

# **DERBYSHIRE AND DERBY MINERALS LOCAL PLAN**

## **SAND AND GRAVEL SITES CONSULTATION**

**OCTOBER 2020**

## Contents

1. Introduction.....	3
2. Progress on The Minerals Local Plan.....	4
3. Existing Reserves and Remaining Requirements.....	8
4. The Suggested Sites.....	10
5. Site Assessment Methodology.....	14
6. Analysis of Results.....	16
7. Next Steps.....	20

## 1. Introduction

- 1.1 Derbyshire County Council and Derby City Council are working together to prepare a joint minerals local plan. It will be called the Derbyshire and Derby Minerals Local Plan and will cover the geographical area of Derbyshire and Derby, excluding the Peak District National Park.
- 1.2 An important aspect of this Plan will be to ensure that there is a steady and adequate supply of sand and gravel throughout the plan period. This supply will be maintained through existing planning permissions and new areas of land for working if required. This strategy is constrained by the fact that minerals can only be quarried where they occur. This means that in Derbyshire and Derby, sand and gravel sites can only be located in the alluvial sand and gravel resource of the Trent, Derwent and Lower Dove Valleys in the southern part of the Plan area.
- 1.3 The National Planning Policy Framework (NPPF)<sup>1</sup> now stipulates that Local Plans should cover a 15 year period from adoption of the Plan. This has required the Councils to extend the Plan period to 2036 (15 years from the expected adoption of the Plan in 2021). This means that we have had to re-examine the situation regarding the supply of sand and gravel from the Plan area to determine the scale of additional provision that the Plan must make and the amount that will be required from new sites.
- 1.4 As part of this re-examination, we have asked sand and gravel operators within the county if they wished to promote additional sites for working during the Plan period to 2036. This has resulted in three further sites being put forward.
- 1.5 Using the same site assessment methodology, these sites will be considered alongside the other five sites that have been considered previously. Those emerging with the greatest overall potential for working and which best meet the need for making additional provision over the plan period will be considered for allocation in the Plan.
- 1.6 Before we progress to the next stage of the Plan later this year (the Proposed Draft Plan), we are asking for comments on these sites and the assessment process.

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<sup>1</sup> National Planning Policy Framework (February 2019) Paragraph 22

## **2. Progress on the Minerals Local Plan**

2.1 Preparation of a local plan typically involves several stages of public engagement and consultation. Set out below are the stages of plan preparation undertaken so far.

### **Key Issues and Options Consultation - 2010**

2.2 The Issues and Options Paper for the Minerals Local Plan was published for consultation in 2010. In terms of sand and gravel, this asked for comments on twelve sites that had been suggested for sand and gravel working. Support was expressed for the development of a strategic long term approach, which would be used to guide the future identification of sites for working and the restoration of sand and gravel workings in the Trent Valley. This approach is now embodied in the draft vision and objectives of the Minerals Local Plan.

### **Sand and Gravel Consultation - 2012**

2.3 In Autumn 2012, a series of drop-in sessions were held in the communities where sand and gravel sites had been suggested. Twelve sites were under consideration at this stage. These were:

#### **Trent Valley East**

Shardlow (Hanson)

Elvaston (Tarmac)

Attenborough (Cemex)

Chapel Farm

#### **Trent Valley - West**

Willington (Cemex)

Foremark (Hanson)

Egginton (Hanson)

Swarkestone North (Tarmac)

Swarkestone South (Tarmac)

#### **Lower Dove Valley**

Foston (Hanson)

Sudbury East (Sudbury Estates)

Sudbury West (Sudbury Estates)

The drop-in sessions gave people the opportunity to provide comments on these specific sites, as well as the emerging site assessment methodology and the Environmental Sensitivity Mapping Project for the Trent Valley. All comments were then taken in to account in further developing the site assessment methodology and the initial assessment of the sites.

### **Emerging Approach Consultation – 2015/2016**

- 2.4 The revised site assessment methodology was then published for comment in the 2015 consultation. Five of the suggested sites had been withdrawn prior to this stage for various reasons. These were:

Shardlow (planning permission granted)

Attenborough (ownership constraints)

Chapel Farm (non-viable)

Sudbury A (undeliverable in this Plan period)

Sudbury B (undeliverable in this Plan period)

- 2.5 This left seven sites to be assessed. Hanson had suggested three of these sites; Foremark (the larger area) Foston and Egginton. Tarmac's promoted sites were Elvaston, Swarkestone South and Swarkestone North. Cemex had suggested the extension to Willington Quarry. The assessment work used the Environmental Sensitivity Mapping work (developed and carried out by the County Council's Conservation, Heritage and Design Team) alongside the site assessment methodology to determine which sites had the greatest potential to be worked for sand and gravel extraction.

### **Proposed Approach Consultation - 2018**

- 2.6 The preferred sites emerging from this assessment process were proposed as specific sites for working in the Spring 2018 "Towards a Minerals Local Plan" Consultation. These were Willington and Swarkestone South. Elvaston and Swarkestone North

were identified as Preferred Areas. Although the information available at this time indicated they were unlikely to be required to meet the need for sand and gravel, and were therefore not proposed to be allocated specifically, these Preferred Areas are considered to be suitable for working if required and could come forward should other sites not come forward as anticipated or if monitoring determined that production was increasing, or was likely to increase, significantly over the Plan period. In essence, they provide a degree of flexibility.

2.7 The following comments were received in respect of these proposals:

- Object to the inclusion of the Elvaston site as a Preferred Area for a number of social and environmental reasons.

