

National and regional guidelines for aggregates provision in England 2001-2016

On 5th May 2006 the responsibilities of the Office of the Deputy Prime Minister (ODPM) transferred to the Department for Communities and Local Government.

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Note: This above publication was issued by our former department, the Office of the Deputy Prime Minister (ODPM). ODPM became Communities and Local Government **on 5 May 2006** - all references in the text to ODPM now refer to Communities and Local Government.

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The letter below was sent out on **Tuesday 10th June 2003**.

Minerals Policy Co-ordinators: Regional Planning Bodies (England)
Chief Planning Officers: Minerals Planning Authorities (England)
Directors (Planning): Government Offices for the Regions
Chairs and Secretaries: Regional Aggregates Working Parties (England)

Dear Colleague

Amendment Notice Concerning Minerals planning guidance note 6
"Guidelines for aggregates provision in England" (1994)

National and Regional Guidelines for Aggregates Provision in England:
2001 - 2016

I attach for your information and use a note setting out revised national and regional guidelines for the provision of aggregates in England for the sixteen-year period 2001-2016. The guidelines should be used in the preparation and revision of minerals development plans and in due course in the Local Development Frameworks to be prepared under the current Planning and Compulsory Purchase Bill. They should similarly be taken into account in revising Regional Planning Guidance and, in due course, preparing the new Regional Spatial Strategies provided for in the Bill. They replace the guidelines in Annex A of Minerals Planning Guidance Note 6 (MPG6) "Guidelines for Aggregates Provision in England", published in May 1994, the relevant parts of which are hereby cancelled.

The attached guidelines are based on the most up-to-date, publicly available, information and take account of responses to the public consultation on draft guidelines issued on **5 August 2002**. An electronic version is available on the planning policy web pages. A summary of the main themes that arose from the consultation is available on the ODPM web site.

The new guidelines are, at national level, 19% below the previous ones. The detailed position varies between individual regions, and may also be expected to vary in the detailed apportionments to individual mineral planning authorities. The guidelines are based on the assumption that recycled and other alternative materials will meet nationally 23% of total demand for aggregates over the period to which they apply. This reduction in the national guidelines for primary aggregates compared to those issued in 1994 should, in most cases, lead to less additional land being allocated for aggregates extraction in local authorities' minerals development plans.

Regional Planning Bodies (RPBs) in England should now apportion the regional guidelines to mineral planning authority areas, taking into account the advice of the Regional Aggregate Working Parties (RAWPs) and the likely environmental impacts of the implied extraction. RPBs should aim to complete the apportionment within 6 months of publication of these guidelines, and should inform the Minerals and Waste Planning Division of ODPM when the process is complete.

We will monitor the implementation and operation of the new guidelines. The results of this process will be made available on the ODPM website at least once per year. The guidelines will be kept under review, in consultation with the National Co-ordinating Group of the RAWPs and the RPBs. Their advice will be taken into account by the Secretary of State in deciding when they should next be revised.

Yours sincerely

L B Hicks

National And Regional Guidelines For Aggregates Provision In England, 2001-2016

Introduction

1. This note sets out revised national and regional guidelines for aggregates provision in England for the period 2001 to 2016 inclusive. It also indicates how the guidelines should be taken into account in the planning process, and outlines arrangements for future monitoring and review. From the date of its issue it is a material planning consideration.

2. The new guidelines replace those in Annex A of Minerals Planning Guidance Note 6 (MPG6) "Guidelines for aggregates provision in England", published in May 1994. For the sake of clarity and the avoidance of doubt, the sections of MPG6 that are now replaced are listed in Annex A to the present guidelines. All other parts of MPG6 remain in force until revised. These new guidelines will remain in force until further notice.

3. The new guidelines are set out in Table 1.

Table 1: National And Regional Guidelines For Aggregates Provision In England, 2001 - 2016 (Million Tonnes)

	Guidelines for land-won production		Assumptions		
New Regions	Land-won Sand & Gravel	Land-won Crushed Rock	Marine Sand & Gravel	Alternative Materials	Net Imports to England
South East England	212	35	120	118	85
London	19	0	53	82	6
East of England	256	8	32	110	8
East Midlands	165	523	0	95	0
West Midlands	162	93	0	88	16
South West	106	453	9	121	4
North West	55	167	4	101	50
Yorkshire & the Humber	73	220	3	128	0
North East	20	119	9	76	0
England	1068	1618	230	919	169

4. Differences between the new guidelines and the previous guidelines contained in MPG6 (1994) are summarised in Annex B, together with a summary of changes between the August 2002 consultation draft of the new guidelines and the final figures in Table 1. The new guidelines take account of a revised target of 60 million tonnes per annum by 2011 for alternative materials.

