Communities and Local Government

National and regional guidelines for aggregates provision in England 2005-2020

www.communities.gov.uk
community, opportunity, prosperity

National and regional guidelines for aggregates provision in England, 2005–2020

Introduction

1. This note sets out revised national and regional guidelines for aggregates provision in England for the period 2005 to 2020 inclusive. It also indicates how the guidelines should be taken into account in the planning process, and outlines arrangements for future monitoring and review. From the date of its issue it is a material planning consideration.

2. The new guidelines replace those published in June 2003 and are set out in Table 1. Differences between the new guidelines and the previous guidelines published in June 2003 are summarised in Annex A. The new guidelines take account of a revised target of 65 million tonnes per annum by 2015 for alternative materials.

Table 1: National and regional guidelines for aggregates provision in England, 2005-2020(million tonnes)

New Regions	Guidelines for land-won production		Assumptions		
	Land–won Sand & Gravel	Land-won Crushed Rock	Marine Sand & Gravel	Alterna-tive Materials	Net Imports to England
South East England	195	25	121	130	31
London	18	0	72	95	12
East of England	236	8	14	117	7
East Midlands	174	500	0	110	0
West Midlands	165	82	0	100	23
South West	85	412	12	142	5
North West	52	154	15	117	55
Yorkshire & the Humber	78	212	5	133	3
North East	24	99	20	50	0
England	**1028**	**1492**	**259**	**993**	**136**

Sub-regional apportionment of the guidelines

3. Before the regional guidelines can be used in the preparation of minerals development plans they need to be broken down, as far as possible, to mineral

planning authority (MPA) areas. This apportionment of the regional guidelines to sub-regional areas is the responsibility of the regional assemblies, and in future responsible regional authorities, taking into account advice from the mineral planning authorities (MPAs) and the regional aggregates working party (RAWP). As indicated in minerals policy statement 1, the apportionment should also be subject to sustainability appraisal, incorporating strategic environmental assessment. In some cases, notably in urban areas, 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.

4. The new guidelines recommend generally lower levels of provision than the previous set issued in 2003. The regional assembly should consult its constituent MPAs and the RAWP to determine whether the regional guideline can be met at acceptable environmental cost. The preparation of core strategies and development plan documents relating to minerals extraction provides the opportunity to test the environmental acceptability of the apportioned supply.

5. The Secretary of State expects the sub-regional apportionment to individual MPA areas to be completed within six months of publication of these guidelines. The regional assemblies should monitor progress, and inform the Planning Resources and Environment Policy Division of CLG when the process is complete, providing details of the apportionments. Once apportioned guidelines for all regions have been agreed, the Secretary of State will circulate, and place on the CLG website, a note setting these out.

6. At the earliest opportunity following the completion of the apportionment, the Secretary of State expects:

- regional assemblies to take account of the new regional guidelines in regional spatial strategies (RSS)/regional strategies
- MPAs to take account of the relevant sub-regional apportionment in their core strategy and/or development plan documents and
- the regional guidelines and the sub-regional apportionments to be used by all stakeholders to inform the preparation and consideration of aggregate minerals planning applications, and in taking decisions on those applications

7. The RSS and development plan processes will provide full opportunity for public participation in the testing the regional and sub-regional guidelines.

Monitoring, review and revision

8. As part of its commitment to planning, monitoring and managing the supply of aggregates, CLG will keep the operation of these guidelines under review. This process will involve assessing the implications for the guidelines of changes in key assumptions as more up to date information and forecasts of construction activity become available. The results of monitoring will be made available, on the CLG website, at least once per year.

9. Matters for particular attention in monitoring will include evidence of trends in:

- construction activity within the economy
- the use of alternatives to primary aggregates
- amounts of aggregates used per unit of construction cost (known as "intensity of use")
- the proportion of crushed rock used relative to total primary aggregates used
- the pattern of imports to England, including those from Wales and
- the proportion of supply met by marine dredged sand and gravel in the light of the outcome of the determination of current licence applications

10. The Secretary of State will decide, in consultation with key stakeholders, when a revision of the guidelines should be undertaken.

