



Kirklees Local Plan

Technical Paper: Minerals

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1.0 Introduction

- 1.1 Kirklees Council is a Unitary Authority and as such acts as the Mineral Planning Authority (MPA). As the MPA, Kirklees Council is responsible for planning for the provision of minerals within the district in order to maintain an adequate supply for the district's needs. This paper provides an overview of the minerals found within Kirklees and the process used to plan for their efficient use over the period of the Local Plan.
- 1.2 Minerals are a finite resource and can only be worked where they arise. However, as the extraction and processing of mineral can have significant effects on local amenity and the environment 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.
- 1.3 Various sources of information have been used to inform this paper including annual monitoring reports produced by the Yorkshire and Humber Aggregates Working Party (YHAWP), The West Yorkshire Local Aggregates Assessment (WYLAA) and plans and documents produced by the British Geological Survey (BGS). A list of such documents is included at the end of this paper and should be read in conjunction with this document.

2.0 National Policy and Guidance

- 2.1 National planning policy and guidance relating to mineral planning is set out within Chapter 13 of the National Planning Policy Framework (NPPF) and the Minerals section of National Planning Practice Guidance (NPPG). Essentially the key objective of NPPF and NPPG is to ensure that Minerals Planning Authorities (MPAs) plan to for an adequate and steady supply of minerals to provide the infrastructure, buildings and goods that society, industry and the economy needs and 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):
 - **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 associated with mineral extraction;
 - **Designating Preferred Areas** - which are areas of known resources where planning permission might reasonably be anticipated. Such areas may also include essential operations associated with mineral extraction; and/or

- **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.

3.0 Local Policy

- 3.1 The current development plan (The Kirklees Unitary Development Plan (UDP)) was adopted in 1999 and contains specific policies relating to minerals within the Kirklees District. In 2007 the then Secretary of State put in place provisions to ensure that policies remained valid during the transition period between the Kirklees UDP and the adoption a new development plan. Policies relating to minerals in the Kirklees UDP (policies; M1, M1A, M2, M3, M4 and M5) have been saved by the Secretary of State’s direction and remain effective until they are superseded by policies contained within the new Local Plan document.

4.0 Mineral Resources in Kirklees

- 4.1 The Minerals Resources Map produced by the BGS identifies the minerals present across the district and indicates a rough split between sandstone deposits in the west and surface coal measures and clay shale deposits in the east of the district. Sand and gravel are present along the river corridors of the Calder and to a lesser extent the Colne. This map can be viewed in the Supporting Documents section of the local plan web page.
- 4.2 Sandstone, sand/gravel and clay/shale are currently worked within the Kirklees district. These minerals are used both locally and nationally. Much of the sandstone extracted is worked on site and provides high quality paving, building stone and bespoke material for prestigious projects. Most of the district’s sandstone quarries produce crushed rock as a by-product which is used as a low quality aggregate. Two of the country’s largest manufacturers of clay pipes have quarries in the district and manufacturing works close by in the adjacent Barnsley District. Pipe clay from these quarries is used in combination with other clays and shale to produce ceramic pipes used in the building and civil engineering industries. Sand and gravel is currently produced at one quarry in the district and is principally used to supply local markets within 10 miles of the site. Whilst the district has extensive coal reserves, there are currently no active or permitted coal extraction sites within Kirklees.
- 4.3 Details of the principal minerals found in Kirklees can be found in the supporting ‘Minerals Site Methodology’ document (chapter 3, paragraphs 3.1 – 3.13) which can be found in the Supporting Documents section of the Local Plan web page.
- 4.4 At present Kirklees has 16 permitted operational mineral sites which contain one or more extraction areas as detailed in the table 1 below:

Table 1 Permitted minerals sites in Kirklees

Local Plan Site allocation reference	Site Address	Mineral Extracted	Current Status
ME2250	Forge Lane Quarry, Forge Lane Dewsbury	Sand and gravel	Active
ME2257	Temple Quarry, Liley Lane Grange Moor	Sandstone for aggregates	Active
ME2258 ME2242 ME2241 ME2251 ME2240	Crosland Moor Quarries, Crosland Moor, Huddersfield	Sandstone for block and ancillary aggregates production	Active
ME2254	Moselden Quarry, Saddleworth Road Moselden Heights	Sandstone for block and ancillary aggregates production	Active
ME2256	Rockingstones Quarry, Wholestone Moor, Huddersfield	Sandstone for block	Currently Inactive
ME2246	Hillhouse Edge Quarry, Cartwoth Moor Road, Holmfirth	Sandstone for block with ancillary aggregates production	Active
ME2245	Windy Ridge Quarry, Cartwoth Moor Road, Holmfirth	Sandstone for aggregates	Active
ME2255	Woodhouse Quarry, Woodhouse Lane Holmfirth	Sandstone for block	Active
ME2243 ME2263	Appleton Quarry, Holmfirth Road, Shepley	Sandstone for block and ancillary aggregates production and limited clay/shale production	Active

