

VALE OF GLAMORGAN
REPLACEMENT LOCAL DEVELOPMENT PLAN
2021 - 2036

MINERALS

November 2025



BACKGROUND PAPER - BP25



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Executive Summary

- i. This purpose of this paper is to provide details of how the Vale of Glamorgan Council has considered the provision of minerals within the Replacement Local Development Plan 2021-2036.
- ii. The Vale of Glamorgan is an important supplier of Carboniferous limestone for general aggregate use as well as for use in steel manufacture. Carboniferous and Liassic limestone is also used for cement manufacture. In addition to this primary resource, the Vale of Glamorgan has an extensive secondary aggregate resource in the form of Pulverised Fuel Ash (PVA) and Furnace Bottom Ash (FBA) which remain from the decommissioned Aberthaw Power Station.
- iii. The Welsh Government's planning policy on Minerals is set out in Planning Policy Wales Edition 12 February 2024 and a related series of Minerals Technical Advice Notes. The regional position on minerals planning is presented in the Regional Technical Statements (RTS) for North and South Wales 2nd Review (RTS2). Further supplementary information is provided in the South Wales Regional Aggregates Working Party (SWRAP) reports which are based on surveys completed by minerals operators.
- iv. In addition to the regional position, the RTS2 introduced a new requirement for all Local Planning Authorities within each sub-region to produce Statements of Sub-Regional Collaboration (SSRCs) as a part of the evidence base needed to support each Local Development Plan (LDP). The sub-regional collaboration enables adjustments in apportionments identified in the RTS2 within the sub-region if more detailed investigations by the LPAs indicates that such adjustments are required. Once agreed, an SSRC will remain in place until it becomes superseded by the requirements of future reviews of the RTS, or new information comes forward which justifies a change.
- v. The Vale of Glamorgan is a part of the Cardiff City Sub-region along with Cardiff, Caerphilly, Rhondda Cynon Taf, Bridgend, Merthyr Tydfil and Brecon Beacons National Park local authority. In line with the apportionment for the Vale of Glamorgan set out in the RTS2 (as amended by the RTS2 Clarification letter from the Welsh Government of 11th November 2021) is 17.05 million tonnes. The RTS2 identifies that the existing permitted reserve within the Vale of Glamorgan currently stands at 18.73 million tonnes of crushed rock, a surplus of 1.68 million tonnes, meaning there is sufficient existing quantitative provision to meet the identified RTS2 apportionment.
- vi. The background paper considers the Welsh Government's policy stance on minerals and proposes a suite of policies which seek to enable additional minerals extraction should it be required; to safeguard known minerals resources and minerals related infrastructure where they occur, and to ensure that minerals extraction does not cause unacceptable adverse environmental impacts on the environment or local amenity.

1. Introduction

- 1.1 The Replacement Local Development Plan (RLDP) will guide development in the Vale of Glamorgan between 2021 and 2036. The RLDP will identify locations where new development, such as housing and employment will be permitted, whilst also seeking to protect other areas from development. Once adopted, *inter alia*, the RLDP will establish the level of growth needed within the Vale of Glamorgan over the plan period and will form the basis for decisions on individual planning applications.
- 1.2 This background paper is one of a series produced by the Vale of Glamorgan as part of the evidence base for the Deposit RLDP and it provides further information on the policies relating to Minerals contained within the Deposit RLDP. Previous Minerals Background Papers have accepted that they will by necessity be evolving documents, subject to updates and revisions as and when new data becomes available, the information within this background paper is subject to the same provision.
- 1.3 Each background paper can be read in isolation or together to gain a wider understanding of how the policies and/or allocations in the RLDP have been developed to address issues facing the Council.
- 1.4 The Welsh Government's planning policy on Minerals is set out in Planning Policy Wales Edition 12 February 2024 and a related series of Minerals Technical Advice Notes. The regional position on minerals planning is presented in the Regional Technical Statements (RTS) for North and South Wales 2nd Review (RTS2). Further supplementary information is provided in the South Wales Regional Aggregates Working Party (SWRAP) reports which are based on surveys completed by minerals operators.

2. Background

2.1 The Vale of Glamorgan is an important supplier of Carboniferous limestone for general aggregate use as well as for use in steel manufacture. Carboniferous and Liassic limestone is also used for cement manufacture.

2.2 In addition, the Vale of Glamorgan has an extensive secondary aggregate resource in the form of Pulverised Fuel Ash (PFA) and Furnace Bottom Ash (FBA) which remain from the decommissioned Aberthaw Power Station. However the future of this resource is uncertain as the Aberthaw Power Station site has been acquired by the Cardiff Capital region (CCR) following investment of £38 million, which will see the former power station site transformed into a Green Energy Park. A masterplan is currently being prepared to inform the future uses at the site, including the early reclamation of the PFA.

2.3 Regular landings of marine dredged sand and gravel at Barry Docks ceased in 2005 and there are no sites with planning permission for the extraction of land-won sand and gravel within the Vale of Glamorgan.

2.4 There are no coal reserves in the Vale of Glamorgan.

Figure 1: Active Quarries in the Vale of Glamorgan.

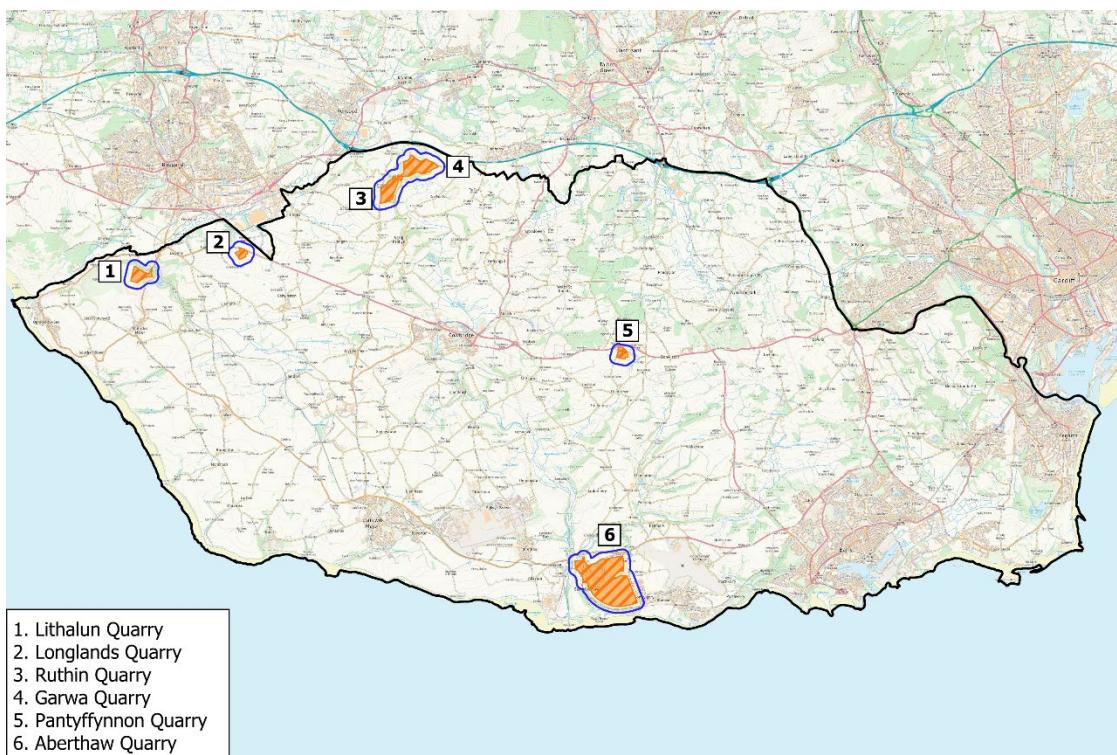


Table 1: Active quarries in the Vale of Glamorgan & extraction end dates

Active Quarries in the Vale of Glamorgan

		Extraction End Date
1	Aberthaw	21.02.2042
2	Garwa Farm	31.12.2057
3	Lithalun	30.06.2040
4	Longlands	21.02.2042

5 Pantyffynnon
6 Ruthin

21.02.2042
31.12.2057

Figure 2: Inactive and Dormant quarries in the Vale of Glamorgan



Table 2: Inactive and Dormant quarries in the Vale of Glamorgan

Inactive and Dormant Quarries in the Vale of Glamorgan

Inactive	Extraction end date
1 Ewenny	2042
2 Forest Wood (shared with RCT)	2042
3 Pant	2042
4 Wenvoe	Pending
Dormant	
5 Argoed Isha (potential reserves-training ground)	2042
6 Beaupre	2042
7 Cosmeston	2042
8 Cnap Twt	2042
9 Cross Common	2042
10 Downswood	2042
11 Ely Brickworks	2042
12 Lavernock	2042
13 Southerndown Road	
14 St Andrews	2042

3. National Planning Policy and Legislative Context

Future Wales: The National Plan 2040

- 3.1 Future Wales was published in February 2021 and is the National Development Framework for Wales. It recognises that aggregates underpin economic growth, providing construction related products essential for the delivery of placemaking, housing and infrastructure. Effective planning ensures that a reliable supply of minerals, which is capable of simultaneously meeting demand in all regions of Wales, is always available.
- 3.2 Future Wales also introduces the tier of Strategic Development Plans (SDP) to guide planning matters at the regional scale. Mineral resource planning is identified at this regional scale and is anticipated to be incorporated into SDPs once prepared. Progress on an SDP for the South East Wales region will be monitored as the RLDP preparation continues.