Annex A

Changes from the 2003 guidelines

A1. Changes between the guidelines for England published in 2003 and the new guidelines are shown (expressed as average amounts per annum) in the following table:

Million tonnes per annum

	Element of supply	2003 guidelines	New guidelines	% difference	
Guidelines	Land won sand and gravel	67	64	- 4	- 7
	Crushed rock	101	93	- 8	
Assumptions	Marine sand and gravel	14	16	+14	
	Net imports to England	11	9	- 18	
	Alternative materials	57	62	+ 9	
Total		250	244	- 2.4	

These reflect an overall fall in national demand for aggregates and an increase in use of alternatives to primary aggregates, notably construction and demolition waste.

A2. The guidelines published in June 2003 the target for use of secondary/recycled materials in England was 60 million tonnes per annum by 2011. The guidelines in the present paper assume the revision of the target to 65 million tonnes per annum by 2015.

Changes in the guidelines

A3. The draft guidelines were published for consultation on 2 April 2008. Details of the draft guidelines can be found on the CLG website at:

http://www.communities.gov.uk/publications/planningandbuilding/draftaggregatesconsultation

A4. Details of the methodology and assumptions used to prepare the guidelines can be found on the CLG website at:
http://www.communities.gov.uk/publications/planningandbuilding/forecastingaggregatesdemand

A5. The guidelines are monitored annually and informed by up to date forecasts of aggregates demand. The monitoring mechanism incorporates information and is informed by (historical) consumption data for primary aggregates, by region. This consumption data is extracted from the four yearly aggregate minerals (AM) survey. The latest data from the AM surveys is available for the 2005 calendar year. Additional surveys which provide information to inform the preparation of the guidelines are the annual minerals raised Inquiry (AMRI), which provides information

on the sales of aggregates and the construction, demolition and excavation waste (CDEW) surveys, which collects data on the arisings and use of alternative materials to primary aggregates. The latest data available from these surveys are for the 2007 and 2005 calendar years, respectively.

A6. The main differences between these guidelines and the 2003 aggregates guidelines for England are:

- a decrease for sand and gravel from 67million tonnes per annum (mtpa) to 64 mtpa
- a decrease for crushed rock from 101 mtpa to 93 mtpa
- an increase in the assumed contribution of alternatives to primary aggregates from 57 mtpa to 62 mtpa
- an increase in the assumed contribution of marine sand and gravel from 14 mtpa to 16 mtpa and
- a decrease in the assumed contribution of net imports from 11 mtpa to 9 mtpa

Annex B

The national aggregates guidelines model

B.1 The guidelines are based on outputs from an econometric model of the relationship between construction and aggregate consumption to predict future aggregate need.

B.2 The model employs a number of datasets:

- national primary aggregates consumption[1]
- regional primary aggregates consumption[2]
- national and regional alternative aggregates consumption[3,4]
- predictive growth in gross value added (GVA) in the construction sector, at national and regional level[5]
- national intensive and non-intensive construction output statistics[6]

B.3 The first step in producing the estimates involves using linear regression[7] to model the relationship between national aggregate consumption and construction output. The explanatory variables in the model are national intensive construction, national non-intensive construction, the time period and the use of the aggregates levy.

B.4 Construction output GVA forecasts at the national level are used to extend the input data up to 2020, the equation then uses these extended inputs to calculate a national forecast for total aggregate consumption.

B.5 Regional construction output GVA growth forecasts are used in this stage where forecasts of primary and alternative aggregate consumption are made for each region by applying the GVA growth rates to the average of the previous three years' consumption. These are then constrained, first by a set limit on alternative aggregate consumption production, and then by imposing the national forecast on the regional forecasts.

B.6 Demand for primary aggregates produced in England is then calculated by subtracting demand for alternative aggregates and imports. This total primary aggregate production is then divided between different sources by the market share as reported in the *Aggregate Minerals Survey 2005.*

---

[1] *United Kingdom Minerals Yearbook 2007*, British Geological Survey
[2] *Aggregate Minerals Survey for England and Wales*, Communities and Local Government
[3] *Survey of Arisings and Use of Construction and Demolition Waste in England and Wales*, Communities and Local Government
[4] *Survey of Arisings and Use of Alternatives to Primary Aggregates in England*, Communities and Local Government
[5] Cambridge Econometrics
[6] *Construction Statistics Annual*, Office for National Statistics.
[7] Linear regression is statistical technique which attempts to quantify the relationship between one variable and a set of explanatory variables.

Department for Communities and Local Government
© Crown Copyright, June 2009

ISBN: 978-1-4098-1589-1