

APPENDICES

The following are the 'Overall strategy' policy and the Minerals policies contained in the Berkshire Structure Plan 1991-2006, adopted in November 1995.

Overall strategy for Berkshire

- Policy OS1 The overall strategy of the Plan is to seek sustainable development and improvement to the quality of life in Berkshire by pursuing the following objectives:
- (i) to restrain development to levels that respect the limits set by environmental, infrastructure and other constraints upon the development of land;
 - (ii) to give priority within (i) to meeting Berkshire's economic and social needs, including the provision of low-cost housing and wider employment opportunities;
 - (iii) to protect and enhance the character and quality of Berkshire's landscape, environment and heritage;
 - (iv) to steer development to locations which minimise the need for travel and can be well served by public transport;
 - (v) to conserve natural resources;
 - (vi) to minimise pollution;
 - (vii) to seek improvements to infrastructure, services and amenities;
 - (viii) to promote an appropriate balance between all forms of transport by continuing to develop an integrated transport strategy.

Minerals: Reconciling the conflicts of interest

- Policy M1 In making provision for mineral extraction, the County Council will seek to balance the need for extraction with the need to protect living conditions and the environment generally.

Meeting the demand for aggregates: Towards a more sustainable approach

- Policy M2 The County Council will seek to promote an environmentally sustainable approach to minerals planning, in particular by preventing the wasteful use or sterilisation of minerals resources; by encouraging the use of secondary and recycled aggregates; and by seeking to secure future levels of mineral production that respect the nature and scale of environmental constraints in the County.
- Policy M3 The County Council will seek to provide an appropriate contribution to meeting national, regional and local demands for minerals, compatible with the environmental capacity of the County and with the aims of Policy M2. This will be implemented by seeking to maintain a sand and gravel landbank of suitable size and duration, having regard to prevailing Government advice.

Areas for Mineral Working

Policy M4 The County Council will identify areas, known as 'Preferred Areas', where (subject to various detailed considerations) the extraction of sharp sand and gravel will normally be allowed. Extraction elsewhere will not normally be allowed. Outside the Preferred Areas, the Council will resist applications for extraction in areas subject only to local planning constraints, will strongly resist applications for mineral working in areas subject to constraints of County importance (including areas protected under other policies in this Plan), and will resist particularly strongly applications for mineral extraction in areas subject to constraints of recognised national importance.

Consideration of planning applications

Policy M5 Within the framework of Policy M4 mineral extraction will normally be permitted only if the County Council is satisfied that:

- (i) the need for the mineral outweighs all adverse environmental and other impacts of the proposal;
- (ii) a satisfactory scheme for the working and restoration of the site has been agreed, including details of lorry haul routes, in order to minimise the impact on living conditions;
- (iii) the land will be promptly restored to a high standard for an agreed after-use; and
- (iv) the proposals for restoration, aftercare and after-use of the site make provision for suitable environmental and (wherever appropriate) other public benefits.

Importation as an alternative to local sand and gravel extraction

Policy M6 The County Council recognises that the use of imported primary aggregates will continue to be necessary until secondary materials can be substituted and/or demand is reduced to an appropriate level. The County Council will in principle support the development of new rail terminals for importing additional primary or secondary aggregates into Berkshire, subject to there being no overriding environmental or other objections and to satisfactory protection of living conditions.

- 1 *The following are extracts from MPG6 'Guidelines for Aggregates Provision in England', published by the Department of the Environment in April 1994.*

Future supply of aggregates

"At present it is estimated that the traditional sources of supply in England and Wales (sand and gravel pits, quarries producing crushed rock) have existing levels of consented reserves totalling some 6,400mt, of which over 4,000mt could be worked in the next 15/20 years. However, whilst the aggregate resource base is not finite in any geological sense the Government takes the view that future sources of aggregates are likely to become increasingly constrained in terms of the country where they can be acceptably worked.

"The Government has therefore considered a number of alternative supply sources. These include marine dredged aggregates, coastal superquarries and secondary and recycled aggregates. And it has considered the views which have been expressed about the merits and availability of the alternative sources of supply. Whilst these alternative sources of supply may offer some environmental advantages, the Government recognises that they too have environmental implications which need to be considered. Furthermore for technical and economic reasons the availability of such materials may be restricted particularly in the early part of the period to which this Guidance Note applies.

