

Oldham

Local

Plan

**Oldham's Monitoring Report
April 2017 to March 2018
Addendum**

December 2018



Oldham
Council

1 Chapter 6 Greater Manchester Development Plan Documents

Greater Manchester Joint Waste Development Plan Annual Monitoring Report 2017-2018

- 1.1** The text below in relation to waste has been prepared on behalf of Oldham Council by GMMWPU.

Introduction

- 1.2** This is the sixth Annual Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Waste Development Plan Document (Waste Plan), which was adopted on 1st April 2012.
- 1.3** This AMR covers the 12 month period from 1st April 2017 to 31st March 2018. However, the targets in the Waste Plan run from January – December and the data used to inform the AMR (namely the Environment Agency Waste Data Interrogator - WDI) is for calendar year 2017.
- 1.4** The Waste Plan forms part of the statutory development plan for the following Authorities: Bolton Metropolitan Borough Council; Bury Metropolitan Borough Council; Manchester City Council; Oldham Metropolitan Borough Council; Rochdale Metropolitan Borough Council; Salford City Council; Stockport Metropolitan Borough Council; Tameside Metropolitan Borough Council; Trafford Metropolitan Borough Council; and Wigan Metropolitan Borough Council. This AMR reports on behalf of the ten authorities.

Background to the Waste Plan

- 1.5** The Association of Greater Manchester Authorities (AGMA) agreed to produce a Joint Waste Plan in 2006. AGMA consists of all ten Greater Manchester Authorities. The Waste Plan forms part of each Authority's statutory development plan and runs from 2012 to 2027. It was prepared on behalf of the 10 Greater Manchester Authorities by Urban Vision's Minerals and Waste Planning Unit.
- 1.6** The purpose of the Waste Plan is to set out a waste planning strategy to 2027 which enables the adequate provision of waste management facilities in appropriate locations for Local Authority Collected Waste, commercial and industrial waste, construction, demolition and excavation waste, and hazardous waste. The Waste Plan includes a set of plans identifying the potential locations for development of future waste management facilities within each of the ten Authorities. It also includes a set of development management policies which will assist in the consideration of waste planning applications.
- 1.7** This Monitoring Report monitors the policies in the Waste Plan to determine the extent to which they are being effectively implemented.
- 1.8** Paragraph 043 Reference ID: 61-043-20180913 of the National Planning Practice Guidance states that:

“To be effective plans need to be kept up-to-date. The National Planning Policy Framework states policies in local plans and spatial development strategies, should be reviewed to assess whether they need updating at least once every 5 years, and should then be updated as necessary. Under regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) local planning authorities must review local plans, and Statements of Community Involvement at least once every 5 years from their adoption date to ensure that policies remain relevant and effectively address the needs of the local community. Most plans are likely to require updating in whole or in part at least every 5 years. Reviews should be proportionate to the issues in hand. Plans may be found sound conditional upon a plan update in whole or in part within 5 years of the date of adoption.”

- 1.9** The first review of the Waste Plan was undertaken in line with the guidance above in 2018. The review has highlighted the need to update parts of the plan and this is picked up through the Monitoring Report.

Policy 1: Commercial and Industrial Waste: Energy Recovery Capacity

- 1.10** This policy sets out the identified capacity requirements for energy recovery under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required (tonnes)	Variance
2017: 354,000	Capacity is 10% more or less than the capacity required for the year in question

- 1.11** There are currently no new energy recovery facilities in Greater Manchester which provide capacity for handling these wastes. However, the Barton Combined Heat and Power Plant (CHP) is a proposed 20MW biomass-fired plant which will be located on land owned by Peel Group adjacent to the Manchester Ship Canal near Trafford Park. Trafford Council approved planning permission for amendments to the scheme design in 2016. The plant will consume approximately 200,000 tonnes of biomass per annum and is due to be operational by 2019.
- 1.12** Additional capacity is available outside the Plan area at the Inovyn plant at Runcorn which is contracted to accept pelletised fuel processed from Greater Manchester Waste Disposal Authorities residual Local Authority Collected Waste (LACW). The facility has capacity to handle up to 850,000 tonnes of refuse derived fuel (RDF) annually and generates up to 70MW of electricity and up to 51MW of heat. A number of other Energy from Waste facilities including sites in Cheshire West and Chester, Knowsley and Wirral have planning permissions in place but are still at an early stage of development.
- 1.13** Wigan has a separate waste disposal contract which results in treatment of residual LACW into solid recovered fuel (SRF) for Energy from Waste facilities, but both thermal and non-thermal treatment occur outside the Plan area. No update on this contract has been provided in for the period 2017/18.
- 1.14** Unfortunately monitoring performance is complicated because movements of waste to EfW facilities are not reported in sufficient detail that the origins can be identified and facilities are not covered by returned recorded through the EAs WDI due to the different permitting system.

Action

1.15 The capacity of energy recovery available and that required will be reviewed as part of the AMR update annually and picked up through the more detailed future review of the needs assessment. Information will be monitored at a regional level with other WPA's in the NW to assess what capacity is permitted within the region and how this can be utilised to meet local needs.

Policy 2: Non Hazardous Waste: Disposal

1.16 This policy sets out the identified capacity requirements for non-hazardous landfill under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required (tonnes)	Variance
2017: 2,234,000	Capacity is 10% more or less than the capacity required for the year in question

1.17 WDI 2017 identifies 3 non-hazardous landfills in Greater Manchester; however, two of these, Harwood Landfill (Bolton) and Whitehead (Wigan), only accept inert waste, despite the EA permits allowing for non-hazardous waste. However, as evidence suggests that these landfill sites accept inert only, the Waste Plan will continue to monitor the sites as providing inert capacity.