*Officer Response. The issues raised have been addressed in the site assessment.*

- Note that the allocation at Swarkestone will impact on Anchor Church, a Grade II Listed Building which is located opposite the site, which would not only result in unjustified harm to its own significance but which also forms setting to the Grade I listed Foremark Hall. Moreover, the rock-cut features comprising Anchor Church are of national archaeological importance notwithstanding that they are not scheduled under the 1979 Act. As such, object to the allocation of the site as shown, and recommend that the area of land shown in the current planning application for a panel of extraction and associated bunds and infrastructure on the land opposite Anchor Church is deleted from the proposed allocation in the emerging Plan, as well as the current planning application.

*Officer Response. The boundary of the site was redrawn as part of the consideration of the planning application for this site to address these concerns.*

- With regard to the proposed allocation of land at Willington, Staffordshire County Council has concerns regarding the cross boundary implications of developing this site as follows. There is potential for adverse impacts on this watercourse and on palaeo-channels and features associated with the river, which could affect Staffordshire. The current Derbyshire landscape of small fields of unimproved grassland, hedgerows, important trees and copses appears to be of high ecological importance and complements the Staffordshire

landscape in this location. Impacts on populations of species using this area are likely to have implications for both counties.

*Officer Response. These concerns are noted. Sand and gravel sites will inevitably have an impact on the surrounding area. In considering planning applications for these sites, the issues are always balanced carefully in coming to a decision as to whether the site can be developed and if it is considered it can, then how the site should be developed in the most sensitive manner with the least impact on the area.*

### **Ongoing Engagement - 2018-2019**

- 2.8 The timescale for the Plan had originally been to 2030, and the Councils had proposed two sand and gravel sites (Willington and Swarkestone South) to provide sufficient material to maintain supply over this period. However, in July 2018, the Government published a revised NPPF, which now states that local plans should cover a 15 year period from the adoption of the Plan. With the Minerals Local Plan now expected to be adopted in 2021, the timescale for the MLP was, therefore, extended to 2036. This meant that a greater amount of sand and gravel would be required for this longer period (as set out below) and that further sites would be needed to provide this.
- 2.9 In view of the additional provision required we decided to look at the best way of meeting that provision and maintaining supply over the extended plan period. We contacted and liaised with all operators about their requirements over the extended plan period. As a result, additional sites were put forward (see section 4) and so there was a need to carry out an assessment of all potential and promoted sites. This led to this current consultation.

### 3. Existing Reserves and Remaining Requirements

3.1 Information regarding mineral production and reserves is collected annually by the County Council. As the table below shows, production of sand and gravel in Derbyshire between 2009 and 2018 has averaged 1.01 million tonnes (mt).

**Annual Production of Sand and Gravel in Derbyshire 2009-2018 (figures in million tonnes)**

2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	Average
0.91	1.04	1.1	0.81	0.82	0.95	1.13	1.29	0.94	1.05	1.01

3.2 Swarkestone, Shardlow, Willington and Mercaston are the operational sand and gravel quarries in the Plan area. There is also one site, Elvaston Quarry, which has permitted reserves but is currently non-operational. These sites together have reserves of 11.35mt of sand and gravel (This is the figure at the end of 2018 but also including the additional 2.5mt of reserves that were permitted at Swarkestone Quarry in 2019).

3.3 This stock of permitted reserves is known as the landbank. The NPPF requires landbanks to be maintained for all aggregate minerals, with the recommended landbank period for sand and gravel being at least 7 years. The current length of the landbank for sand and gravel in the Plan area is 10.4 years (total permitted reserves of 11.35mt divided by the current annual provision rate of 1.09mt).

3.4 As set out above, for the 10 year period from 2009 to 2018, sales of sand and gravel extracted from quarries in Derbyshire averaged 1.01 million tonnes. The three year average is 1.09mt which, as explained in the Local Aggregate Assessment (LAA)<sup>2</sup>, is the figure that is being used currently to calculate the annual provision of sand and gravel for the forthcoming years. The LAA indicates, therefore, that, based on an annual provision rate of 1.09mt, Derbyshire and Derby should provide 19.62mt of sand and gravel from 2019 to 2036 (18 years x 1.09mt).

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<sup>2</sup> Derbyshire, Derby and Peak District Local Aggregate Assessment 2019



3.5 Table 2 below provides a calculation of the future requirements for sand and gravel within Derbyshire and Derby. The calculation is based on making provision for the period up to 2036. The calculations take account of the current level of permitted reserves (at October 2019). As a result, there is a shortfall on the requirement figure of some 8.27mt of sand and gravel reserves over the Plan period to 2036, as shown in the table below.

**Sand and Gravel Provision – Reserves and Requirements**

	<b>Sand and Gravel</b>	<b>Million Tonnes</b>
<b>A</b>	Annual Requirement	1.09
<b>B</b>	Total Production Requirement 2019-2036 (Ax18 years)	19.62
<b>Reserves</b>		
<b>C</b>	Permitted Reserves (Landbank)	11.35
<b>Shortfall</b>		
<b>E</b>	Shortfall 2019 – 2036 (B-C)	8.27

