

Cheshire West & Chester Council

# Local Development Framework

## The Future of Sub-Regional Apportionment in the Cheshire Sub-region

A paper prepared for Cheshire West and Chester and Cheshire East Councils

[National and regional guidelines for aggregate provision in England, 2005-2020]

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Cheshire West  
and Chester



<b>1</b>	<b>Introduction</b> .....	<b>2</b>
<b>2</b>	<b>Background</b> .....	<b>4</b>
<b>3</b>	<b>Issues for Cheshire West and Chester and Cheshire East</b> .....	<b>6</b>
<b>4</b>	<b>Consultation</b> .....	<b>10</b>
<b>5</b>	<b>Conclusion</b> .....	<b>17</b>
<b>6</b>	<b>Next Steps</b> .....	<b>21</b>

## 1 . Introduction

### Guidelines for aggregates provision 2005-2020

**1.1** In June 2009, Communities and Local Government (CLG) published the 'National and regional guidelines for aggregate provision in England 2005-2020'. These revised guidelines replace those published in June 2003. Differences between the revised and previous guidelines for the North West region are summarised in Table 1.1.

Table 1.1 June 2009 guidelines for aggregate provision in the North West (2005-2020) compared with June 2003 guidelines (2001-2016)

	Guidelines for land-won production (mt)		Assumptions (mt)		
	Land-won sand and gravel	Land-won crushed rock	Marine sand and gravel	Alternative materials	Net imports to England
North West (June 2003 Guidelines)	55	167	4	101	50
<b>North West (June 2009 Guidelines)</b>	<b>52</b>	<b>154</b>	<b>15</b>	<b>117</b>	<b>55</b>
Difference +/-	-3	-13	+11	+16	+5

### Apportionment process

**1.2** Before the regional guidelines can be used in the preparation of the Cheshire West and Chester and Cheshire East Local Development Frameworks (LDF), they need to be broken down, as far as possible, to the four sub-regions (Cheshire, Cumbria, Lancashire and the Greater Manchester sub-region, incorporating Merseyside, Halton and Warrington). This apportionment process was formerly the responsibility of 4NW taking into account advice from the North West Regional Aggregates Working Party (RAWP) and the relevant mineral planning authority (MPA) areas. Since the abolition of the Regional Spatial Strategy and consequently 4NW, this responsibility now lies with the North West RAWP.

**1.3** A number of options have been explored by the North West RAWP as to the methodology to be adopted for apportioning the guidelines to the sub-regions. In a meeting held on the 27th July 2010 the MPAs voted in favour of an 8 year average model with a majority of 6-1. This model has been taken forward and will now be subject to a Sustainability Appraisal (SA). The apportionments outlined as a result of this model are outlined in Table 1.2.

Table 1.2 2005-2020 apportionments compared with 2001-2016 apportionments for the North West sub-regions

Sub-region	2001-2016 Apportionment (mt/pa)		2005-2020 Apportionment (mt/pa)	
	Land-won sand and gravel	Land-won crushed rock	Land-won sand and gravel	Land-won crushed rock
Cheshire	1.97	0.13	1.51	0.04
Cumbria	0.7	4.1	0.88	4.02
Greater Manchester, Merseyside, Halton and Warrington	0.26	1.65	0.43	1.32
Lancashire	0.5	4.6	0.44	4.24

### Apportionment in Cheshire

**1.4** Cheshire West and Chester and Cheshire East are currently treated as one sub-region (Cheshire) and as such share the apportionment of 1.97mt per annum for sand and gravel and 0.13mt per annum for crushed rock, under current guidelines. This paper has been drawn up to inform discussions and provide the basis for a decision as to whether the two authorities should continue to be treated as one sub-region or have two separate apportionments.

**1.5** During the period 10th August to 15th September 2010, Cheshire West and Chester, on behalf of both authorities, undertook a period of consultation on the options for apportionment in Cheshire. During this 5 week consultation period the authority sought the opinions of the minerals operators from sites within the Cheshire area on various issues including:

- The technicalities of splitting the apportionment between Cheshire West and Chester and Cheshire East;
- Commercial confidentiality and the impact this may have on the ability to split the apportionment; and
- Suitable methodology for apportioning the guidelines.