1.18 The following landfill accepted a total 283,074 tonnes of non-hazardous waste in 2017:

- Pilsworth South Landfill (Bury)

1.19 During 2016, Whitehead Landfill secured planning permission for the early closure of the site and to have restoration completed by 2020 so it can be used for the planting and harvesting of bio-crops. As such, all remaining non-hazardous waste void space at the site has been lost. The early closure of Whitehead Landfill is directly linked to a drop in the demand for landfill. Similarly, the identified extension for Pilsworth as identified in the plan may not come forward due to a lack of demand. As part of the review of the Waste Plan, Viridor were contacted in regards to existing policies in the Waste Plan, the operator has indicated that they have no plans to take forward the extension to Pilsworth as indicated and proposals at Whitehead were lost following the sale of the site in 2016. As such, it is not clear if capacity at Pilsworth will be sufficient to meet expected demand for the remainder of the plan period. A review and update of the waste needs assessment is needed to better understand the implications of the loss of the allocations in the Waste Plan.

1.20 The Waste Plan identified a capacity gap of 2,234,000 tonnes for non-hazardous waste disposal in 2016. The capacity gap was based on an available capacity identified as being 450,000 tonnes per annum. Both of these factors should be reviewed as part of the next Needs Assessment update as clearly the situation has since changed.

1.21 A loss of landfill across the NW region was noted by waste planning authorities, and work has been initiated to prepare a position paper looking at current levels of void space and deposit rates to help better understand if capacity in the NW is sufficient or if liaison with neighbouring areas is likely to meet current and future expected needs for landfill.

Action

1.22 The void space will be reviewed annually as part of the monitoring of the Waste Plan. The loss of the proposed extension sites in the Waste Plan was flagged up as part of the review, indicating that work on an updated needs assessment is required to better understand what the likely landfill need for Greater Manchester will be for the remainder of the plan period, and if Pilsworth is sufficient to meet our non-hazardous requirements. Inputs into Harwood will also be reviewed in detail to see if material imported continues to be inert.

Policy 3: Hazardous Waste: Disposal Capacity

1.23 This policy sets out the identified capacity requirements for disposal under which planning permission will be granted. The target and variance for capacity required in this reporting year is:

Target – capacity required	Variance
2017: no additional capacity required	Capacity is 10% more or less than the capacity required for the year in question

1.24 No additional disposal capacity for hazardous waste was permitted in 2017. As no capacity was identified as being required, the variance is 0%. The existing capacity is sufficient to meet current needs and no new requirement is identified. Viridor have indicated that they are not proposing to extend Pilsworth which includes a stable non-reactive cell for the disposal of hazardous waste, as such once the existing cell is full there will be no more capacity available in Greater Manchester for the disposal of hazardous waste. This was an issue which has been picked up through the review of the Waste Plan and identified as an area to be updated through any review of this plan.

Action

1.25 Any new data on throughputs will be used to inform a Needs Assessment update. If throughputs have been lower than expected then this could extend the life of Pilsworth. This will be reported when data on this has been captured through the update to the waste needs assessment. As discussed above, it is noted that future provision of Stable Non-Reactive Cells for disposal of hazardous waste at Pilsworth will be linked to the further extension of this site, which currently Viridor have indicated is not going to happen and have asked for this information to be removed from the Waste Plan.

Policy 4: Site Allocations

1.26 This policy sets out the sites which have been identified as potentially suitable for built waste management facilities. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

1.27 No new planning permissions were granted / refused in 2017/18 on the site allocations as defined in the Waste Plan.

Action

1.28 The review of the Waste Plan has indicated that the site allocations policy has not helped to deliver any new waste infrastructure, with most sites being delivered on mix of land in allocated areas and on unallocated land. This policy has effectively resulted in the safeguarding of land for waste use which could potentially come forward for non-waste development, see details under the safeguarding policy.

Policy 5: Area Allocations

1.29 This policy sets out the areas which have been identified as potentially suitable for built waste management facilities. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

1.30 No applications came forward in allocated areas on 2017/18.

1.31 Ten applications, which will result in additional waste management capacity, were determined which were not within a site or area identified in the Waste Plan. These applications were assessed in line with Waste Plan Policy 10.

Action

1.32 No action required. The review of the Waste Plan has indicated that the area allocations policy has helped to deliver new waste infrastructure, but the majority have come forward on unallocated sites. This indicates that this policy is not working as it should and this issue needs to be addressed through a review of the Waste Plan

Policy 6: Inert Residual Waste Disposal

1.33 This policy sets out the criteria under which permission will be granted for inert residual waste disposal.

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

1.34 No planning permissions for inert residual waste disposal were granted in 2017/18.

1.35 As reported within last year's AMR, Offerton Sand and Gravel in Stockport is no longer an active quarry and has been partially infilled with waste. There is no current intention to extract the remaining mineral reserve and so any remaining landfill void space has been lost.

1.36 Stars Brow landfill site in Wigan should have ceased operations in early 2017, however an extension of time has been applied for as this void space has not been infilled yet. However the void at this site has not been identified below as is considered negligible

1.37 The assumed remaining permitted void space is as below:

Site Name	2017 remaining capacity (tonnes)
Harwood Quarry Landfill Site	1,701,292
Morleys Quarry	200,601
Pilkington Quarry	1,137,000
Whitehead Landfill	1,076,049

Action

1.38 No action is required.

Policy 7: Non Hazardous Residual Waste Disposal

1.39 This policy sets out the sites which have been identified as potentially suitable for non-hazardous residual waste disposal. The target and variance for capacity required in this reporting year is:

Target	Variance
Planning permission is only granted for developments identified as appropriate in the Waste Plan. The highest level of recycling is demonstrated by the applicant.	Less than 100% of appropriate applications granted permission/demonstrate the highest level of recycling.