Sub-regional Apportionment of the Guidelines

5. Before the regional guidelines can be used in the preparation of minerals development plans they need to be broken down, as far as possible, to mineral planning authority (MPA) areas. This apportionment of the regional guidelines to sub-regional areas is the responsibility of the Regional Planning Body (RPB), taking into account advice from the mineral planning authorities (MPAs) and the Regional Aggregates Working Party (RAWP). In

some cases, notably in urban areas, where there are very limited remaining possibilities for the extraction of aggregates it may be necessary to make a single apportionment to two or more MPA areas.

6. It might be appropriate to carry out an initial sub-regional apportionment on the basis of recent production but to then examine possible alternatives before deciding on a preferred option. The likely environmental impacts of any additional extraction should be assessed in relation to the ability of the aggregate-producing areas concerned to absorb such impacts, especially impacts on areas of international and national landscape or conservation designations, and the impacts on the populations affected.

7. The new guidelines recommend generally lower levels of provision than the previous set issued in 1994. The RPB should consult its constituent MPAs and the RAWP to determine whether the regional guideline can be met at acceptable environmental cost. The results of this consideration, including a statement of reasons for reaching the conclusions, should be reported to ODPM.

8. The preparation of minerals development plans and, subject to the enactment of the [Planning and Compulsory Purchase Bill](#), development documents relating to minerals extraction within new-style development frameworks, provides the opportunity to test the environmental acceptability of the apportioned supply. (This is not a new requirement. It is already set out in MPG6 of 1994, paragraph 58). ODPM intends to provide advice in due course on how this process should comply with the statutory requirements of the Strategic Environmental Assessment Directive, which comes into force in 2004.

9. The First Secretary of State expects the sub-regional apportionment to individual MPA areas to be completed within 6 months of publication of these guidelines. RPBs should monitor progress, and inform the Minerals and Waste Planning Division of the Office of the Deputy Prime Minister when the process is complete, providing details of the apportionments. Once apportioned guidelines for all regions have been agreed, the First Secretary of State will circulate, and place on the ODPM website, a note setting these out.

10. At the earliest opportunity following the completion of the apportionment, the First Secretary of State expects:

- RPBs to take account of the new regional guidelines in Regional Planning Guidance/Regional Spatial Strategies;
- MPAs to take account of the relevant sub-regional apportionment in minerals development plans, and in due course, as appropriate to the tier of authority concerned, development documents within draft minerals development frameworks (MDFs), or dealing with minerals policies within local development frameworks (LDFs); and
- the regional guidelines and the sub-regional apportionments to be used by all stakeholders to inform the preparation and consideration of aggregate minerals planning applications, and in taking decisions on those applications.

11. The RPG/RSS and development plan processes will provide full opportunity for public participation in the testing of the regional and sub-regional guidelines.

Monitoring, Review and Revision

12. The testing, implementation and operation of the new guidelines will be monitored at national level by the Office of the Deputy Prime Minister (ODPM). This process will involve assessing the implications for the guidelines of changes in key assumptions as more up to date information and forecasts of construction activity become available. The results of monitoring will be made available, on the ODPM website at least once per year.

13. Matters for particular attention in monitoring will include evidence of trends in:

- construction activity within the economy;

- the use of alternatives to primary aggregates;
- amounts of aggregates used per unit of construction cost (known as "intensity of use");
- the proportion of crushed rock used relative to total primary aggregates used;
- the pattern of imports to England, including those from Wales; and
- the proportion of supply met by marine dredged sand and gravel in the light of the outcome of the determination of current licence applications.

14. As part of its commitment to planning, monitoring and managing the supply of aggregates, ODPM will keep the operation of these guidelines under review. The Secretary of State will decide, in consultation with the National Co-ordinating Group of the RAWPs and with the RPBs, when a revision of the guidelines should be undertaken.

**Minerals and Waste Planning Division
Office of the Deputy Prime Minister
10 June 2003**

Annex A: Those Parts Of MPG6 (1994) Affected By The Draft Revision Of The Guidelines

A1. For the sake of clarity and the avoidance of doubt, this annex identifies the parts of MPG6 (1994) that are directly affected by the revision of the guidelines and states the changes that will be required as a consequence. **All other parts of MPG6(1994) will remain in force until stated to be replaced by a later document.** The new text that will eventually replace MPG6 will refer to the principles and calculations set out in this Consultation Paper and Annex A. It is not intended to make any other changes to these guidelines in that document.