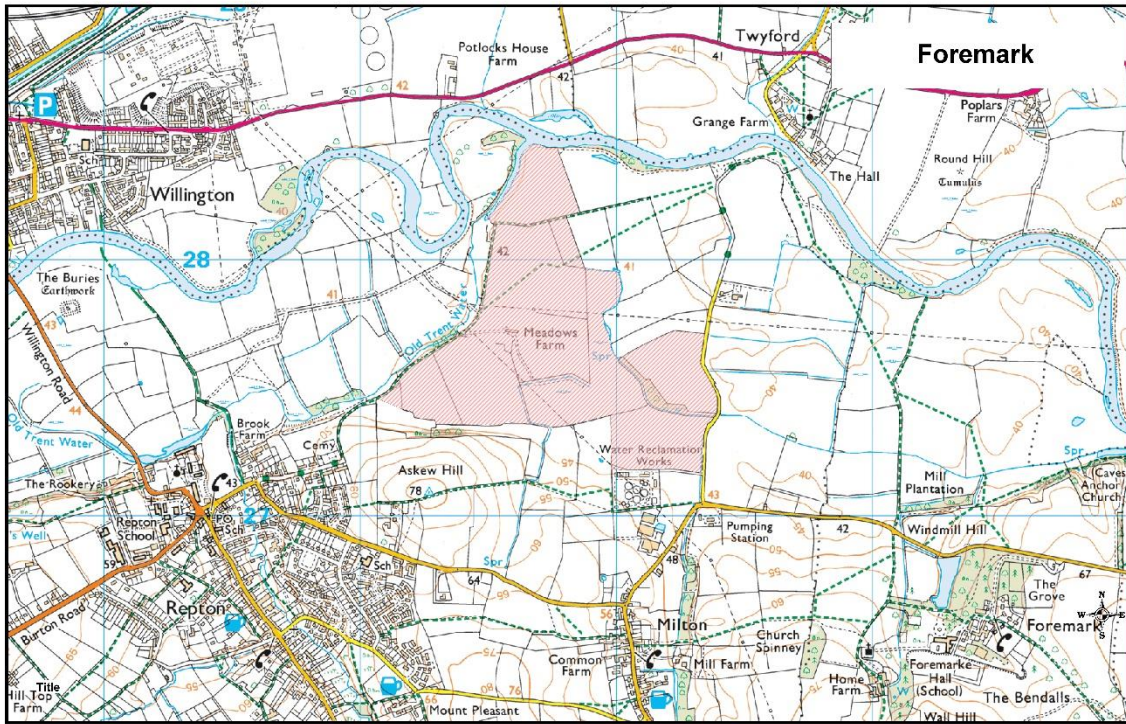
3.6 New areas of land will have to be identified in the Minerals Local Plan to provide these reserves to ensure that the requirement is met. Potential sites to meet this requirement are discussed in sections 4 and 5 below.

## **4. The Suggested Sites**

- 4.1 Three additional sites have been suggested by mineral companies for inclusion in the MLP. These are a site to the north of Repton (referred to as the Foremark site), and one to the north of Twyford Road to the east of Twyford, both located in the Trent Valley in South Derbyshire. A site to the south of Foston, near Scropton in the Lower Dove Valley, has also been put forward. (These sites will be considered along with the other five sites which have been put forward previously. See section 5 below)

### **Foremark**

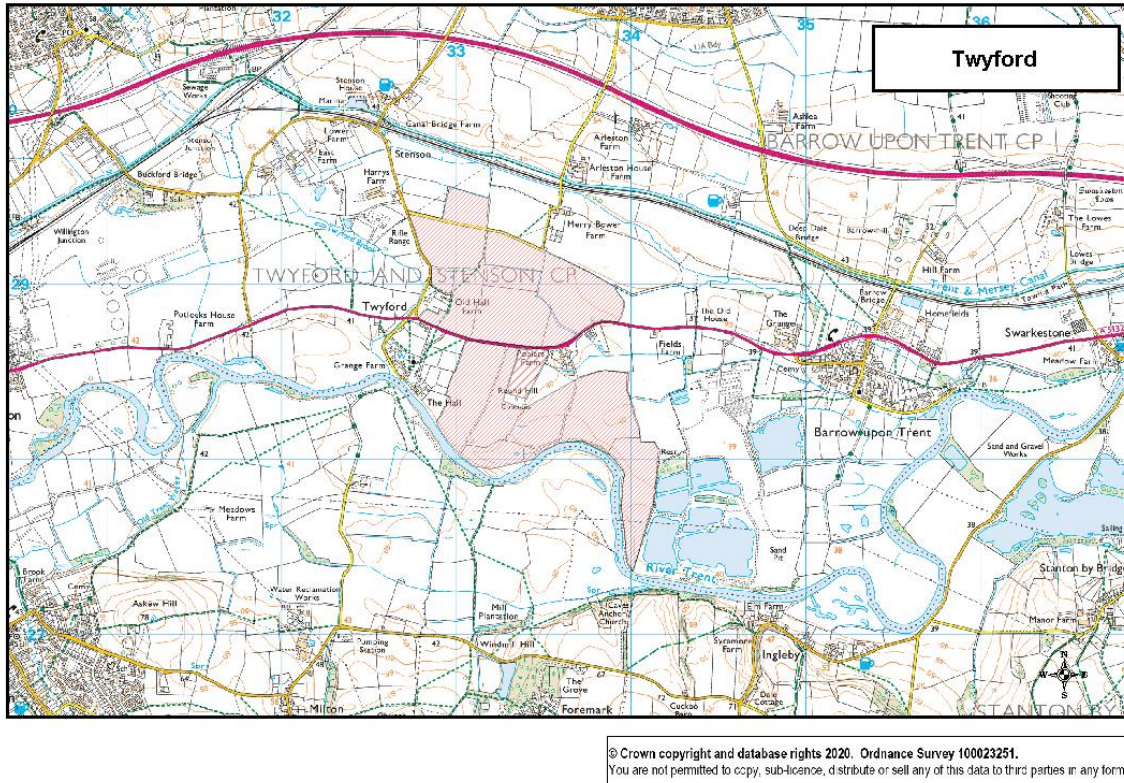
- 4.2 This 72 hectare (ha) site is located on open arable fields between Twyford and Repton to the south of the River Trent, as shown on the plan below. It is proposed by Hanson as a replacement for its current operation in Derbyshire, Shardlow Quarry, which, it is estimated, will run out of reserves by 2027. It would be for the extraction of around 5 mt of sand and gravel, and at a proposed annual extraction rate of 500,000 tonnes, would have an expected life of around 10 years. A wetland/water based biodiversity restoration scheme with an element of improved public access is proposed.
- 4.3 The site was considered and assessed previously by the Councils during the earlier stages of the preparation of this local plan, but as part of a larger site that extended west towards Repton. The assessment of this larger site indicated that it had a low potential for allocation as a result of its sensitivity in social and environmental terms. Other less sensitive sites were available, as set out above and, therefore, this larger site was not proposed as a draft allocation in the emerging MLP. Hanson has confirmed that this larger area is no longer being pursued in this Plan.
- 4.4 The smaller site, as put forward now, will be assessed against the same assessment methodology as all the other sites.