1.40 No new planning permissions for non-hazardous residual waste disposal were granted / refused in 2017/18. As previously explained, Whitehead landfill will no longer be receiving any non-hazardous residual waste.

1.41 The void space is as below:

Site Name	District	2015 remaining capacity
Pilsworth South Landfill	Bury	4,991,549

Action

1.42 No action is required.

Policy 8: Requirements for Combined Heat and Power

1.43 This policy sets out a requirement for waste management facilities that have the potential to utilise biogas or energy from waste technologies to provide combined heat and power (CHP) unless it can be demonstrated that they have the potential to deliver important waste infrastructure.

Target	Variance
Eligible energy recovery facilities generate heat and energy	Less than 75%

1.44 Barton Renewable Energy Plant Combined Heat and Power Plant was refused planning permission in November 2011. The decision was appealed and recovered for determination and in May 2013 a decision was issued by the Secretary of State upholding the appeal. Construction work is due to commence towards the end of 2017 with commissioning programmed for mid-late 2019.

1.45 Heineken UK operates a biomass plant at their Royal Brewery in Moss Side, Manchester, which burns locally sourced woodchip to generate electricity to supply all of the site's energy requirements (up to 37,600MWh annually). In the future more equipment will be added to allow the plant to burn spent grain, a by-product of the brewing process.

1.46 No new applications for CHP have been permitted in 2017/18.

Action

1.47 No action is required.

Policy 9: Restoration and Aftercare

1.48 This policy sets out a requirement for applications for landfill/ landraise to demonstrate that the site will be adequately restored.

Target	Variance
Restoration and aftercare will be carried out in accordance with Annex A of MPG7 to meet standards required by DEFRA for restoration to agriculture, Forestry Commission Bulletin 110 for restoration to forestry and Natural England for restoration to nature conservation.	Non compliance with the standards

1.49 No new permissions were granted for the disposal of inert waste in 2017/18.

Action

1.50 No action is required.

Policy 10: Unallocated Sites

1.51 This policy sets out the criteria under which applications for waste management facilities on unallocated sites will be permitted.

Target	Variance
Planning permission is granted for developments which contribute to achieving the Waste Plan and take place on sites considered appropriate by the Plan.	Non compliance with the standards Less than 100% of applications granted permission
HRA Screening is applied to applications for waste management facilities on unallocated sites and site based mitigation is implemented where appropriate.	Less than 100% of appropriate applications apply HRA Screening

1.52 Two applications (see Table below) which would result in a change in waste management capacity which are not within a site or area identified in the Waste Plan were approved in 2017/18.

Applications on unallocated sites

Job No and App No	Council	Site Address	Proposal	Decision
02201/17	Bolton	Former Biffa site, Lyon Road Industrial Estate, Moss Road, Kearsley, Bolton, BL4 8NB	Change of use from sui generis (vehicle Storage/maintenance) to sui generis (waste transfer Facility).	Approved 16/01/2018
01710/17	Bolton	Unit 1a, Slater Lane, Bolton, BL1 2TQ	Use for breaking of vehicles and the storage, sorting and processing of scrap metal with associated office facilities.	Approved on appeal 6/3/2018

Action

1.53 No action is required.

1.54 It has been noted through the review of the Waste Plan that the majority of new applications for waste sites have been on unallocated sites, with the remainder (around 40%) within areas of search. This has highlighted a need to review the existing allocations to assess if they are fit for purpose or of a new approach to identifying land for waste development is required.

Policy 11: Safeguarding of Allocated Sites

1.55 This policy sets out the requirement to safeguard sites allocated for waste management in the Waste Plan and safeguarding of sites required for the delivery of the Municipal Waste Management Strategies.

Target	Variance
Sites of key importance for the achievement of the Waste Plan Retained	100% of sites retained

1.56 The following HWRCs have been closed, and the sites either sold or returned to districts so the capacity does not need to be safeguarded for delivery of the Waste Strategy.

- Blackhorse Street (Bolton)
- Union Road (Bolton)
- Clifton Road/Drinkwater Park (Bury)
- Peel Lane (Rochdale)
- Chandos Street (Oldham)

1.57 Wigan Waste Disposal Authority have identified two sites for safeguarding:

- Kirkless Waste Transfer Station and HWRC, Makerfield Way, Ince WN2 2PR
- Organic Waste Transfer Station, Makerfield Way, Ince WN2 2PR

1.58 For information purposes the Wigan Residual Waste Treatment contract commenced 1st April 2015, which is a 25 year contract to manage waste, transfer stations, HWRC's and bulking facilities with FCC Waste Services UK Ltd. The treated residual waste goes to SSE Ferrybridge as fuel. Wigan also has several short term contracts in place to transport and process paper; cardboard and waxed cardboard food and drink containers; glass bottles; plastic bottles and tubs; cans; and green and food waste.

