South East

Aggregates Monitoring Report 2011

South East England Aggregates Working Party

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Executive Summary

This AM2011 regional report for the South East has been prepared from returns made by quarry, wharf and rail depot operators to Mineral Planning Authorities (MPAs) or the Area Working Party (AWP) Secretary. Recycling and alternative materials data has also been included, together with a record of how applications have been determined, withdrawn or remain undetermined at the end of 2011. Where possible, trend comparisons are made with previous AM reports.

Regional and Sub-regional Apportionment

- In March 2010 the Government Office for the South East published 'Proposed Changes' to Policy M3 in the South East Plan, setting a regional apportionment of 11.12mtpa for land-won sand and gravel and 1.44mtpa for crushed rock. The Secretary of State has supported these figures, and for comparative purposes this AM report refers to them as the apportioned figures.

- However, MPAs are able to set alternative figures if they have new or different information and a robust evidence base. In preparation for making aggregate provision in a minerals plan, MPAs are now required to prepare an annual Local Aggregate Assessment (LAA), with the forecast of demand for aggregates to be based on an average of 10 years sales data and other relevant information. MPAs are to submit their LAA to the Aggregates Working Party (AWP) and take its views into account when providing for aggregates in its minerals plan.

- The AWPs will forward the sum of the MPA's LAA provision to the National Coordinating Group (NCG) who will consider whether these figures make appropriate national and regional provision for a steady and adequate supply of aggregate.

Land-won Sand and Gravel

- Sand and gravel sales have declined to 5.8Mt in 2011, over 0.3Mt less than in 2010. They continue to supply just over 50% of the primary aggregate supply from the region.
- Sales continue well below the 'Proposed Changes' figure of 11.12mtpa. At 5.8Mt, sales in 2011 were some 47% below the recommended apportionment.

- Reserves have declined by over 30Mt in the last 10 years to 84.9Mt. Despite limited tonnages in permissions in 2011, the combined tonnage in new reserves in the last 3 years 2009-2011 has exceeded sales.

- The regional landbank is some 7.6 years at the 'Proposed Changes' apportionment level, but 5 authorities have a landbank below 7 years.

Local Crushed Rock

- Sales of crushed rock were some 0.9Mt in 2011, some 200,000 less than in 2010 and the lowest for the last 10 years.

- With some 48Mt of reserves, there are over 30 years for working at the 'Proposed Changes' apportionment level.

Landings of Marine-dredged Sand and Gravel

- The Crown Estate figure of 5.6Mt for 2011 shows a significant increase on the 4.8Mt landed in 2010.
- Marine dredged aggregate is providing nearly 50% of the primary aggregate supply from the region.

Landings of Sea-Borne Crushed Rock

- Landings of crushed rock in 2011 at some 1.9Mt maintained the level of landings in 2010.

- Nearly 90% of the crushed rock was landed at wharves in Medway and Kent.

Rail Aggregate Depots

- Some 2.9Mt of crushed rock and 0.4Mt of land-won sand and marine sand and gravel was sold from rail depots in 2011.

Consumption of Primary Aggregates

- AM2009 established that the South East consumed some 15.8Mt of primary aggregates that year and was a small net exporter of both land-won sand and gravel and marine aggregate, principally to London, but a major importer of hard rock, principally from the South West.
- AM2011 returns provide the same pattern, with overall consumption about the same level.

Secondary and Recycled Materials

- The 2011 returns show that just over 2.5Mt of CD&EW was being recycled at fixed sites and used for aggregate, and 0.3Mt from other secondary sources. However, returns are incomplete and these figures need to be treated with caution.

Environment

- In 2011 there were some 25 quarries within or partly within a National Park/AONB, and just under 20 within or partly within an NNR/SSSI or SPA/SAC.
- Sales figures or reserves within or partly within these designations are not available this year.

Minerals Development Plans

- Only Buckinghamshire, Hampshire, Isle of Wight and Surrey have an adopted Core Strategy, with two others, Medway and Kent, well advanced.
- Five MPAs are to have a Minerals DPD adopted, submitted or at draft publication stage by the end of 2013. However, the incomplete coverage of plans giving clear guidance to industry remains a worrying feature.

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Aggregates Monitoring Report 2011

1. Scope of this report

1.1 AM2011 is the sixteenth Aggregates Monitoring report to be produced for South East England from 1996. Data on primary aggregate sales, permissions and reserves from quarries have been provided by operators via the Minerals Planning Authorities (MPAs) that collated individual returns. Data has similarly been obtained for sales from wharves and rail depots, and for recycled and secondary aggregates. Data on marine dredged sand and gravel landed at wharves has also been supplied by the Crown Estate. A schedule of all the recorded sites, active or inactive, are set out in Appendix C.