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## Twyford

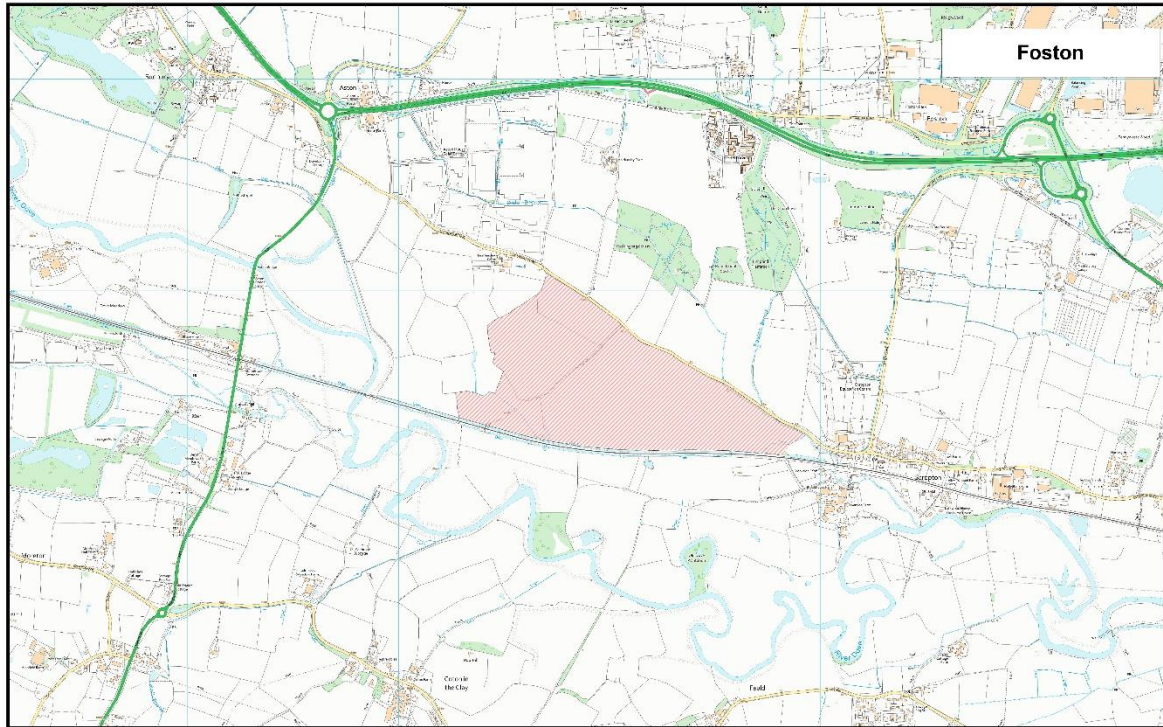
4.5 Cemex has proposed this site. This is a 159 ha site to the east and south east of Twyford, as shown on the plan below. It includes the 89 ha Swarkestone North site, which the Councils proposed to include as a preferred allocation in the Spring 2018 Consultation for the extraction of around 4.25 mt of sand and gravel. This part of the site is still being promoted by Tarmac as a separate site. Cemex is also promoting two additional areas of land to be considered as part of its proposal. These include a 4 ha area to the north of the Round Barrow Scheduled Monument and a larger area of around 66 ha to the north of Twyford Road (A5132). These additional areas would yield around 2 mt of sand and gravel and the whole site would, therefore, yield a total of around 6.25 mt. The site would follow on from the company's current Willington operation, which is likely to have run out of reserves by 2025. If production was to be maintained at around the proposed 300,000–350,000 tonnes per year, the site would be in production for around 18-20 years.



## Foston

- 4.6 Hanson has also suggested a site to the south of Foston, close to Scropton, in the Lower Dove Valley. This proposed site is considered by the company as the eventual replacement for Hanson's Barton Quarry in Staffordshire, which is likely to cease production in 2030, although it is worth noting that Barton Quarry currently meets demand for sand and gravel at times when Shardlow Quarry is not operating. As a result, it appears that Foston, in theory, could serve as a replacement for Shardlow Quarry. Foston is a 71 ha site, which has estimated sand and gravel reserves of around 3.1 mt. It would be worked at around 450,000-500,000 tonnes per annum over a six year period towards the end of the Plan period. A wetland/water based biodiversity restoration scheme with an element of improved public access is proposed. The precise location of the plant site and new access will be subject to more detailed consideration by the operator, but the operator has confirmed that all HGV traffic (other than local deliveries) would be routed to the west to join the A50 at the Sudbury roundabout.