1.59 The Recycling and Waste Management PFI Contract held between the Greater Manchester authorities and Viridor Laing (Greater Manchester) Ltd (VLGM) finished before time and the waste authority is currently out to contract for delivering future options. It does not anticipate any changes/reduction in the number of facilities that will operate in the future. Ownership of VLGM has now passed to Zero Waste Greater Manchester (Formerly GMWDA) and it has been renamed Greater Manchester Combined Waste and Recycling (GMCWR). Through the renamed company GMCWR the provision of the existing operations contract with Viridor Waste (Greater Manchester) Ltd as an interim position allowing for the continuation of service whilst re-procurement happens. This interim contract was to last for approximately 18 months.

1.60 Zero Waste Greater Manchester will continue to supply fuel to the Runcorn facility under revised contract arrangements between the authority and the Thermal Power Station Company (TPSCo).

Action

1.61 No action is required.

Policy 12: Safeguarding Existing Waste Management Capacity

1.62 This policy sets out how existing waste management capacity will be safeguarded. Applications for non-waste uses on sites with a permitted waste use will be permitted where it is demonstrated (by the applicant) that there is no longer a need for the facility, that the capacity will be met elsewhere in Greater Manchester, or that there is an overriding need for the non-waste development in that location.

Target	Variance
Sites of key importance for the achievement of the Waste Plan Retained	100% of sites retained

1.63 No such applications were determined in 2017/18.

Action

1.64 No action required.

Monitoring of Scenario 2 of the Needs Assessment

1.65 A Waste Needs Assessment was prepared to inform the development of the Waste Plan. This illustrated the impacts of increasing recovery and recycling of C&I and CD&E waste on future capacity requirements against maintaining the status quo. Members of the ten Greater Manchester councils agreed to adopt Scenario 2 (Maximised Recycling and Recovery).

Target	Variance
Achievement of Scenario 2 targets: 100% of the recyclable C&I waste going to landfill is recycled, 50% of the possibly recyclable C&I waste is recycled and 25% remaining use for energy recovery by 2015.	Year specific targets not achieved

1.66 The 50% target for LACW was not met in 2017/18. The revised targets are as follows:

- 50% recycling and composting by 2017/18, increasing to 60% by 2025
- 90% waste diverted from landfill by 2020.

1.67 Most Districts have now implemented plans to restrict residual waste capacity in order to achieve the 50% target, however levels in 2017 were slightly below this target at 47.1% (This data is still awaiting full verification by Defra and the EA.) for the 9 Districts which are part of Zero Waste Greater Manchester. Recovery rates were 88.51% so are on track to achieving the 90% target by 2020.

1.68 The LACW waste arisings during 2017/18 for the authorities which make up Zero Waste Greater Manchester are shown in the table below. No data has been received for Wigan Waste Disposal Authority.

Performance rates for 2017/18.

	Waste arisings (tonnes)	Recycling rate	Diversion from landfill rate	Landfill rate
Greater Manchester*	1,128,822	47.1%	88.51%	11.49%

* Excludes Wigan Waste Disposal Authority. No data was provided by the organisation.

**This data is still awaiting full verification by Defra and the EA.

Action

1.69 Work to meet the 2020 (LACW) targets.

Conclusion

1.70 The data is not showing evidence of increased movements to RDF/SRF production, yet waste to landfill is dropping considerably. This could possibly be a result of increased waste reduction and prevention measures. Landfill tax will continue to increase and will rise from £86.10 per tonne to £88.95 per tonne from April 2018.

1.71 There is likely to be a shortfall in landfill provision during the plan period if Pilsworth does not get extended as discussed above. At present an extension of time is more likely for this site with the operator indicating that current proposal for increased capacity should be removed from the Waste Plan. This could require an increase in export of waste to landfill outside Greater Manchester and potentially the North West. The Greater Manchester councils fulfil the Duty to Cooperate by regularly liaising with other authorities with regards to waste matters and the unit have been working with all NW Waste Planning Authorities to prepare a position paper on landfill in the region.

1.72 The targets in the Waste Plan have not changed as a consequence of the changes in tonnage to landfill discussed above. However, the targets and figures in the Waste Plan do not now reflect the requirements of the Circular Economy and it is expected that the Defra Resource and Waste Strategy, once published, will include new targets which the authorities will need to meet. These changes will impact on the viability of the plan and an update to the needs assessment will be required to assess if local capacity can meet expected changes in demand.

Greater Manchester Joint Minerals Development Plan Annual Monitoring Report 2017-2018

1.73 The text below in relation to minerals has been prepared on behalf of Oldham Council by GMMWPU.

Introduction

- 1.74** This is the fifth Authority Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Minerals Plan (Minerals Plan), which was adopted on 26th April 2013.
- 1.75** This Monitoring Report covers the 12 month period from 1st April 2017 to 31st March 2018.
- 1.76** The Minerals Plan forms part of the statutory development plan for the following Authorities: Bolton Metropolitan Borough Council; Bury Metropolitan Borough Council; Manchester City Council; Oldham Metropolitan Borough Council; Rochdale Metropolitan Borough Council; Salford City Council; Stockport Metropolitan Borough Council; Tameside Metropolitan Borough Council; Trafford Metropolitan Borough Council; and Wigan Metropolitan Borough Council. This Monitoring Report reports on behalf of the ten authorities.
- 1.77** Within Greater Manchester there is a supply of low quality aggregate but limited resource of high quality aggregates available which is needed to ensure continued economic expansion of Greater Manchester. As such Greater Manchester relies heavily on imports from Mineral Planning Authorities (MPAs) outside of the plan area to meet its high-quality aggregate needs.
- 1.78** Just one quarry in Greater Manchester produces brick clay for use in engineering and facing bricks (Harwood, Bolton). There is currently an operational brickworks operated by Wienerberger in Denton, Manchester. This site relies on 50% imported clay from Mouselow Quarry, Glossop, Derbyshire, as well as 50% clay supplied from within Greater Manchester at Harwood Quarry. Whilst there is currently an application pending for an extension to the Mouselow site, reserves at Harwood are not sufficient to guarantee the 25 year supply required by National Planning Policy Framework. This is discussed later in the report.
- 1.79** In light of the above, Greater Manchester will continue to work closely with the MPAs which export material to the area to ensure that material can continue to be sourced to meet its ongoing needs in a sustainable manner throughout the plan period. Furthermore the use of recycled aggregates and secondary mineral products will be encouraged wherever possible to reduce the need for imports and promote sustainable use of raw materials.