**1.6** The results of this survey are discussed in detail in section 4 of this document.

## 2 . Background

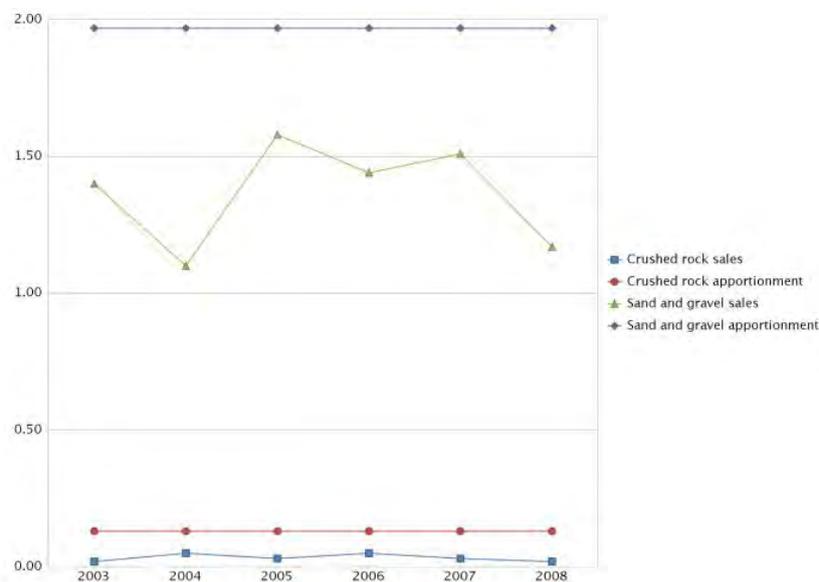
### Current apportionment and sales

**2.1** The current apportionment figures for the Cheshire sub-region are 0.13mt per annum of crushed rock and 1.97mt per annum of sand and gravel, with a total provision of 2.08mt and 31.52mt across the apportionment period respectively. Since publication of the current guidelines in 2003, Cheshire has not met its apportionment figures for either crushed rock or sand and gravel. On average Cheshire has supplied 31% of its apportionment for crushed rock and 71.5% for sand and gravel. Table 2.1 illustrates the levels of sales against apportionment in Cheshire 2003-2008.

Table 2.1 Sales against apportionment 2003-2008

Year	Crushed rock apportionment	Crushed rock sales	Sand and gravel apportionment	Sand and gravel sales
2003	0.13	0.02	1.97	1.4
2004	0.13	0.05	1.97	1.1
2005	0.13	0.03	1.97	1.58
2006	0.13	0.05	1.97	1.44
2007	0.13	0.03	1.97	1.51
2008	0.13	0.02	1.97	1.17

Figure 2.1 Sales against apportionment 2003-2008



### Explanations

**2.2** As outlined above, Cheshire has not met its apportionment figures since publication of the guidelines. When the 'National and Regional Guidelines for Aggregates Provision In England 2001-2016' were apportioned, by the North West RAWP, in 2003 a 5 year average (1997-2001) production method was used to apportion the guidelines to the sub-regions. There are several factors, in terms of sales patterns and geographical organisation of the sub-regions, that do not appear to have been taken into account during the calculations. The two most significant factors were:

- Prior to 1998 Cheshire sales and reserves figures included those sites that fell within Halton and Warrington. Post 1998 these two areas were included within the Greater Manchester sub-region, along with Merseyside.
- Prior to 1999 Cheshire sales and reserves figures included those sites which fell within the Peak Park. Post 1999 these sites were included within Staffordshire and therefore dealt with by the West Midlands RAWP.

**2.3** The above is most evident in the difference between sales figures for crushed rock in 1997 and 1998. Production during 1997 stood at 0.29mt, after 1998 sales figures consistently dropped and were recorded at an average of 0.1mt per annum. It is therefore apparent that sales from those sites no longer within the Cheshire sub-region had been accounted for in the calculation for future apportionment figures.

