



Telford & Wrekin
Co-operative Council

Protect, care and invest
to create a better borough

Telford and Wrekin Local Plan Review

Submission Version

Minerals Topic Paper - Update



2020 - 2040



September 2025



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Minerals Topic Paper - Update

1 Introduction

Update - This paper is an update of the January 2025 minerals topic paper released to support the regulation 19 consultation of the Telford and Wrekin Local Plan. The paper is informed by an updated Local Area Aggregates Assessment (LAA) (2025) for the Shropshire and Telford minerals planning area. The LAA 2025 has been prepared using 2023 survey data as the most up to date and available source of information. This document should be read alongside the LAA 2025.

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

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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):

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.

2.4 Paragraph 226 of the NPPF states that MPAs should ensure they facilitate the supply of minerals within their area this includes:

- Forecasting future demand on a rolling 10 year average
- Maintaining a 7 year land bank for sand and gravel and a 10 year landbank for crushed rock.

3 Shropshire and Telford & Wrekin Local Area Aggregates Assessment (2025)

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 The LAA provides for two demand forecasts for crushed rock and sand and gravel, these include:

- A primary forecast – this is based on 10 year sales average
- A secondary forecast – this is based on a 3 year sales average

Sand and gravel

3.3 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 (primary forecast) was equivalent just over 22.84 years' production in 2025. The secondary forecast demonstrates 17.17 years-worth of landbank for sand and gravel. 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 1: Forecast of Future Demand and Supply of Sand & Gravel Aggregates in Shropshire – Draft Telford & Wrekin Local Plan Period

Plan Period (2020-2040)	Demand	Sand & Gravel Production Requirement over the Plan Period (2020-2040), based on the 10-year average sales data (at 1 st January 2024):	17.60mt
	Supply	Aggregates Already Produced during the proposed Plan Period (2020-2023):	4.40mt
		Existing Permitted Reserves (at 1 st January 2024) workable from 2020-2040:	14.34mt
		Development Plan Allocation Reserves* (at 1 st January 2024) workable from 2020-2040:	4.24mt
		Total Permitted/Allocated Production Potential to 2040:	22.98mt
	Balance	Surplus/ Shortfall – Production Requirement Over Period 2020-2040:	5.38mt surplus
Landbank Requirement (2040)	Demand	Landbank Required at end of the Plan Period (2045), based on the 10-year average sales data (as at 1 st January 2024):	6.16mt
	Supply	Surplus from Plan Period:	5.38mt
		Existing Permitted Reserves (at 1 st January 2024) workable after 2040:	5.73mt
		Development Plan Allocation Reserves* (at 1 st January 2024) workable after 2040:	0.80mt
		Total Permitted/Allocated Production Potential after 2040:	11.91mt
	Balance	Surplus/ Shortfall – Landbank Required at 2040:	5.75mt surplus
Informatives: <i>*Capacity of Development Plan allocations reflect most recent estimates.</i> <i>**Known potential windfall capacity is not included within this table but has the potential to complement the identified supply, subject to planning permission being granted for the associated mineral working. It is considered that if potential windfall opportunities are ultimately approved, then delivery of permitted reserves and/or Development Plan Allocations may be later than currently forecast.</i>			

***source – Shropshire & Telford Local Area Aggregates Assessment 2025**

3.4 Table 1 demonstrates that sufficient sand & gravel aggregate that is workable over the period from 2020 to 2040 exists to meet the production requirement for this same period. This shows a surplus of 5.38 million tonnes. It also demonstrates that sufficient additional reserves exist to demonstrate the necessary 7 year landbank at the end of this period, showing a surplus of 5.75 million tonnes. Importantly, Table 2 does not include known potential windfall capacity which may emerge to complement the committed supply identified in Shropshire.

Crushed rock

3.5 Telford & Wrekin's contribution to the current guideline is met by the working site at Leaton quarry. The latest available data indicates a 10-year annual sales average for crushed rock sales in Telford & Wrekin and Shropshire of 2.98 million tonnes and the three-year sales average of 2.73 million tonnes.

