

DERBYSHIRE AND DERBY MINERALS LOCAL PLAN (2022-2038)

**Spring 2023 Consultation –
Pre-Submission Draft Plan**

**Developing the Pre-Submission Draft Plan
3.0 Vision and Objectives**

January 2023

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1 Introduction

- 1.1 The purpose of this Paper is to show how the proposed Draft Plan has been developed over time, through several stages of consultation, starting initially with a stakeholder workshop in 2009. It explains how we have taken into account national planning policy and guidance (including revisions), representations made at the consultation stages, interim sustainability appraisals and other assessments, and co-operation with appropriate bodies on strategic cross-border issues leading to outcomes for the current vision and objectives set out in the Pre-Submission Draft Plan.
- 1.2 The Paper is set out in sections for each consultation stage. Where relevant, each section is set out in the following order: representations from the previous stage, drop-in sessions, duty to co-operate issues, sustainability appraisal, other assessments, outcomes for the current consultation stage. The relevant documents at each consultation stage are set out in italics.
- 1.3 The Vision and Objectives are central to the Plan, setting out the high level, strategic requirements for future mineral development. The Vision sets out what the Plan area will be like in terms of mineral development at the end of the Plan period in 2038 if the Plan's objectives have been achieved and its policies have been successfully implemented. The Objectives set out the key goals that will need to be attained in order to make the Vision a reality.

2 Stakeholder Workshop 2009

- 2.1 In July 2009, Derbyshire County and Derby City Councils held a workshop for key stakeholders. This helped to identify the key issues and themes that attendees thought the new Minerals Local Plan (MLP) should address and sought the input of stakeholders in developing the vision and objectives for the Plan. The outcomes of the workshop were published on the Council's website and in a newsletter that was circulated to stakeholders.
- 2.2 These comments were taken into account in the preparation of the Issues and Options Report. There were a number of additional matters that had to be

included in the vision and objectives in order to accord with various aspects of central government policy on minerals. These included the requirement to contribute to the national and local need for minerals, safeguarding, climate change and the need to address the social and environmental impact of mineral extraction. Comments from stakeholders reflected some of these matters, but in addition they were particularly useful in adding and developing a more local dimension to the vision and objectives.

3 Issues and Options Consultation 2010

3.1 The Issues and Options Paper set out the policy requirements that the plan would need to meet, a spatial portrait of the characteristics of the Plan area and a profile of the existing minerals industry. From that information key issues were identified as follows:

Key Policy Requirements

- Make necessary provision for minerals
- Ensure the sustainable and efficient use of minerals
- Encourage greater use of recycled materials to replace primary minerals
- Safeguard minerals for future generations
- Ensure protection of the communities and the environment
- Reduce the impact of transportation
- Require high standards of restoration
- Assist in the progressive reduction of quarrying in the Peak District National Park
- Play our part in responding to climate change issues.

3.2 Key Issues from Spatial Portrait

- Derbyshire is located in Central England close to a number of large conurbations which contribute to demand for minerals
- Derby and Chesterfield are the largest conurbations in the Plan area.
- A large part of the rural north western area of Derbyshire has much in common with the adjoining Peak District National Park

- Varied landscape with areas of high environmental and ecological quality
- Wealth of archaeological and historic built features
- Generally good road network in the east and south of the county, less good in the west and north west
- There are potential environmental and social impacts from HGVs
- Declining manufacturing and increasing service sectors
- Wealth of nationally important mineral resources
- Legacy of coal extraction but reclamation and regeneration projects have had a positive impact on the area.

3.3 Key Issues from portrait of minerals industry

- Derbyshire has a nationally significant role to play in the provision of aggregate minerals, including crushed rock and sand and gravel and limestone for industrial uses.
- There are several other minerals worked in Derbyshire, including sand and gravel, coal, gas, vein minerals, building stone & brick clay, which could be subject to increases in future demand.
- Mineral extraction can have a variety of impacts on its surroundings, from increased noise and traffic, to a potential wide impact on the landscape, although these can be reduced by careful site design and management.
- Road transport is generally good in the east and south of Derbyshire, around the M1, A38 and A50, but there are significant road transport constraints in other hillier areas in the west and north west.
- The impact from mineral workings continues once extraction has ended. We need to consider after uses and how the final landform will fit in with its wider setting, especially given the scale and long-term nature of mineral activity in Derbyshire.

3.4 From the key policy requirements and issues identified the Issues and Options consultation put forward a draft vision and a set of objectives to show how it was anticipated that the Plan area would look in terms of minerals development by 2030. It proposed twelve elements to the vision and eleven separate objectives. Further information can be found in the following document:

Derby and Derbyshire Minerals Local Plan: Issues and Options Consultation, 2010

3.5 The Vision set out that by 2030:

1. The Plan will have helped to achieve the best possible balance between maintaining the economic and other benefits to be gained from mineral extraction in Derby and Derbyshire and its impact on the environment and communities.
2. We will have worked in partnership with industry, communities and neighbouring authorities to ensure that the Derby and Derbyshire of 2030 has a pattern of sensitively located, worked and restored mineral extraction sites.
3. The working of these sites will have enabled Derby and Derbyshire to meet its contribution to the local, regional and national need for minerals and assisted in achieving a progressive reduction of minerals won in the Peak District National Park.
4. Development will have also helped the achievement of sustainable economic development and regeneration of the area, including through the delivery of materials for use in industry, the creation of jobs and training and addressing the legacies of the historic economy, especially in areas of identified deprivation.
5. The use of primary resources will have been minimised through efficient working practices, prudent and efficient use of minerals and through the maximum use of recycled and secondary materials.
6. Derbyshire's valuable and economically viable mineral resources will have been identified and safeguarded for use by future generations.