Background to the Minerals Plan

- 1.80** The Association of Greater Manchester Authorities (AGMA) agreed to produce a Joint Minerals Plan in 2009. AGMA consists of all ten Greater Manchester Authorities. The Minerals Plan forms part of each Authority's statutory development plan and runs from 2012 to 2027. It was prepared on behalf of the 10 Greater Manchester Authorities by Urban Vision's Minerals and Waste Planning Unit.
- 1.81** The purpose of the Minerals Plan is to set out a minerals planning strategy to 2027 in order to deliver a steady and sustainable supply of minerals, safeguard mineral resources, enable Greater Manchester to contribute to its sub-regional apportionment of aggregates and facilitate greater use of recycled aggregates and secondary mineral products. The Minerals Plan includes a set of plans identifying the locations of Mineral Safeguarding Areas within each of the ten Local Planning Authorities. It also includes a set of development management policies which will assist in the consideration of minerals planning applications.

1.82 This Monitoring Report monitors the policies in the minerals Plan to determine the extent to which they are being effectively implemented.

1.83 Paragraph, 043 Reference ID: 61-043-20180913 of the National Planning Practice Guidance states that:

“To be effective plans need to be kept up-to-date. The National Planning Policy Framework states policies in local plans and spatial development strategies, should be reviewed to assess whether they need updating at least once every 5 years, and should then be updated as necessary. Under regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) local planning authorities must review local plans, and Statements of Community Involvement at least once every 5 years from their adoption date to ensure that policies remain relevant and effectively address the needs of the local community. Most plans are likely to require updating in whole or in part at least every 5 years. Reviews should be proportionate to the issues in hand. Plans may be found sound conditional upon a plan update in whole or in part within 5 years of the date of adoption.”

1.84 The first review of the Minerals Plan was undertaken in line with the guidance above in 2018. The review has highlighted the need to update parts of the plan and this is picked up through the Monitoring Report.

Core Output Indicators through the Minerals Plan

1.85 This data is measured on a level which includes all ten Greater Manchester Authorities, the five Merseyside Authorities plus Halton and the local authority of Warrington. For reasons of commercial confidentiality it is necessary to combine the data from these 17 areas.

Indicator M1 Production of primary land won aggregates by mineral planning authority

1.86 This measures production of primary land won aggregates by mineral planning authority against the North West Aggregate Working Party (NW AWP) apportionments. This links with Objective 4i and Policies 2 & 3. It is not possible to disclose the land won reserves figure for sand and gravel for 2017 for reasons of confidentiality as there was only one sand and gravel quarry in the sub-region with permitted reserves contributing to the landbank. It can be stated however that reserves will have decreased due to one quarry being identified as closed and another being worked-out. The landbank will also therefore have reduced. It is worth noting that the application reported in the 2016/17 AMR with Wigan Council for an extension to Morelys Quarry to release an additional approximately 0.9Mt of sand and gravel reserves is to be withdrawn. This means that there are insufficient reserves of Sand and Gravel to meet the current apportionment.

Greater Manchester, Merseyside and Warrington aggregate crushed rock landbank as at 31 December 2017

	Landbank as at 31.12.2016 (years)	Permitted reserves as at 31.12.2017 (mt)	Annual apportionment requirement 2005-2020 (mt)	Landbank as at 31.12.2017 (years)
Greater Manchester, Merseyside and Warrington	14.84	18.37	1.32	21.6

Greater Manchester, Merseyside and Warrington aggregate land-won sand and gravel landbank as at 31 December 2017

	Landbank as at 31.12.2016 (years)	Permitted reserves as at 31.12.2017 (mt)	Annual Apportionment requirement 2005 - 2020 (mt)	Landbank as at 31.12.2017 (years)
Greater Manchester, Merseyside and Warrington	confidential and is below 7 years	confidential	0.43	confidential and is below 7 years

1.87 Sales of land won sand and gravel were slightly below the ten and three year average of 0.29mt and 0.26mt respectively. The actual sales figure for 2017 cannot be reported in order to maintain confidentiality due to the issue with less than 3 sites being active across the sub-region. Although a slight upturn in recent years, sales continue to be below the apportionment and levels of future provision will be addressed through the Local Aggregate Assessment.

1.88 The sand and gravel landbank is now below the 7 year minimum requirement of the National Planning Policy Framework and will be fully depleted during the Plan period unless additional proposals for minerals extraction come forward and planning permissions are granted for the release of additional reserves.