Planning Policy Wales (Edition 12) (February 2024)

- 3.3 Minerals policy guidance is set out in Planning Policy Wales: Edition 12 (February 2024) (PPW). PPW identifies that the role of the planning authority in relation to minerals extraction is to balance the fundamental requirement to ensure the adequate supply of minerals with the protection of amenity and the environment (para 5.14.2 refers). In doing so, the key principles are to:
 - Provide positively for the safeguarding and working of mineral resources to meet society's needs now and in the future, encouraging the efficient and appropriate use of high-quality materials.
 - Protect environmental and cultural characteristics of places, including those highly cherished for their intrinsic qualities, such as wildlife, landscapes, ancient woodlands and historic features, and to protect human health and safety and general well-being.
 - Reduce the impact of mineral extraction and related operations during the period of working by ensuring that impacts on relevant environmental qualities caused by mineral extraction and transportation, for example air quality and soundscape, are within acceptable limits; and
 - Achieving, without compromise, a high standard of restoration and aftercare to avoid dereliction and to bring discernible benefits to communities', heritage and/or wildlife, including beneficial after uses or opportunities for enhancement of biodiversity and the historic environment.
- 3.4 PPW states that in certain areas, mineral extraction may not be acceptable. For example, where a proposal for mineral extraction would cause demonstrable harm to the environment, including designated sites, or amenity, which cannot be overcome by planning conditions or agreements, planning permission should not be granted.
- 3.5 PPW also recognises at para 5.14.4 that mineral working is different from other forms of development in that:

- Extraction can only take place where the mineral is found to occur.
- It is transitional and cannot be regarded as a permanent land use even though operations may occur over a long period of time; and
- When operations cease land needs to be reclaimed to a high standard and to a beneficial and sustainable after-use so as to avoid dereliction and to bring discernible benefits to communities' and/or wildlife.

3.6 To ensure a sustainable supply of minerals, PPW directs that each mineral planning authority should ensure that it makes an appropriate contribution to meeting local, regional and UK needs for primary minerals which reflects the nature and extent of resources in the area and their best and most appropriate use, subject to relevant environmental and other planning considerations. For aggregates this should be done under the aegis of the North and South Wales Regional Aggregates Working Parties, whose role is to provide a regional overview of supply and demand and through the framework provided by the Regional Technical Statements for Aggregates (paragraph 5.14.10).

3.7 A minimum ten-year landbank of crushed rock and minimum seven-year landbank for sand and gravel should be maintained during the entire plan period, unless agreement is reached for other authorities to make a compensating increase in their provision (paragraph 5.14.15).

3.8 Planning authority boundaries may form a suitable area basis on which to base a land-bank policy, however for some authorities the administrative area may be too small, the environmental constraints too important, or the availability of a workable resource too limited to enable an individual land-bank policy to be applied. In these circumstances, authorities must agree a joint approach with neighbouring authorities in line with current regional arrangements (paragraph 5.14.16 refers).

3.9 The above extracts relate specifically to minerals, however, PPW covers a broad range of policy areas that need to be balanced against the overarching mineral objectives. PPW sets out a series of protected designations including Sites of Special Scientific Interest and National Nature Reserves, potential and classified Special Protection Areas, designated, candidate or proposed Special Areas of Conservation or Ramsar sites where minerals extraction should not take place except in exceptional circumstances. In respect of National Parks and National Landscape Areas (AONBs) paragraph 5.14.35, retains the 'very exceptional circumstances' test to meet over-riding public interest.

3.10 In addition, PPW12 notes that agricultural land of grades 1, 2 and 3a of the Agricultural Land Classification (ALC) system is the best and most versatile and should be conserved as a finite resource for the future. It goes on to note in paragraph 5.14.41 that as well as the ALC grade, the objective should be, wherever possible, to minimise any adverse effects on agriculture occurring as a result of mineral development.

3.11 Chapter 6 of PPW12 sets out the stepwise approach that planning authorities must follow to maintain and enhance biodiversity, build resilient ecological

networks and deliver net benefits for biodiversity by ensuring that any adverse environmental effects are firstly avoided, then minimised, mitigated, and as a last resort compensated.

Well-being of Future Generations Act (2015)

- 3.12 The Well-being of Future Generations Act (2015) aims to improve the economic, social, environmental and cultural well-being of Wales by strengthening institutional governance structures in accordance with Wales 'Sustainable Development Framework.' The legislation places a duty on public bodies to implement sustainable development by incorporating seven well-being goals into their work, as well as outlining the establishment of a Future Generations Commissioner and providing for a range of national indicators.
- 3.13 Sustainable Development (in Wales) is now defined, by the 2015 Act, as meaning: "the process of improving the economic, social, environmental and cultural wellbeing of Wales by taking action, in accordance with the sustainable development principle, aimed at achieving the well-being goals".
- 3.14 Of relevance is the well-being goal of:

"A prosperous Wales "An innovative, productive and low carbon society which recognises the limits of the global environment and therefore uses resources efficiently and proportionately (including acting on climate change); and which develops a skilled and well-educated population in an economy which generates wealth and provides employment opportunities, allowing people to take advantage of the wealth generated through securing decent work."

- 3.15 The Planning (Wales) Act 2015 s.2(2) sets out that the planning function must be exercised in accordance with the act for the purpose of ensuring that the development and use of land contribute to improving the economic, social, environmental and cultural well-being of Wales.

Environment (Wales) Act (2016)

- 3.16 The Environment (Wales) Act 2016 introduced the Sustainable Management of Natural Resources (SNMR) and set out a framework to achieve this as part decision making. The main objective is to maintain and enhance the resilience of ecosystems and the benefits they provide.
- 3.17 The Act requires the Welsh Government to prepare, publish and implement a statutory Natural Resources Policy (NRP) setting out its priorities in relation to the sustainable management of natural resources, while Natural Resources Wales (NRW) is required to produce a 'State of Natural Resources Report' and to prepare 'Area Statements' to inform place-based action.
- 3.18 The NRP sets out three National Priorities, linked directly to achieving goals within the Well-being of Future Generations (Wales) Act. These are: delivering nature-based solutions; increasing renewable energy and resource efficiency; and taking a place-based approach.

3.19 Minerals are more explicitly noted in relation to the second priority (resource efficiency), both in relation to the promotion of recycled and secondary aggregates and the optimal utilisation of primary aggregates. The third priority – taking a place-based approach – can also be applicable to mineral development (e.g. through community involvement in planning decisions and restoration proposals).

Minerals Technical Advice Note (Wales) 1: Aggregates (MTAN1) (March 2004)

3.20 The Minerals Technical Advice Note (Wales) sets out detailed advice on the mechanisms for delivering the policy for aggregates extraction by mineral planning authorities and the aggregates industry.

3.21 Describing the need for landbanks to meet demand, paragraph 45 notes a landbank is a stock of planning permissions for the winning and working of minerals. It is composed of the sum of all permitted reserves at active and inactive sites at any given point in time and for a given area. Development plans should include an assessment of:

- The current landbank and state how many years of mineral extraction the landbank will provide, based on the latest 3-year production figures.
- The future landbank – to include land specifically allocated for working of aggregates, as an “extended landbank”.

3.22 Together, this will enable a clear picture to emerge of permitted reserves and likely future aggregates extraction where planning permission is probably acceptable. This will allow for sensible forward planning for the extraction of resources that will be set out in the Regional Technical Statement (Para 50) and provide a sound basis for future generations to make critical decisions about how best to continue to supply aggregates.

3.23 It recognises that in some mineral planning authorities it may not be possible or acceptable to provide an adequate current or extended landbank and goes on to state that in some areas, suitable resources are not available geologically or are not appropriate for extraction because of environmental designations or the need for protection of existing and future amenity (paragraph 46).

3.24 Paragraph 47 directs that development plans should identify those sites that are “dormant” where a further approval to recommence working is necessary and count these as “dormant reserves” which should be clearly shown in the landbank calculations as a separate category.

3.25 Paragraph 49 requires a minimum 10-year land bank of crushed rock and minimum 7-year land bank of sand and gravel to be maintained throughout the entire plan period. Where a land bank can provide for over 20 years of extraction, new allocations will not be necessary and proposals for further extraction should not be permitted apart from in exceptional circumstances. The Welsh Government has since published Policy Clarification Letter CL-05-14 which advises that given the length of LDPs it would be prudent to come to this

conclusion only if there was in place a landbank of 25 years or more. The Letter also advises that a revised methodology using a 10 years' sales average as opposed to 3 years to calculate the landbank is appropriate given the economic recession. This methodology has been used to identify the level of need within the Regional Technical Statements which are discussed below. MTAN1 requires the apportionment and allocation requirements of the RTS2 to be incorporated within the RLDP.

- 3.26 It requires the preparation of Regional Technical Statements (RTS) for the areas covered by both the South Wales and North Wales Regional Aggregates Working Parties (RAWPs), to ensure that an adequate supply of primary aggregates can be maintained considering sustainability objectives. RTSs should be reviewed every 5 years.

4. Regional Policy

Regional Technical Statements for the North Wales and South Wales Regional Aggregate Working Parties - 2nd Review

- 4.1 MTAN1 requires the preparation of a Regional Technical Statement (RTS) for the areas covered by both the South Wales and North Wales Regional Aggregates Work Parties (RAWP). Whereas MTAN1 develops the national policy set out in PPW (previously Minerals Planning Policy Wales), the RTS provides the supporting detail which allows this to be implemented.
- 4.2 The initial RTS documents for both regions were completed in 2008 and are required by MTAN 1 to be reviewed every five years. The first review was undertaken in 2013/14, and the second review was completed in September 2020. The 3rd review remains pending.