7. There will have been a reduction in the excessive landbank of permitted reserves of crushed rock in Derbyshire.
8. The adverse social and environmental effects of mineral extraction on local communities will have been minimised to an acceptable level, unavoidable social effects mitigated and opportunities for community benefits maximised.
9. The impacts of climate change and the potential for flooding, will have been taken into account in decision making, unavoidable effects minimised and mitigated, and adaptations made for the effects of climate change in mineral developments.
10. Minerals will be transported more sustainably, the adverse environmental effects of their transportation will have been be minimised, including the effects of moving minerals long distances, the effects on communities, and opportunities will have been taken to achieve a modal shift in their transportation.
11. Potential for effective and high standards of restoration and productive after-use will have been integral to site selection and to the consideration of proposals for mineral extraction, ensuring that proposals have regard to existing landscape character and the need to protect wildlife and enhance biodiversity. Restoration of mineral workings will have made optimum use of scarce inert fill resources and will have led to an increase in the provision of outdoor recreation or other facilities in accordance with other local strategies.
12. Restoration strategies will also have been developed for particular areas subject to long term cumulative impact of quarrying, such as for the Trent Valley and the A515 corridor near Buxton, and will have provided a longer-term, more coherent approach to the sustainable development and restoration of sites.

3.6 The draft Objectives were as follows:

- A. To make sufficient provision for all mineral resources (in particular the agreed sub-regional apportionment requirements for aggregates provision) to meet national, regional and local requirements. (*Vision 3*)
- B. To assist in the delivery of sustainable economic development and regeneration. (*Vision 1 & 4*)
- C. To help achieve a progressive reduction in mineral extraction from the Peak District National Park. (*Vision 3*)
- D. To protect the quality of the natural and built environment from the impact of minerals development, including the Peak District National Park and the Derwent Valley Mills World Heritage Site. (*Vision 1 & 2*)
- E. To make the most sustainable use of mineral resources, including by maximising the use of recycled and secondary materials in meeting recognised national and regional requirements and by ensuring the most efficient use of high quality minerals and the minimisation of waste materials. (*Vision 5*)
- F. To safeguard a sufficient supply of mineral resources from unnecessary long-term sterilisation. (*Vision 6*)
- G. To reduce the landbank of crushed rock in Derbyshire. (*Vision 7*)
- H. To protect local communities from the impact of minerals development. (*Vision 8*)
- I. To help mitigate the impacts of climate change, including increased flood risk, by minimising energy use and maximising the use of renewable energy and adapting appropriately to the impacts of climate change. (*Vision 9*)
- J. To make the best use of existing infrastructure and ensure that new infrastructure provision encourages opportunities for sustainable means of transporting minerals. (*Vision 10*)
- K. To ensure that after extraction, land is reclaimed at the earliest opportunity, and that high quality restoration and aftercare takes place which maximises community and environmental benefits and makes optimum use of inert fill material. (*Vision 2, 11,12*)

4 Towards a Minerals Local Plan - Rolling Consultation 2015-2017: Emerging Approach

- 4.1 After the Issues and Options Consultation, the NPPF and PPG were published in 2012 and 2014 respectively; therefore the Councils revisited the vision and objectives in the light of this policy and guidance. The Councils examined the extent to which the Issues and Options Consultation and the responses to it remained helpful in developing the vision and objectives and took on board additional evidence collected since 2010, including an update to the spatial portrait. The Councils also embarked on co-operation with other authorities on significant strategic cross-border issues as required by the Localism Act 2011.
- 4.2 The next consultation stage in preparing the Plan was the 'Towards a Minerals Local Plan: Rolling Consultation' which commenced in 2015. This Consultation consisted of a series of individual Papers. A Paper specifically about the Vision and Objectives was included, accompanied by a more detailed background supporting Paper. Further details can be found in the following documents:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Rolling Consultation 2015-2016: Emerging Approach - Towards a Vision and Objectives, March 2016

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Rolling Consultation 2015-2016: Emerging Approach – Vision and Objectives Supporting Paper, March 2016

Representations on the Issues and Options Consultation 2010

- 4.3 At the previous issues and options stage, in response to the draft Vision about half of respondents considered that we had got it right whilst the remaining responses suggested more specific additions or changes. Generally, the issues raised were concerned with taking up opportunities that mineral extraction provides and seeking more restraint on mineral extraction. In response to the set of draft objectives, about half agreed that they covered all the necessary points, whilst the other respondents put forward further objectives or

amendments. Generally, these were concerned with seeking greater environmental protection and enhancement. Further information is available in the following documents:

Responses to Derby and Derbyshire Minerals Local Plan: Issues and Options Consultation, July 2011.

Duty to Co-operate

- 4.4 Duty to Co-operate is a way of planning strategically for significant cross-border issues and a legal requirement of Plan preparation. Whilst the Vision and Objectives reflect the need to plan for strategic cross-border issues the detailed strategies for those issues are set out in the specific mineral / topic area chapters of the Plan.
- 4.5 The Councils consulted on the duty to co-operate issues that had been identified and an approach to recording and processing those issues. Further information can be found in the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Rolling Consultation 2015-2016: Emerging Approach - Duty to Co-operate Report, April 2016

Sustainability Appraisal (SA) of the Issues and Options Consultation 2010

- 4.6 The Sustainability Appraisal (SA) process is a way of promoting sustainable development through the better integration of sustainability considerations throughout the preparation of the Plan. The process involves testing the impact of the Plan against a series of Sustainability Objectives. Where the process recommends improvements to the Plan, these will be incorporated.
- 4.7 A SA was carried out on the suggested vision and objectives set out in the Issues and Options Paper. It concluded that, "The draft vision supports a number of sustainability objectives. There is a clear aim to achieve a suitable balance between economic, social and environmental impacts. There is a particular focus on achieving positive outcomes for communities, with a specific

reference to deprived areas. This is positive in terms of improving health and wellbeing. However, the aim to create jobs 'especially' in areas of deprivation implies that the location of workings and facilities will be close to urban areas. This indirectly rules out some locations in rural areas that may be suitable for other reasons. Addressing the contribution towards and adaptation to climate change impacts is a positive aspect of the vision. Achieving sustainable modes of transport is also comprehensively discussed. There is no reference to the need to reduce energy and water use in minerals workings, however, the objectives build upon the vision and do consider this issue."