ME2244	Sovereign Quarry, Carr Lane, Shepley	Sandstone for block and ancillary aggregates production	Currently Inactive
ME2253	Carr Hill Quarry, Barnsley Road Shepley	Sandstone for block	Under restoration
ME2248c	Bromley Farm Quarry (Wavin) Barnsley Road Upper Cumberworth	Clay/shale	Under restoration
ME2248b	Bromley Farm Quarry (Naylors) Barnsley Road Upper Cumberworth	Clay/shale	Active but nearing exhaustion of viable mineral
ME2252	Ox Lee Quarry, Bedding Edge Road, Victoria	Clay/shale	Active
ME2249	Henperch Quarry, Wakefield Road, Kitchenroyd	Clay/shale	Active
ME2247	Peace Wood Quarry, Huddersfield Road, Shelley	Clay/shale	Active

5.0 Maintaining Levels of Mineral Supply

Aggregates

5.1 In order to aid in planning for an adequate aggregates supply the government has historically set national and regional supply figures covering an extended 16 year period. These supply figures are based on aggregates sales over a period of 10 years. The most recent were produced in 2009 (National and Regional Guidelines for Aggregates provision in England 2005 – 2020) and covered the 16 year period from 2005 to 2020 inclusive. The guidelines indicated that over the above period the Yorkshire and Humber Region should aim to produce 78 million tonnes of sand and gravel and 212 million tonnes of crushed rock. The guidance also indicated that this figure should then be divided between various sub-regions which would then be allocated an apportionment which is based on guidance from the Yorkshire and Humber Aggregates Working Party (YHAWP). However the regional planning body relevant to West Yorkshire, the Yorkshire and Humber Assembly, was dissolved in 2011 prior to an apportionment of the 2005-2020 guideline figures having been made. The last figures produced by the regional planning body, based on the 1997 - 2001 guidelines, indicated a sub-regional apportionment of 5.5 million tonnes of

sand and gravel and 17.8 million tonnes of crushed rock. This equates to 0.34 million tonnes per annum of sand and gravel and 1.1 million tonnes of crushed rock per annum.

- 5.2 Future apportionments and progress towards meeting them will be monitored through the YHRAWP annual monitoring reports and annual updates of the West Yorkshire Local Aggregates Assessment (WYLAA), as well as through on-going 'duty to co-operate' discussions.
- 5.3 The National Planning Policy Framework (NPPF) requires that Minerals Planning Authorities (MPAs) ensure that they maintain landbanks of permitted reserves for aggregates. For sand and gravel the reserve is a minimum of 7 years and for crushed rock the reserve is at least 10 years.
- 5.4 It is important to note, however, that in the case of Kirklees this landbank is West Yorkshire wide and each of the 5 MPAs making up the West Yorkshire sub-region (Bradford, Calderdale, Kirklees, Leeds and Wakefield) are not required to maintain their own landbanks.
- 5.5 The most recent West Yorkshire Local Aggregates Assessment (WYLAA) for 2015, a copy of which can be found in the Supporting Documents section of the Local Plan web page, indicates that, based on 2014 data, the West Yorkshire landbank for sand and gravel is 7 years and 23.25 years for crushed rock.
- 5.6 Whilst the most recent WYLAA indicates that West Yorkshire's landbank of permitted reserves for both sand and gravel and crushed rock is currently above the minimum thresholds stipulated in the NPPF, it must be remembered that these landbank periods are minimums not maximums and must be maintained during the whole of the plan period and beyond.
- 5.7 It should also be borne in mind that crushed rock produced in Kirklees is almost exclusively produced as a by-product at quarries where the target mineral is blockstone and it is therefore the pursuit of the blockstone that drives the production of crushed rock.
- 5.8 The most recent WYLAA (2015) found that the previously identified trend of declining sand and gravel sales continued into 2014 with total sand and gravel sales from West Yorkshire falling to a new low of less than 20,000 tonnes. The recovery of the West Yorkshire crushed rock aggregate quarrying industry from its slump between 2008 and 2011 is also continuing with sales for 2014 above 1 million tonnes for the first time in 6 years.
- 5.9 The following tables indicate the sales figures for sand and gravel and crushed rock in West Yorkshire up to 2014:

Table 2 Sand and Gravel Sales

Note: All Figures in Million Tonnes	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Ten Year Average
W Yorks	0.17	0.12	0.12	0.12	0.12	0.12	0.08	0.07	0.05	-	0.10

Table 3 Crushed Rock Sales

Note: All Figures in Million Tonnes	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	Ten Year Average
W Yorks	1.20	1.10	1.10	0.90	0.90	0.53	0.43	0.79	0.78	1.03	0.88

(Source 2015 WY LAA)

5.10 However, in order to accommodate estimated increases in planned future housing growth and associated infra-structure, the most recent WYLAA has included an uplift of 25% which increases the 10 year sales figure to an average 0.125 million tonnes per annum for sand and gravel and 1.10 million tonnes per annum of crushed rock. Estimates based on the data produced in the 2015 WYLAA relating to the amount of aggregates resources from West Yorkshire that are required to maintain supplies over the plan period are set out in Tables 4 and 5.

Table 4 West Yorkshire Sand and Gravel Reserve

Permitted reserves (as at end of 2014)	0.88mt
Tonnage required to maintain production at 0.125 million tonnes per annum throughout the plan period (0.125 mt x 15 years)	1.875mt
Projected reserve by end of plan period (0.88mt – 1.875mt)	-0.995mt
Amount required to provide for 7 year land bank at the end of the plan period (0.125mt x 7)	0.875mt
Total resource to be found to sustain 7 year landbank (0.995mt + 0.875mt)	1.87mt

Table 5 West Yorkshire Crushed Rock Reserves

Permitted reserves (as at end of 2014)	23.363mt
Tonnage required to maintain production at 1.10 million tonnes per annum throughout the plan period (1.10mt x 15 years)	16.50mt
Projected reserve end of the plan period (23.36mt – 16.50mt)	6.86mt
Amount required to provide for 10 year land bank at the end of the plan period (1.10mt x 10)	11.00mt
Total resource to be found to sustain 10 year landbank (11mt – 6.686mt)	4.14mt

(Figures based on WYLAA 2015)

5.11 The data shown in Table 4 shows that, without subsequent planning permissions being approved during the plan period, reserves of sand and gravel in West Yorkshire would diminish rapidly during the plan period and there would be no permitted landbank remaining well before 2031.

5.12 For crushed rock, table 5 indicates that projected reserves are healthier and there are sufficient permitted reserves to maintain supply over the plan period. However, additional permitted mineral resources would be required to ensure a minimum 10 year land bank is maintained beyond the plan period.

5.13 However, whilst the permitted crushed rock reserve across the West Yorkshire area is relatively healthy, it should be noted that the West Yorkshire region is a net importer of aggregates. This is primarily due to the fact that West Yorkshire accommodates 42% of the population of the Yorkshire and Humber region resulting in the demand for aggregates being high. Additionally the local geology is such that there is a lack of higher specification aggregates (HSA) which can be extracted in the West Yorkshire region to meet this demand. Whilst the recent report “The Quarrying of Magnesian Limestone for Aggregate in the Yorkshire and Humber Region” indicates that limited reserves of HSAs are located on the eastern edge of West Yorkshire, the bulk of West Yorkshire’s demand for HSAs is met via imports from North Yorkshire and Derbyshire, with smaller but still significant quantities being imported from other areas. Details of these imports and an associated analysis are provided in the WYLAA, 2015.

5.14 Whilst it should be noted that there is no specified approach with regard to the individual MPAs making up the sub-region meeting the aggregates need previously outlined, each MPA should, where appropriate, contribute towards meeting the sub-regional apportionment.

5.15 Based upon returns submitted by the minerals industry for the year end 2014 it is estimated that permitted aggregates reserves in the Kirklees district are:

- Crushed Rock 3.24 million tonnes
- Sand and Gravel 0.88 million tonnes

- 5.16 The latest sales data received from the minerals industry indicates that at the end of 2014 and based on the last set of sales data, the crushed rock reserve in Kirklees was estimated to be 20.25 years and 9.7 years for sand and gravel. However, these will have reduced due to continuing production since the end of 2014. The sand and gravel figures are based on a single site (Forge Lane Quarry ME2250) which will be worked out well before the end of the plan period and is currently the only operational sand and gravel quarry in West Yorkshire.
- 5.17 It should be noted that the MPA's role is to identify where mineral extraction is most likely to take place, and where planning permission might most reasonably be anticipated. Having identified possible acceptable locations for mineral working, MPAs cannot dictate that acceptable applications are submitted to ensure that the landbank remains topped up, or that the required level of production takes place. It needs to be recognised that the landbank can only be maintained if the industry comes forward with planning applications for acceptable proposals. The implementation of the Local Plan is therefore reliant on actions by the industry as well as by the authorities.
- 5.18 Consequently the council considers that in order to provide clarity and opportunities for the minerals industry to seek further planning permissions, it is prudent to designate additional sites within the district where aggregates are capable of being generated in sufficient quantities to ensure that it continues to contribute towards West Yorkshire's requirements and so maintain the minimum landbank threshold levels stipulated in the NPPF during the plan period and beyond.