Figure 3: The distribution of the Local Planning Authorities (LPAs) between the two Regional Aggregate Working Parties (RAWPs) in Wales



- 4.3 The main purpose of the RTS2 is to ensure that an adequate and steady supply of aggregates can be maintained throughout Wales considering the key objectives of sustainable supply outlined in MTAN1. It determines the contribution each LPA should make towards meeting regional needs – referred to as ‘apportionment’.

- 4.4 The RTS2 covers the 25-year period up to 2041 and provides specific recommendations to the constituent LPAs regarding the quantities of aggregate which need to be supplied from each area and the nature and size of any allocations which may need to be made in their Local Development Plan (LDP) to ensure that adequate provision is maintained throughout the relevant Plan Period.
- 4.5 A policy clarification letter from the Chief Planner, Planning Directorate to the RTS2 was published on the 11th November 2021 to correct an arithmetical error quoted for average housing completions within Torfaen which resulted in errors in the quoted apportionment calculations.
- 4.6 The RTS2 identifies seven sub-regions for the purposes of apportionment and along with Cardiff Council, Caerphilly County Borough Council, Rhondda Cynon Taf County Borough Council, Bridgend County Borough Council, Merthyr Tydfil County Borough Council and Bannau Brycheiniog National Park local authority areas, the Vale of Glamorgan Council is a part of the 'Cardiff City Sub-Region'.
- 4.7 It is for the individual LPAs to determine how the strategic requirements identified in the RTS2 should be met within their areas. This includes indemnifying allocations, where these are required by the RTS2 and setting out policies within the RLDP to guide the development process for future mineral extraction.
- 4.8 Where it is justified by new evidence, it is open for individual LPAs to depart from the apportionment and allocation figures recommended by the RTS2 when preparing their RLDP policies. In doing so, however, an LPA would need to demonstrate that their intended departure would not undermine the overall RTS2 strategy. To reinforce this concept, the RTS2 introduced a new requirement for all LPAs within each sub-region to agree a Statement of Sub-Regional Collaboration (SSRC), and for this to be approved by the RAWP, prior to the Examination of any individual LDP within that area.
- 4.9 Where landbanks already provide for more than 20 years of aggregates extraction, new allocations in development plans will not be necessary, and mineral planning authorities should consider whether there is justification for further extensions to existing sites or new extraction sites as these should not be permitted save in rare and exceptional circumstances.

Vale of Glamorgan Apportionment

- 4.10 The calculation of the apportionments recommended in the RTS2 followed a four-stage process as set out below:

Stage 1: Setting the National level for future aggregates provision - the national figure is 20.224 million tonnes per annum (MTPA) based by the Welsh government on the correlation between housing completions and aggregate sales.

Stage 2: Calculation of the regional split between North and South Wales
- The national figure, set out in stage one, is split between North and South

Wales. This split is based on the historical sales, that is 38% for North Wales and 62% for South Wales. The South Wales figure is therefore 12.486 MTPA.

Stage 3: Calculation of the Sub-Regional and Local Planning Authority apportionments – South Wales has been split into seven sub-regions which reflect distinct market areas, between which there is relatively little movement of aggregate. Along with Cardiff, Caerphilly, Rhondda Cynon Taf, Bridgend, Merthyr Tydfil and Brecon Beacons National Park local authority areas the Vale of Glamorgan forms part of the Cardiff City sub-region.

The RTS2 (following the November 2021 clarification letter from the Welsh Government Planning Directorate) sets out the following apportionment for the Vale of Glamorgan.

Table 3: Vale of Glamorgan RTS2 Apportionment

Resource	Crushed Rock
Annualised Apportionment for crushed rock	0.682
Total Apportionment required over 25 years	17.05
Existing permitted reserves at end of 2016 in (million tonnes)	18.73
Existing Landbank (years)	27.9*
Surplus or Shortfall (-) of Existing Permitted Reserves (million tonnes)	1.68
Minimum Allocation needed to meet required provision (million tonnes)	0
Additional reserves at Dormant site in 2016 (million tonnes)	13

**Correction - Actual existing landbank figure should be 27.5 years, i.e. Existing permitted reserves at end of 2016 in (mt) 17.05 / Overall 'Preferred' Apportionment (S&G & CR) (mt) 0.682 = 27.46 years. Figure of 27.9 shown in Welsh Government Clarification letter of November 2021.*

Stage 4: Sand and Gravel and Crushed Rock total Apportionment – This final stage relates to the separation of each authority's apportionment figure by aggregate type (i.e. natural sand and gravel and crushed rock). As the Vale of Glamorgan's does not have any active sand and gravel workings, there is no requirement in the RTS2 for sand and gravel to put towards the sand and gravel requirement. The Vale of Glamorgan's total requirement therefore is for 17.05MT of crushed rock.

4.11 Each member Local Planning Authority is asked to formally endorse the final version of the RTS, and the Vale of Glamorgan Council endorsed the RTS2 in relation to the individual apportionment for aggregates for the Vale of Glamorgan on the 7th December 2020 (Minute C414 refers).

4.12 Based on the methodology in the Second Review of the RTS (and the subsequent Welsh Government clarification letter of 11th November 2021) the Vale of Glamorgan is required through its Replacement Local Development Plan process to meet the apportionment set out in the RTS2. For the Vale of Glamorgan this requirement is set at 17.05 million Tonnes of crushed rock over 25 years. The RTS2 identifies that the existing permitted reserve within the authority currently stands at 18.73 million Tonnes of crushed rock, a surplus of 1.68 million Tonnes, meaning there is sufficient existing quantitative provision to meet the identified RTS2 apportionment.

SOUTH WALES REGIONAL AGGREGATES WORKING PARTY (SWRAWP)

4.13 Regional Aggregate Working Parties were established in the 1970s in England and Wales to enable the provision of aggregates to be managed in such a way as to ensure an adequate supply of minerals for the construction industry and to address concerns regarding the impact of aggregate extraction on the environment.

4.14 The South Wales Regional Aggregates Working Party (SWRAWP) is one of eleven Aggregate Working Parties in England and Wales and is a technical working group with membership drawn from officers of the 18 Local Planning Authorities, representatives of the Mineral Products Association Wales (MPAW), the British Aggregates Association (BAA), representatives of the construction and demolition industry, Welsh Government, The Crown Estate and Natural Resources Wales. It is not a policy making body.

Figure 4: SWRAWP Mineral Planning Authorities

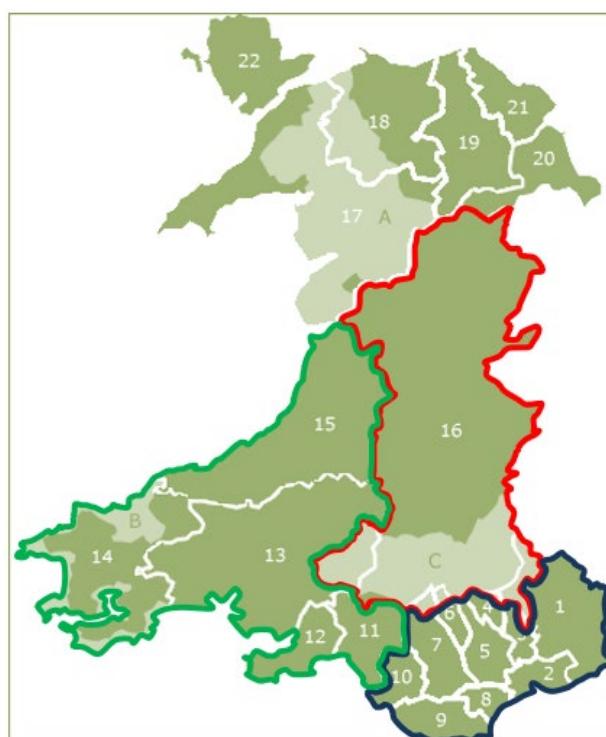


Table 4: South Wales Regional Aggregates Working Party Membership

South East Wales	South West Wales
1. Monmouthshire	11. Neath Port Talbot
2. Newport	12. Swansea
3. Torfaen	13. Carmarthenshire
4. Blaenau Gwent	14. Pembrokeshire
5. Caerphilly	15. Ceredigion
6. Merthyr Tydfil	B. Pembrokeshire Coast National Park
7. Rhondda Cynon Taf	
8. Cardiff	Powys/Brecon Beacons National Park (BBNP)
9. Vale of Glamorgan	16. Powys
10. Bridgend	C. Brecon Beacons National Park

4.15 The latest annual SWRAWP report which covers the calendar year 2022 was published on the **3rd September 2024** and the SWRAWP co-ordinates the aggregate sales information received from all mineral operators via the eighteen local planning authorities which make up the South Wales region.

4.16 The information contained in the report makes a significant contribution to the ongoing study of supply and demand patterns and provides a vital input into the monitoring and review of Welsh Government's policy for aggregates enshrined in Planning Policy Wales and amplified in Minerals Technical Advice Note 1: Aggregates (MTAN1). It also assists in the monitoring of progress towards the achievement of the recommendations set out in the *Regional Technical Statement – Second Review (RTS2) – September 2020*. The annual report is also vital to Local Planning Authorities in carrying out their statutory functions in respect of the preparation of local development plans and the determination of planning applications.

