have been through a process to ensure that it is realistic and deliverable. It then follows that it is logical for the quarrying industry to guarantee that the raw materials are available to meet these growth objectives set out in any LDP.</p>
1.07	<p>Minerals are a depleting asset and can only be worked where they occur. There has not been any significant increase in new permitted reserves granted planning permission in North Wales since the first Review RTS was published on 1st August 2014, and in Flintshire there has only been one minor extension to Maesmynnan sandpit. In some local authority areas there will be a shortfall of permitted reserves and this needs to be addressed within the LDP process.</p>
1.08	<p>The minerals industry has come forward with site specific allocations through the LDP Call for Sites, which amount to around 24 million tonnes of new crushed rock reserves, together with a small allocation for sand and gravel. If planning permissions are granted, on these proposed sites, this will be a significant contribution and mean that for the duration of the first two review periods of the LDP (10 years) the permitted reserves of aggregate will exceed the minimum recommended land-bank. That may still leave a technical shortfall towards the latter five years of the LDP period, however, the actual demand for mineral will be assessed by future reviews of the RTS. The criteria based LDP policies do not preclude unallocated sites coming forward, and the industry may offer further allocations in response to future reviews of the LDP.</p>
1.09	<p>The LDP is considered to be sound even if the full apportionment is not able to be incorporated from the outset of the plan period. The site specific allocations provided by industry provide a high degree of certainty that the development is deliverable, and it will make a substantial contribution towards the recommended apportionment. The Council is in discussion with other mineral operators concerning the provision of additional reserves at other existing sites within Flintshire which were not considered during the call for sites and these are capable of being included in a future review of the LDP, or the subject of planning applications. In addition, a planning application is coming forward in Denbighshire to provide around 5 million tonnes of new permitted crushed rock reserves at Denbigh Quarry, giving scope to enter a Statement of Common Ground with Denbighshire County Council to collaborate with the Council for the crushed rock</p>