1.89 Sales of crushed rock continue to be below both the ten and three year average of 0.85mt and 0.82mt at 0.78mt. The sub-region is heavily reliant on imported material with 76% of sand and gravel consumed in 2009 originating from outside the sub-region, either from elsewhere in the North West or beyond, this figure remains the same for 2014. The next 4 yearly survey is due to be undertaken in 2019 and will be reported in the next Monitoring Report, this will provide updated information on movements and will identify if our reliance on imports has increased due to the lack of local provision. The only sand and gravel quarries in the sub-region are currently found in Greater Manchester. The sub-region imported 92% of crushed rock consumed in 2009, this has risen to 93% for 2014. The data suggests that the sub-region continues to rely on imports to supply the majority of its requirements for sand and gravel and crushed

rock. Communication and co-operation with those authorities that export primary aggregates to the sub-region will be important and Statements of Common Ground may be necessary as policies in minerals plans supporting the sub-region develop.

Indicator M2 production of secondary and recycled aggregates by mineral planning authority

1.90 This measures production of secondary and recycled aggregates by mineral planning authority. This links with Objective 4iii. Current data is considered unreliable. Estimates are made using information from primary aggregate reserves and sales to identify any trends which may link to the production of secondary and recycled aggregates. Table 3 and 5 indicate a general downward trend in sales of aggregate since 2005, whilst reserves of crushed rock have fluctuated but remains around 18 MT, however an application was received in 2018 for the extension of time to Buckton Vale Quarry and this may also affect the position on existing reserves. Sand and gravel reserves have tended to fall and are currently below the required 7 years landbank and are likely to remain that way with the only recent application now to be withdrawn (December 2018). The general fall in sales and reserves of crushed rock may indicate an increased use of secondary and recycled aggregate in the region in place of local primary aggregates. Reserves of sand and gravel have been depleted as reserves at Morleys Quarry have been worked out.

Greater Manchester, Merseyside and Warrington aggregate crushed rock sales 2007-2017

Aggregate Crushed Rock Sales (million tonnes)											
Monitoring period	AM07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16	AM 17
Sandstone	1.1	0.69	0.30	0.29	0.36	0.81	0.42	0.69	0.79	0.87	0.78

Greater Manchester, Merseyside and Warrington aggregate crushed rock reserves 2007-2017

Aggregate Crushed Rock Reserves (million tonnes)											
Monitoring period	AM07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16	AM 17
Sandstone	24.86	17.36	17.23	17.01	20.26	20.06	20.3	21.18	20.43	19.59	18.37

Greater Manchester, Merseyside and Warrington aggregate sand and gravel sales 2007-2017

Aggregate Sand and Gravel Sales (million tonnes)											
Monitoring period	AM07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16	AM 17
Land-won	0.3	0.44	0.37	0.22	0.24	0.24	0.24	0.26	0.31	c.	c.
Marine dredged	0.53	0.41	0.30	0.26	0.24	0.21	0.30	0.25	0.26	c.	c.
Total sales	0.83	0.85	0.67	0.48	0.48	0.45	0.54	0.51	0.57	0.39	0.36

Greater Manchester, Merseyside and Warrington aggregate sand and gravel reserves 2007-2017

Aggregate Sand and Gravel Reserves (million tonnes)											
Monitoring period	AM07	AM 08	AM 09	AM 10	AM 11	AM 12	AM 13	AM 14	AM 15	AM 16	AM 17
Land-won	5.15	5.8	6.1	4.85	4.76	4.52	4.27	3.86	3.70	c.	c.
Total reserves	5.15	5.8	6.1	4.85	4.76	4.52	4.27	3.86	3.70	c.	c.

1.91 A significant proportion of the wastes recycled for aggregate use are recycled at demolition/ construction sites using mobile processing plant and indeed often reused on-site. Estimates of construction, demolition and excavation (CD&E) waste which can be used as recycled aggregates can be obtained from the Environment Agency's Waste Data Interrogator. However this data does not cover materials managed at exempt sites or material which is managed on site and therefore does not enter the waste stream, therefore this can only provide an estimate of recycled aggregates. Each year the Environment Agency releases data for the previous year. The current data set for reporting is for calendar year 2017.

1.92 The table 7 below presents data on the amount of CD&E waste managed in Greater Manchester over the last 5 years. This data indicates an increase in the amount of C,D&E waste managed in 2017 following fairly steady levels over the previous years which is linked to increase in development taking place.

1.93 The method of obtaining information on C,D&E waste is from the Environment Agency's Waste Data Interrogator, however it is not possible to say how much of this is used in place of primary aggregates in construction as data on this is not available. In Greater Manchester the amount of CD&E waste handled in the area increased from 2.863mt in 2016 to 3.152mt in 2017. In comparison, the amount produced in 2017 by the 10 Greater Manchester Authorities was 2.72mt, indicating that Greater Manchester processes more C,D&E waste than it produces.

Total Construction, Demolition & Excavation Waste Handled in Greater Manchester

Construction and Demolition waste (million tonnes)					
Monitoring Period	2013	2014	2015	2016	2017
Total C&D waste	2.731	2.887	2.868	2.863	3.152

Data taken from EA WDI.

Minerals Plan Policies Review

Policy 1: The Presumption in Favour of Sustainable Minerals Development

1.94 This policy states that positive consideration will be given to minerals development which accords with the policies set out in the Minerals Plan and with all other relevant local plan policies and that such development will be permitted unless material considerations indicate otherwise. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral development planning applications permitted in line with presumption in favour of sustainable development	100%

1.95 No applications have been determined in the year 2017/18 for minerals development, two scoping opinions for hard rock quarries were received in Tameside (ref. 17/00412/ENV and 17/00507/ENV) and responded to with applications expected in 2018/19.