1.2 The tables in the report are presented for eight geographical counties* and three Unitary Authorities**.

1.3 MPAs have also provided details of applications in 2011, those permitted or refused and those undetermined or withdrawn. A summary of the data for each MPA is set out in Appendix A.

1.4 The report also seeks to track how far MPAs have progressed with the preparation, submission and adoption of Core Strategies and Minerals Development Plan Documents (DPDs). The position at February 2013 is illustrated in Appendix B.

2. Minerals Strategy, Aggregate Guidelines and Apportionment

2.1 The Secretary of State issued a letter on 26 July 2010*** giving guidance on planning for aggregate supply without regional targets. MPAs in the South East were advised to work from the apportionment set out in the 'Proposed Changes' to the revision of Policy M3 in the South East Plan as published by the

**Berkshire (including Bracknell Forest, Reading, Slough, West Berkshire, Windsor & Maidenhead, and Wokingham), Buckinghamshire, East Sussex (including Brighton and Hove), Hampshire (including Portsmouth, Southampton and New Forest National Park), Kent, Oxfordshire, Surrey, and West Sussex*
*** Isle of Wight, Medway, and Milton Keynes*
SDNP figures are included in those for East Sussex, Hampshire and West Sussex.
****Revocation of Regional Strategies, signed by Stephen Quartermain, DCLG Chief Planner.*

Government Office for the South East (GOSE) in March 2010*, although these figures were not formally adopted. The Secretary of State's letter advised that authorities should only use alternative figures if they have new or different information and a robust evidence base.

2.2 The National Planning Policy Framework (NPPF) was issued in March 2012** setting out that the responsibility for minerals planning rests with MPAs. The NPPF recognises minerals as a strategic priority in local plan preparation. MPAs should plan for a steady and adequate supply of aggregates by

- preparing an annual Local Aggregates Assessment (LAA), either individually or jointly by agreement with other MPAs
- participate in the operation of an Aggregates Working Party and taking the advice of the AWP into account when preparing their LAA
- make provision for the land won or other elements of their LAA in their mineral plans, taking account of the advice of the AWPs and the National Aggregate Coordinating Group (NCG) as appropriate.

2.3 Guidance on the Managed Aggregates Supply System (MASS) was issued in October 2012***. This confirms the government's intention that the supply of aggregates should be delivered by decentralising more power to MPAs to determine the appropriate level of aggregate extraction. It gives advice to MPAs on the supply options that an LAA should cover and advice on aggregate landbanks and their use. The LAA forecast of demand for aggregates should be based on the average of 10 years sales data and other relevant local information.

2.4 The Guidance sets out a 'bottom up' process in which LAAs are a key element. The AWP will draw together the figures for all the LAAs of the MPAs in its area and forward those figures to the NCG. The NCG will consider whether the totals provided by the AWPs make appropriate provision to maintain a steady and adequate supply of aggregate.

3. Quarries

3.1 In 2011 there were just under 100 sites producing aggregates, of which 13 were crushed rock quarries, the remainder being worked for sand and gravel. There were also nearly 40 inactive sand and gravel sites and 4 inactive crushed rock quarries which contain reserves and either could be re-opened or have not yet started production. The list of sites is set out in Appendix C.

National and Regional Guidelines for Aggregates Provision in England, 2005-2020 - published by DCLG, June 2009. **National Planning Policy Framework, DCLG July 2011.*Guidance on the Managed Aggregate Supply System, DCLG October 2012*

Land-won Sand and Gravel

3.2 Sales, permissions and reserves data for sand and gravel are shown in Table 1 by county. Sales are shown to be some 5.8 million tonnes (Mt) in 2011, 350,000 tonnes less than in 2010. A further 600,000 tonnes of sand and gravel was sold for non aggregate uses.

3.3 Table 2 shows the contribution of soft sands and sharp sands and gravels to the sales totals for the ten year period 2002-2011. The ratio between the sales has remained constant with sharp sands and gravels accounting for over 70% of sales, and soft sand providing less than 30%. In 2011 only 3% of the sharp sands and gravels were sold as constructional fill.