	apportionment, as they do not need to make an allocation on account of holding substantial unworked permitted reserves. These matters will be included in background papers to be submitted as part of the evidence base to be provided to the Planning Inspectorate during the examination in public.																																																																														
1.10	Furthermore, Flintshire is able to collaborate with neighbouring authorities, and a Statement of Common Ground may be negotiated with Denbighshire with respect to crushed rock, who have adequate provision due to the presence of unworked permitted reserves. In addition, Flintshire is able to identify preferred areas for new mineral working at LDP review periods if the level of recommended permitted reserves looks like it will fall short of the requirements. A statement of common ground collaboration agreed at Planning Strategy Group on 18 th April 20019 is already in development with Wrexham CBC with respect to crushed rock and sand and gravel whereby Flintshire will provide their crushed rock aggregates and they provide a significant proportion of sand and gravel. This situation has arisen because all of the geology capable of producing crushed rock in Wrexham is of low quality or is constrained by the newly extended Area of Outstanding Natural Beauty in which there is a presumption of no new mineral workings.																																																																														
1.11	<p>Table A6 and A7 of Appendix A of the RTS sets out the required apportionment of crushed rock and sand and gravel for each of the North Wales planning authority areas. Sub-totals for North Wales and a total for all Wales is given, the difference being the subtotal for South Wales.</p> <p>Table A6: Apportionments, Reserves and Allocations for Sand & Gravel in North Wales</p> <table><tr><th>Local Planning Authority</th><th>New Annualised Apportionment for sand & gravel (mt)</th><th>Total Apportionment Required over 22 years (mt)</th><th>Existing Permitted Reserves at end of 2016 in mt</th><th>Minimum Allocation needed to meet Required Provision</th><th>Additional reserves at Dormant sites, 2016 (mt)</th></tr><tr><td>Denbighshire</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0</td></tr><tr><td>Flintshire</td><td>0.223</td><td>4.912</td><td>1.369</td><td>3.543</td><td>0.5</td></tr><tr><td>Wrexham</td><td>0.646</td><td>14.217</td><td>12.652</td><td>1.565</td><td>0</td></tr><tr><td>Conwy & Snowdonia NP</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0</td></tr><tr><td>Gwynedd</td><td>0.174</td><td>3.834</td><td>1.175</td><td>2.659</td><td>0</td></tr><tr><td>Isle of Anglesey</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0</td></tr><tr><td>Sub-totals, North Wales</td><td>1.044</td><td>22.963</td><td>15.196</td><td>7.767</td><td>0.5</td></tr><tr><td>Totals Wales</td><td>1.352</td><td>29.750</td><td>18.406</td><td>11.618</td><td>0.85</td></tr></table> <p>Table A7: Apportionments, Reserves and Allocations for Crushed Rock in North Wales</p> <table><tr><th>Local Planning Authority</th><th>New Annualised Apportionment for crushed rock (mt)</th><th>Total Apportionment Required over 25 years mt (30 years in Cardiff)</th><th>Existing Permitted Reserves at end of 2016 in mt</th><th>Minimum Allocation needed to meet Required Provision</th><th>Additional reserved at Dormant sites, 2016 (mt)</th></tr><tr><td>Denbighshire</td><td>0.860</td><td>21.500</td><td>21.710</td><td>0.000</td><td>0</td></tr><tr><td>Flintshire</td><td>3.359</td><td>83.968</td><td>48.040</td><td>35.928</td><td>1.41</td></tr><tr><td>Wrexham</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0.000</td><td>0</td></tr></table>	Local Planning Authority	New Annualised Apportionment for sand & gravel (mt)	Total Apportionment Required over 22 years (mt)	Existing Permitted Reserves at end of 2016 in mt	Minimum Allocation needed to meet Required Provision	Additional reserves at Dormant sites, 2016 (mt)	Denbighshire	0.000	0.000	0.000	0.000	0	Flintshire	0.223	4.912	1.369	3.543	0.5	Wrexham	0.646	14.217	12.652	1.565	0	Conwy & Snowdonia NP	0.000	0.000	0.000	0.000	0	Gwynedd	0.174	3.834	1.175	2.659	0	Isle of Anglesey	0.000	0.000	0.000	0.000	0	Sub-totals, North Wales	1.044	22.963	15.196	7.767	0.5	Totals Wales	1.352	29.750	18.406	11.618	0.85	Local Planning Authority	New Annualised Apportionment for crushed rock (mt)	Total Apportionment Required over 25 years mt (30 years in Cardiff)	Existing Permitted Reserves at end of 2016 in mt	Minimum Allocation needed to meet Required Provision	Additional reserved at Dormant sites, 2016 (mt)	Denbighshire	0.860	21.500	21.710	0.000	0	Flintshire	3.359	83.968	48.040	35.928	1.41	Wrexham	0.000	0.000	0.000	0.000	0
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	Gwynedd	0.955	23.867	28.540	0.000	0
	Isle of Anglesey	0.321	8.015	14.400	0.000	0
	Sub-totals, North Wales	6.695	167.366	175.19	35.928	1.66
	Totals Wales	18.872	479.816	670.850	94.101	34.20
	<p>Flintshire is required to make a minimum allocation to meet the required provision of 35.928 million tonnes of crushed rock and 3.543 million tonnes sand and gravel. The apportionments necessary for other local authorities are also presented. This is not an unreasonable apportionment, given that historically Flintshire typically sells in excess of three million tonnes of crushed rock per annum. Without an apportionment, at the current rate of extraction, the County is at risk of falling short of the required land-bank of 10 years crushed rock and 7 years sand and gravel during the LDP period, and therefore accommodating this apportionment it essential for continuity of supply of construction aggregates.</p>					
1.12	<p>In practice an apportionment of 36 million tonnes crushed rock is capable of being provided by modest extensions to three existing operational quarries and 3.5 million tonnes of sand and gravel is the equivalent of one modest sized sand pit. The emerging LDP has made site-specific allocations for 24 million tonnes of crushed rock at extensions to Hendre Quarry (Tarmac) near Rhydymwyn and Pant y Pwll Dwr Quarry (Cemex) near Pentre Halkyn, and 2.3 million tonnes sand and gravel at extensions to Ddol Uchaf Sand Pit, AfonWen (Breedon), and Fron Haul Sand Pit (Breedon), Nannerch, which represents a significant contribution to the apportionment.</p>					
1.13	<p>Flintshire is a major supplier of aggregates and has the largest volume of sales of all of the North Wales local authority areas. It plays a pivotal role in the provision of aggregates for the construction industry as its quarries and sand pits sell aggregates across North Wales and North West England. The reason for this is that construction aggregate minerals can only be worked where they occur, and the distribution is not uniform. High quality limestone only occurs in limited locations in North Wales, Lancashire, Derbyshire and Cumbria and in many instances these resources are heavily constrained, such as being in National Parks or designated Areas of Outstanding Natural Beauty. The resources in Flintshire are attractive on sustainability grounds because they are closer to the main markets and the principal transportation network than is the case for other North Wales Local Authorities.</p>					
1.14	<p>The RTS has factored in local demand and has sought to address any significant imbalances between authority areas, so that each authority is making a fair and proportional contribution to regional supply. It is considered that the recommendations of the RTS can be addressed within the current Local Development Plan or its first review.</p>					

2.00	RESOURCE IMPLICATIONS
2.01	Revenue: there are no implications for the approved revenue budget for this service for either the current financial year or for future financial years.
2.02	Capital: there are no implications for the approved capital programme for either the current financial year or for future financial years
2.03	Human Resources: there are no implications for additional capacity or for any change to current workforce structures or roles.