Sandstone Block/Dimension Stone

- 5.18 Current national planning policy and practice guidance do not stipulate specific targets with regard to the production of block and dimension stone within the areas administered by MPAs. However, NPPF (paragraph 143) does place an emphasis on the need for MPAs to plan for the continued supply of minerals which are of local and national importance.
- 5.19 Much of the block and dimension stone produced from quarries in the Kirklees area is considered to be of local and national importance and has been used to provide materials for numerous local and national projects. It is generally used in connection with two principle markets – new buildings and the repair of historic buildings and structures.
- 5.20 With regard to new buildings, natural stone is used to maintain vernacular styles in the district using traditional local building practices or to add architectural impact to more contemporary prestigious or major commercial projects. Restrictions attached to planning permissions require that many of the new developments in the district must be constructed using traditional materials, often specifying the use of natural stone.

- 5.21 The repair and maintenance of existing buildings and structures requires the use of stone from original or compatible quarries. Many of the stone buildings in Kirklees were built using locally sourced stone. It should also be noted that Kirklees has the one of the highest numbers of listed buildings in the country, the vast majority of which are constructed from local stone.
- 5.22 It is therefore considered that a healthy reserve of blockstone is essential to ensure that historic buildings in Kirklees can be appropriately repaired and refurbished and that new buildings within the district and further afield can be appropriately constructed.
- 5.24 The block produced at a number of the district's quarries is of a high quality and is known for its characteristic colour and texture. Consequently it has been used on many prestigious projects around the country. The stone is therefore highly prized and sought after by developers.
- 5.25 It should be noted however, that although much of Kirklees is underlain by sandstone deposits, local geological conditions are such that workable deposits can be difficult to find. Subtle differences in the properties of stone can significantly affect the characteristics of the product. Minor changes in the stone's constituents and grain size can have marked effects on the stone's aesthetics and durability. Consequently known blockstone reserves in Kirklees need to be worked efficiently and appropriately to ensure that high quality stone reserves are not wasted.
- 5.26 Blockstone quarry operators in Kirklees have therefore historically looked to work more than one site in order to allow flexibility in targeting mineral of specific characteristics to meet their production needs. Consequently, the characteristics of blockstone must be considered when assessing the reserve requirements of the district. Whilst specifically relating to industrial minerals, it is considered that in principle this approach is consistent with NPPG (paragraph 86).
- 5.27 Historically it has been difficult to obtain detailed figures with regard to permitted reserves for block and dimension stone due to mineral operator's concerns regarding commercial confidentiality. Estimates produced in the document 'Identifying Future Minerals Sites', which was produced to support the Local Plan, indicated that the permitted blockstone reserve at that time was approximately 970,000 tonnes. However, having reviewed this figure based on existing planning permissions and further confidential discussions with mineral operators, current estimates suggest that approximately 865,000 tonnes of permitted blockstone reserves now remain to be extracted across the operational sites within the district.
- 5.28 Current estimates, based on the last 10 years of blockstone production in Kirklees, suggest that an average 47,800 tonnes of block is produced district wide annually. If this average production level is maintained over the plan period, the current permitted reserve would be exhausted after 18.09 years. However, the characteristics of the blockstone at the quarries in Kirklees vary considerably with some ideal for flag manufacture and others producing higher quality dimension

stone. Consequently the current permitted reserve figure accommodates blockstone for a variety of uses and this must be borne in mind when planning for the adequate provision of this mineral.

- 5.29 Paragraph 10 of National Planning Practice Guidance (NPPG) indicates that in assessing the suitability of extensions to or proposed new minerals designations, economic factors such as being able to continue to extract a known mineral resource, the retention of jobs and being able to use existing plant and infrastructure should be considerations. This echoes the need of mineral operators to have some certainty around continued mineral production when formulating their long term business plans.
- 5.30 It is therefore considered that in order to meet the district's continuing production requirements for blockstone over the plan period and beyond, additional sites should to be identified within the Local Plan which provide suitable opportunities for minerals operators.