Policy 2: Key Planning and Environmental Criteria

1.96 This policy states that minerals development will be permitted where any adverse impacts on a list of criteria are avoided or can be appropriately mitigated. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral development planning applications permitted compliant with the requirements of the policy	100%

1.97 As above, no applications were permitted during the monitoring period, two scoping opinions were received which identified the development was EIA. One application in Wigan remained undetermined due to concerns raised by the EA and is to be withdrawn at this time until such issue can be dealt with. As such there is null effect on this indicator for 2017/18.

Policy 3: Primary Extraction of Aggregate Minerals (implements of objectives 1 & 4i)

1.98 This policy states the conditions under which applications for extraction/and or processing of sand, gravel or sandstone/gritstone within the Areas of Search and the conditions for outside Areas of Search planning permission will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of applications for primary extraction of aggregate minerals permitted compliant with the requirements of the policy.	100%

1.99 There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

Policy 4: Natural Building Stone (implements objectives 1 & 4ii)

1.100 This policy states the conditions under which proposals for the working of natural building stone will be supported and what evidence the proposals must be supported by. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of natural building stone excavation permitted compliant with the requirements of the policy.	100%

1.101 There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

Policy 5: Primary Extraction of Non Aggregate Minerals (implements objectives 1 & 4ii)

1.102 The policy states the conditions under which proposals for the development of non -aggregate minerals will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of applications for primary extraction of non aggregate minerals permitted compliant with the requirements of the policy.	100%

1.103 There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

1.104 As a requirement of national planning policy, minerals planning authorities need to be able to demonstrate a 25 year supply of brick clay reserves. Reserves at Harwood Quarry are due to be depleted towards 2026 and so the sub-region is falling short of this target. Weinberger’s Denton Brickworks Factory in Manchester sources 50% of its brick clay from Harwood Quarry and 50% from a quarry in Derbyshire. The Brickworks operator has requested assistance in identifying new potential sites for clay extraction within the sub-region. This could be achieved through a review of the Minerals Plan to identify any potential suitable sites with the assistance of the minerals industry. As part of the 5 year review of the Minerals Plan, discussions have taken place with operators within the region, a number of which have indicated an interest in seeking to provide additional reserves of brick clay to continue to support the Brickworks, proposals for which could be delivered through the review of the Minerals Plan. The need for additional reserves to support the Brickworks is indicated in the 5 year review and highlighted an issue to be addressed through an update to the Minerals Plan.

Policy 6: Unconventional Gas Resources (implements objectives 1 & 5)

1.105 The policy states the conditions under which applications for exploration and appraisal, and production wells for unconventional gas resources will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of unconventional gas resources developments permitted compliant with requirements of the policy.	100%

1.106 There were no relevant applications for unconventional gas resources developments permitted during the monitoring period.

Policy 7: Peat (implements objective 1)

1.107 The policy states the conditions under which applications for peat extraction will be granted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of peat extraction developments permitted compliant with the requirements of the policy.	100%

1.108 There were no applications for peat extraction developments permitted during the monitoring period.

Policy 8: Mineral Safeguarding Areas (implementing objective 1, 2 and 3)

1.109 The policy states that all non-mineral development proposals within the Mineral Safeguarding Area should extract any viable mineral resources present in advance of construction. The policy also states the requirements for proposals for non-mineral development within the Mineral Safeguarding Areas that do not allow for the prior extraction of minerals. It is also stated that all non-mineral development proposals outside the Mineral Safeguarding Areas where the potential for prior extraction to take place has been identified should seek to extract any viable mineral resources present in advance of construction. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of non mineral development permitted within the MSA (falling within the policy thresholds) which do not needlessly sterilise mineral resources.	100%

1.110 There have been no non mineral developments permitted within the MSA that would needlessly sterilise mineral resources. The Unit is aware of three applications being determined within an MSA as identified in the following table but all were exempt through the exceptions listed in Policy 8. A Minerals Resources assessment was identified as being required for application ref AG/340767/17.

Application No.	Location	Proposal	Decision
AG/340767/17	Higher Countill Farm, Turf Pit Lane, Oldham, OL4 2PZ	Erection of 1.no agricultural building for animals, machinery, associated machines and equipment	Permission not required (decision issued 10 Nov 2017)
PREAPP/00003/18	Land West Of Smithybridge Road	Residential development of land for 210 dwellings	Screening opinion (18/00682/SO) – no EIA required (decision dated 23 July 2018)
02781/18	Land at Bowlands Hey, Westhoughton	Erection of 174 dwellings including access, landscaping, public open space with ecological mitigation and other associated works.	Refused – currently subject of an appeal. Inquiry January 2019.
00997/17	Hulton Park, Bolton	Development of a Tournament Golf Course	Permitted but subsequently called in by SoS. Inquiry October 2019.
02806/18	192 St Johns Road, Lostock	Erection of 1 mp. Detached Dwelling House	Permitted 27/03/2018
01119/17	Ditchers Farm, Slack Lane, Westhoughton, Bolton, BL5 3LB	Erection of battery storage development including battery storage containers, inverter units, load banks, transformers, switchroom/control room, welfare unit and storage container together with 2.4m high perimeter fence and associated access.	Refused 05/10/2017 and dismissed on appeal 09/01/2018

Policy 9: Sustainable Transport of Minerals (implements objective 3)

1.111 This policy states that developers will be encouraged to transport minerals via the most sustainable transport mode wherever practicable and allows for transport of minerals by road where the use of more sustainable transport is not practicable and the existing highway network is able to accommodate traffic generated by the proposal. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral development permitted utilising most sustainable transport modes in compliance with the policies of the Minerals Plan.	100%

1.112 No new site permissions were granted for minerals extraction.

Policy 10: Reworking of Colliery Spoil Tips (implements objectives 1 & 5)