3.4 The short and medium term trends in sand and gravel sales in the region are shown in Table 3. Over nine of the last ten years sales have fallen - from 11.5Mt in 2002 to 5.8Mt this year. Land-won sand and gravel sales continue to supply some 50% of the primary aggregate supply contribution from the region.

3.5 Table 3 shows the regional apportionment at 11.12mtpa in 2011. Sand and gravel sales continue the pattern of the last decade of being consistently below the apportionment figure. At 5.8Mt, sales in 2011 were some 47% below the apportionment.

3.6 The permitted reserves of land-won sand and gravel at the end of 2011 were some 85Mt., the average figure of reserves maintained for the last 9 years. However, the level of reserves was disappointing because at the end of 2010 there were over 13Mt of sand and gravel in undetermined applications. Some 8Mt in these applications remained undetermined at the end of 2011. The details of applications in 2011 are set out in Appendix A.

3.7 The permitted reserves of sand and gravel are shown by county/unitary authority in Table 4. The regional landbank at that date, based on a regional apportionment of 11.12mtpa, was some 7.6 years. The requirement for a regional landbank of at least seven years was met. Moreover, if sales continue at the average of the last 3 years, some 6.0Mt, the landbank would apparently extend to some 14 years.

3.8 However, this may disguise whether there is a suitable landbank for all types of sands and gravels, and five of the MPAs have a landbank well below the requirement of ‘at least 7 years’ at the regional landbank figure of 11.12Mt. Difficulties in supply to these and other areas in the region may take place earlier than 2019 if further permissions are not granted.

3.10 In addition there are some 1Mt of sand and gravel reserves in dormant sites in both Berkshire Unitary Authorities and Buckinghamshire, and some 4Mt of reserves suitable for non aggregate uses.

Local Crushed Rock

3.11 In 2011 sales in the South East were some 0.9Mt, some 200,000 tonnes less than in 2010, and the lowest for the last 10 years - see Tables 5 and 6. Over 70% was sold for uncoated roadstone, railway ballast, concrete aggregate, armourstone and other screened and graded aggregate, the rest for construction fill.

3.12 In the 'Proposed Changes', sales of crushed rock from local sources are proposed at 1.44mtpa. This is almost in line with average sales over the last 10 years, but well above the average sales of 1.1Mt in the last 3 years.

3.13 The reserves of local crushed rock remained at some 48Mt at the end of 2011 (see Table 6). At 1.44mtpa this provides a healthy landbank of over 30 years. The prospects for increasing the reserves depend upon the determination of a single application in Kent to extract over 16Mt of ragstone. The application was 'called in' for determination by the Secretary of State. The Public Inquiry was held in late 2012 and the outcome is expected in Spring 2013.

3.14 Sales and reserves of chalk are not included in the tables in order to maintain comparison with earlier years. Chalk is not normally regarded as an aggregate material, but is used in some circumstances for construction fill in place of aggregate.

4 Wharves

4.1 There were 34 wharves in the region handling aggregates in 2011 – 29 handled marine dredged sand and gravel, 5 crushed rock - see Appendix C. Six wharves were inactive.

Landings of Marine-Dredged Sand and Gravel

4.2 Each year The Crown Estate publishes data on landings of marine dredged sand and gravel. Figures for the South East are given in Table 7. The Crown Estate figures show landings of some 5.6Mt of marine dredged sand and gravel in 2011. This is a significant increase of 0.8Mt more than last year, and provides nearly 50% of the primary aggregate supply from the South East.

4.3 AM2011 has recorded 5.8Mt of marine aggregates being landed, 200,000 tonnes more than The Crown Estate figure. The marine dredged sand and gravel landed in the South East continues to be received from the East Coast, Thames, South Coast, and East English Channel licensed dredging areas.

Imports of Crushed Rock by Sea

4.4 Landings of crushed rock by sea amounted to some 1.9Mt in 2010 – see Table 8. This is a slight increase on the 2009 figure. Some 95% of the crushed rock was sold for roadstone, railway ballast, concrete aggregate and other screened and graded aggregate, the rest for construction fill. Nearly 90% of crushed rock imports were received at wharves in Medway and Kent, as in previous years.

5 Rail Depots

Crushed Rock and Sand and Gravel

5.1 Some 3.3Mt of aggregates was recorded as sold from 22 rail depots in the region in 2011, see Table 9 and Appendix C. This compares with just over 3.0Mt in 2010. Some 2.9Mt of the 2011 sales was crushed rock, of which 96% of sales, was for roadstone, railway ballast, concrete aggregate, armourstone and other screened and graded aggregate. The remainder was sold for construction fill.