Clay and Shale

- 5.31 Kirklees produces a significant quantity of clay and shale which is used in the production of clay pipes at two large plants immediately adjacent to the Kirklees district. These two plants play a major role in the national production of these pipes and it is therefore considered that the clay and shales produced in Kirklees are industrial minerals that are of national importance. As per NPPF paragraph 143, minerals of such significant importance should be positively planned for by the MPA.
- 5.32 The process of producing clay pipes involves the blending of mineral with different characteristics from more than one site to achieve the final product and both the NPPF and NPPG indicate that MPAs should take this into account when planning for the supply of industrial minerals.
- 5.33 At present four clay and shale quarries are producing mineral in Kirklees although one is nearly exhausted of viable mineral. It is estimated that these quarries have permitted reserves of approximately 1,355,000 tonnes. It is also estimated that at present an average of 75,000 tonnes of clay and shale is extracted per annum which would see the reserve exhausted in approximately 18 years. However, production in the past at these sites, has been significantly higher and an upturn in the market could reduce this period significantly.
- 5.34 As previously indicated the clay and shale worked in Kirklees is primarily used for the production of clay pipes and whilst pipeclay is not specifically referred to in paragraph 146 of the NPPF, which requires a landbank of permitted reserves of industrial minerals to be maintained, it is considered that, because of its characteristics, this mineral can be equated to the requirements of brick clay.

Paragraph 146 of the NPPF requires that MPAs should seek to maintain a landbank of at least 25 years for Brick Clay.

- 5.35 As with landbanks for aggregates, this is a rolling 25 years and at the end of the local plan period in 2031 the council should therefore be able to demonstrate that it still has a 25 year permitted landbank of clay and shale reserves. Based upon average production levels Table 6 indicates how existing clay and shale reserves will change during the plan period and the implications for the associated landbank.

Table 6 Permitted Clay/Shale Reserves in Kirklees

Permitted reserves (as at end of 2014)	1.355mt
Tonnage required to maintain production at 0.075 mt per annum throughout the plan period (0.075mt x 15 years)	1.125mt
Projected reserve end of the plan period (1.355mt – 1.125mt)	0.23mt
Amount required to provide for 25 year land bank at the end of the plan period in 2031 (0.075mt x 25)	1.875mt.
Total resource to be found to sustain a 25 year landbank (1.875mt – 0.23mt)	1.65mt

(Figures based on Identifying Future Minerals sites document Nov 2015)

- 5.37 Table 6 indicates that whilst there are sufficient permitted reserves to meet the supply of clay and shale over the plan period, the landbank reserve would diminish to the point that by the end of the plan period, without further planning permissions being approved, the landbank would reduce to approximately 3.5 years.
- 5.38 It is therefore considered that in order to maintain a minimum landbank in line with the NPPF and therefore ensure that there are sufficient reserves available to industry, additional clay and shale sites should be identified in the local plan.

Coal

- 5.39 Much of the eastern part of the district is underlain by surface coal reserves. However, whilst the extraction of coal from parts of the district was historically a significant part of Kirklees' minerals industry, there are now no active sites within the district. Coal is occasionally extracted from existing clay and shale operations within Kirklees when it is encountered but this is infrequent and does not represent significant quantities. Having said this it is proposed to safeguard the entire surface coal resource across the Kirklees district to protect against future sterilisation. This approach conforms to the Coal Authorities stance on safeguarding for coal.

Recycled and Secondary Aggregates Materials.

- 5.40 A significant proportion of the Kirklees district and wider West Yorkshire area is covered by urban development which offers the potential for the production of recycled aggregates resulting from demolition of buildings and the clearance of sites. Sources of Secondary aggregates are much more limited. Paragraph 143 of the NPPF indicates that so far as practicable, MPA's should take account of the contribution that substitute or secondary and recycled materials and minerals waste would make to the supply of materials, before considering extraction of primary materials.
- 5.41 Recycled aggregates consist of aggregate materials that are recovered from construction and demolition processes and from the excavations of waste materials on construction sites. These materials are likely to be derived from local construction activity occurring throughout the district.
- 5.42 Secondary aggregates are materials derived from some other industrial process or as a by-product of another mineral extraction. These include materials such as colliery spoil, pulverised fuel ash (PFA), furnace bottom ash (FBA) and blast furnace slag. The WYLAA shows that sources of secondary aggregates in West Yorkshire are scarce.
- 5.43 Whilst the council supports the principle of using recycled or secondary aggregates and will encourage their use where possible, it is notoriously difficult to provide estimates of the available quantities of such materials at a local level. The West WYLAA analyses the availability of such materials at a sub-regional level and this can be viewed in the supporting documents section of the Local Plan website.
- 5.44 The national and regional guidelines for aggregate provision in England 2005 -2020 made an assumption that 31% of the total construction aggregate provision in the Yorkshire and Humber region would come from recycled and secondary aggregate (RSA) sources. However, the 2015 WYLAA estimates that this figure is more likely to be in the region of 7.5%. Consequently, although RSA provides a significant contribution to aggregates provision in West Yorkshire, it is significantly less than envisaged in the above guidance.
- 5.45 Other than relatively small waste transfer stations where construction demolition and excavation wastes (CDEW) are separated, there are currently no sites in Kirklees that specifically accept and produce recycled aggregates in any great quantities. This may reflect the fact that primary aggregates produced in Kirklees are generally of low quality and therefore relatively cheap. Consequently recycled and secondary aggregates have difficulty competing.
- 5.46 Whilst recycled aggregates are produced during the development of sites, these are often processed at the source using mobile equipment and reused in the development of the site rather than exported for processing or stockpiling elsewhere.