4.17 The Mineral Products Association Wales (MPAWW) has issued advice to its members in relation to the confidentiality of data on aggregates supply which is supplied to Local Planning Authorities in response to the annual aggregate working party survey. All data within the SWRAWP is provided on a 'Commercial in Confidence' basis and can be used by Local Planning Authorities for purposes associated with their planning functions so long as it prevents data being ascribed to individual planning units, unless specific permission to use the data is given by the operator.

Cardiff City Sub-Region Statement of Sub-regional collaboration Position Statement (July 2022)

4.18 RTS2 introduced a new requirement for all LPAs within each sub-region to produce Statements of Sub-Regional Collaboration (SSRCs), as part of the evidence base needed to support each Local Development Plan (LDP) or Strategic Development Plan (SDP).

4.19 This sub-regional collaboration enables adjustments in apportionments identified in the RTS2 within the sub-region if more detailed investigations by the LPAs indicates that such adjustments are required. Once agreed, an SSRC will remain in place until it becomes superseded by the requirements of future reviews of the RTS, or new information comes forward which justifies a change.

4.20 The Vale of Glamorgan is a part of the Cardiff City Sub-region along with Cardiff, Caerphilly, Rhondda Cynon Taf, Bridgend, Merthyr Tydfil and Brecon Beacons National Park local authority. The table below sets out the individual LPA apportionments and allocations for crushed rock as set out in the RTS2 for LPAs within the Cardiff City Sub-region (as amended by the RTS2 Clarification letter from the Welsh Government of 11th November 2021).

Table 5: RTS2 local authority Sub-Regional apportionment

Local Planning Authority	New Annualised apportionment for crushed rock (mt)	Total Apportionment Required over 25 years.	Existing permitted reserves at end of 2016 in mt	Minimum Allocation needed to meet Required Provision (mt)	Additional reserves at Dormant sites, 2016 (mt)
Brecon Beacons NP	0.368	9.2	120.1	0	0.36
Merthyr Tydfil	0.204	5.1			
Bridgend	0.711	17.775	27.27	0	0.15
RCT	0.765	19.125	9.83	9.295	0
Vale of Glamorgan	0.682	17.05	18.73	0	13
Caerphilly	0.546	13.65	31.28	0	5.21
Cardiff	1.411	35.275	27.8	7.475	0

4.21 Based on the individual apportionment figures set out in the RTS2 the SSRC identifies that the Vale of Glamorgan does not require any allocations for future workings of crushed rock to be identified within the RLDP. At the time of the preparation of the SSRC, all LPAs within the Cardiff City Region accepted their apportionments as set out in the RTS2, except for RCT who were awaiting the outcome of two appeals. The appeals in question at Craig yr Hesg have now been allowed which have increased the landbank in RCT allowing them to meet their apportionment.

4.22 Since the publication of the Position Statement, an application for an additional 4mt at Taffs Well Quarry in Cardiff has been approved. A current application which proposes a deepening of the Taffs Well Quarry would yield an additional 4mt if approved. Cardiff Council have also identified the Preferred Area for Mineral Working in their Replacement Local Development Plan at Ton Mawr Quarry should further development be required to meet the identified shortfall.

4.23 The SSRC for the Cardiff City Region is available as a background paper to the Deposit Plan, BP25A refers.

Local Policy Context

The Vale of Glamorgan Local Development Plan 2011 - 2026

4.24 The Vale of Glamorgan Local Development Plan 2011-2026 (LDP) was adopted in June 2017 and constitutes the development plan for the area. The LDP provides the planning policy framework for managing the use and development of land within the authority including minerals development.

4.25 The minerals policies of the adopted LDP seek to safeguard the known mineral resources while balancing the need for mineral extraction with environmental protection and community well-being. The policies promote the use of alternative materials to reduce the reliance on minerals resources and seek to ensure that mineral development within the Vale of Glamorgan is undertaken responsibly and sustainably and in accordance with national policy.

5. Planning Policy Wales Key Principles in relation to Mineral Extraction

5.1 Planning Policy Wales (Edition 12) (February 2024) states that the role of the planning authority in relation to minerals extraction is to balance the fundamental requirement to ensure the adequate supply of minerals with the protection of amenity and the environment. In this regard it defines four key principles that should be followed:

KEY PRINCIPLE 1 – PROVIDE POSITIVELY FOR THE SAFEGUARDING AND WORKING OF MINERAL RESOURCES

LANDBANK REQUIREMENTS

5.2 A landbank is a stock of planning permissions for aggregates composed of the sum of all permitted reserves at active and inactive sites at any given point in time and provides for a continuity of production even when there are fluctuations in demand.

5.3 PPW states that for the purposes of commercial stability the aggregate industry requires a proven and viable landbank. Therefore, planning authorities should include policies in their development plans for the maintenance throughout the plan period of landbanks for non-energy minerals which are currently in demand. This must be adequate but not excessive.

5.4 A minimum of 10 years for crushed rock and 7 years for land won sand and gravel should therefore be maintained during the entire plan period of each development plan, except within National Parks and AONB's, unless agreement is reached for other authorities to make a compensating increase in their provision.

5.5 There is recognition in PPW that local planning authority boundaries may form a suitable area basis on which to base a landbank policy, but in most areas, there is likely to be a need to adopt a regional approach to the assessment.

5.6 MTAN1 as amended by the Minister for Housing and Regenerations Policy Clarification letter of 25th July 2014 states that where landbanks already provide for more than 25 years of aggregate extraction, new allocations in development plans will not be necessary, and LPAs should consider whether there is justification for further extensions to existing sites or new extraction sites as these should not be permitted save in rare and exceptional circumstances.

5.7 Landbank figures for the purpose of this background paper are derived from dividing the existing reserves of minerals with planning permission by the average of the last three, or ten-year production figures, whichever is the greater.

CRUSHED ROCK

Landbank

- 5.8 To protect the commercial confidentiality of data, the Vale of Glamorgan's production of minerals is combined with that of Bridgend and Cardiff.
- 5.9 The SWRAWP Annual Report for 2022 (published 3rd September 2024) indicates that the average annual crushed rock aggregate sales for the three Authorities combined ranges between 2.22 million tonnes (3-year average) and 2.20 million tonnes (10-year average).
- 5.10 Therefore, based on the Vale of Glamorgan's contribution to these figures, the crushed rock aggregate landbank in the Vale of Glamorgan is currently 27.9 years.
- 5.11 At current extraction rates existing reserves of crushed rock aggregate are adequate to ensure a minimum 10-year supply throughout the entire period of the RLDP. There is also more than a 25-year supply of hard rock aggregate and therefore in line with the guidance contained in MTAN1 there is **no requirement for any new specific site allocations**.
- 5.12 According to the RTS, the ten-year (2007-2016) average aggregate sales from active quarries in the Vale of Glamorgan was 0.66 million tonnes per annum, while the three-year average (2014-2016) was 0.580 million tonnes per annum. Since the RTS, sales of crushed rock for the Vale of Glamorgan exceeded the annual apportionment figure in 2022. Inversely, sales in the South East Wales region were approximately 63% of the total annualised apportionment for the region, decreasing 190,000 tonnes between 2021 and 2022.

NON-AGGREGATE POSITION

Landbank

- 5.13 Minerals Planning Policy Wales states that in preparing development LPAs should recognise the importance of maintaining a continuing supply of non-aggregate materials however there no requirement for a specific landbank to be identified and maintained.
- 5.14 Limestone resources with a certain minimum calcium carbonate content and low levels of impurities are used for industrial purposes, such as iron and steel making or cement manufacture. In terms of non-aggregate reserves at active sites, the low-grade Jurassic limestones in the Vale of Glamorgan and high-grade Carboniferous limestones provide raw material for cement manufacture used at Aberthaw Cement Works. Within the Vale of Glamorgan, Garwa Farm Quarry is a particularly important aggregate supply for the cement works at Aberthaw, and the recent planning approval at Garwa Farm and Ruthin Quarries will realise 300,000 tonnes per annum of industrial limestone for cement manufacture and 200,000 tonnes of construction aggregate until 31st

December 2057, securing the long-term supply of high-quality limestone to Aberthaw Cement Works.

5.15 In addition to limestone, the Vale of Glamorgan contains secondary resources generated from coal-fired power station arisings, comprising Pulverised Fuel Ash (PFA) and Furnace Bottom Ash (FBA) which have been produced and stockpiled at Aberthaw Power Station since the 1960s. While the power station has been decommissioned and the site has been purchased by the Cardiff Capital Region (CCR) following investment of £38 million, which will see the demolition of the former power station and the site transformed into a Green Energy Park. A masterplan is currently being prepared to inform remediation and future uses of the site which will also include early reclamation of the PFA resource.

SAND & GRAVEL

Landbank

5.16 South Wales is highly dependent on marine dredged resources to supply sand and gravel. Significant quantities of marine dredged sand and gravel are landed at Cardiff, Newport, Swansea and Burry Port with smaller amounts being landed at Pembroke and Port Talbot. Historically, sand and gravel resources were landed at Barry Docks, however this ceased in 2005.

5.17 There are no land-based active sand and gravel workings with planning permission for extraction or permitted reserves within the Vale of Glamorgan. There are therefore no sand and gravel resources available to contribute to the sand and gravel requirement set out in the RTS2. The average annual output is therefore zero and in strict arithmetical terms, with a reserve of zero and output of zero the 7 years supply of nothing can be maintained over the plan period. However, continued reliance on marine resources in the long term is a position that is not considered to be sustainable.