### 3 . Issues for Cheshire West and Chester and Cheshire East

#### Constraints

3.1 There are several issues and constraints that will need consideration when attempting to provide separate apportionment figures for Cheshire West and Chester and Cheshire East. The most central considerations are as follows:

- Commercial confidentiality - Mineral Products Association confidentiality will restrict the level of data available to provide precise and realistic calculations for apportioning figures between the two boroughs;
- Crushed rock reserves - Cheshire East contains 100% of the crushed rock reserve for the Cheshire area, there are no crushed rock deposits located in the borough of Cheshire West and Chester;<sup>(i)</sup>
- Sand and gravel reserves - Cheshire West and Chester contains all but one of the aggregate sand and gravel sites in the Cheshire area, although a certain amount of aggregate is produced at silica sand sites within Cheshire East;
- Annual Monitoring - annual monitoring reports will need to treat the two areas separately and therefore may compromise commercial confidentiality.

3.2 A map illustrating the distribution of sites across the two boroughs is included below. Please note that no differentiation has been made between active sites (in production) and inactive sites (active in the past or yet to commence).

Map 1 Distribution of aggregate sites across Cheshire area



i BGS Minerals Resources Data

## 3 . Issues for Cheshire West and Chester and Cheshire East

### Crushed/hard rock resources

**3.3** There are currently eight permitted crushed rock sites within Cheshire, all of which are located within Cheshire East, the details of which are outlined in the Table 3.1. These sites have historically quarried sandstone, gritstone, silica stone and shale for both aggregate and non-aggregate use. As outlined above there are no hard rock sites within the borough of Cheshire West and Chester and the BGS minerals resource maps do not identify any economic hard rock resource that would have the potential to come forward in the future.

**3.4** The current reserve of crushed/hard rock, as at 31.12.2008, is 5.6 million tonnes. Under current apportionment arrangements this reserve would provide a landbank of 43.1 years, however, based upon the proposed revised apportionment figures outlined in section 1 this landbank would increase to 140 years.

**3.5** Whilst the landbank figure indicates a considerable reserve, several factors may restrict the immediate availability of this resource. Most sites only produce a small proportion of aggregate alongside other non-aggregate products such as masonry or dressed stone. The independently owned nature of these operations would suggest an inability to produce large quantities of crushed rock aggregate on a commercial scale during periods of high demand. There are also restrictions in place with current permissions limiting the depth at which extraction can take place, restricting the quantity and type of material available.

**3.6** In addition, one key operator has recently been forced to withdraw its operations from two sites within Cheshire East due to financial difficulty and it is thought to be unlikely that these two sites will become operational again within the foreseeable future. However, permission remains in place and there is the potential for these sites to be taken over by alternative operators.

### 3 . Issues for Cheshire West and Chester and Cheshire East

Table 3.1 Crushed/Hard rock operators within Cheshire

Site	Operator	Material type	End uses	Site status
Marksend Quarry	A.M & D. Earl	Gritstone	Block paving, rockery and small proportions of aggregate	Active
Sycamore Quarry	A.M & D. Earl	Gritstone	Masonry	Active
Lee Hills	Mr R Rathbone	Silica stone	Unknown	Inactive (yet to commence)
Gawsworth Quarry	Historically operated by Wyman Limited, ownership currently unknown	Sandstone, silica stone & shale	Historically large proportion of aggregate	Inactive
Rough Hey Quarry	Historically operated by Wyman Limited, ownership currently unknown	Sandstone, silica stone & shale	Historically large proportion of aggregate	Inactive
Endon Quarry	Park Skip Hire	Sandstone & gritstone	Aggregate	Active
Bridestones Quarry	J.L & K. Goodfellow	Sandstone	Dimensional stone	Active
Bridge Quarry	Multigrove Limited	Sandstone & gritstone	Masonry and aggregate	Active

#### Sand and gravel resources

**3.7** There are currently thirteen permitted sand sites (including sand and gravel and silica sand sites) within Cheshire, 78% of which are within Cheshire West and Chester. A summary of these sites is contained within Table 3.2. All but two of the sites are Mineral Products Association or British Aggregate Association members and therefore there are tight restrictions on the availability of data due to commercial confidentiality. All but one of the sand and gravel aggregate producing sites are located within Cheshire West and Chester. Although we would estimate that approximately 20% of the total aggregate production is at the silica sand sites which are all located within Cheshire East.