"Nevertheless, in order to meet the aims of this Guidance Note in a way which is consistent with the principles of sustainable development, the Government has concluded that a gradual change from the present supply approach is called for, so that over time less reliance will be placed on the traditional land won sources. The Government recognises that over the period of this Guidance Note a substantial proportion of aggregates demand will need to be met from the traditional sources. But alternatives are expected to make an increasing contribution to supply. So that options for future supply from alternative sources are not foreclosed by long term land won provision, the Government has concluded that provision should be made now for the period to 2006 only. In the light of this assessment the Government has concluded that the provision to be made is as set out in Table 4 [as follows]:

SOURCE	1992-2006	
	SUPPLY (bn tonnes)	% OF TOTAL
Land won provision in England	3.11	73
ASSUMPTIONS FOR OTHER SOURCES		
Marine dredged sand and gravel	0.32	7
Imports from outside England and Wales	0.16	4
Imports from Wales	0.16	4
Secondary and recycled	0.53	12
TOTAL	4.28	100

"It is important to note that future levels of demand are inevitable uncertain and the balance between land won provision and other sources of supply cannot be predicted with any certainty, neither can the balance between the various other sources such as marine dredged sand and gravel, secondary and recycled material imports from Wales, and imports from

outside England and Wales. It is also important to note that the planning system provides flexibility and scope for the market to respond. Thus if circumstances change, requiring a change in assumptions, the provision to be actually made can be adjusted. Consequently the figures contained in these Guidelines are not targets but are indicative figures for the purposes of preparing development plans and the administration of development control. Nevertheless a broad objective of this Guidance Note is to reduce the proportion of supply from primary land won sources in England from 83% to 74% by 2001 and 68% by 2006."

(MPG6 – paragraphs 23 to 26. Original punctuation and syntax.)

Regional guidelines for South East England

***Current patterns of supply and production** In 1989, the last year for which Aggregate Minerals Survey information is available, the South East produced almost 40% of its aggregates consumption, 4% of which is from crushed rock sources, 25% from land sourced sand and gravel and an assumed 10% from secondary/recycled material. The remaining 63% of consumption was met from: imported crushed rock (42%); marine dredged sand and gravel (18%); and imports of sand and gravel from adjoining regions (3%). 5% of sand and gravel production and 9% of crushed rock production was exported to other regions.

***Future demand** Over the 15 year period to 2006 there is likely to be a demand from within the region for approximately 1270mt of aggregate materials. Other regions are likely to make demands on the region for an additional 30mt of primary aggregates.

***Guidelines for land won primary aggregates** On the basis of the anticipated demand in the region and demands from other regions the South East will need to produce 450mt of aggregate material from primary won land sources *[sic]* within the region. 420mt of this is anticipated to be sand and gravel and 30mt crushed rock. About 7% of the sand and gravel production is anticipated to be exported, principally to the South West region. **MPAs in the region should make provision in their development plans for 420mt of sand and gravel and 30mt of crushed rock, over the period 1992-2006 [original emphasis].**

***Assumptions about imports from other regions** The Department has assumed that 300mt of the region's aggregates supply will be imported from other regions of England, principally the South West and East Midlands. the majority of these imports will be crushed rock.

***Assumptions about other sources of supply** So that the context of the guidelines can be understood, the Department has made a number of broad assumptions about supplies from other sources. These are that 550mt of aggregates supply will come from sources other than primary land based production in England. Of this supply it is assumed that about 260mt may be provided from marine dredged sources, 145mt may be provided by imports from outside England and Wales, 5mt by imports from Wales, and 140mt may be provided from secondary and recycled material.

***Landbanks** Landbanks in the South East will be based on the provision in minerals local plans that reflect the sub-regional apportionment of these guideline figures made by SERPLAN as described in paragraph 81 of this Minerals Planning Guidance Note. Alternatively where plans do not reflect these guidelines the landbank should be based on the apportionment as set out in the appropriate guidance from SERPLAN."