This is part of a larger site (which also included an area to the north of Leathersley Lane) that was originally assessed in 2012 but was not proposed to be included as a preferred area in the emerging Minerals Local Plan. Hanson has confirmed that this larger site is no longer being pursued in this Plan.



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## 5. Site Assessment Methodology

5.1 A methodology for assessing sites has been developed to ensure that a consistent and transparent approach has been applied to the all sites. Statutory and other consultees have been involved in its development. The methodology has been amended slightly since the previous assessments were undertaken in 2015, having taken account of comments received at the most recent consultation (Spring 2028) and also to correct some inconsistencies which had become apparent. This latest methodology can be found as Appendix 1, “Sand and Gravel Site Assessment Methodology, August 2020”.

5.2 Using the revised site assessment methodology, an assessment has been undertaken of the three recently proposed sites set out above, together with a reassessment of the five sites that had been assessed previously in 2015. This has ensured that a consistent approach has been taken to all sites. The five sites that had been considered previously and now reassessed are:

Willington

Swarkestone North

Swarkestone South

Elvaston

Egginton

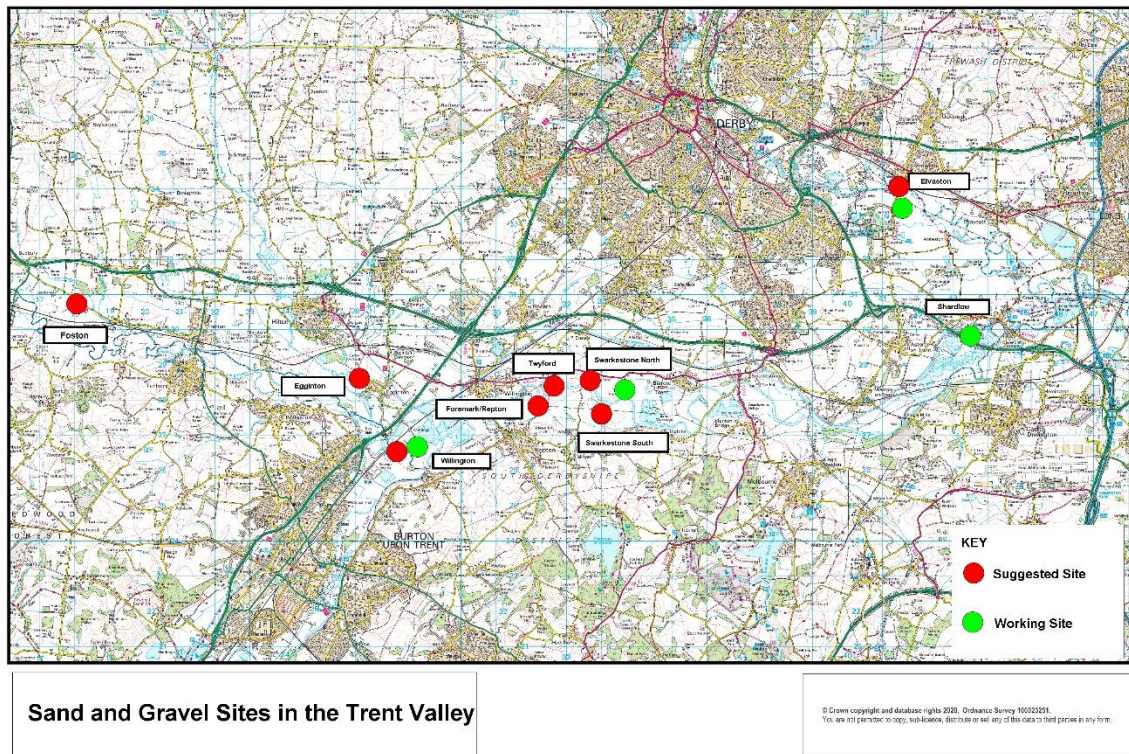
The map below shows the location of all eight sites within the Trent Valley area

5.3 The environmental element of the assessments incorporated the Environmental Sensitivity Mapping work, which is a project that has been undertaken by the County Council's Conservation Heritage and Design Team and considers the overall environmental value (landscape, ecological and historic) of the valleys. (This is available as a related document, “A Methodology to Map Environmentally Sensitive Areas in the Trent Valley”.)

5.4 The site assessment and this sensitivity mapping work have been combined to give an overall environmental score for each site. According to this score, the sites have then been categorised in to those which have either high, medium or low potential for

working i.e. those sites with the highest scores have been classified as having high potential for working etc..

- 5.5 A number of issues relating to highways have been considered in the assessment of the sites, for which the sites have been found to be in broad compliance with, but a Transport Assessment would need to accompany any planning application for the sites to fully assess the impact of traffic generated by the site on the surrounding highway network.
- 5.6 The full assessments of all sites and the overall social, economic and environmental scores and rankings for each site are available in Appendix 2, “Sand and Gravel Site Assessments, August 2020”.



