



Telford & Wrekin  
Co-operative Council

Protect, care and invest  
to create a better borough

# Telford and Wrekin Local Plan Review

## **PUBLICATION PLAN** Minerals Technical Paper



2020 - 2040



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## 1 Introduction

**1.1** Telford and Wrekin Council is a Unitary Authority and as such acts as the Mineral Planning Authority (MPA) for the borough. As the MPA, Telford and Wrekin Council are responsible for planning for the provision of minerals within the borough in order to maintain an adequate supply for the district's needs.

**1.2** The Council, along with Shropshire Council, operate as a joint minerals planning area to establish whether this a shortage or surplus of supply of minerals aggregate in Local Development Plans across Shropshire.

**1.3** This paper provides an overview of the minerals found within joint minerals planning area, and Telford and Wrekin in particular, and the process used to plan for their efficient use over the period of the Local Plan.

**1.4** Minerals are a finite resource and can only be worked where they arise. However, as the extraction and processing of minerals can have significant effects on local amenity and the environment. Therefore, it is important that an appropriate balance is found between the need for the extraction of minerals, the need to safeguard mineral reserves and the potential impact that the working of minerals has on local communities and the environment.

**1.5** This technical paper should be read alongside additional background documents, including the latest version of the Shropshire and Telford & Wrekin Local Area Aggregates Assessment. These have been referred to and quoted where relevant. It does not intend to repeat what is contained in these other documents.

**1.6** For assistance in reading this paper it is helpful to clarify what the following terms mean:

- **Reserves, mineral reserves and permitted reserves** refer to a resource which has a valid planning permission for working that mineral. Without a valid planning permission, no mineral working can legally take place and the inherent value of a resource cannot be released. These reserve/permitted areas have undergone appropriate assessments by the operators to demonstrate that the quality and quantity of the mineral can be estimated to a level of confidence which could justify planning permission being granted.
- **A landbank** is a stock of planning permissions and is commonly quoted for aggregates. It is composed of the sum of all permitted reserves at active and inactive sites at a given point in time.

## 2 National Planning Guidance

**2.1** National planning policy and guidance relating to mineral planning is set out within Chapter 17 of the National Planning Policy Framework (NPPF) and the Minerals section of National Planning Practice Guidance (NPPG). The key objective of NPPF and NPPG is to ensure that Minerals Planning Authorities (MPAs) plan for an adequate and steady supply of minerals to provide the infrastructure, buildings and goods that society, industry and the economy needs. The NPPF and NPPG ensure that this is done in accordance with the principles of sustainable development.

**2.2** The NPPG indicates that in preparing local plans MPAs should plan for the steady and adequate supply of minerals in one or more of the following ways (in order of priority):

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1. **Designating Specific Sites** – where viable resources are known to exist, landowners are supportive of minerals development and the proposal is likely to be acceptable in planning terms. Such sites may also include essential operations, such as processing capacity, associated with mineral extraction.
2. **Designating Preferred Areas** – which are areas of known resources where planning permission might be anticipated. Such areas may also include essential operations associated with mineral extraction; and/or
3. **Designating Areas of Search** – areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply.

**2.3** As minerals are a finite resource, the NPPG also indicates that MPAs must identify minerals within their areas and adopt mineral safeguarding policies to protect against the sterilisation of such resources by other development such as housing or employment uses.

## 3 Shropshire and Telford & Wrekin Local Area Aggregates Assessment

**3.1** The joint minerals planning area of Telford & Wrekin and Shropshire is a leading producer of **crushed rock** in the West Midlands, producing about one third of the regions total.

**3.2** Telford & Wrekin's contribution to the current guideline is met by the working site at Leaton quarry. The current guideline for crushed rock production in Telford & Wrekin and Shropshire is 3.01 million tonnes per year. The latest available data indicates a 10-year annual trend for crushed rock sales in Telford & Wrekin and Shropshire of 2.36 million tonnes and the three-year trend of 2.81 million tonnes.

**3.3** The landbank of permissions for crushed rock working has remained consistently above the minimum target level of 10 years. The permitted landbank of permissions was equivalent to about 39.40 years' production in 2019. Therefore, there are already sufficient permitted crushed rock resources to maintain a 10-year landbank at the end of the plan period (2040).

*Table 5: Shropshire Crushed Rock Reserves and Landbank 2008-2018*

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Crushed Rock Reserves (mt)	116.02	115.95	113.90	110.07	124.84	113.86	109.55	104.05	114.44	113.20	100.32
Crushed Rock Landbank (years)	39.34	39.32	38.62	37.32	42.32	38.60	46.42	43.54	47.88	45.83	39.46
Minimum Landbank Required (years)	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00	10.00

**\*source – Shropshire & Telford Local Area Aggregates Assessment 2019**

**3.4** The landbank of permissions for **sand and gravel** working has remained consistently above the minimum level required by NPPF of 7 years. The permitted landbank was equivalent just over 16 years' production in 2018. In taking planning decisions, Shropshire Council has responded positively to both planned and windfall applications to release more material to maintain productive capacity of the area.