**3.8** The current reserve of sand and gravel, as at 31.12.2008, is 16.4 million tonnes. Under current apportionment arrangements this reserve would provide a landbank of 8.3 years. However, based upon the proposed revised guidelines outlined in section 1 this landbank would increase to 10.9 years.

**3.9** Silica sand sites in Cheshire East primarily produce non-aggregate industrial sand of national significance although large quantities of construction sand is extracted and sold depending upon the nature of the available resource at each site. The proportion of aggregate sold from each site varies from as little as 6% to as much as nearly 50% of the overall sales.

### 3 . Issues for Cheshire West and Chester and Cheshire East

Table 3.2 Sand and gravel sites within Cheshire

Site	Operator	Material Type	End uses	Site status
White Moss	Land Recovery Limited	Sand	Building and horticulture	Active
Town Farm Quarry	Marchington Stone Limited	Sand and gravel	Building and soft sand	Active
Mere Farm	Hanson Aggregates	Sand and gravel	Building and concreting sand	Active
Crown Farm	Tarmac Limited	Sand and gravel	Concreting, asphalt and building sand	Active
Fourways	Tarmac Limited	Sand and gravel	Concreting, asphalt and building sand	Inactive
Delamere (Station Road)	Tarmac Limited	Sand and gravel	Concreting and building sand	Inactive
Cherry Orchard	Mr R. Wilding	Sand	Concreting, building and soft sand	Active
Forest Hill	CEMEX	Sand	Concreting, building and soft sand	Active
Cobden Farm	Tarmac Limited	Sand and gravel	Concreting and building sand	Inactive
Dingle Bank	Sibelco UK	Silica sand	Industrial sand	Active
Bent Farm	Sibelco UK	Silica sand	Industrial sand	Active
Arclid	Bathgate Silica Sand Limited	Silica sand	Industrial sand	Active
Eaton Hall	Tarmac Limited	Silica Sand	Industrial sand	Active

## 4 . Consultation

### Survey Responses

**4.1** During the period 10th August to 15th September 2010, Cheshire West and Chester, on behalf of both authorities Mineral Planning Authorities, undertook a period of consultation on the options for apportionment in Cheshire. During this 5 week consultation period the authority sought the opinions of the minerals operators from sites within the Cheshire area on various issues including:

- Technicalities of providing separate apportionments for Cheshire West and Chester and Cheshire East;
- Implications of continuing to provide a Cheshire wide apportionment;
- Most appropriate methodologies for calculating apportionments;
- Impact of Mineral Products Association confidentiality; and
- Availability of historic sales data.

**4.2** The following section will set out the results of this consultation and is intended to provide a basis for discussions. A copy of the questionnaire is included as Appendix 1.

### Results

**4.3** A total of 15 surveys were distributed to all of the minerals operators within the Cheshire area with a response rate of 33%. A brief outline of the responses to each of the questions is outline below.

#### Question 1

**Technically can the aggregate apportionment figure be sub-divided into the new Mineral Planning Authority areas?**

Yes	60%
No	40%

**4.4** 60% of respondents believe that the apportionment can technically be split but "probably not easily [as] silica sand sites produce small quantities of building sand as a secondary aggregate to their principle production". The other 40% of respondents stated that the apportionment cannot technically be sub-divided into the new Mineral Planning Authorities of Cheshire West and Chester and Cheshire East. One respondent stated that it was not realistic "given that the silica sand operations in Cheshire East also produce construction sand [as a bi-product of their primary silica sand production] and proportions of construction sand produced is dependent upon the demand for the primary product - silica sand".

**4.5** It would appear from the responses received that there may be some technical difficulty when attempting to sub-divide the apportionment for sand and gravel between the two new authorities. The sub-division of crushed rock apportionments does not seem to be considered as technically difficult and it would appear that it is considered possible to achieve this for crushed rock.