1.113 This policy states the conditions under which applications for the reworking of colliery spoil tips will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of applications for reworking colliery spoil tips permitted compliant with the requirements of the policy.	100%

1.114 There were no applications for reworking colliery spoil tips permitted during the monitoring period.

Policy 11: Protecting Existing Mineral Sites/Infrastructure (implements objectives 1, 2, 4 & 5)

1.115 This policy protects existing mineral sites and infrastructure from new development and states the conditions under which development likely to have an unacceptable impact on mineral sites and infrastructure will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of non mineral related development permitted within a distance that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy.	100%

1.116 No applications were permitted that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy. The Minerals and Waste Planning Unit undertook a review of almost 1000 sites being considered as part of the Greater Manchester Spatial Framework to identify any candidate sites in close proximity to mineral sites and infrastructure which may impact upon their continued operation. The unit have continued to work with the GMSF team and propose policies for the inclusion within the GMSF.

1.117 As part of the review of the Minerals Plan, the policy providing protection to such sites was identified as being inadequate and not compliant with national policy, as such it has been identified as an area which needs to be updated through a review of the Minerals Plan.

Policy 12: Protecting quarries important for maintaining historic buildings (implements objectives 1, 2, 4 & 5)

1.118 This policy states that impact upon quarries important for maintaining historic buildings will be considered and states the conditions under which development likely to have an unacceptable impact on the future use of a quarry will be permitted. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral related development permitted in line with the restoration and aftercare requirements.	100%

1.119 There were no relevant planning applications permitted during the monitoring period and so this target is not applicable. The Minerals and Waste Planning Unit undertook a review of almost 1000 sites being considered as part of the Greater Manchester Spatial Framework to identify any candidate sites in close proximity to existing mineral sites and infrastructure which may impact upon their continued operation.

1.120 As part of the review of the Minerals Plan, the policy providing protection to such sites was identified as being inadequate and not compliant with national policy, as such it has been identified as an area which needs to be updated through a review of the Minerals Plan.

Policy 13: Restoration and aftercare (implements objective 1)

1.121 This policy states that applications for minerals extraction will be permitted where they are accompanied by appropriate proposals for site restoration and aftercare. The indicator and target for the monitoring of this policy is:

Indicator	Target
% of mineral related development permitted in line with the restoration and aftercare requirements.	100%

1.122 During 2017, no new applications were determined for the extraction of aggregates. Significant work has been undertaken at Morleys Hall to facilitate effective restoration through landfill of the former sandpit, however through monitoring it has been noted that restoration is not in line with the agreed planning permission. The unit and Council have been working with the operator to rectify this and recent visits have shown considerable improvements to conditions on site; however an application will be required to ensure the site is restored properly.

Petroleum Exploration and Development Licence (PEDL) update

1.123 On the 18th August 2015, the Oil and Gas Authority (OGA) and Department of Energy & Climate Change (DECC) published a Habitat Regulations Assessment (HRA) of the 14th Onshore Oil and Gas Licensing Round. The Oil and Gas Authority announced on 17th December 2015 that all 159 onshore blocks under the 14th Onshore Oil and Gas Licensing Round are being formally offered to successful applicants.

1.124 Of those blocks formally offered, 7 blocks fall wholly or partially within Greater Manchester;

1. Bolton Ref SD6, Operator: Osprey
2. Bolton & Bury Ref SD71, Operator: Hutton
3. Bury & Rochdale Ref SD81, Operator: Hutton
4. Wigan, SD50, Operator: Aurora
5. Bolton & Wigan Ref SD60d, Operator: Hutton
6. Bolton & Salford, SD70, Operator: Hutton
7. Trafford, SJ78, Operator: Ineos

1.125 There is also an existing and retained PEDL in place (Ref PEDL 193; Operator IGAS) partly in Salford/Trafford/Manchester. The Minerals and Waste Planning Unit within Urban Vision has invited industry representatives to visit the team to discuss their intentions for petroleum exploration within Greater Manchester. Only one representative has so far accepted the invitation and met with the Unit.

1.126 In early 2018, the unit spoke to the main licence holders for Greater Manchester who have indicated that there is still an interest in working licences in the area, but this is not likely to be within the timeframe indicated through the PEDL due to current commitment elsewhere. As such, they will most likely be seeking extension to the working arrangements for the PEDL's they hold.

1.127 The Department for Energy and Climate Change Onshore Oil and Gas interactive map shows the released licence areas and can be accessed at <https://deccedu.maps.arcgis.com/apps/webappviewer/index.html?id=29c31fa4b00248418e545d222e57ddaa>

Actions

1.128 Over the monitoring period the targets for all policies have either been met or no applications have been approved which would cover said policies. During the monitoring period, the 5 year review of the Minerals Plan was also required, this review is separate to the annual monitoring and looks at whether the plan is delivering the aim and objectives and meeting the needs of Greater Manchester. The review identified a number of areas where policies are not considered compliant with national policy and as such should be reviewed through any update to the Minerals Plan. A separate report on the plans was prepared indicating areas which need to be reviewed.

1.129 As highlighted at the beginning of the report Greater Manchester has a limited supply of high grade aggregates and so relies on imports from surrounding Minerals Planning Authorities for this material. Greater Manchester must continue to liaise with the surrounding Minerals Planning Authorities regarding movement of such minerals. For example, the Minerals and Waste Planning Unit respond on behalf of the Greater Manchester councils consultations from neighbouring authorities on the production of their minerals plans/policies.