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## **6. Analysis of Results**

- 6.1 Swarkestone North, Elvaston, Willington and Swarkestone South have been shown by the assessments to have high potential for mineral working. These sites would, in numerical terms, have sufficient sand and gravel to meet the overall requirement for the Plan period. However, there may be issues regarding the deliverability of some of these sites, particularly Swarkestone North. This is because Tarmac may not be able to begin to work this site until the end of the Plan period because they are likely to be working Swarkestone South until 2034.
- 6.2 If the site is under the control of Cemex, the deliverability of the site depends to some extent on the additional area to the north of Twyford Road being allocated. The assessment has, however, showed this additional area to be of significant sensitivity, particularly in terms of its landscape character, its visual impact and its historic value. Given also that other less sensitive sites are available to meet the requirement, the MPA proposes to allocate only the area to the south of Twyford Road (known as Swarkestone North) but not the area to the north of Twyford Road (included in the Twyford proposal).
- 6.3 Our deliverability schedule (Appendix 3) (which provides an estimation of the amount of sand and gravel that is likely to be provided by each site over the Plan period) indicates that a further site will be required to ensure a steady and adequate supply of sand and gravel is maintained in the latter part of the Plan period. This is because, although the total provision is met by the above sites it is likely that, as discussed in the preceding paragraph, some sites are not likely to be completed in full by the end of the Plan period; they will extend beyond the end of the Plan period and some years there may be higher provision rates. As a result, an additional site will be required to maintain the annual provision rate in the latter part of the Plan period. The Foston site has emerged from the assessment process as having the greatest potential for working of the sites in the medium category. As a result, this site is also proposed to be allocated.
- 6.4 The sites known as Foremark and Egginton have been assessed as having the least potential for sand and gravel working. Given also that the sites referred to above will be able to meet the requirement for sand and gravel to 2036, Foremark and Egginton



are, therefore, not proposed to be allocated for sand and gravel working in this Plan period.

- 6.5 In summary, therefore, the following sites are proposed to be allocated for sand and gravel working:

**Proposed Allocations**

Swarkestone North 4.25mt

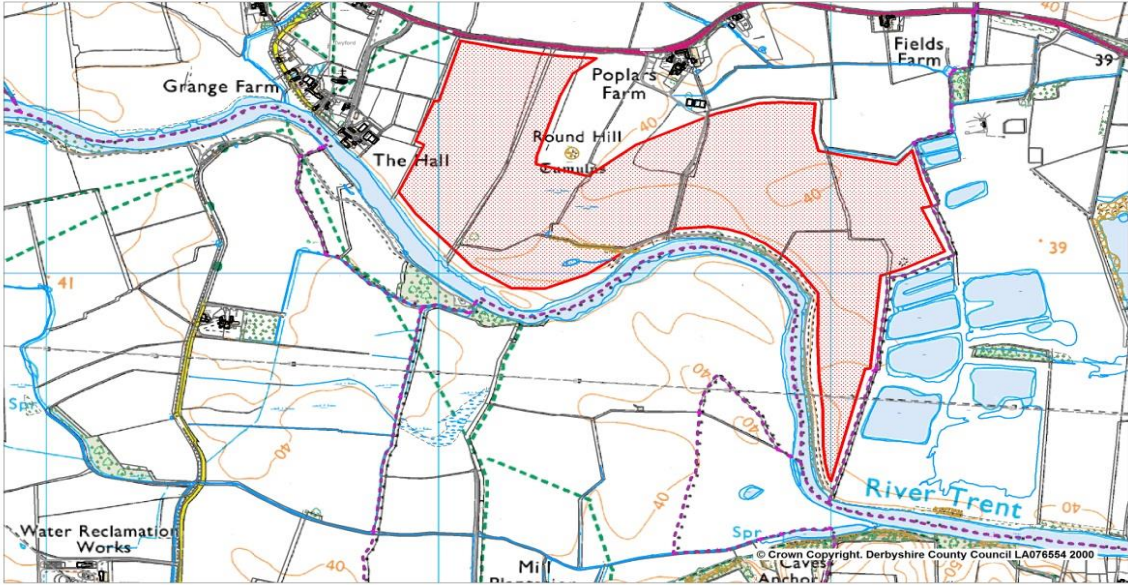
Swarkestone South 2.5mt

Willington 0.8mt

Elvaston 1.5mt

Foston 3.1mt.

- 6.6 If these sites came forward at the anticipated rate, overall provision over the plan period is likely to be around 2 million tonnes over the required amount. There are, however, always likely to be uncertainties regarding the demand for and supply of mineral, for example the economic climate affecting demand and flooding affecting supply, which means some sites may not come forward as expected. Likewise, there may be an increase in demand for the mineral over the Plan period. Providing a certain degree of flexibility in the figures allows for these factors to be taken into account to some extent. The sites are shown below.