## Question 2

**Should the aggregate apportionment figure be sub-divided into the new Mineral Planning Authority areas?**

<b>Yes</b>	20%
<b>No</b>	60%
<b>Uncertain</b>	20%

**4.6** 60% of respondents stated that the apportionment should not be sub-divided into the new Mineral Planning Authority areas for those reasons set out in response to question 1. One respondent believed that the apportionment should be sub-divided as it would "provide greater certainty, but with silica sand contribution being suitably weighted to reflect that its production and availability are not necessarily governed by the construction sector". One respondent was uncertain as to whether the apportionment should be sub-divided as it is "wholly dependent upon whether or not if the figures are broken down, a steady and adequate supply of minerals can be maintained".

**4.7** There would appear to be a level of uncertainty as to whether the apportionment should be sub-divided between the two new authorities and again it would appear that the ability to do this may be restricted by some technical difficulties with regard to the provision of sand and gravel across the Cheshire area notwithstanding issues surrounding confidentiality.

## Question 3

**Is using 'past sales' the most appropriate methodology?**

<b>Yes</b>	80%
<b>No</b>	20%

**4.8** 80% of respondents believed that past sales is the most appropriate methodology for sub-dividing the apportionment figures, "using past sales remains the most transparent method...at least a 5 year period should be adopted to eliminate any major peaks or troughs [in sales] and a 'stand back' perspective should be adopted". Other respondents considered this to be the most appropriate starting point but that the methodology should also incorporate a level of forecasting for future significant development, therefore enabling a more comprehensive analysis of available resources.

**4.9** No additional comments were submitted in support of rejecting previous sales as a methodology and it is therefore considered that this represents the most supported basis for the sub-division of apportionment.

## 4 . Consultation

### Question 4

**If past sales is not an appropriate methodology can you identify what methodology could be used?**

<b>Population split</b>	-
<b>Area of Search for sand and gravel</b>	80%
<b>Other</b>	-
<b>No view</b>	20%

**4.10** 80% of respondents believed that the Area of Search for sand and gravel, as identified in the Cheshire Replacement Minerals Local Plan 1999, would also provide an appropriate basis for the sub-division of the apportionment between the two new Mineral Planning Authorities. One respondent stated that "Areas of Search and past sales are not mutually exclusive and are both important elements in ensuring an adequate and steady supply of minerals". Another respondent stated that "the aggregate call from any major local infrastructure projects should be factored into the sense check referred to in response to question 3 [and] consideration should be given to the actual potential contribution from recycled aggregates".

**4.11** A combination of past sales, Areas of Search for sand and gravel and known infrastructure projects are preferred methodologies for a basis for attempting to sub-divide the apportionments. This is considered the most appropriate route so as to provide a clear and concise picture of availability and demand.

### Question 5

**If past sales are to be utilised what impact will Mineral Products Association confidentiality over figures have on this?**

<b>No impact</b>	60%
<b>Minor negative impact</b>	-
<b>Major negative impact</b>	-
<b>Prevent it from happening</b>	20%
<b>Other</b>	20%
<b>No view</b>	-

**4.12** 60% of respondents believed that Mineral Products Association confidentiality would have no impact upon the ability to provide a sub-divided apportionment, whilst 20% believe that it would prevent it from happening and a further 20% believing that it would have other impacts. One respondent believed that if a "seven year average is preferred, perhaps that average figure could be supplied for all operations in each [area]". One respondent considered that the impact of this sub-division will no greater than is already the case. One respondent also stated that it should be noted "where there has been recent planning applications the reserves and output figures are already in the public domain".

**4.13** It is evident that Mineral Products Association confidentiality will have a limiting effect on the availability of sales and reserve data for any precise calculations as to the split of available resources. However, average sales figures could potentially be made available and therefore contribute significantly to the process.

### Question 6

**Would you be willing to provide historic sales data so that this work could be undertaken if proposed?**

<b>Yes</b>	80%
<b>No</b>	20%

**4.14** 80% of respondents have indicated that they would be willing to provide historic sales data to enable the apportionment work to be carried out with the most concise data available. However, 20% of respondents have indicated that they would not be prepared to provide this data. Some additional comments were submitted stating that respondents would be prepared to provide the data subject to confidentiality being maintained.