A2. The headings and paragraph numbers below are those used in the 1994 edition of MPG6:

Introduction

Background

Para 3 delete final sentence

Para 6 delete and replace by:

'The preparation of this Guidance Note and the Regional Guidelines has been informed by the work of the RAWPS.'

Para 7, 2nd line, delete 'primary'.

Delete final sentence

Para 8, 5th line, replace '2006' with '2016'

National Overview

Consumption

Delete paras 14 to 19, inclusive, replaced by revised guidelines and associated text.

Future demand for aggregates

Paras 21 and 22, and Figure 5, replaced by revised guidelines and associated text.

Para 26, last sentence, delete the words after 'England': "from 83% to 74% by 2001 and 68% by 2006".

Future Supply of aggregates

Para 23 delete 1st sentence and the word 'However' at beginning of second sentence.

Para 25 delete last two sentences (from 'So that options...') and Table 4

Para 27 delete 'at Annex A'.

Secondary aggregates and recycled materials

Delete para 41, replaced by the revised guidelines and associated text.

Development Plans

Aggregate provision policies in development plans

Para 58 lines 6 and 21 (last line) words 'at Annex A ' are deleted.

Implementation

Delete para 101, replaced in the revised guidelines.

Annex A

Para A1.1 1st sentence, replace '2006' with '2016'

Para A1.2 1st sentence, replace '...over the 15 year period to 2006' with over the 16 year period to 2001 to 2016'.

Delete paras A2.1 to A10.6, inclusive, replaced in the revised guidelines.

Annex B

Deleted, replaced by the text accompanying the revised guidelines

Annex C

Deleted, replaced by the revised guidelines and accompanying text.

Annex B: Changes from the 1994 guidelines and amendments made since the public consultation on the New Guidelines

Changes from the 1994 Guidelines

B1. Changes between the guidelines for England published in 1994 and the new guidelines are shown (expressed as average amounts per annum) in the following table:

Million tonnes per annum					
	Element of supply	1994 guidelines	New guidelines	% difference	
Guidelines	Land won sand and gravel	81	67	- 17	- 19
	Crushed rock	127	101	- 20	
Assumptions	Marine sand and gravel	21	14	- 33	
	Net imports to England	21	11	- 48	
	Alternative materials	35	57	+ 63	
Total		280	250	- 11	

These reflect an overall fall in national demand for aggregates and a substantial increase in use of alternatives to primary aggregates, notably construction and demolition waste.

B2. MPG6 (1994) indicated that the target for use of secondary/recycled materials in England was 55 million tonnes per annum by 2006. The guidelines in the present paper assume the revision of the target to 60 million tonnes per annum by 2011.

Changes since the public consultation

B3. Draft guidelines were published for consultation on **5 August 2002**. Details of the draft guidelines and the method and assumptions used to prepare them can be found on the ODPM web site.

B4. Changes since the August 2002 consultation figures arise from:

- comments made by industry and others that more recent forecasts of construction activity should be used. The forecasts of construction activity were, therefore, updated from 2001 to 2002. The 2002 construction activity forecasts were higher because they reflected an increase in Government Investment Plans, implying higher spending on construction that, in turn, contributes to increased national and regional guidelines;
- incorporation of the results of a survey of construction and demolition waste used as aggregate which became available during the consultation period. These demonstrated a substantial increase in use of those materials since the previous survey in 1999. A survey of other alternatives found a very small increase in their use and those results have also been taken into account;
- an improved, higher, estimate of net imports to England from countries other than Wales;
- data on the share of primary aggregates contributed by marine sand and gravel according to the results of the Annual Minerals Raised Inquiry for 2001 (see endnote 1) which became available during the consultation period; and
- data from the Aggregate Minerals Survey 2001 which contributed to the alteration in the regional demand forecasts and, consequently, to the regional guidelines.

B5. As a result of these amendments, the main differences between the draft (2002) and final (2003) guidelines for England are:

- an increase for sand and gravel from 58 to 67mtpa and for crushed rock from 84 to 101mtpa;
- an increase in the assumed contribution of alternatives to primary aggregates from 52 to 57 mtpa;
- an increase in assumed net imports from 8 to 11mtpa; and
- an increase in the assumed contribution of marine sand and gravel from 11 to 14 mtpa.

B6. A summary of the main themes that arose from the public consultation can be found on the planning web pages.

Endnotes

1. National Statistics 2002 Great Britain Series *PA1007 Minerals Extraction In Great Britain 2001*. TSO (London) ISSN 1461-8117.