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Table 3: Sand & Gravel Reserves and Landbank 2008-2018

	2008	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018
Sand & Gravel Reserves (mt)	12.23	14.40	13.77	13.55	12.86	13.95	12.27	10.43	11.69	11.34	10.93
Sand & Gravel Landbank (years)	14.91	17.56	16.79	16.52	17.38	18.85	17.45	15.05	16.94	16.70	16.10
Minimum Landbank Required (years)	7.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00	7.00

**\*source – Shropshire & Telford Local Area Aggregates Assessment 2019**

## 4 Cross Boundary Duty to Cooperate

**4.1** The Council regularly attends the West Midlands Aggregates Working Party (WMAWP) meetings.

**4.2** This party was established in the early 1970s as technical groups to advise the Government on aggregates demand and supply issues. The WMAWP is composed of representatives from minerals planning authorities, the aggregates industry, The Environment Agency, Non-Government Organisations (NGO's) and Government representation. The group reviews and advises on individual LAA documents before they are published.

**4.3** Having regard to its Duty to Cooperate, the Council has undertaken extensive engagement with a range of bodies to help inform Local Plan policy. The Duty to Cooperate paper (4) sets out in detail how the Council has discharged this duty. From the perspective of minerals planning, the Council has been in discussions with Shropshire Council and Staffordshire Council in respect of mineral supply and demand. Discussions, email exchanges and meetings have also taken place with both the Coal Authority and the minerals industry operators too.

**4.4** The Council has also shared a copy of the draft Telford & Wrekin Local Plan with the WMAWP group for comment as part of the consultation phase. No comments were directly made on the document. A further presentation of the Councils position and evidence base was made to the WMAWP in 2023. This formed part of the duty to cooperate process and following the presentation a Statement of Common Ground was signed between the Council and the WMAWP which had no outstanding issues. **Permitted minerals extraction sites in Telford and Wrekin Borough**

**4.5** The table below sets out the permitted mineral development sites in the borough. It includes provision of crushed rock and brick clay. The site at Leaton Quarry has an approved application to extend the quarry production for another 10 years.

Site	Operator	Mineral type
Leaton Quarry Breedon Southern Limited SJ 618 113	Breedon Southern Limited	Crushed rock
New Hadley Quarry	Michelmersh Brick Holdings	Brick clay



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## 5 Call for Sites

**5.1** As part of the local plan review, we received two call for site submissions promoted for minerals extraction; Pave Lane and (south of Newport) an extension to Woodcote Wood Quarry which is located in Shropshire.

**5.2** The Pave Lane site has previously come forward as a submission to the Telford & Wrekin Local Plan (2018) and as a planning application (TWC/2016/0437). The Council successfully demonstrated that the site was not required as an allocation due to a land bank of 14.91 year's sand and gravel - this has now increased to 16.10 years. The site was also turned down at appeal on the grounds that there was no need for minerals and the proposal would result in an uncontrolled oversupply of mineral provision.

**5.3** Both sites were not allocated for minerals extraction due to the level of mineral extraction already exceeding the outlined land bank requirements in the Local Aggregates Assessment, as referenced above. Therefore, the need for these sites was not identified that would have been required to bring them forward. that would have required bringing them forward for allocation.

**5.4** However, it is **important to note that these sites have not been allocated for another use and the land has, therefore, not been sterilised**. Therefore, minerals extraction is an option if needed to come forward in the future.

## 6 Local Plan Policies

**6.1** Arising out of the analysis of local factors, the Council has drafted a suite of objectives, aims and policies in the Local Plan consistent with its role as a mineral planning authority.

**6.2** All local authorities, including Telford & Wrekin, should use the plan making process to increase the supply of recycled aggregate minerals.

**6.3** The Council has reviewed its Local Plan without the need to set a strategic statement of commitments in relation to the supply of new minerals or site allocations. The Council has, in the Telford & Wrekin Local Plan, proposed policies to manage its existing stocks of minerals and safeguard future supply. These are as follows:

- **Policy ML1 Mineral safeguarding** - which sets out the Council's approach to safeguarding mineral resources for future generations.
- **Policy ML2 Maintaining Aggregated Supplies** - which sets out criteria for any proposed minerals extraction site.
- **Policy ML3 Mineral development** - which applies a locally distinctive set of criteria for all mineral development proposals.

**6.4** Acknowledging the borough's historic mining legacy, **Policy ML4 Land stability** sets out the Council's approach to managing new development within former coal and limestone mining areas.

**6.5** Other policies in the Local Plan directly support the aims of the Local Plan with regard to managing mineral resources. These include: **Policy HO12 Residential development in the rural area** which serves to restrict where new housing will be directed as a means, in part, to safeguard the borough's rural minerals resource; **Policy DD5 Waste planning for residential**

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**development;** and **Policy DD6 Waste planning for commercial, industrial and retail developments** which seeks to promote recycling and re-using existing materials to reduce the demand for minerals.

**6.6** The Minerals Safeguarding Area has not been applied to the urban area of Telford or Newport as these areas are now either predominantly residential in nature, with extensive areas of protected green space and employment uses. It is clear that opportunities for further extract of minerals has been universally sterilised by development or policy protection of important green spaces.

## 7 Conclusion

**7.1** The Council takes the view that its approach to planning for minerals is consistent with national policy and takes full account of regional, sub regional and local issues around supply and demand.

**7.2** The Council has prepared an evidence base and assessed its policies against government policy, namely the Local Area Aggregates Assessment document. Local factors show that it is not necessary to plan for new minerals allocations and, further, that the minerals safeguarding area should not be applied to the urban areas of the borough.