**4.15** The availability of historic and up to date sales data is crucial for an accurate account of sales patterns across both authorities. If this data is unavailable any attempt at sub-dividing the apportionment could result in inaccurate estimates of sales and reserve figures and therefore unrealistic apportionment figures for both Mineral Planning Authorities.

## 4 . Consultation

### Question 7

**What do you see as the key implications of keeping a Cheshire sub-regional apportionment?**

Comment ID	Summary of key comments
1	It will eliminate the potential for politically driven parochialism.
2	Increased cost of administration due to duplication within the North West region.
3	Availability of accessible proven resources.
4	This will allow all Mineral Planning Authorities within the region to plan appropriately for aggregate supplies.
5	It will add substance to the case for a single properly resources all-Cheshire mineral planning function.
6	The small number of operators of quarries means it could be a regional supervisory role.
7	Certainty bringing forward planning applications.
8	It provides a realistic basis for ensuring an adequate and steady supply of aggregates and a clear basis for future investment decisions.
9	Protects the confidentiality of the only remaining [construction sand] site in Cheshire East.
10	It contributes to maintaining the strategic planning for minerals development at a county level.

### Question 8

**What do you see as the key implications of sub-dividing the apportionment between the two Mineral Planning Authorities?**

Comment ID	Summary of key comments
1	The reserve of those made in Q7 (comment ID 1, 5 and 8).
2	Not necessary.
3	This will result in Cheshire West and Chester having the majority of construction aggregate production relatively less in Cheshire East which may raise political issues such have been raised in Staffordshire.
4	It may become too parochial.

**4.16** The comments submitted in response to questions 7 and 8 would appear to support the responses to received in relation to question 2. The majority of respondents are in support of a Cheshire-wide apportionment and believe that splitting the apportionment is "unnecessary" and could lead to "politically driven parochialism".

### Question 9

**Do you see any technical differences between sub-regional apportionment for hard rock and sand and gravel in Cheshire and if so what?**

Yes	40%
No	40%
No view	20%

**4.17** 40% of respondents believe that there are technical differences between the apportionment for hard rock and sand and gravel as "hard rock requires significantly more capital to set up and needs to be planned for a much longer term to get a sensible payback". Another respondent stated that "sand and gravel and hard rock sectors serve different markets. The sites have different operational needs and impacts on the environment".

**4.18** 40% of respondents indicated that they do not believe there to be technical differences between the apportionment for hard rock and sand and gravel. One respondent stated that a "hard rock SRA is not worthwhile given the insignificance of the contribution from Cheshire to the North West crushed rock apportionment figure". 20% of respondents had no view and as such did not submit any additional comments.

## 4 . Consultation

**4.19** It is apparent from the responses received to question 9 that there may be some technical differences in apportionments for crushed rock and sand and gravel, principally due to the nature of operations and the markets the two products serve. An additional comment was submitted stating that the respondent was "of the view that the sand and gravel sector should be split in two - concreting aggregate and soft sand for mortar and asphalt". Current apportionment figures do not make this distinction, figures are for sand and gravel aggregate as a whole, therefore a separation is not necessary at this stage.

## Options and key implications

**5.1** The options for consideration in light of the above background information are as follows:

1. Provide a single apportionment for both Cheshire West and Chester and Cheshire East and therefore maintaining a Cheshire sub-region; or
2. Provide a split apportionment for each of the two Mineral Planning Authorities and therefore establish two new sub-regions.