(MPG6 Annex A, paragraphs A3.1 to A3.6)

2

The following are extracts from SERPLAN document RPC 2705: 'Aggregates Apportionment – The sub-regional apportionment of the regional sand and gravel requirement in MPG6' (formally agreed by SERPLAN in December 1994, and published in the same month)

"SERPLAN has considered the sub-regional apportionment of the sand and gravel figure [for the South East region given in the April 1994 version of MPG6]. Following discussion of the options and consideration of the views of SERAWP, SERPLAN proposes that the new sub-regional apportionments should be derived by reducing the [previous] MPA apportionments by 10%, rounded to the nearest 0.1 mtpa, as set out below.

County	All sands and gravels		County	All sands and gravels	
	Previous apportionment (mtpa)	New apportionment (mtpa)		Previous apportionment (mtpa)	New apportionment (mtpa)
Bedfordshire	2.2	2.0	Hertfordshire	2.7	2.4
Berkshire	2.5	2.3	Kent	3.5	3.2
Buckinghamshire	1.3	1.2	London	1.0	0.9
East Sussex	0.4	0.3	Oxfordshire	2.2	2.0
Essex	6.9	6.2	Surrey	3.8	3.4
Hampshire	3.0	2.7	West Sussex	1.6	1.4
			TOTAL	31.1	28.0
			SE Region		

"Although this new apportionment results in a reduced level of provision for each MPA, some authorities have indicated that their levels of apportionment, when tested through the Minerals Local Plan process, may prove incapable of being realised for the whole of the guidance period. Paragraph 58 of MPG6 states that MPAs, in drawing up MLPs, should pay due regard to the regional guidance figures, but adds that 'the preparation of development plans provides an important opportunity to test the practicality and environmental acceptability at the local level of the guidelines figure'. SERPLAN therefore gives the following undertaking:

'MPG6 accepts that the apportionments represent guidance, are not inflexible, and are for testing through the Minerals Local Plan process. If this process demonstrates that an MPA is unable to meet its apportionment in full for the whole of the guidance period, SERPLAN undertakes (in consultation with SERAWP) to review the provision within the overall regional guidance figure.'

"Annex B of MPG6 recommends to MPAs that 'sand and gravel provision should remain at similar levels throughout the period covered by these guidelines', but accepts that 'local circumstances such as availability of resources, planning constraints and present levels and capacity of production should be taken into account when apportioning the MPA guidelines over time'. SERPLAN takes the view that a steady level of supply should be the norm. However, local circumstances in parts of the South East could suggest that provision levels might need to be varied during the guidance period; such variations would need to be justified through the Minerals Local Plan process."

(RPC 2705, paragraphs 5, 7 and 8)

3

The following are extracts from the *'Regional Commentary for the South East'* published by SERAWP in January 1992, as part of the process which led to the issue of the latest (1994) version of MPG6.

"The key constraints affecting the future supply from local land-won sand and gravel are its environmental impacts and consequences. The SERPLAN regional strategy states: 'The level of development envisaged in the Strategy and the weight given to environmental constraints should ... be major factors in the shaping, through regional arrangements, of policies for aggregates supply and for the restoration and after-use of extraction sites'. For these reasons, SERPLAN officers consider that the future level and pattern of aggregates supply should reflect the three key principles of demand management, supply-led distribution patterns and a shift in supply to sea-borne sources in the longer term ... In SERPLAN's view, the area of land affected by extraction of sand and gravel, the need to conserve sensitive resources and the environmental concerns arising from extraction in heavily populated areas all point to growing difficulties in maintaining, let alone increasing, the level of output set out in the existing [1989] guidance. The aggregates industry representatives on SERAWP do not accept this view."

(Commentary, paragraphs 4.6-4.7)

"Assessment of the environmental impacts of the extraction and transport of aggregates has concluded that all of the types of material used have an adverse impact. Continuation of the present level of land-won sand and gravel extraction is likely to prove increasingly difficult to sustain over time ... For the longer term, environmental constraints on nearly all the sources of supply will grow ... This points to the need for some fresh thinking about both demand and supply."

(Commentary, paragraphs 5.14-5.15)