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3.6 The landbank of permissions for crushed rock working has remained consistently above the minimum target level of 10 years. The permitted landbank of permissions (in the primary forecast) was equivalent to about 26.07 years' production in 2025. For the secondary forecast this increased to 28.44 years. Therefore, there are already sufficient permitted crushed rock resources to maintain a 10-year landbank.

Table 2: Forecast of Future Demand and Supply of Crushed Rock Aggregates in Shropshire – Draft Telford & Wrekin Local Plan Period

Plan Period (2025-2045)	Demand	Crushed Rock Production Requirement over the Plan Period (2020-2040), based on the 10-year average sales data (at 1st January 2024):	59.57mt
	Supply	<i>Aggregates Already Produced during the proposed Plan Period (2020-2023):</i>	<i>11.48mt</i>
		<i>Existing Permitted Reserves (at 1st January 2024) workable from 2020-2040:</i>	<i>54.26mt</i>
		Total Permitted/Allocated Production Potential to 2040:	65.74mt
	Balance	Surplus/Shortfall – Production Requirement Over Period 2020-2040:	6.17mt
Landbank Requirement (2045)	Demand	Landbank Required at end of the Plan Period (2045), based on the 10-year average sales data (as at 1st January 2024):	29.79mt
	Supply	<i>Surplus from Plan Period:</i>	<i>6.17mt</i>
		<i>Existing Permitted Reserves (at 1st January 2024) workable after 2040:</i>	<i>23.41mt</i>
		Total Permitted/Allocated Production Potential after 2040:	29.58mt
	Balance	Surplus/Shortfall – Landbank Required at 2040:	0.21mt deficit
Informatives: <i>*Known potential windfall capacity is not included within this table but has the potential to complement the identified supply, subject to planning permission being granted for the associated mineral working. It is considered that if potential windfall opportunities are ultimately approved, then delivery of permitted reserves may be later than currently forecast.</i>			

3.7 Table 2 demonstrates that sufficient crushed rock aggregate that is workable over the period from 2020 to 2040 exists to meet the production requirement for this same period. It also demonstrates that the required 10 year landbank at the end of this period would largely be available. Importantly, Table 8.2 does not include known potential windfall capacity which may emerge to complement the committed supply identified in Shropshire.

3.8 Given the identified shortfall to the landbank at the end of the proposed plan period is so minor; the time period involved (a 10 year landbank in over 15 years' time); the potential for additional windfall supply to arise; and the expectation that Local Plans are reviewed every five years, it is not considered necessary to identify additional supply at this stage. However, the crushed rock aggregate landbank should be monitored to inform future review processes.

4 Cross Boundary Duty to Cooperate

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

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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 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 AWP at Regulation 19. Comments from consultees at the Regulation 19 have been considered as part of proposed modifications.

4.5 The Shropshire and Telford LAA (2025) was circulated for comments with the AWP in May 2025. A number of comments were received which have been considered in final drafting of the LAA. A schedule of comments and responses have been included in Annex A below.

Permitted minerals extraction sites in Telford and Wrekin Borough

4.6 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

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 22 years based on a 10 year average. 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.

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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 for allocation.

5.4 However, it is **important to note that these sites have not been allocated for any other uses and the land has, therefore, not been sterilised**. Therefore, minerals extraction is an option if needed to come forward in the future, when considering the need for new supply.

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 and 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 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.

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6.7 A modification has been proposed to minerals policy ML1 Minerals safeguarding. this includes an additional criteria has been added to clarify that where sites have been allocated in the Local Plan prior extraction will only be permitted where it can be demonstrated that it does not impact the delivery of housing against the Local Plan trajectory. This is to provide certainty to the delivery of housing numbers in the plan.

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 2025 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.

8 Annex A - Summary of WMAWP comments to Shropshire and Telford LAA (2025)