**5.2** The key considerations for both of the options above are as follows:

Table 5.1 Options and key implications

Option	Advantages	Disadvantages	Industry Support
1. Provide a single apportionment for both Cheshire West and Chester and Cheshire East and therefore maintain a Cheshire sub-region	<ul style="list-style-type: none"> <li>• Avoid technical difficulties especially with regard to crushed rock and the contribution of silica sand sites to aggregate sand production</li> <li>• Consistency with other sub-regions in the North West i.e. Greater Manchester, Merseyside, Halton and Warrington</li> <li>• Would preserve commercial confidentiality</li> </ul>	<ul style="list-style-type: none"> <li>• Difficulties may arise with regards to the enforceability of a single apportionment policy i.e. "contribution" to targets</li> <li>• The two authorities have made efforts to work independently and the 'shared service' has been dissolved therefore there does not appear to be the political desire to work jointly</li> <li>• Lack of certainty and clarity for both the industry and local communities in relation to 'need'</li> </ul>	60% of respondents believe that the apportionment can technically be split between the two Mineral Planning Authorities, but 60% also believe that it should not be split.
2. Provide a split apportionment for each of the two Mineral Planning Authorities and therefore establish two new sub-regions	<ul style="list-style-type: none"> <li>• Provide a greater level of clarity and certainty for both industry and communities at a local level in relation to 'need'</li> <li>• Increases level of understanding in communities</li> <li>• Maintains independent working for both authorities</li> <li>• Provides an achievable and enforceable policy</li> </ul>	<ul style="list-style-type: none"> <li>• May compromise commercial confidentiality</li> <li>• Increase in administration work</li> <li>• May be technical difficulties in attempting to split the apportionment</li> </ul>	60 % of respondents believe that the apportionment should not be split between the two Mineral Planning Authorities

## 5 . Conclusion

Option	Advantages	Disadvantages	Industry Support
	<ul style="list-style-type: none"> <li>option for each Mineral Planning Authority</li> <li>Reduces the potential for Nimbyism</li> </ul>		

### Methodology

**5.3** Should a split apportionment be decided, an appropriate methodology for calculating the two separate apportionments must be utilised. Previous sub-regional apportionment calculations, carried out by the North West RAWP, have relied upon sales data for each of the sub-regions. As outlined above the availability of this data for the two separate authority areas may be restricted by both commercial confidentiality and operators willingness or otherwise to participate in the process.

**5.4** There are several different methodologies that need to be considered, which are outlined below. An additional methodology has been developed as a result of the consultation exercise which takes into account past sales, Area of Search and future growth projections. Future growth projections have been calculated based upon the housing requirement set out in The North West of England Plan Regional Spatial Strategy to 2021. An average percentage was then taken from all three.

Table 5.2 Methodologies

Methodology	Advantages	Disadvantages	Industry Support
'Past sales' (5 year average)	<ul style="list-style-type: none"> <li>Provides a clear picture of long-term supply patterns</li> <li>Clearly illustrates the contribution from each authority area</li> </ul>	<ul style="list-style-type: none"> <li>Does not take into account contribution to sales from silica sand sites</li> <li>All but one construction sand sites are located in Cheshire West and Chester</li> </ul>	Yes - 80% of respondents believe that 'past sales' is the most appropriate methodology
Area of Search for sand and gravel	<ul style="list-style-type: none"> <li>Provides a clear indication of where future resources may be available to meet apportionment requirements</li> <li>Would be based upon sound geological data</li> </ul>	<ul style="list-style-type: none"> <li>Does not take account of sales patterns</li> <li>Is entirely dependent upon industry interest in the AoS</li> </ul>	Yes - 80% of respondents believe that Areas of Search would suitable methodology especially combined with 'past sales'
Population split	<ul style="list-style-type: none"> <li>Has potential to provide indication of demand for growth/significant infrastructure</li> </ul>	<ul style="list-style-type: none"> <li>Does not take account of market influences and sales</li> <li>Does not take account of the location of resources</li> </ul>	No - 0% of respondents believed this to be an appropriate methodology

Methodology	Advantages	Disadvantages	Industry Support
Combination of past sales, Area of Search and future growth	<ul style="list-style-type: none"> <li>Provides a clear picture of long-term historic supply patterns, the availability of future resources and potential future demands through indicative growth projections <sup>(1)</sup></li> <li>Would be based upon sound geological and sales data</li> </ul>	<ul style="list-style-type: none"> <li>Future growth projections are indicative and do take account of market forces</li> </ul>	This is an additional methodology brought about as a result of the consultation exercise

1. Taken from The North West of England Plan Regional Spatial Strategy to 2021

**5.5** Responses to the survey included suggestions that additional criteria could be used for the calculation of apportionment. Suggestions included adopting an average sales figure as a baseline calculation rather than detailed data year on year. Forecasts for significant development, and therefore demand for primary aggregate, and the suitability of substitute materials were also considered to be suitable factors for consideration as was the Area of Search identified in the Cheshire Replacement Minerals Local Plan 1999. As outlined above an additional methodology has been developed which takes account of these suggestions.