4.8 The draft objectives were tested against the SA objectives to assess if they would support SA objectives, conflict with them, have negligible or no impact. It is important to note that plan objectives have the potential to conflict with one another as they reflect different aspects of sustainability i.e. economic, social and environmental. This does not mean that the objectives are inappropriate. The aim of plan making and SA is to achieve the most appropriate balance between these different objectives so as to achieve sustainable development.

4.9 The SA set out that:

Providing a sufficient supply of minerals could well mean that sensitive landscapes and habitats are affected. Therefore, objective A is potentially in conflict with SA objectives that seek to protect the environment. However, impacts could be avoided or mitigated and further stages of SA should deal with such issues. Objective D also aims to protect the environment from the impacts of minerals development.

Objectives H and C could conflict with waste and minerals SA objectives, as certain locations containing resources may be deemed inappropriate on the grounds of social and environmental impacts. This is the challenge of minerals planning though.

Objective I seeks to mitigate against climate change and objective J seeks to ensure that new infrastructure allows for sustainable means of transporting minerals. These are both positive in terms of reducing greenhouse gas

emissions from development. However, there is no direct vision to locate minerals sites in locations that would reduce the need to travel. This may be due to the fact the location of minerals workings is heavily influenced by where the resources are available. However, ensuring that sites are as accessible as possible to workers and the markets they serve should be an aspiration for the Local Plan.

Minimising air quality issues and congestion could also be mentioned explicitly in the objectives, although it could be argued that objective G '*to protect local communities from the impacts of minerals development*' already covers these issues.

Mining operations can use significant amounts of water for washing and can impact upon the quality of water resources. Objective H should therefore include reference to water efficiency as well as energy efficiency.

Although objective C refers to '*protecting the quality of the natural environment*', there could be a stronger emphasis on reducing pollution to water courses, land and air quality and flooding as a result of minerals workings.

Objective K would support environmental SA objectives. During periods of economic downturn in particular, some workings may be closed down or mothballed. It will be important to help support the reinstatement of these workings when conditions are more favourable.

- 4.10 These findings were taken into account in developing the emerging approach set out in the Rolling Consultation. Further information can be found in the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Rolling Consultation 2015-2017: Emerging Approach - 1st Interim Sustainability Appraisal (SA) Report, July 2013

Outcomes for the Towards a Minerals Local Plan - Rolling Consultation 2015-2016: Emerging Approach

- 4.11 The paragraphs below set out the outcomes for the rolling consultation – emerging approach, taking into account comments from the previous stage, duty to co-operate and the SA. The key issues established at the start of plan preparation were considered to remain relevant to developing the Vision and Objectives. The ‘Towards a Vision and Objectives Paper, March 2016’ set out a revised emerging vision identifying the following key elements:

Minerals provision - Over the Plan period to 2030, Derbyshire will continue to provide a steady and adequate supply of minerals to meet its share of local and national needs. Minerals development will continue to reflect the importance of the industry to the area and to make a positive contribution to delivering the materials required to support planned growth and to sustain the local, regional and national economies, whilst protecting and enhancing the area’s environment.

The supply of minerals will have the support of those who live and work in the area through the close co-operation between the minerals industry, local communities, local authorities within and adjacent to the area and all other interested parties.

Sustainable development - Minerals development will be located, designed and operated in accordance with the economic, social and environmental principles of sustainable development. Minerals will continue to be recognised as a valuable natural resource whereby they are extracted and used as efficiently as possible and the maximum benefit is obtained by reusing minerals wherever possible.

Spatial distribution of minerals development - Within natural geological constraints, minerals development will be located in areas to optimise the match between the locations of supply and demand and which allow the use of the most sustainable form of transport.

Safeguarding mineral resources and facilities - Mineral resources and the facilities which enable the sustainable processing and transport of extracted minerals will be safeguarded from inappropriate development.

Protection of local communities, the natural and built environment and cumulative Impacts - Minerals developments will contribute to the protection and enhancement of the area's outstanding environmental assets and the quality of the built environment. All developments will be located, designed and operated in accordance with the highest practicable standards to ensure that they do not adversely impact on, and where possible, enhance the historic environment, landscape character and biodiversity of the area and will incorporate proposals to ensure that sites are restored to the most appropriate use, providing maximum benefit to the area and local communities. Where possible, minerals development will also be located in areas - and at a scale - that provide the greatest opportunities to deliver strategic restoration benefits.

Minerals development will also be located, designed, operated and restored to prevent any adverse cumulative impacts on the area, either as a direct result of the development or in association with other developments.

Protection of the Peak District National Park - Derbyshire will help to protect the special quality and characteristics of the Peak District National Park area by assisting in achieving a progressive reduction of minerals obtained from sites in the Peak Park.

Flood risk and climate change - Minerals developments will be located, designed and operated in ways which help to reduce flood risk and maintain or enhance water quality. Developments will also be located, designed and operated to ensure that impacts on climate change are minimised.

4.12 It also included a revised set of emerging objectives as detailed below:

Objective 1: Ensuring a Steady and Adequate Supply of Minerals - The provision for a steady and adequate supply of minerals will be delivered by the identification and maintenance of future supply requirements in line with national planning policy and locally agreed estimates. This will include the

figures identified in the Local Aggregate Assessment and maintaining adequate landbanks for other minerals and the provision of an adequate number of sites to deliver the identified supply requirement.

Objective 2: Delivering Sustainable Minerals Development - Delivering sustainable minerals development will be achieved by the combined implementation of all the policies and proposals of the new Plan. This will include policies to direct the location of new and extended mineral extraction sites to areas which can help to deliver the economic, social and environmental principles of sustainable development and by ensuring the best use is made of primary mineral resources to ensure their long-term conservation by minimising waste, maximising levels of secondary and recycled aggregates and the reuse of all other minerals.