5.18 The RTS2 does not indicate any resource requirements for sand and gravel in the Vale of Glamorgan. It merely recommends that land won sand and gravel resources are identified and where appropriate are safeguarded in the LDP to prevent sterilisation of a resource which may be required in the future to maintain supply. Any proposals for working of the sand and gravel resource would be considered against a criteria-based policy in the same way as for hard rock.

SAFEGUARDING MINERALS RESOURCES

5.19 PPW (paragraph 5.14.7) recognises that it is important that minerals resources including secondary, recycled and marine dredged materials, which society may need, as well as the minerals related infrastructure to deliver this need, is safeguarded to prevent sterilisation by other forms of permanent development.

Planning authorities are therefore required to consider the long term and the need for preventative action to avoid the creation of problems in the future.

5.20 PPW is clear that the safeguarding of minerals resources does not indicate an acceptance of mineral working, but that the location and quality of the mineral is known and that the environmental constraints associated with extraction, including the potential for extraction of mineral resources prior to undertaking other forms of development, have been considered. Further, PPW also identifies the importance of the infrastructure required to support minerals development such as existing or planned wharves, railheads, associated processing facilities and batching plants, and that careful consideration should be given to preserving this infrastructure should be given to avoid the loss of infrastructure and resources which may be needed over the long term.

Mineral Resource Map Wales and Aggregate Safeguarding Map of South East Wales

5.21 The Welsh Government commissioned the British Geological Survey (BGS) to provide a comprehensive, relevant and accessible information base to enhance the sustainability of mineral resources in Wales. Completed in 2010, the Mineral Resource Map of Wales and the Aggregate Safeguarding Map for Wales have been compiled to assist mineral planning authorities (MPAs) in the delineation of aggregates safeguarding areas in local development plans and adopt suitable policies for managing development in these areas so that unnecessary sterilisation of identified resources does not take place.

5.22 The BGS categorised the mineral resources in order of importance:

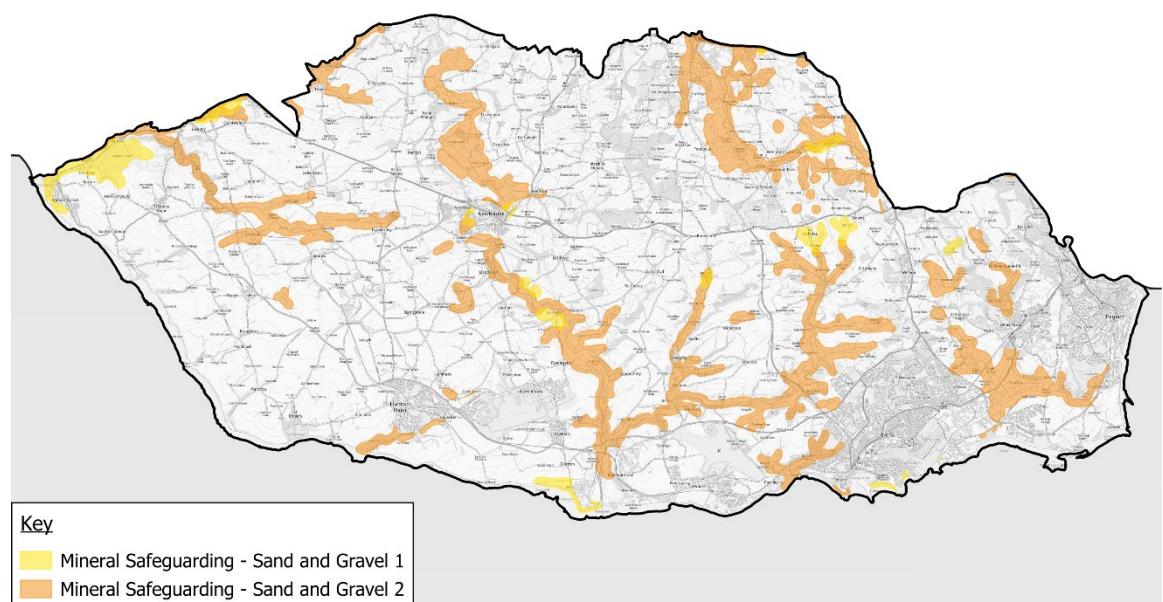
- Category One resources are of national importance to Wales (and in some cases the UK). This category includes those minerals that are specifically referenced in policy as being of limited occurrence and therefore particularly susceptible to sterilisation, and those which are particularly economically important due to their high quality and/or limited occurrence across the UK.
- Category Two resources have been selected as those resources that are of more than local importance and may have some regional significance but are less important nationally than the Category One resources.
- Category Three resources are resources that may be important for local supply.

5.23 As mineral resources are finite and not evenly distributed, knowledge about their whereabouts is essential for making effective and sustainable planning decisions that consider the needs of future generations. Access to mineral resources can be prevented or restricted (sterilised) by non-mineral development and the process of 'mineral safeguarding' ensures that this does not occur unnecessarily when planning applications are determined. An effective safeguarding system requires the adoption of 'mineral safeguarding

areas and the adoption of suitable policies through which development is managed in these areas.

5.24 Published by the BGS maps provide a comprehensive, relevant and accessible information base that enable LPAs to delineate aggregate safeguarding areas in their development plans and adopt suitable policies for managing development in these areas so that unnecessary sterilisation of identified resources does not take place.

Figure 5: Minerals Safeguarding Sand & Gravel 1 & 2



Yellow = S&G 1 Brown = S&G 2

Figure 6: Minerals Safeguarding Sandstone

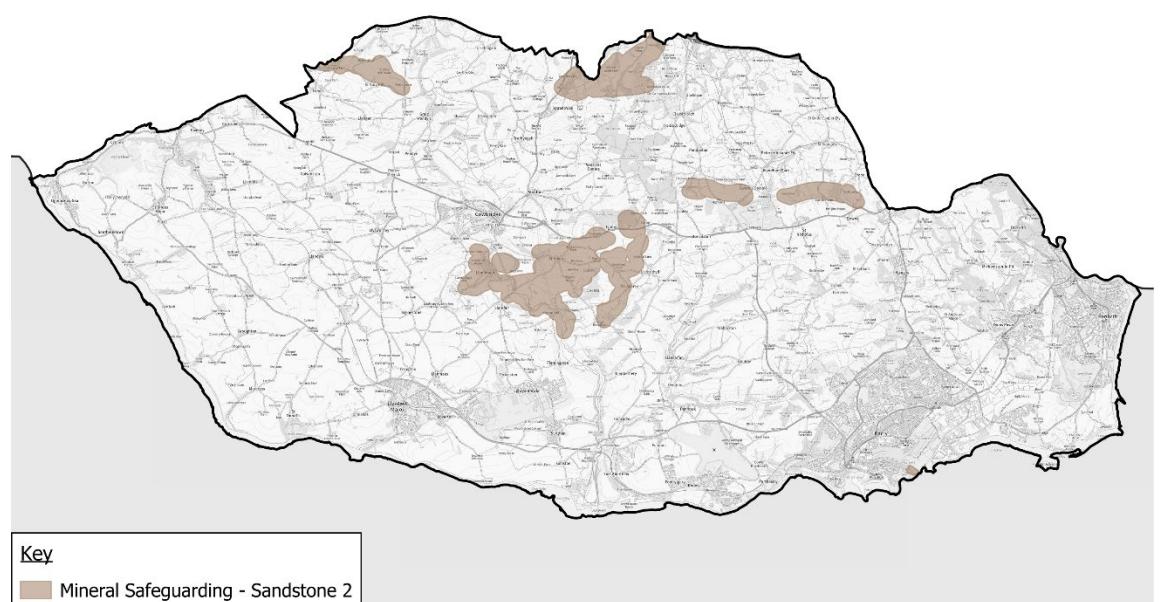
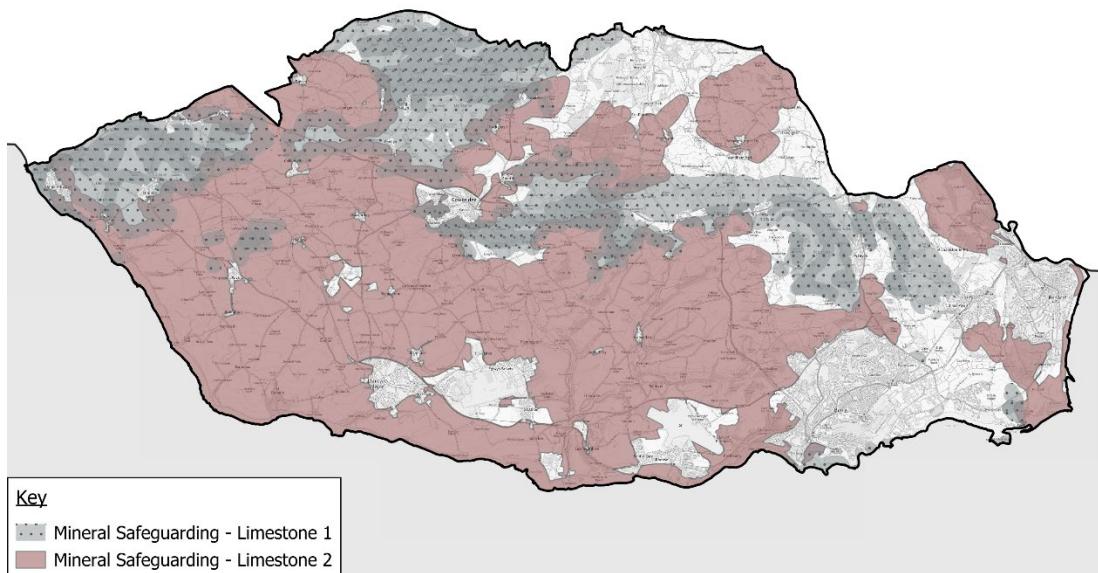


Figure 7: Minerals Safeguarding Limestone 1 & 2



5.25 The Aggregate Safeguarding Map for South East Wales identifies that the Vale of Glamorgan contains significant amounts of limestone resource. A belt of Category One carboniferous limestone outcrops along the boundary of the Vale of Glamorgan with Bridgend and RCT in the north. A further outcrop is evident along the central spine running from Cowbridge to Dinas Powys. The majority of the remainder of the Council area contains Category Two limestone resource. There are limited small pockets of Category Two sandstone resource.