- 5.47 It is considered that the Local Plan promotes the allocation of adequate numbers of employment sites where aggregates recycling sites could be accommodated during the plan period if proposals are put forward for such operations.

6.0 Minerals Safeguarding

- 6.1 The creation of Minerals Safeguarding Areas (MSA) is designed to protect known mineral resources from being sterilised by non-mineral surface development. MSAs also inform relevant parties of the presence of mineral resources in a particular area and therefore provides opportunities to consider the prior extraction of minerals before non-mineral development commences.
- 6.2 It is important to note that the safeguarding of mineral resources is not an indication that the resource will necessarily be extracted at some time in the future. Neither does safeguarding necessarily preclude other, non-mineral forms of development from taking place over, or in close proximity, to mineral resources or associated facilities where it is deemed necessary. Safeguarding does, however, provide a mechanism for ensuring that in such instances, the importance of the minerals concerned can be balanced against the importance of the proposed non-mineral surface development. It should also be noted that the safeguarding process is very much distinct from the identification of new locations for mineral working.
- 6.3 Current national planning practice guidance indicates that MSAs should cover the whole mineral resource and should not be curtailed by other considerations such as national and international designations or by the fact that the resource may underlie an urban area. This is because of the clear consideration that safeguarding does not imply any presumption that planning permission for mineral extraction will be forthcoming. Safeguarding does not remove the importance of conserving designated area or the need to address all possible impacts associated with mineral development.
- 6.4 In addition, there may be situations where it is necessary to maintain a standoff from existing/potential mineral operations or mineral reserves to prevent potentially conflicting land uses from coming into close proximity (proximal safeguarding). This is achieved by requiring proposed non-mineral development close to mineral operations or MSAs to address the impact it could have on minerals operations or a safeguarded resource.
- 6.5 With regard to the creation of MSAs, the council therefore proposes to safeguard all of the principal mineral resources identified as being located within the Kirklees district (see mineral safeguarding map) subject to the following exemptions:
- extension to existing buildings and the erection of ancillary buildings within their curtilages;
 - developments on sites of less than 1000 sq. metres except for proposals within 250 metres of an existing planning permission for mineral extraction;
 - minor development (such as walls, gates and access);

- temporary uses of sites for periods of less than 5 years;
- amendments to previously approved developments;
- applications for Listed Building Consent;
- reserved matters applications;
- applications for advertisement consent

6.6 This will allow development of a relatively minor nature or amendments to existing approved development to take place within MSAs without the need to consider the development's impact on the MSA being required. Due to the depth of the district's mineral reserves and the low yield from small sites, it is considered that the prior extraction of mineral on sites of less than 1000 square metres is unlikely to be financially viable. Consequently due the abundance of the key minerals in the district and the fact that the vast majority of such applications will be generated in urban areas where existing built development would significantly constrain mineral development, it is considered that allowing developments of this size within MSAs would not have any significant detrimental impact on the district's mineral resources.

6.7 The council considers that by safeguarding the whole of the minerals resource within the district, subject to the previously outlined exceptions criteria, the potential implications associated with proximal development to safeguarded areas will be highlighted and can therefore be adequately considered prior to planning applications for non-mineral development being determined. Consequently it is considered that separate proximal safeguarding provisions will not be required.

7.0 Safeguarding Minerals Infrastructure

7.1 NPPF (Paragraph 143) indicates that when preparing local plans MPAs should seek to safeguard minerals infra-structure associated with the following:

- Existing, planned and potential rail heads;
- Rail links to quarries;
- Wharfeage and associated storage;
- Handling and processing facilities for bulk transport by rail sea or inland waterways of minerals; and
- Existing, planned and potential site for concrete batching, the manufacture of coated materials, other concrete products and the handling processing and distribution of substitute, recycled and secondary aggregates.