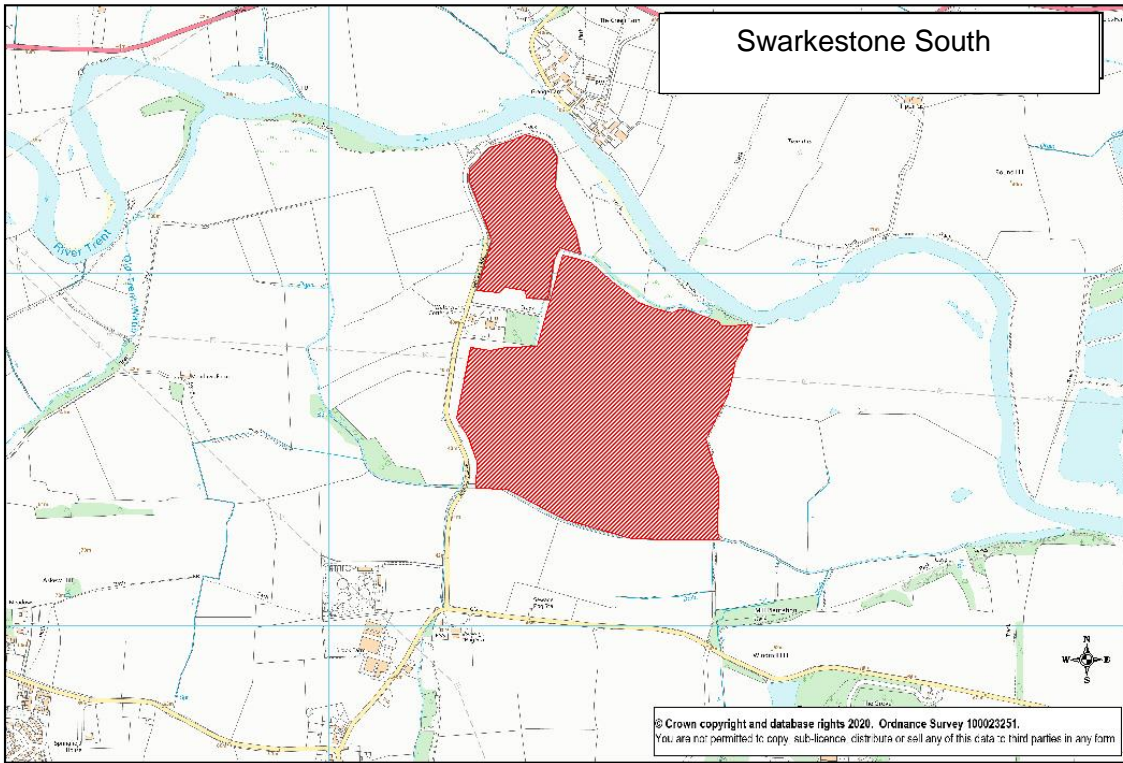


Swarkestone North



Scale 1 : 10,340

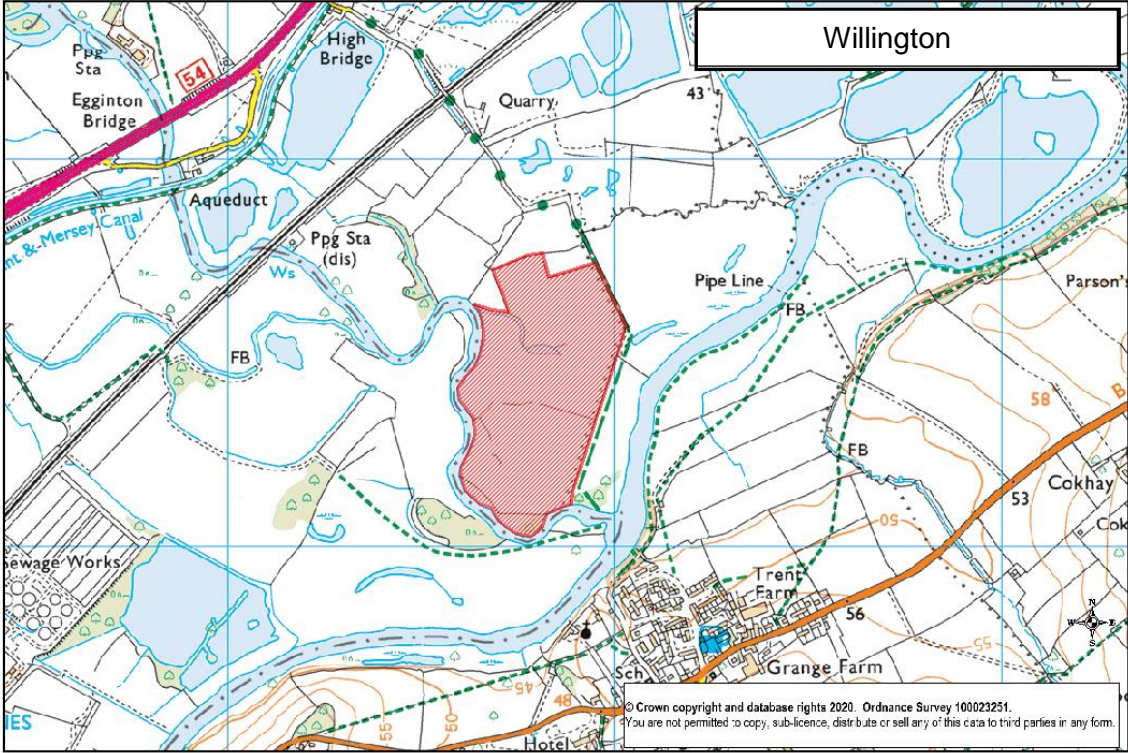
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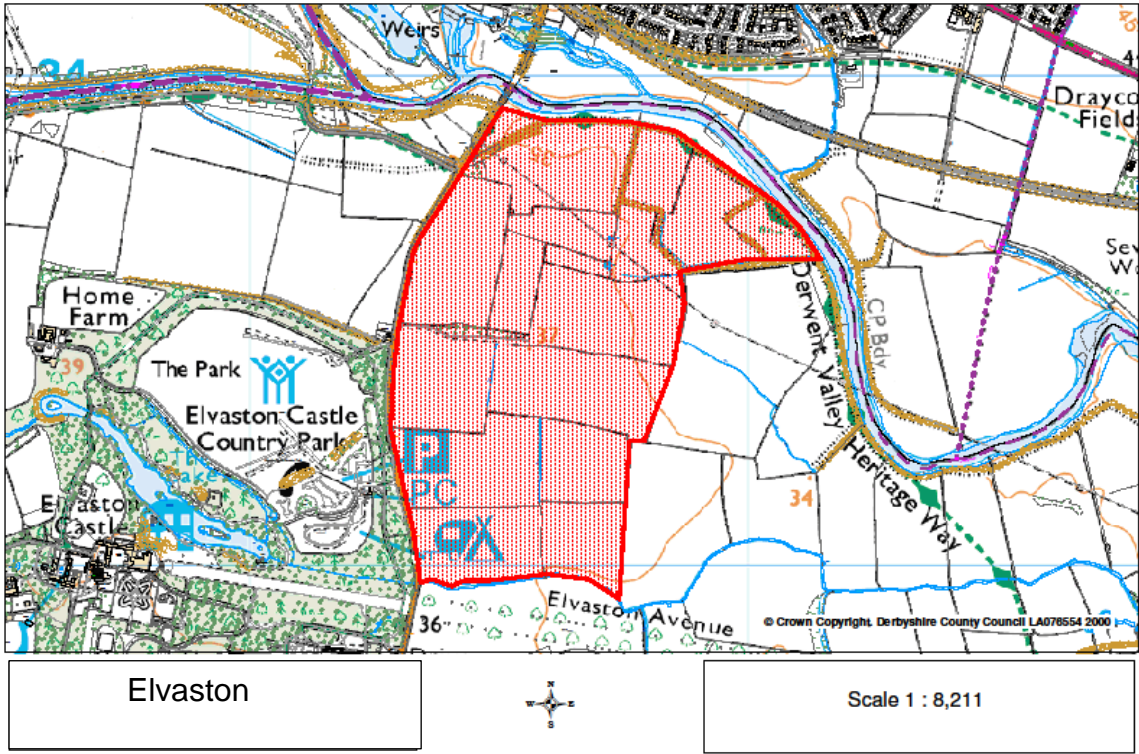
Swarkestone South