Objective 3: Achieving the most Appropriate Spatial Distribution of Mineral Development - This includes developing locational policy which encourages new or extended minerals developments in locations as near as possible to where they will be used and which can be delivered using the most sustainable transport links. Locational policy will be developed with regard to the restrictions which are imposed by choices being limited to where mineral resources are present and to sites which are genuinely deliverable.

Objective 4: Safeguarding Mineral Resources and Facilities - Mineral resources and the facilities which are used to process and transport extracted minerals will be protected from inappropriate development that would impair their availability and use for future generations. This will include the identification and safeguarding of surface and underground mineral resources of local and national importance, important aggregates supply and transport infrastructure such as rail heads, coating and concrete plants and effective co-operation with the district and borough councils in the area.

Objective 5: Minimising Impacts on Communities - The Plan will seek to minimise the potential adverse impacts of minerals development on local communities in the area by protecting their existing amenity, quality of life,

social fabric and health. Particular emphasis will be given to the need to prevent further cumulative impacts. This will include developing locational policy to ensure the appropriate separation between minerals sites and the places where people live and work, policies which promote the highest standards of design and operation and setting out criteria to ensure that only acceptable development proposals are allowed, which incorporate appropriate mitigation measures and secure appropriate forms of restoration and beneficial after-uses.

Objective 6: Protecting the Natural and Built Environment - The Plan will conserve and enhance the area's natural and built environment, including its distinctive landscapes, habitats, wildlife and other important features by avoiding, minimising and mitigating potential adverse impacts of minerals developments.

Objective 7: Protecting the Peak District National Park - The Plan will continue to help protect and preserve the special qualities and characteristics of the Peak District National Park through the implementation of its policies and proposals. This will include making sufficient provision for minerals from within the Plan area to help achieve a progressive reduction in mineral extraction from the Peak District National Park area to help minimise the impacts of further developments.

Objective 8: Minimising Flood Risk and Climate Change - The Plan will seek to minimise and mitigate the risk of flooding, both on site and elsewhere, as well as the impacts of climate change arising from minerals developments. This will include the development of locational policy to avoid inappropriate locations and encouraging well designed and operated developments that make provision for the management of water, minimise the use of machinery emissions and transport, the most appropriate location and use of processing plant and by securing appropriate forms of restoration which address how sites interact with their surroundings in the longer term.

5. Towards a Minerals Local Plan - Spring 2018 Consultation: Proposed Approach

- 5.1 The Proposed Approach set out a draft spatial context, vision and objectives and overarching strategic sustainability principles which underpin the Plan, together with the approach to the provision for each of the important minerals found in the Plan area. The vision and objectives are set out in Chapter 3 of the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Spring 2018 Consultation: Proposed Approach, December 2017 – Chapter 3 Vision and Objectives

Representations on the Emerging Approach 2015/2016 Rolling Consultation

- 5.2 Four organisations responded and together made several broad comments and numerous detailed suggestions about the wording of the draft vision and objectives. The broad observations included:

- The emerging local plan should recognise the critical importance of feasibility and economic viability to the working or use of any safeguarded resource, and the range of benefits which can be reaped from the restoration and development of sites where mineral workings have permanently ceased or are not feasible or viable.
- The paper should make reference to NPPF policy relating to the effective use of previously developed land, with a view to ensuring that the goals of the MLP relate to wider objectives in relation to communities, minimising impact upon the natural and built environment, minimising flood risk and minimising climate change.
- The Vision and Objectives for the MLP substantially address the issues of concern within South Derbyshire and can be supported.
- The widespread nature of the mineral resource provides the Mineral Planning Authority (MPA) with the opportunity to pro-actively drive minerals development to locations – and at a scale – that will provide the greatest opportunities for delivering strategic restoration benefits.
- Concerned by the narrow focus of the consultation document on adverse environmental impacts. We believe that it is also important to identify the

potential for environmental enhancements, particularly through the opportunities provided by mineral site restoration.

- The Plan should be much more visionary and aspirational than simply aiming to minimise and mitigate adverse environmental impacts.
- Whilst mineral sites can be restored to a variety of after-uses, the Plan should acknowledge that mineral site restoration provides nationally significant opportunities for enhancing biodiversity, in particular.

5.3 Details of the representations received, together with considered responses and outcomes for the Spring 2018 Consultation is set out in the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Spring 2018 Consultation: Proposed Approach - Report of Representations, December 2017

Duty to Co-operate

5.4 The Councils have engaged in meetings and discussions with relevant authorities, mineral operators and other stakeholders on the strategic cross-border issues and the outcomes from this co-operation has fed into the Spring 2018 Consultation. Whilst the Vision and Objectives reflect the need to plan for strategic cross-border issues the detailed strategies for those issues are set out in the specific mineral / topic area chapters of the Plan.

5.5 All Duty to Co-operate Issues together with the stakeholders involved have been set out in the following Background Paper which has been updated to add additional matters that have arisen since the Plan has progressed. Further information can be found in the following Report.

*Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan - Spring 2018 Consultation: Proposed Approach
Duty to Cooperate Report - Background and Progress, December 2017*

Sustainability Appraisal of the Rolling Consultation 2015-2017 Emerging Approach

- 5.6 A SA was undertaken on all the Papers that constituted the Towards a Minerals Local Plan Rolling Consultation 2015-2017 and all of the sites that were promoted by operators. The full appraisal is set out in the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Spring 2018 Consultation: Proposed Approach

2nd Interim Sustainability Appraisal (SA) Report, December 2017

- 5.7 The SA noted that, “The emerging draft vision supports a number of sustainability objectives. There is a clear aim to achieve a suitable balance between economic, social and environmental impacts. In particular, there is a focus on protecting valuable minerals that can be processed and transported sustainably with minimal negative effects and maximum benefit through aftercare. This will help to support the local economy. Addressing the contribution towards and adaptation to climate change impacts is a positive aspect of the vision. Achieving sustainable modes of transport is also comprehensively discussed.”