5.26 Although there is no history of land-based sand and gravel extraction in the Vale of Glamorgan, several areas have been identified that may in the future contribute as a replacement to marine-dredged materials. There are extensive Category Two resources of sand and gravel primarily in the Thaw, Waycock and Ely valleys with very limited amounts of Category One resource included within these areas. A more significant area of Category One sand and gravel resource is located on the western side of the County and straddles the boundary with Bridgend.

5.27 As in the adopted Vale of Glamorgan Local Development Plan 2011-2026 (policy MG22 – Development in Minerals Safeguarding Areas refers), the entire Category One and Category Two resources as defined on the Minerals Safeguarding Map of Wales will therefore be safeguarded in the Vale of Glamorgan RLDP to prevent the sterilisation of important mineral resources. It should be noted that the safeguarding of the resource does not necessarily

indicate the acceptance of working. Any future applications for such development will be determined in accordance with the plans of the RLDP and the councils Minerals safeguarding Supplementary Planning Guidance which will be updated accordingly.

- 5.28 Category Three resources will not be safeguarded. Resources beneath recognised settlements will also be excluded from safeguarding.
- 5.29 Ideally, areas of development in the RLDP should avoid safeguarded areas and conflict should only occur if no alternative location can be found, or if the development area cannot be modified to avoid the safeguarded resource. However, much of the developable land within the settlements has either been developed or committed and there is consequently only limited capacity for new build without causing undue environmental harm. Accordingly, some extension of settlements into safeguarded areas cannot be avoided.
- 5.30 In allocating sites within the RLDP, the Council has considered the impact of future development on the wider minerals resource and site allocations within these areas are therefore considered to be justified for the following reasons:
 - The overriding need for the development (to meet housing and employment needs).
 - The logical location of sites (adjoining existing settlements with services/facilities).
 - The availability of appropriate alternative sites in that area given the extent of safeguarded resources in the Vale.
 - The likelihood of having a significant impact on the resource (i.e. the area is already largely sterilised given the proximity to existing sensitive development) including the consideration of the potential of working from an existing or new quarry, and/or.
 - The site in question has an extant planning permission.

Notwithstanding the above, proposals will still need to be considered against the safeguarding policy and prior extraction should be considered in accordance with the policy.

- 5.31 Any planning application for new mineral workings will be considered against a criteria-based policy included within the RLDP. This policy will be applied to new mineral sites, extensions to existing workings and the reworking or reopening of old sites and will be used to consider applications for all types of mineral working.
- 5.32 The Vale of Glamorgan has historically played an important role in the delivery of marine based supplies, with material being landed at wharves in Barry Dock. However, the wharves have not been utilised since 2005 and most of the marine based supply for the Vale of Glamorgan is now landed at Cardiff. Although the Wharf at Barry Docks has not been used in recent times, it is

recognised that it is a potential supply route of sand and gravel resource into the region. The wharf site is therefore safeguarded on the Proposals Map and future proposals will need to consider the potential impact on the landing of marine sand and gravel at Barry Docks. The safeguarding of the wharf does not prevent its use to land other goods and does not affect permitted development rights.

KEY PRINCIPLE 2 – PROTECT ENVIRONMENTAL AND CULTURAL CHARACTERISTIC OF PLACES

- 5.33 The RLDP will contain robust policies that ensure the protection of these areas. Such areas will include Special Areas of Conservation (SAC), Special Protection Areas (SPA), RAMSAR Sites, Sites of Special Scientific Interest (SSSI), National Nature Reserves (NNR), sites with known populations of European Protected Species, Special Landscape Areas, the Historic Environment, including within the setting of a Scheduled Monument, Surface and Groundwater Resources and the Best and Most Versatile Agricultural Land.
- 5.34 The extraction of minerals in these areas will only be permitted if it can be demonstrated that the provisions of PPW, MTAN1 and relevant National legislation can be met.

KEY PRINCIPLE 3 – REDUCE THE IMPACT OF MINERAL EXTRACTION AND RELATED OPERATIONS

- 5.35 PPW directs that minerals workings should not cause unacceptable adverse environmental or amenity impact (para 5.14.42 refers). Where this is not possible, working should be carefully controlled and monitored so that any adverse effects on local communities and the environment are mitigated to acceptable limits. RLDPs should clearly set out the criteria that will be applied to mineral proposals to ensure that they do not have an unacceptably adverse impact on the environment and the amenity of nearby residents.
- 5.36 The Welsh Government wishes to see the use of rail or waterway instead of road wherever this is feasible. However, none of the aggregate quarries within the Vale of Glamorgan (except for Ewenny) has any potential for rail transport.

Buffer Zones

- 5.37 PPW recognises that there is often conflict between mineral workings and other land uses (para 5.14.44 refers) and directs that buffer zones should be used by planning authorities to provide areas of protection around permitted and proposed mineral workings where new development that would be sensitive to adverse impact, including residential areas, hospitals and schools should be resisted. While the primary purpose of buffer zones is to limit the impact of mineral working, PPW also directs that their wider beneficial role as part of

green infrastructure provision and protecting and enhancing biodiversity should also be explored.

- 5.38 The buffer zones must be clearly defined and indicated on the development plan proposals map(s). This will ensure that there is unequivocal guidance on the proximity of minerals operations to sensitive land uses and that the potential impact of existing and future mineral workings is recognised and planned for in the area around the mineral operations.
- 5.39 PPW is not specific on the distance for buffer zones and states that the maximum extent of the buffer zone would depend on several factors: the size, type and location of workings, the topography of the surrounding area, existing and anticipated levels of noise and dust, current and predicted vibration from blasting operations and availability of mitigation measures. Further guidance is provided in MTAN1 which states that a minimum distance of 200m for hard rock quarries and 100m for sand and gravel operations (and sites where blasting is not permitted) should be adopted, and defined in LDP's, unless there are clear and justifiable reasons for reducing the distance. The buffer zone should be defined from the outer edge of the area where extraction and processing applications will take place rather than the site boundary, as there may be land within the site boundary where no operations are taking place.
- 5.40 As in the adopted Vale of Glamorgan Local Development Plan 2011-2026 (Policy MG21 – Quarry Buffer Zones refers), the Council will therefore maintain the identified buffer zones of 200m around all the hard rock quarries which are active or are defined as inactive but have an extant permission that would allow them to be worked in the future. The buffer zones will be identified on the Proposals Map, and a policy will be included within the RLDP indicating a presumption against development within the defined buffer zones unless it can be demonstrated that there will be no adverse impact on any new development or the quarry.

KEY PRINCIPLE 4 - ACHIEVING A HIGH STANDARD OF RESTORATION AND AFTERCARE

- 5.41 PPW makes it clear that unless new mineral extraction provides satisfactory and suitable restoration, planning permission should be refused.
- 5.42 Restoration and aftercare should provide the means to at least maintain, and preferably enhance, the long-term quality of land and the landscapes taken for mineral extraction. Reclamation can provide opportunities for creating or enhancing sites for nature conservation and biodiversity gain.
- 5.43 The main quarries within the Vale of Glamorgan benefit from considerable extant planning consents and it is therefore essential that opportunities for phased or progressive restoration are identified and applied where appropriate and practical. Such phasing of restoration activities can reduce the visual

impact of mineral activity at any one time, provide a continuity of restoration and greater depth to planting as well as reducing the potential environmental damage left by any failure to restore sites once worked out.

- 5.44 Beneficial after-use for agriculture, forestry, nature conservation or informal recreation does not normally require separate planning permission. Any other after-use may require a separate planning permission.
- 5.45 The RLDP will include within its policies a requirement to demonstrate that land used for mineral working can be reclaimed for beneficial after-use and a requirement to provide for progressive restoration where it is practical to do so.

Dormant Quarries

- 5.46 PPPW states that inactive minerals sites with planning permission for future working which are considered unlikely to be reactivated for the foreseeable future should be identified in the development plan and should be subject of a suitable strategy and associated policies to explain future proposals for the land (paragraph 5.14.17 refers).
- 5.47 The Vale of Glamorgan contains a significant number of long dormant and/or inactive minerals sites as detailed in Table 6 below.