3.00	IMPACT ASSESSMENT AND RISK MANAGEMENT														
3.01	<p>Ways of Working (Sustainable Development) Principles Impact</p> <table> <tr> <td>Long-term</td><td>Positive: The RTS is ensuring that the pattern of supply of aggregate is sustainable.</td></tr> <tr> <td>Prevention</td><td>No Change</td></tr> <tr> <td>Integration</td><td>Positive. The requirements of the RTS will need to be incorporated in future revisions of the Council's Local Development Plan.</td></tr> <tr> <td>Collaboration</td><td>Positive. Collaboration with other Councils may be necessary to implement the requirements of the RTS. The RTS is prepared and implemented as a collaborative process with other Councils and the Aggregates Industry.</td></tr> <tr> <td>Involvement</td><td>Positive. The Council has a key part to play in maintaining an adequate supply of aggregates for long term local, regional and national consumption.</td></tr> </table> <p>Well-being Goals Impact</p> <table> <tr> <td>Prosperous Wales</td><td>Positive. A sustainable supply of locally sourced construction aggregates is essential to keep construction, infrastructure projects and repair and maintenance works costs to a minimum. Provides direct and indirect employment for the extraction, distribution and value added products.</td></tr> <tr> <td>Resilient Wales</td><td>Positive. A long term supply of construction aggregates is essential to</td></tr> </table>	Long-term	Positive: The RTS is ensuring that the pattern of supply of aggregate is sustainable.	Prevention	No Change	Integration	Positive. The requirements of the RTS will need to be incorporated in future revisions of the Council's Local Development Plan.	Collaboration	Positive. Collaboration with other Councils may be necessary to implement the requirements of the RTS. The RTS is prepared and implemented as a collaborative process with other Councils and the Aggregates Industry.	Involvement	Positive. The Council has a key part to play in maintaining an adequate supply of aggregates for long term local, regional and national consumption.	Prosperous Wales	Positive. A sustainable supply of locally sourced construction aggregates is essential to keep construction, infrastructure projects and repair and maintenance works costs to a minimum. Provides direct and indirect employment for the extraction, distribution and value added products.	Resilient Wales	Positive. A long term supply of construction aggregates is essential to
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		meet the demands of population and housing growth and consequential infrastructure.
	Healthier Wales	Positive and Negative. Aggregates supply the construction of housing and infrastructure which is essential for health, but the removal of countryside and local amenity harm may cause localised negative health impacts.
	More equal Wales	Positive. Locally sourced construction aggregates means that Wales is not dependent upon imports.
	Cohesive Wales	Positive. Locally sourced aggregates will supply growth aspirations of the Welsh Government and fulfil the emerging National Development Framework.
	Vibrant Wales	No Change. Aggregates contribute to the fabric of the built environment.
	Globally responsible Wales	Positive. Locally sourced aggregates minimises transportation and carbon emissions.
	<p>The Councils Well-being Objectives of Ambitious Council applies to the Second review RTS because it promotes economic growth and employment opportunities, and Green Council because it indirectly minimises transportation distances of aggregates. The other objectives do not apply.</p>	

4.00	CONSULTATIONS REQUIRED/CARRIED OUT
4.01	Distribution to key stakeholders, and a dissemination event to be held in Llandudno Junction on 15 th November 2019. The Council is a key consultee to the process.

5.00	APPENDICES
5.01	RTS Second Review Appendix A North Wales.

6.00	LIST OF ACCESSIBLE BACKGROUND DOCUMENTS
6.01	RTS Second Review Main Document.

	RTS Second Review Appendix A North Wales RTS Second Review Appendix B South Wales http://www.nwrawp-wales.org.uk/html/rtsreview2013.html
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7.00	CONTACT OFFICER DETAILS
7.01	Contact Officer: Gary Nancarrow, Manager Minerals & Waste Planning Telephone: 01352 703275 E-mail: gary.nancarrow@flintshire.gov.uk

8.00	GLOSSARY OF TERMS
	<p>Apportionment: A measure of the tonnage of aggregates which has been assigned to a given local planning authority to meet predicted need and has a responsibility to make provision for in the local development plan for the duration of the plan.</p> <p>Construction Aggregate: Quarried hard rock which has been crushed and Sand and Gravel, which are used for uses such as engineering fill, concrete, drainage media, pipe bedding and manufacture of bricks and blocks.</p>