**5.6** The Area of Search is solely identified for construction sand and gravel, Preferred Areas were identified for industrial silica sand, which have largely been taken up. The plan did not identify Preferred Areas or an Area of Search for crushed/hard rock. A large part of the Area of Search for construction sand and gravel within Cheshire West and Chester covers the Delamere Sand Sheet area which is already subject to concentrated sand and gravel workings. The ecological impact of the working of sand and gravel on the Delamere Sand Sheet and the surrounding area is yet to be determined especially with regard to potential impacts upon the natural water table.

**5.7** The current split of sales, Area of Search for sand and gravel and a combination of average sales, Area of Search and future growth are outlined below, along with the resulting split of apportionment for sand and gravel for each authority. The apportionments have been based upon the total requirement of 24.18mt land-won sand and gravel 2005-2020, with an annual requirement of 1.51mt.

Table 5.3 Methodologies and proposed apportionments

Methodology	Cheshire East	Cheshire West and Chester	Comments	Apportionment
Area of Search for sand and gravel	57%	43%	Cheshire West and Chester: 4,445ha Cheshire East: 5,870ha Total Area of Search: 10,316ha	Cheshire East: 0.86mt Cheshire West and Chester 0.65mt

## 5 . Conclusion

Methodology	Cheshire East	Cheshire West and Chester	Comments	Apportionment
Average aggregate sales over 5 year period	40%	60%	This is currently based on officers knowledge of supply patterns	Cheshire East: 0.60mt Cheshire West and Chester: 0.90mt
Combination of average sales, Area of Search and future growth	47%	53%	Based upon The North West of England Plan Regional Spatial Strategy to 2021 housing figures (Cheshire East: 47% 20,700  Cheshire West and Chester: 53% 23,700)	Cheshire East: 0.71mt Cheshire West and Chester: 0.80mt

### Potential future developments

**5.8** During 2007, the former Cheshire County Council undertook an assessment of sites as part of the Core Strategy and Site Specific Policies and Allocations stage of the Minerals Development Framework. During this process 10 sites were submitted for consideration as suitable future sand and gravel sites, 5 of these sites lay within Cheshire West and Chester and 5 within Cheshire East. Of the 10 sites submitted, 8 were wholly or partially within the defined Area of Search.

**5.9** A further 10 sites and an Area of Search were submitted for consideration as suitable future silica sand sites, all of these sites with the exception of 1 lay within Cheshire East.

### Current arrangements in the North West

**5.10** Similar issues have previously been explored by the Mineral Planning Authorities in Greater Manchester, Merseyside, Halton and Warrington. The Greater Manchester Geological Unit (GMGU) undertakes mineral planning duties on behalf of the 11 Greater Manchester metropolitan district councils, whilst the Merseyside Environmental Advisory Service (EAS) undertakes similar duties on behalf of the 5 Merseyside metropolitan district councils. Both Merseyside and Warrington have one active minerals site and as such concerns regarding confidentiality were raised when previous apportionment arrangements were being decided. The Greater Manchester sub-region was therefore established to preserve confidentiality and to enable a more simplistic approach to apportionment in the North West.

**5.11** The Guidelines make provision for these arrangements "In some cases...where there are very limited remaining possibilities for the extraction of aggregates it may be necessary to make a single apportionment to two or more MPA areas"<sup>(ii)</sup>.

ii Paragraph 3, National and regional guidelines for aggregates provision in England, 2005-2020, Communities and Local Government, June 2009

### Recommendations

**6.1** Having considered the responses received from industry representatives along with the key implications for each option and methodology the following recommendations are now made:

1. The apportionment should be split and two separate apportionments be established for Cheshire West and Chester and Cheshire East.
2. A combined method of past sales, area of search and future growth projections be adopted to calculate the two new apportionments.
3. A request to industry representatives be issued to gather past sales data for the last 5 years.

**6.2** It is believed that the above represents the most suitable way forward for both authorities, which will also provide a level of certainty for both industry and local communities.

If you require this document in a different format such as large print, Braille, audio tape, CD or in another language, please contact:

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