Table 6: Dormant Minerals Sites in the Vale of Glamorgan

	Site	Resource	Status
1	Argoed Isha	Limestone	Alternative use.
2	Beaupre (Long Grove) Quarry	Carboniferous	Last worked late 1940's
3	Cnap Twt Quarry	Carboniferous	Last worked early 1950's
4	Cosmeston Quarry	Liassic	Last worked late 1960's
5	Cross Common Quarry	Liassic	Last worked early 1960's
6	Downswood Quarry	Liassic	Last worked 1960's
7	Ely Brickworks Quarry	Triassic Marls	Last worked 1950's
8	Lavernock Quarry	Carboniferous	Last worked 1950's
9	St Andrews Quarry	Carboniferous	Last worked mid 1970's
10	Southerndown Road Quarry	Liassic	Last worked late 1960's

- 5.48 These mineral sites have not been worked for many years and in most cases have either regenerated naturally or been put to alternative uses for example, Cosmeston Quarry now forms part of the Cosmeston Lakes Country Park. The quarries are classified as 'Dormant' under Schedule 13 of the Environment Act 1995 and while they benefit from extant planning consent, quarrying may not resume until a revised scheme of working conditions has been approved by the Council under the said Act.

5.49 The Council therefore intends to serve Prohibition Orders on the long dormant and inactive quarries detailed above which are considered unlikely to be worked in the future. These sites will be shown on the Proposals Map.

5.50 The serving of Prohibition Orders will ensure that no further extraction occurs without a further planning consent and will provide certainty for nearby residents and remove reserves which are not realistically available. The level of reserves at the dormant sites is not counted in the landbank therefore the serving of the Prohibition Orders will have no impact on the available mineral reserves detailed in paragraph 4.30 above. Where necessary restoration of the sites will be sought however as detailed above as most of the sites have either naturally regenerated or been put to alternative uses it is considered unlikely that this will be required in most if not all cases. The quarry at Cnap Twt, Castle upon Alun is a geological SSSI and Section 28G of The Countryside and Rights of Way Act 2000 places a duty on Local Authorities “to take reasonable steps, consistent with the proper exercise of the Authority’s functions, to further the conservation and enhancement of the flora, fauna or geological or physiographical features by reason of which the site is of special scientific interest.” As the features of interest of the site are in the rock face, it is considered that no restoration should take place unless and until such proposals have been approved by Natural Resources Wales.

5.51 While Argoed Isha quarry is classified as ‘dormant’, useable reserves remain at the site and could be extracted if required. A Construction Plant Competence Training Centre has operated at the site since 2016 and has temporary planning consent until 2030. While the reserves at the site are not included in the current landbank, they have the potential to be reworked and therefore a Prohibition Order will not be served at Argoed Isha Quarry until the current circumstances change.

6. The Vale of Glamorgan Replacement Local Development Plan 2021 – 2036 Call for Candidate Sites

- 6.1 Work on the preparation of the Vale of Glamorgan Replacement Local Development Plan formally commenced on the 19th October 2020 when cabinet endorsed to undertake a full review of the adopted LDP.
- 6.2 As part of the RLDP preparation process, the Council invited landowners, developers and the public to put forward 'candidate sites' to be considered for development, redevelopment or protection. The initial call for Candidate Sites took place over 12 weeks between the 20th June 2022 and the 13th September 2022 and a second call for took place over 10 weeks between the 6th December 2023 and the 14th February 2024.
- 6.3 The two calls yielded six submissions related to mineral sites. Three submissions sought alternative uses to quarry sites e.g. housing, employment, and three submissions sought mineral related uses.

Table 7: Replacement Local Development Plan Candidate Site Submissions at Quarry Sites.

1st Call		
CS Number	Site	Proposal
393	Wenvoe Quarry	Other proposed use (restoration).
410	Pantyffynnon Quarry	Retention of quarry status. See note on pending application.
411	Argoed Isha Quarry	Maintain quarry status, recognise as Specific Site for Mineral working
425	Land at St Andrews Quarry	Housing
446	Land at Upper Cosmeston Farm	Housing
2 nd Call		
2514	Wenvoe Quarry	Employment, Minerals, Other

7. Conclusion and Recommendations

7.1 The Welsh Government's minerals policies are currently set out in Planning Policy Wales (PPW) and in a series of Minerals Technical Advice Notes. These documents illustrate the critical importance of sustainable minerals management in Wales and demonstrate:

- The importance of minerals in supporting the local, regional and national economies, particularly regarding infrastructure development and construction.
- The need to safeguard minerals resources to ensure their availability for future generations and to prevent their sterilisation by other forms of development.
- That minerals extraction and processing can have significant environmental and social impacts, including biodiversity loss, landscape change and community disruption and that mitigation measures are therefore essential.
- That emphasis should be placed on sustainable practices, including the use of secondary and recycled aggregates to reduce the reliance on primary resources and minimise environmental and social harm.
- The importance of well-planned restoration and aftercare to mitigate the long-term impacts of minerals extraction and to contribute to biodiversity and community benefits.

7.2 The minerals policies and proposals set out in the adopted Vale of Glamorgan Local Development Plan reflect national policy and with some minor amendments and have therefore been carried forward into the Replacement Local Development Plan, updated where necessary to reflect contextual changes including those in PPW12. The RLDP has adopted a regional approach to the provision of minerals to reflect the requirements of the Regional Technical Statement Second Review.

7.3 The RTS2 introduced a new requirement for all LPAs within each sub-region to produce Statements of Sub-Regional Collaboration (SSRCs), as part of the evidence base needed to support each Local Development Plan (LDP). The apportionment set out in RTS2 and included in the SSRC Position Statement for the Cardiff City Sub-Region has been agreed by all LPAs apart from RCT. In RCT's case this was due to two outstanding planning appeals which have subsequently been approved, ensuring there is a sufficient land bank to meet the apportionment.

7.4 At the current extraction rates, existing reserves of crushed rock aggregate are adequate to ensure a minimum 10-years supply throughout the entire period of the RLDP. There is also more than a 25-year supply of hard rock aggregate and therefore there is no requirement for any new specific allocations within the RLDP.

- 7.5 There is no land based active sand and gravel working with planning permission for extraction or permitted reserves within the Vale of Glamorgan. There are therefore no sand and gravel resources available to contribute to the sand and gravel requirement set out in the RTS2 and the RTS2 does not indicate any resource requirements for sand and gravel in the Vale of Glamorgan.
- 7.6 The safeguarding of existing known minerals resources as defined by the Mineral Resource Map of Wales and the Aggregate Safeguarding Map for Wales prepared by the British Geological Survey has been rolled forward in the RLDP.
- 7.7 The existing quarry sites within the Vale of Glamorgan will be safeguarded and appropriate buffer zones will be defined around them. Where necessary, quarry buffer zones will be amended to reflect current extant consents.
- 7.8 Prohibition Orders will be served on the long dormant and inactive quarries within the Vale of Glamorgan (with the exception of Argoed Isha Quarry) which are considered unlikely to be worked in the future. The serving of the Prohibition Orders will ensure that no further extraction occurs at these sites and will remove reserves which are not realistically viable.
- 7.9 The revised Replacement Local Development Plan minerals policy suite is set out below.

DRAFT POLICIES FOR REPLACEMENT LOCAL DEVELOPMENT PLAN 2021-2036

MINERALS RESOURCES (MIN)

4.26 National planning requires local planning authorities to make provision for a minimum land bank of 10 years for crushed rock and 7 years for land-based sand and gravel throughout the full 15 years of a development plan period, and to promote the sustainable manage of aggregates.

POLICY SP18 - SUSTAINABLE PROVISION OF MINERALS

The local and regional need for the provision of a continuous supply of minerals will be achieved through:

SP18 - SUSTAINABLE PROVISION OF MINERALS

The local and regional need for the provision of a continuous supply of minerals will be achieved through:

- 1 Maintaining a minimum of 10 years land bank of crushed rock throughout the plan period.
- 2 Favouring proposals which promote the sustainable use of minerals and encourage the use of secondary and alternative resources.
- 3 The safeguarding of known resources of sandstone, limestone, sand and gravel (where these occur outside settlements), from permanent development that would unnecessarily sterilise them or hinder their future extraction; and
- 4 Safeguarding railheads to allow for the potential transportation of minerals by sustainable means and wharf facilities for the landing of marine dredged sand and gravel where appropriate.

4.27 The 2nd Review of the Minerals Regional Technical Statement for the South Wales area, commonly referred to as RTS2, was published by the South Wales Regional Aggregates Working Party (SWRAWP) in September 2020. Appendix B of the RTS includes specific recommendations and guidance for each Local Planning Authority.

4.28 In November 2021, the Welsh Government's Chief Planning Officer issued a Policy Clarification letter to rectify an arithmetical error within the RTS2. The clarification letter indicated that the apportionment for the Vale of Glamorgan is 17.05 million tonnes of crushed rock over 25 years. There is an existing landbank of 18.73 million tonnes of crushed rock (as of 31st December 2016), all of which relates to Carboniferous Limestone. There is no apportionment and no land bank for land-won

sand and gravel. The report concludes that in view of the slight surplus of existing permitted crushed rock reserves and the lack of sand and gravel production in the Vale of Glamorgan, no further allocations are specifically required to be identified within the RLDP.

The RTS2 requires Statements of Sub-regional Collaboration (SSRC) to be prepared by all constituent LPAs within each RTS sub-region. The Vale of Glamorgan along with Bridgend, Cardiff, Rhondda Cynon Taf, Merthyr Tydfil, Caerphilly and the Brecon Beacons National Park forms part of the Cardiff City sub-region. The latest position statement for this sub-region (July 2022) indicates that while most authorities in the region, including the Vale of Glamorgan, can meet their apportionment for crushed rock, there is a shortfall of 7.475 million tonnes (Mt) within Cardiff that would require an additional RLDP allocation.