7.2 A number of key sites have therefore been identified in Kirklees as providing or potentially providing such infrastructure (see Local Plan Strategies and Policies document). These sites will be safeguarded to prevent their loss without adequate consideration of the associated implications. It is also considered prudent to create a

safeguarded area of 100m around these sites in order that the implications of non-minerals development proposals close to such sites can be fully considered, thus - avoiding potential problems associated with conflicting uses. The council considers that the problems likely to arise with conflicting land uses such as noise and dust would reduce beyond 100m to the point that any adverse impacts could be successfully mitigated against.

8.0 Site allocation

- 8.1 NPPF (Paragraph 8) indicates that Minerals Planning Authorities (MPAs) should plan for a steady and adequate supply of minerals in one or more of the following ways (in order of priority): designating specific sites, designating preferred areas, designating areas of search.
- 8.2 The council has made use of all three of these designations with regard to allocating minerals sites within Kirklees depending on the criteria stipulated in the NPPG.
- 8.3 As previously indicated in this paper, it is considered necessary to allocate additional sites in the local plan to ensure that opportunities exist to provide a steady and adequate supply of minerals produced in the Kirklees district during the plan period. These sites and their proposed allocation / designations have been detailed in the Local Plan Allocations and Designations document and on the site allocations map but can be summarised as follows:
- 8.4 Twenty four sites have been identified as specific mineral extraction sites in the Local Plan. Of these the vast majority (twenty) are either operational quarries or have an extant planning permission for mineral extraction, two of the other allocations; ME2568 and ME1965a, represent new sites where no planning permission exists but it is considered viable resources are known to exist, landowners are supportive of minerals development and the proposal is likely to be acceptable in planning terms. The remaining two sites ME2248c and ME2249 were previously identified in the Unitary Development Plan (UDP) as mineral safeguarded areas and would represent extensions to existing quarries.
- 8.5 Three sites have been identified as preferred areas. These are located immediately adjacent or close to existing mineral workings and there is evidence of known viable mineral resources where planning permission might reasonably be anticipated. All three of these sites represent new sites which were not identified previously in the UDP. However, ME1966 would represent an extension to an existing quarry.
- 8.6 Seven sites, where the evidence of mineral is less certain, have been identified as areas of search. Of these, six sites are immediately adjacent to or close to existing mineral sites where mineral extraction is currently taking place and five of the sites were previously identified in the UDP as either areas for future mineral working or mineral safeguarded areas. ME1965b and ME2314 represent new sites which were not previously identified in the UDP.

8.7 The Local Plan therefore proposes to allocate seven new sites which are not currently active mineral workings, do not have an extant planning permission or were not included previously in the UDP. These new sites include six blockstone sites where crushed rock could be produced as a by-product and 1 clay and shale site. Table 7 provides further detail below:

Table 7 – Proposed New Mineral allocations

Site ref.	Site Address	Mineral reserve	Proposed Allocation
ME1965a	Appleton Quarry Park Head Lane Huddingley Shepley	Blockstone	Minerals Extraction Site
ME1965b	Appleton Quarry Park Head Lane Huddingley Shepley	Blockstone	Area of Search
ME1966	Land Adj. Hillhouse Edge Quarry Cartworth Moor Road Cartworth Moor Road Holmfirth	Blockstone	Preferred Area
ME1975	Land at Moor End farm Nopper lane Crosland Moor Huddersfield	Blockstone	Preferred Area
ME2314	Land north of Cumberworth Lane, Lower Cumberworth	Clay and Shale	Area of Search
ME2568	Land South of Intake Road , Crosland Moor, Huddersfield	Blockstone	Mineral Extraction Site
ME3324	Land South of Intake Road , Crosland Moor, Huddersfield	Blockstone	Preferred Area

8.8 A number of sites previously identified as either being mineral safeguarded areas or sites for future mineral working in the UDP have not been taken up by the minerals industry. Whilst the viable mineral resources of the majority of these sites are unclear, it is considered that there is sufficient evidence available to indicate that, of the seven new sites identified, five have known viable reserves and therefore provide a higher degree of certainty with regard to potential future mineral

extraction. The two remaining sites are adjacent to existing mineral operations and, whilst data is not available regarding the quantity and quality of the mineral reserve, it is considered that their proximity to existing workings is a strong indicator that viable mineral reserves are present.