- 5.8 The SA assessed the emerging objectives against the SA objectives and noted that:

Providing a sufficient supply of minerals could well mean that sensitive landscapes and habitats are negatively affected during preparation and operation. Therefore, objective 1 is potentially in conflict with SA objectives that seek to protect the environment. However, impacts could be avoided or mitigated and further stages of SA should deal with such issues. The Draft Plan objective 6 also aims to protect the environment from the impacts of minerals development, whilst objective 7 will reduce impacts in the Peak District National Park and objective 8 will help to address flood risk. In the long-term, minerals developments could also have positive effects as restoration schemes often involve habitat creation and landscaping.

Objective 2 seeks to achieve an appropriate balance between different elements of sustainability. It is therefore broadly compatible with each of the SA objectives.

Objective 3 is positive with regards to minerals planning, transport and local communities, as it promotes a spatial strategy that reduces the distance materials need to be transported. It also seeks to ensure mineral sites are viable, which is positive for the local economy. The effects upon the environment, local communities, and landscape depend upon site locations. Minerals extraction is limited to where resources are available though.

Objective 4 supports minerals and waste objectives, as well as protecting infrastructure that could help to reduce transport emissions. It is possible that housing and employment development could be restricted in safeguarded areas, but this is an uncertainty.

Objectives 5 and 6 could conflict with waste and minerals and economic SA objectives, as certain locations containing resources may be deemed inappropriate on the grounds of social and environmental impacts. This is the challenge of minerals planning though, and well-designed schemes can mitigate potential effects. Conversely, both policies are broadly compatible with objectives relating to communities, and the built and natural environment.

Objective 5 could seek to enhance community amenity and social health (through restoration and aftercare) rather than focusing only on avoiding negative effects.

Objective 7 should have a positive effect on the built and natural environment of the Peak District National Park, though the increase in provision in the Plan area could have effects in that area. On balance, the objective is considered to be broadly compatible with the SA objectives given the national importance of the Peak District National Park and concentration of designated habitats in this area. This objective should also have positive effects on the minerals industry by ensuring that a reduction in provision in the Peak District is offset by an increase in the Plan area.

Objective 8 is compatible with the majority of SA objectives. Planning to mitigate and adapt to climate change is positive for biodiversity, water resources and community health. Improved resilience to climate change is also positive for the local economy and improved energy and water efficiency is beneficial for the minerals industry.

- 5.9 Where appropriate the findings of the SA have been incorporated into the Proposed Approach, Spring 2018 Consultation.

Outcomes for the Proposed Approach: Vision and Objectives

- 5.10 The paragraph below sets out the outcome for the proposed approach, in the light of previous comments, duty to co-operate and SA findings in relation to the vision and objectives. The proposed approach consultation included a proposed vision and objectives. There were few changes to the vision and objectives that had been presented in the Rolling Consultation 2015/2017: Emerging Approach.
- 5.11 Changes were made to the vision under the section 'Protection of Local Communities, the Natural and Built Environment and Cumulative Impacts' in response to comments. The vision was expanded to include the need for mineral development, where possible, to enhance the historic environment, landscape character and biodiversity of the area. Also, where possible, it should be located in areas and at a scale that provide the greatest opportunities to deliver strategic restoration benefits. No substantial changes were made to any of the objectives.

6. Towards a Minerals Local Plan: Winter 2021/2022 Consultation – Proposed Draft Plan

Revised NPPF and NPPG

- 6.1 Since the Spring 2018 Consultation was published the Government has revised the NPPF and partly revised the PPG. We have revisited the vision and objectives in the light of this new policy guidance. There is a new requirement in terms of Duty to Co-operate, with planning authorities required to produce one or more statements of common ground (SOCG). These should document

the cross-boundary matters being addressed and progress in co-operating to address these.

- 6.2 In accordance with the NPPF the Proposed Draft Plan sets out the strategic priorities for the Plan which are encompassed in the draft vision and objectives set out at Chapter 3 of the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Winter 2021/2022 Consultation: Proposed Draft Plan, December 2021 – Chapter 3 Strategic Priorities - Vision and Objectives.

Representations on the Proposed Approach Spring 2018 Consultation

- 6.3 The respondents were generally supportive of the vision and objectives but in addition, the main themes of the specific comments were that the statements could be more encompassing of the issues in the Plan area. Some of the suggestions in this regard were based on the particular issue or area of concern of the respondent and were too detailed and specific for inclusion in the vision and objectives. Some conflated several issues or repeated statements already submitted in response to other consultation papers which again were inappropriate for the intended purpose of this part of the Plan. Further information on the representations made and responses to them can be found in the following document:

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Winter 2021/2022 Consultation: Proposed Draft Plan - Report of Representations, December 2021

Duty to Co-operate

- 6.4 The Councils have engaged in meetings and discussions with relevant authorities, mineral operators and other stakeholders on the strategic cross-border issues and the outcomes from this co-operation has fed into the Proposed Draft Plan, Winter 2021/2022 Consultation. Whilst the vision and objectives reflect the need to plan for strategic cross-border issues the detailed strategies for those issues are set out in the specific mineral / topic area chapters of the Plan.

- 6.5 The Councils have produced a Duty to Co-operate Report setting out the background and overview to duty to co-operate issues. In line with the new provisions of the NPPF they have produced a SoCG which sets out the progress made to date on co-operating to address the strategic cross-border duty to co-operate issues.

Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Winter 2021/2022 Consultation: Proposed Draft Plan - Duty to Co-operate Report: Introduction and Overview and SoCG, December 2021

Sustainability Appraisal of the Proposed Approach Spring 2018 Consultation

- 6.6 A SA was undertaken on the vision and objectives of the Proposed Approach. The full appraisal is set out in the following document:

*Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Winter 2021/2022 Consultation
3rd Interim Sustainability Appraisal (SA) Report, May 2018*

- 6.7 Given that the vision and objectives remained intact from the 2015/16 Rolling Consultation stage the SA reached the same conclusions as the previous appraisal.

Sustainability Appraisal of the Proposed Draft Plan Winter 2021/2022 Consultation

- 6.8 A SA was undertaken on the policies of the Proposed Draft Plan December 2021. The appraisal is set out in the following document:

*Derbyshire and Derby Minerals Local Plan - Towards a Minerals Local Plan: Winter 2021/2022 Consultation
4th Interim Sustainability Appraisal (SA) Report, January 2022*

- 6.9 Given that there has been little change in the vision and objectives since the 2018 iteration the SA findings were similar. The SA Report did not recommend any changes to be made to the Proposed Draft Plan.

Outcomes for the Proposed Draft Plan

- 6.10 The paragraphs below set out the outcomes for the Proposed Draft Plan, in the light of updated policy guidance, previous consultations, duty to co-operate, SA and other assessments.

NPPF

- 6.11 The NPPF¹ makes it clear that local plans are critical in delivering ‘sustainable development’, the achievement of which is a key role of the planning system. Local plans are, therefore, required to apply a presumption in favour of sustainable development, the term is not defined as such, but the NPPF states that it can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 6.12 In order to achieve sustainable development local plans are required to deliver three overarching and interrelated economic, social and environmental objectives. The economic objective is to provide sufficient land for the right type of development, in the right place at the right time. The social objective is to support strong and vibrant communities by providing for the needs of the community whilst fulfilling the environmental objective of protecting and enhancing the natural, built and historic environment.
- 6.13 The NPPF makes it clear that local plans should deliver ‘sustainable development’ that reflects the vision and aspirations of people and organisations with an interest in the local area. The NPPF² requires that local plans provide ‘a positive vision for the future of each area; a framework for addressing economic, social and environmental priorities for the area and a platform for local people to shape their surroundings.’ It also requires that, the

¹ NPPF, July 2021, Paragraph 9

² NPPF July 2021, Paragraph 15

development plan must include strategic policies to address each of the local planning authority's priorities for the development and use of land in its area.³

- 6.14 The NPPF⁴ sets out that strategic policies should set out an overall strategy for the pattern, scale and quality of development and, amongst others, make provision for the supply of minerals, the conservation and enhancement of the natural, built and historic environment including landscapes and green infrastructure, and planning measures to address climate change and mitigation and adaptation. Plans should make explicit which policies are strategic policies and those policies should look ahead over a minimum 15 year period from adoption.
- 6.15 The Councils have updated the vision and objectives and, in the interests of clarity, and given that the Proposed Draft consultation stage is the presentation of a draft version of the intended Plan in its entirety, the Councils have decided to present a more precise and simplified form of wording for the vision and objectives. It should be noted that the plan period has been extended to 2038 from 2030 in order to meet the requirements of the NPPF.
- 6.16 The vision is about what the Plan area will be like in terms of mineral development in 2038 if the policies of the Plan have been successfully implemented over the Plan period. The objectives set out the key goals that will need to be attained to make the vision a reality.

The Vision

- 6.17 Over the Plan period to 2038 the Plan will continue to deliver sustainable minerals development⁵ ensuring that the supply of minerals from Derbyshire and Derby will continue to reflect the importance of the minerals industry in the Plan area and will continue to make a positive contribution to delivering sustainable economic growth, supporting the health, well being, safety and

³ NPPF July 2021, Paragraph 17

⁴ NPPF July 2021, Paragraph 20

⁵ The term mineral development in this Chapter encompasses the exploration and extraction of minerals both above and below ground, the processing and transportation of minerals and the restoration of mineral sites.

amenity of local communities, protecting, conserving and enhancing the natural, built and historic environment and mitigating and adapting to the impacts of climate change as we move towards the national 'zero carbon emissions' target of 2050.

- 6.18 The supply of minerals will have the support of those who live and work in the area through the close co-operation between the minerals industry, local communities, local authorities within and adjacent to the Plan area and all other interested parties.
- 6.19 Mineral development will provide a steady and adequate supply of minerals to meet national, sub-national and local needs supporting growth, regeneration and economic development and contributing to the prosperity of the local and national economy. A compensatory supply of minerals from the Plan area will assist in achieving a progressive reduction of minerals supplied from sites within the Peak District National Park and help protect the special quality and characteristics of the National Park area.
- 6.20 Mineral development will adopt a holistic approach to natural resource protection, conservation and enhancement taking into account the value of 'natural capital' to society. In relation to minerals, development will maximise the use of substitute, secondary, recycled and re-use minerals and mineral wastes in order to minimise the need for primary materials and ensure their conservation in the long term. The locally and nationally important mineral resources and supporting infrastructure will continue to remain available for future use, having been safeguarded against sterilisation from non-minerals development. In relation to other natural resources, such as water supply and quality, soils, best and most versatile agricultural land, tranquil areas etc. mineral development will protect, conserve and enhance such assets.
- 6.21 Whilst minerals can only be worked where they are found, in order to protect the amenity, health, safety and well-being of local communities and to protect, conserve and enhance the natural, built and historic environment, mineral development will be located, designed and operated to ensure that any adverse impacts, including cumulative impacts, will be mitigated to an acceptable level through good design and the imposition and monitoring of planning conditions

and obligations. Mineral development will support the high-quality restoration and aftercare of sites, at the earliest opportunity, to the most appropriate after use taking into account aviation safety, providing maximum local and strategic benefits to the area and local communities.

- 6.22 Mineral development will be located, designed and operated in ways which maximise the use of sustainable modes of transport, reduce flood risk, optimise on-site water and energy use, maximise energy provision from renewable and low-carbon sources and mitigate and adapt to the impacts of climate change.