4.29 Although the Wharf at Barry Docks has not been used for landing marine sand and gravel since 2005 it is recognised that this is a potential supply route of sand and gravel resource into the region. The wharf site is therefore safeguarded on the Proposals Map and future proposals will need to consider the potential impact on the landing of marine sand and gravel at Barry Docks. The safeguarding of the wharf does not prevent its use to land other goods and does not affect permitted development rights. Railheads should also be safeguarded to provide a full range of sustainable transport options.

MIN1 - DEVELOPMENT IN MINERALS SAFEGUARDING AREAS

Known mineral resources of sandstone, sand and gravel and limestone are safeguarded on the Proposals Map. New development will only be permitted in an area of known mineral resource where it has first been demonstrated that:

- 1 Any mineral reserves can be economically extracted prior to the commencement of the development; or
- 2 Extraction would have an unacceptable impact on environmental or amenity considerations; or
- 3 The development would have no significant impact on the possible working of the resource by reason of its nature or size; or
- 4 The resource in question is of poor quality / quantity.

4.30 In accordance with national guidance, the RLDP safeguards finite minerals resources for future generations. These areas are identified on the Proposals Map and are protected from permanent development that could sterilise or hinder their future extraction. The identification of these areas on the Proposals Map should not infer that these areas will ever be worked, and it should also be noted that their identification does not confer any permission/allocation for future extraction.

4.31 The reason for the safeguarded area (i.e. the potential long-term benefit of the resource in question) should be considered relative to the need for development and any short-term economic arguments.

4.32 In addition, small-scale development proposals, for example limited infill, householder development or agricultural development, will often be permissible within safeguarded areas, although they will first need to demonstrate that they would not prejudice future exploitation of the safeguarded resource.

4.33 Further details on the implementation of the Policy are provided within the Council's Minerals Safeguarding Supplementary Planning Guidance.

MIN2 - QUARRY BUFFER ZONES

Buffer zones have been identified around mineral working sites. Within the identified buffer zones proposals for new development will only be permitted where it is demonstrated that:

- 1 The proposal would not constrain the operations of the mineral site; or
- 2 The proposal is located within an existing built-up area which already encroaches into the buffer zone.

4.34 The operation of minerals workings frequently conflict with other land uses and impacts such as noise, dust and vibration which can significantly affect local amenity. Similarly, development near mineral workings can severely constrain the ability of mineral resources to be worked. To provide areas of protection around mineral workings buffer zones have been identified to reduce the conflict between the mineral operation and other sensitive land uses such as residential areas, hospitals, and schools. Within the buffer zone, there should be no new mineral extraction or new sensitive development, except where the site of the new development would be located within an existing built-up area which already encroaches into the buffer zone. Other less sensitive development such as industry or employment may be acceptable where it can be demonstrated that such proposals would not unacceptably impact upon the operations of the mineral working.

4.35 In accordance with MTAN1, the buffer zones for hard rock quarries have been defined by a 200-metre distance boundary from the mineral site and are shown on the Proposals Map. Accordingly, where there is an application for a quarry extension, the quarry buffer zone will normally be considered to extend 200 m from the boundary of the extension, unless otherwise justified as part of the consideration of that proposal.

MIN3 - DORMANT MINERAL SITES

The Council will prevent further mineral extraction at Dormant mineral sites by serving prohibition orders at the following mineral sites where it is satisfied that the resumption of winning and working of minerals or the depositing of mineral waste to any substantial extent is unlikely:

- 1 Beaupre (Long Grove) Quarry, St Hilary;
- 2 Cnap Twt Quarry, Castle upon Alun.
- 3 Cosmeston Quarry, Penarth;
- 4 Cross Common Quarry, Dinas Powys;
- 5 Downswood Quarry, Penarth;
- 6 Ely Brickworks (site shared with Cardiff);
- 7 Lavernock Quarry;
- 8 St. Andrews Quarry, St Andrews Major;
- 9 Southerndown Road Quarry.

As the dormant reserves at Argoed Isha, Llansannor have been assessed as having potential to be reworked in the future, the Council will not seek to serve a prohibition order at this site.

- 4.36 In addition to active quarry sites, there are several inactive and long dormant mineral sites within the Vale of Glamorgan where no mineral working has occurred for a period of more than 10 years. These are shown on the Proposals Map.
- 4.37 Many of the sites have regenerated naturally, have been put to alternative uses or are constrained by nearby development. For example, Cosmeston Quarry flooded to a depth of over 20 metres when quarrying ceased in the 1960s and has since been incorporated into Cosmeston Lakes Country Park; Lavernock Quarry and Southerndown Road have been used as waste disposal sites; and Ely Brickworks (shared with Cardiff) has been largely covered by the Ely Link Road.
- 4.38 The Council will seek to prevent further extraction of resources at the sites listed in Policy MIN3 to provide certainty about their future working and will seek to ensure that restoration is undertaken where appropriate, however it is recognised that the majority of the quarries listed have already naturally regenerated or have been put to alternative uses which in most cases will negate the need for any further restoration work. Restoration and after-use will therefore primarily rely on natural regeneration for nature conservation/ecological purposes.
- 4.39 It is considered that the reserves at Argoed Isha Quarry, Llansannor, could be reworked in the future subject to the approval of a new scheme of workings.

4.40 The quarry at Cnap Twt, Castle upon Alun is a geological SSSI. Section 28G of The Countryside and Rights of Way Act 2000 places a duty on Local Authorities “to take reasonable steps, consistent with the proper exercise of the Authority’s functions, to further the conservation and enhancement of the flora, fauna or geological or physiographical features by reason of which the site is of special scientific interest.” As the features of interest of the site are in the rock face, it is considered that no restoration should take place unless and until such proposals have been approved by Natural Resources Wales.

MIN4 – SUSTAINABLE MINERAL WORKING

Proposals which prioritise the use of recycled material and secondary aggregates before new sources of primary materials are developed will be favoured where this does not have an unacceptable effect on amenity or the environment.

Proposals for the extraction of new primary minerals will only be permitted where there is a proven national, regional or local need for the mineral and where:

- 1 Any adverse impacts on the natural environment are avoided or mitigated to an acceptable level, and proposals include, where appropriate, measures to enhance the natural environment.
- 2 The development would not cause adverse impacts on built and cultural heritage are mitigated to an acceptable level and enhanced wherever possible.
- 3 Impacts on the amenity of residents and local communities are not unacceptable regarding noise, health, air quality, vibration, visual impact, access provision and traffic generation.
- 4 Impacts on geology, hydrology and hydrogeology, including land stability and water supplies, are acceptable.
- 5 There is clear evidence that there will be no unacceptable loss of agricultural land of ALC grade 1, 2, and 3a.
- 6 Minerals are transported by the most sustainable means and the potential for minerals to be transported by means other than by road has been adequately assessed.
- 7 There is provision for the land to be progressively and finally restored to a high standard and to a beneficial and sustainable after-use including long term post-closure management; and
- 8 Where opportunities for the re-use and recycling of mineral waste have been considered and where there are no practicable substitute materials that can be provided at less environmental costs.

4.41 Policy MIN4 will be applied to new workings, extensions to existing workings and reworking or reopening of old workings and will be used to consider applications for the working of all types of minerals.

4.42 In view of the current landbank of reserves with planning permission at existing mineral working sites within the Vale of Glamorgan, there is no requirement for the Plan to allocate additional areas for limestone extraction. However, the Council recognises that the landbank of reserves may change over the life of the RLDP. Sales of crushed rock in the Vale of Glamorgan exceeded the annualised apportionment figure for 2022 however in the South Wales context as a whole, sales were approximately 63% of the total annualised apportionment calculated for the region. Sales of crushed rock in the South East Wales region increased by 310,000 tonnes between 2020 and 2021 but then subsequently decreased by 190,000 tonnes between 2021 and 2022. While an individual figure for the Vale of Glamorgan is not available due to commercial confidentiality, combined figures for Cardiff, Bridgend and the Vale of Glamorgan also showed a drop in sales of 360,000 tonnes between 2021 and 2022. Should output levels return to previous levels and the landbank is depleted more quickly than forecast, this policy allows the Plan to react to such changes in circumstances over the Plan period and provides a framework for the consideration of proposals for new or extended mineral working sites.

4.43 Proposals which prioritise the use of recycled material and secondary aggregates before new sources of primary materials are developed will be favoured. The Council recognises there is a need for a change in the pattern of supply of minerals from primary sources to more sustainable alternatives and that overprovision of primary material as a result of extant permissions and granting new permissions would encourage the unsustainable use of resources. Therefore, the extraction of new primary minerals in addition to the landbank of permitted reserves will normally only be permitted where it can be demonstrated that there is no practicable substitute material which can be provided at less environmental cost and where there is an identified shortfall in reserves which is justified (MTAN1 Paragraph 34). In order to ensure that the disturbance of land is kept to a minimum, phasing of development and progressive restoration will be expected wherever possible although it is recognised that opportunities may be limited for hard rock operations with a long lifespan.

4.44 Where land outside of a defined settlement boundary is allocated for a new use or protected for its existing use, as is the case with a number of employment sites across the Vale, these are not considered countryside for the purposes of this policy. The provision of waste management facilities on appropriate employment sites, mineral working sites, derelict land or farm complexes, as set out in Policy SP17, will also be acceptable in principle.



The Vale of Glamorgan Council
Directorate of Place
Civic Office
Holton Road
Barry CF63 4RU

LDP@valeofglamorgan.gov.uk
www.valeofglamorgan.gov.uk