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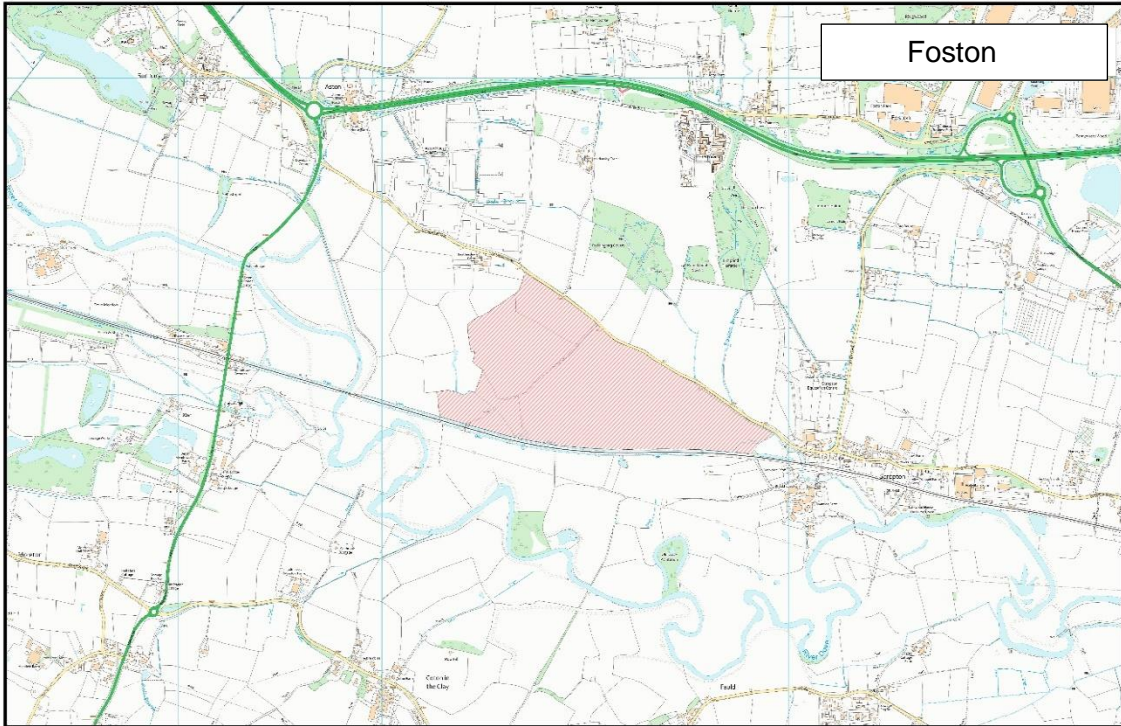
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## 7. Next Steps

- 7.1 Comments are now invited on all the suggested sites, the methodology used to assess the sites and the draft assessments of these sites. These comments will be taken into account before the next stage of plan preparation. The final assessments will determine which of the sites should be included as allocations within the MLP to ensure that adequate provision is made for sand and gravel production for the Plan period to 2036.

### **How to make comments:**

You can email comments to us at [ete.wastemin@derbyshire.gov.uk](mailto:ete.wastemin@derbyshire.gov.uk)

Or by post to:

Development Plans Team  
Planning Services  
Economy, Transport and Environment  
County Hall  
Matlock  
Derbyshire  
DE4 3AG

For documents in alternative formats, please phone 01629 539809.