The Objectives

6.23 Objective 1 - Ensuring a Steady and Adequate Supply of Minerals

To bring forward sufficient land, in the right location and at the right time, to enable the provision of a steady and adequate supply of aggregates and other important minerals, over the Plan period, to meet national, sub-national and local needs and to support sustainable economic growth and local and national economic prosperity.

Objective 2 – Ensure the prudent use of Primary Mineral and other Natural Resources

- 6.24 To ensure the prudent use of all natural resources and in relation to minerals, the prudent use of primary resources to enable their long-term conservation through minimising waste, maximising levels of secondary and recycled aggregates, re-using minerals, re-working tipped waste material and controlling the end-use of minerals.

Objective 3 – Safeguarding Mineral Resources and Mineral Related Infrastructure

- 6.25 To ensure that important mineral resources and the infrastructure that is used to process and transport extracted minerals are safeguarded from inappropriate development that would impair their availability and use for future generations.

Objective 4 – Ensuring the Sustainable Transport of Minerals

- 6.26 To minimise the potential adverse impacts of minerals development by road-based transport and maximise the use of alternatives to road transport including rail, water, conveyor and pipeline.

Objective 5 – Protecting Local Communities

- 6.27 To protect the existing amenity, health, safety and well-being of local communities from visual impacts, noise, dust, vibration, light pollution, land instability and contamination by avoiding, minimising and mitigating potential adverse impacts, including any cumulative impacts of minerals development, taking into account the legacy of the minerals industry and other industrial development in the Plan area.

Objective 6 – Protecting, Conserving and Enhancing the Natural, and Built and Historic Environment

- 6.28 To protect, conserve and enhance the natural, built and historic environment, of the Plan area including its distinctive landscapes, green and blue infrastructure, habitats, wildlife, historic buildings, parks and gardens, archaeology, ancient woodlands and veteran trees, soils and best and most versatile agricultural land, green belt, tranquil areas, dark skies and other important features and assets, by avoiding, minimising and mitigating potential adverse impacts, including any cumulative impacts, of minerals development, taking into account the legacy of the minerals industry and other industrial development in the Plan area.

Objective 7 – Protecting the Peak District National Park

- 6.29 To help protect, conserve and enhance the landscape, scenic beauty, wildlife and cultural heritage of the Peak District National Park (PDNP) by providing for a compensatory supply of aggregate crushed rock from the Plan area to enable a progressive reduction of those minerals supplied from sites within the PDNP and by ensuring that any mineral development within the setting of the PDNP is sensitively located and designed to avoid adverse impacts on the designated landscape of the adjoining PDNP.

Objective 8 – Minimising the impacts on Climate Change and Flood Risk

- 6.30 To reduce the effect of mineral development on the causes of climate change and facilitate adaptation to the effects of climate change, including flood risk, mineral development will be located, designed and operated in ways which; maximise the use of sustainable modes of transport including rail, water, pipeline and conveyor; minimise the use of machinery and processing emissions, maintain or enhance water quality; optimise on-site water and energy use; maximise energy provision from renewable and low-carbon sources and reduce the risk of flooding both on site and in the wider area.

Objective 9 – Ensuring the Sustainable Restoration of Mineral Sites

- 6.31 Mineral development will support the high-quality restoration and aftercare of sites at the earliest opportunity, to the most appropriate after use taking into account aviation safety, providing maximum local and strategic benefits to the wider area and local communities including measures to address climate change.

7. Spring 2023 Consultation - Pre-Submission Draft Plan

NPPF and PPG

- 7.1 Since the last consultation there have been no revisions to the NPPF or PPG specifically concerning the vision and objectives. In accordance with the NPPF the Pre-Submission Draft Plan sets out the strategic priorities for the Plan which are encompassed in the vision and objectives. It includes a framework of strategic policies aimed at addressing those priorities together with non-strategic development management policies aimed at avoiding, minimising and mitigating the adverse impacts of minerals development. The strategic policies set out an overall strategy for the pattern and scale of mineral development and make provision for the supply of minerals (including cross-boundary supplies) over the Plan period. Where appropriate they identify specific sites for working. The paragraphs below set out the outcomes for the Pre-Submission Draft Plan, in the light of previous consultation, in relation to the vision and objectives. The complete text is set out in the following document:

Derbyshire and Derby Minerals Local Plan (2022-2038) Spring 2023 Consultation: Pre-Submission Draft Plan, January 2023 – Chapter 3 Vision and Objectives.

Representations on the Winter 2021/2022 Consultation

- 7.3 The MPA received several comments on the Proposed Draft Plan in relation to the vision and objectives. In terms of the vision, objections were received to the principle of allowing mineral extraction to support economic growth; objectors commented that forecasts of mineral requirements to 2038 were likely to be exaggerated as society moves to more sustainable building materials/ home working and accessible neighbourhoods. Objectors commented that mineral extraction should only be permitted in principle where no viable alternatives exist. Objections and supporting comments were received about the approach of providing a compensatory supply of minerals from the Plan area to support a progressive reduction of aggregate mineral supplied from the PDNP. Objections were received about the approach that mineral extraction would be allowed where adverse impacts were mitigated to ‘acceptable levels’; requiring the term to be defined. Objectors commented that the vision should have a stronger commitment to addressing climate change including a commitment to no net increase in greenhouse gas emissions during operations and the subsequent use of those minerals.
- 7.4 Supporting comments were received in relation to the plan’s commitment to sustainable development, balancing the need for mineral working against protecting local communities and environmental assets, maximising recycling in preference to extraction, non-road transport of minerals and high-quality restoration and after-care.
- 7.5 Objections were also received to the objectives of the Plan most of them raising similar concerns that were made about the vision because the objectives set out the key goals that need to be attained to make the Vision a reality. Details of the representations received, together with considered responses and outcomes for the Spring 2023 Consultation are set out in the following document.