5.2 Sales of sand and gravel from rail depots in 2011 amounted to under 0.4Mt, a similar tonnage to that in 2010. Some 50% was marine sand and gravel from landings at wharves in Kent and London. The 50% of land-won sand and gravel was almost all from the south east or eastern region.

6 Consumption of Primary Aggregates

6.1 AM2011 records some 17.5Mt of primary aggregate supply to the South East. Local land-won sand and gravel and crushed rock accounts for some 6.7Mt. Some 7.5Mt is imported by sea; 5.6Mt of this is marine sand and gravel and 1.9Mt of crushed rock from outside England. Imports by rail totalled some 3.3Mt, almost all of which was crushed rock, principally from the South West and East Midlands. Imports by rail and sea, particularly for marine dredged aggregate, are significantly more than in 2009 and 2010.

6.2 AM2011 did not include data on imports or exports to the South East by road. However, AM2009 established that land-won sand and gravel imports by road were small (0.7Mt) and more than matched by sand and gravel exports (just over 1Mt) and local crushed rock (0.2Mt). AM2011 has recorded 1.1Mt (some 0.6Mt of the marine aggregate and some 0.5Mt of crushed rock) landed at wharves in the South East was exported to London. It can be assumed from these figures that primary aggregate consumption in the South East in 2011 was perhaps some 16Mt.

7 Secondary and Recycled Material

7.1 The AM2011 survey asked operators at fixed sites to provide data on CD&EW and secondary materials. The returns record some 120 sites from which just over 2.5Mt of CD&EW was recycled as aggregate, with a further 0.3Mt from secondary sources – largely IBAA, rail ballast, PFA, and FBA in descending order of tonnage – see Appendix C. However, it is clear from most MPA returns that the data is incomplete and must be treated with caution.

7.2 The AM2011 survey cannot be directly compared with the national 2005* and 2008** survey data for the region, as the national surveys included recycling by mobile plant. The 2005 survey report suggested that some 6Mt was a 'reasonable indication' of the tonnage recycled as aggregate in the south east region, and the 2008 WRAP survey did not offer sufficient data to indicate a different figure. However, the current state of the economy and reduced activity in the construction sector suggests that recycling is likely to be a lesser figure than 6Mt in 2011. Nonetheless, it is likely to contribute some 25% of aggregate consumption in this region.

8 Environment

8.1 The AM2011 survey identifies that there are 13 quarries in the New Forest or South Downs National Parks, 11 of which are in West Sussex. There are 12 quarries within or partly within an AONB in the South East, just 12 in or partly within an NNR/SSSI and 6 in or partly in an SPA/SAC. Over 40 quarries are in the Green Belt.

8.2 Sales figures and reserves in quarries within or partly within these designations were published in the AM2009 survey, but are not available this year.

** Survey of Arisings and Use of Alternatives to Primary Aggregates in England, 2005: Construction, Demolition and Excavation Waste, Capita Symonds for DCLG, November 2006, and Survey of Arisings and Use of Alternatives to Primary Aggregates in England, 2005: Other Materials, Capita Symonds for DCLG, December 2006.*

***Survey on Construction, Demolition and Excavation Waste (CDEW) Arisings, Use and Disposal in England 2008. WRAP for DCLG, April 2010.*

9 Minerals Development Plans

9.1 The whole of the region is covered by Adopted Plan policies for minerals. All MPAs have submitted a Local Development Scheme (LDS) to the Government. However only four MPAs have piloted a Core Strategy through to adoption (Buckinghamshire, Hampshire, Isle of Wight and Surrey). One other MPA (Medway) may adopt its Core Strategy this year, and Kent intends to submit its Core Strategy before the end of the year. Details for all MPAs are set out in Appendix B.

9.2 Surrey has adopted a Primary Aggregates DPD and has prepared an Aggregates Recycling DPD. The Isle of Wight included aggregate sites in its Core Strategy. The EIP into the Hampshire Minerals & Waste Plan has been completed and it is expected to be adopted in Autumn 2013. This year should also see Buckinghamshire publish its Minerals Sites Development Plan and Kent publish and submit their draft Minerals and Waste Plan. Of the other MPAs, the earliest published draft Minerals Plan is proposed in 2014 with adoption in 2015.

9.3 Further slippage in the preparation and submission of Minerals Plans identifying sites for aggregates has taken place since the last AM report. The incomplete coverage of plans giving clear guidance to industry remains a worrying feature.