9.0 Duty to Cooperate

9.1 Current NPPG indicates that in planning for mineral extraction, Minerals Planning Authorities (MPAs) are expected to cooperate with other authorities.

9.2 With regard to aggregates, NPPF (Paragraph 145) indicates that MPAs should:

- Either individually or in conjunction with other MPAs prepare a Local Aggregates Assessment (LAA).
- Participate in the operation of an Aggregate Working Party and take advice of that party in preparing their LAA.

NPPG (Paragraph 61) states that:

“A Local Aggregate Assessment is an annual assessment of the demand for and supply of aggregates in a mineral planning authority’s area.”

NPPG (Paragraph 71) indicates that Aggregate Working Parties are:

“technical advisory groups of mineral planning authorities and other relevant organisations covering specific geographical areas who work together to:

- *produce fit-for-purpose and comprehensive data on aggregate demand and supply in their area; and*
- *provide advice to individual mineral planning authorities and to the National Aggregate Co-ordinating Group.”*

9.3 Kirklees Council is part of the Yorkshire and Humber Aggregates Working Party (YHAWP) and is therefore involved in the monitoring of aggregates provision across the region with other MPAs and the minerals industry. Furthermore Kirklees has actively contributed towards the production of the annual West Yorkshire Local Aggregates Assessment (WYLAA). The advice set out within the WYLAA has helped inform the policy approach and allocation of sites in the Local Plan to ensure Kirklees continues to positively contribute to the sub-regional apportionments.

9.4 Kirklees is a net importer of aggregates and continued working with neighbouring MPAs will be required to ensure that all minerals related decisions are taken with the benefit of knowledge of prevailing conditions and trends.

- 9.5 With regard to industrial minerals, NPPF (paragraph 146) indicates that MPAs should plan for a steady and adequate supply by co-operating with neighbouring and more distant authorities to co-ordinate the planning of industrial minerals to ensure adequate provision is made to support their likely use in industrial and manufacturing processes.
- 9.6 The five West Yorkshire MPAs continue to maintain close links with regard to minerals issues in general through the Combined West Yorkshire Authority (WYCA) which includes a lead minerals officer seconded from Bradford Council and funded by the all five MPAs.
- 9.7 The lead minerals officer coordinates strategic issues relating to minerals on behalf of the WYCA and in conjunction with the five West Yorkshire MPAs has carried out a scoping exercise to look at the possibility of developing a minerals resources assessment for non-aggregate minerals (including industrial minerals) for the West Yorkshire region which could then be used to inform all five local plans. This scoping paper concluded that the information held in relation to the main non-aggregate minerals produced in the West Yorkshire sub-region was insufficient to provide a full appraisal of all mineral types listed in the report. Further research will therefore be required to address the data gaps identified.
- 9.8 Whilst this process was under consideration each of the West Yorkshire MPAs has had to proceed to plan for non-aggregate minerals on the basis of locally derived evidence taking account of permitted reserves and the individual operator's needs when considering additional allocations for their own administrative area. However, it is recognised that cooperation on the strategic issue in relation to non-aggregate production will form part of the on-going discussions
- 9.9 With regard to building stone including the production of flag stones from resources within the Kirklees district, it is known that existing quarry operators supply stone to both local and national markets. However, this demand is heavily influenced by the specific characteristics of the stone and therefore it is difficult to make meaningful comparisons with regard to the levels of building stone reserves in different areas. At present, information regarding the production and supply of building stone is only available from the stone producers themselves and, whilst the supply of natural stone from the district is of more than local significance, it is considered that it would be difficult to derive any significant data through liaison with other MPAs to inform the Kirklees Local Plan.

List of tables:

Table 1 - Permitted minerals sites in Kirklees

Table 2 – West Yorkshire Sand and Gravel Sales

Table 3 – West Yorkshire Crushed Rock Sales

Table 4 - West Yorkshire Sand and Gravel Reserve

Table 5 - West Yorkshire Crushed Rock Reserves

Table 6 - Permitted clay/shale reserves in Kirklees

Table 7 - Proposed New Mineral allocations in Kirklees

Reference Documents used to inform this paper:

British Geological Survey – Minerals Resources Map for West Yorkshire

British Geological Survey Mineral Safeguarding in England: Good Practice

Local Plan Document - Identifying Future Minerals Sites

National Planning Policy Framework

National Planning Practice Guidance

National and Regional Guidelines for aggregates Provision in England 2005 – 2020

West Yorkshire local Aggregates Assessment 2015

Yorkshire and Humber Aggregates Working Annual Monitoring Report 2015

The Quarrying of Magnesian Limestone for Aggregate in the Yorkshire and Humber Region
2017