Derbyshire and Derby Minerals Local Plan (2022-2038) Spring 2023 Consultation: Pre-Submission Draft Plan, January 2023 - Report of Representations, January 2023

Drop- In Sessions, Spring 2022

- 7.6 The MPA held Drop-in sessions at six locations throughout the Plan area where planning officers were present to discuss any issues raised by visitors. All of the comments received have been considered and where relevant used to inform the Pre-Submission Draft Plan. In relation to the vision and objectives visitors to the Buxton and Wirksworth Drop-In sessions in particular recognised the importance of the minerals industry to the local economy. Other strategic issues raised across the Drop-In sessions were the impact of HGVs on local communities and the environment, and the need to address climate change. A note of the Drop-in sessions can be found in this document:

Derby and Derbyshire Minerals Local Plan: Towards a Minerals Local Plan - Proposed Draft Plan - Winter 2021/2022 Consultation, Report of Publicity and Consultation, July 2022

Duty to Co-operate

- 7.7 Local Planning Authorities and County Councils (in two tiers areas) are under a duty to co-operate with each other and with other prescribed bodies on strategic matters which cross administrative boundaries. Joint working is particularly important in identifying whether development needs that cannot be met within a particular plan area could be met elsewhere.
- 7.8 Strategic policy making authorities should collaborate to establish cross-border matters which they need to address in their plans and in accordance with the new NPPF produce one or more SoCG These should document the cross-boundary matters being addressed and progress in cooperating to address these. There are no specific Duty to Co-operate issues relating to the Vision and Objectives.

Sustainability Appraisal of the Pre-Submission Draft Plan Spring 2023 Consultation

- 7.9 A SA was undertaken on the policies of the Pre-Submission Draft Plan. The appraisal is set out in the following document:

Derbyshire and Derby Minerals Local Plan (2022-2038) - Spring 2023 Consultation: Sustainability Appraisal - SA Report, January 2023

- 7.10 The Plan's Vision and Objectives have been appraised and refined from the outset of plan preparation to ensure their compatibility with the eight SA objectives/topics to ensure that sustainable development is achieved. Following detailed appraisal of the vision and objectives at the Proposed Draft Plan stage, Winter 2021/2022 Consultation which recommended that no changes were necessary the vision and objectives have been amended to strengthen the need to address climate change. The vision now refers to the need to achieve emissions reductions in line with national and local targets, and this is also reflected in Plan Objective 8. The SA concludes that this strengthens the links with SA Topic 6, (climatic factors, energy and flooding) in particular. In general terms the SA concludes that the changes made between the proposed draft Plan and Pre-Submission Plan have not resulted in any additional negative effects. In some instances, additional positive effects have arisen. As such, no additional recommendations have been made at this latest stage of the SA.

Health Impact Assessment

- 7.11 A Health Impact Assessment has been undertaken on the Pre-submission Draft Plan. The full text can be found in the following document:

Derbyshire and Derby Minerals Plan 2022-2038: Health Impact Assessment January 2023

- 7.12 The HIA raised no specific concerns regarding the Vision and Objectives. The Vision seeks to deliver sustainable minerals development which encompasses supporting the health, well-being, safety and amenity of local communities. Objective 5 of the Plan seeks to protect the existing amenity, health, safety and well-being of local communities from visual impacts, noise, dust, vibration, emissions to air, light pollution, land instability, ground contamination and transport impacts by avoiding, minimising and mitigating potential adverse

impacts, including any cumulative impacts of minerals development, taking into account the legacy of the minerals industry and other industrial development in the Plan area.

Actions/Considerations

7.13 None

Outcome for the Pre-submission Draft Plan

7.14 None

Equalities Impact Assessment (EqIA)

7.15 An EqIA has been undertaken on the Pre-submission Draft Plan. It did not identify any concerns regarding the vision and objectives. The full EqIA is set out in the following document:

Derbyshire and Derby Minerals Local Plan 2022-2038 - Spring 2023 Consultation: Equality Impact Analysis, January 2023

Actions/Considerations

7.16 None

Outcome for the Pre-submission Draft Plan

7.17 None

Outcomes for the Pre-Submission Draft Plan: Chapter 3.0 Strategic Priorities - Vision and Objectives

7.18 The Vision and Objectives are based on the strategic priorities that were identified by the 'Stakeholder Workshop' held at the start of the preparation of the plan. They also take account of national planning policy requirements, other relevant national and local strategies and factors identified by the Plan's 'Spatial Overview'. They have been updated and refined as Plan preparation has progressed, taking into account changes to national planning policy and other

strategies, representations received, duty to co-operate requirements and Plan assessments and appraisals.

7.19 The Vision has not changed from the Proposed Draft Plan Winter 2021/2022 Consultation apart from the paragraph relating to climate change and flood risk which has been amended to reflect the increasingly urgent need to address climate change issues. Objective 8 which is specifically about Minimising the Impacts on Climate Change and Flood Risk has also been changed.

7.20 The Vision states,

‘3.8 Mineral development will be located, designed and operated in ways which maximise sustainable associated transport, reduce flood risk, optimise on-site water and energy use, maximise energy provision from renewable and low-carbon sources and mitigate and adapt to the impacts of climate change, including a reduction in greenhouse gas emissions in line with national and local carbon targets as we move towards the national ‘zero carbon emissions’ target of 2050. ‘

7.21 Objective 8 Minimising the Impacts on Climate Change and Flood Risk states,

‘3.16 To reduce the effect of mineral development on the causes of climate change and facilitate adaptation to the effects of climate change, including flood risk, mineral development will be located, designed and operated in ways which; reduce greenhouse gas emissions to meet national and local carbon targets; optimise on-site water and energy use; maximise energy provision from renewable and low-carbon sources, incorporate sustainable design and construction techniques, maximise the use of sustainable transport associated with the development, maintain or enhance water quality; reduce the risk of flooding both on site and in the wider area.’