Draft Minerals Local Plan for Gloucestershire 2018 - 2032

Duty to Co-operate Progress Report

September 2016
Section 1 | Introduction

1. The Duty to Co-operate (the duty) is a legal requirement contained within in Section 33A of the Planning and Compulsory Purchase Act 2004 (as amended by Section 110 of the Localism Act 2011). It applies to all English local authorities with planning responsibilities – districts and county councils and a number of other ‘prescribed bodies’ defined in Planning Regulations¹.

2. All organisations subject to the duty are required to co-operate with each other to address strategic matters relevant in the preparation of local development plan documents. The overarching aim is to facilitate the delivery of sustainable development where two or more planning areas could be affected or for planning matters dealt with by County Councils.

3. The duty specifically requires councils and public bodies to ‘engage constructively, actively and on an ongoing basis’ with the preparation of planning policies.

4. National policy contained within the NPPF sets out the strategic priorities where collaboration amongst bodies subject to the duty is expected². It provides guidance on the necessity for planning authorities to actively participate in joint-working when preparing plans. It also explains that appropriate consultation needs to take place with Local Enterprise Partnerships (LEPs) and Local Nature Partnerships (LNPs) on relevant strategic matters and that collaborative working should occur with private sector bodies, utility and infrastructure providers³.

5. In demonstrating that the duty has been met, the NPPF advises that planning authorities must present evidence when submitting plans for examination. This must be sufficient to show how co-operation has, and will continue, to occur in a continuous fashion from plan inception through to its implementation. It also identifies possible approaches that could be applied.

6. Additional direction is found within Planning Practice Guidance (PPG) which confirms the duty to co-operate is not a duty to agree, but that every effort should be made to effectively respond to strategic planning matters. It clarifies the continuous nature of the duty; that it cannot normally be satisfied by consultation alone; and that planning authorities will not be able to retrospectively demonstrate compliance once a plan has been submitted for examination⁴. From a mineral planning perspective, the PPG also acknowledges that active membership of

² National Planning Policy Framework (NPPF) paragraph 156
³ National Planning Policy Framework (NPPF) paragraph 180
Aggregate Working Parties (AWPs) will help in demonstrating compliance with the duty.  

7. Planning Regulations require local planning authorities to update progress on all actions relating to the duty through their annually produced authorities monitoring reports (AMRs). The Gloucestershire AMR covering the period April 2012 to December 2013 introduced the 1st log of engagement with DtC bodies on both minerals and waste issues. This log will be updated and presented within subsequent AMRs.


8. In preparing the emerging Minerals Local Plan for Gloucestershire, the County Council as the Minerals Planning Authority (MPA) must be able to demonstrate compliance with the duty. This will ultimately take place at the examination stage under scrutiny by the appointed independent inspector. It will specifically involve the presentation of evidence that shows how co-operative actions have maximised the effectiveness of plan making when responding to strategic cross boundary matters.

9. The County Council has already published an initial Duty to Co-operate Evidence Paper, which formed part of the consultation in summer 2014. The paper provided the context and background to the Council’s approach to the duty, much of which still remains relevant. It specifically considered a number of important scoping issues such as: what strategic cross boundary matters are likely to be relevant to the preparation of the new minerals plan; what approach the Council will seek to take to respond to such matters through the plan making process; and who should be involved. It also outlined all the ongoing DtC activities that had taken place at that time.

10. This progress report builds on the previous evidence paper and contributes to the evolving evidence base on the duty. It specifically headlines how continued compliance has occurred in an on-going manner since the last consultation. It covers the period from summer 2014 to the start of the draft Minerals Local Plan for Gloucestershire consultation in September 2016.

11. In addition, the report has sought to show how the presence of, and the undertaking of co-operative actions of a strategic, cross boundary nature relate to the evolution

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6 The most recently prepared Gloucestershire Authority Monitoring Report (AMR) can found at:- http://www.gloucestershire.gov.uk/extra/amr
7 The Site Options and Draft Policy Framework Duty to Co-operate Paper (Summer 2014) can be found at: - http://www.gloucestershire.gov.uk/extra/article/107668/Evidence-Base-for-the-MLP
of the emerging minerals local plan. To achieve this co-operative actions have been specifically linked to the plan’s objectives⁸.

12. To apply the plan’s objectives in this way is to recognise the close relationship that exists with key strategic cross boundary matters that have influenced the development of the plan so far and are likely to continue to do so in the future.

13. This approach is recognised as good practice in demonstrating DtC compliance by the Planning Advisory Service (PAS)⁹ – the national support body for planning delivery.

How to review the progress report

14. The remainder of the report is divided into a number of sections that relate to the plan’s objectives. Each section begins with an explanation of the relationship between the objective and the potential for strategic cross boundary matters to occur. This is followed by a table outlining what has happened since early 2015 specifically in terms of: - which organisations / bodies have been involved in DtC activities; what activities have taken place; and whether (if any) future proposed actions are envisaged for GCC.

15. In addition at the end of the report within Appendix 1 a full list has been compiled of those organisations that the County Council considers to be relevant to the Duty in terms of the preparation of the Minerals Local Plan for Gloucestershire. This list is founded on the initial scoping work, which was undertaken as part of the previous Duty to Co-operate Evidence Paper in 2014.

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⁸ Seven objectives are set out within the Draft Minerals Local Plan for Gloucestershire. These can be reviewed under section 4 of the plan from pages 19 to 23 – [http://www.gloucestershire.gov.uk/extra/mcs](http://www.gloucestershire.gov.uk/extra/mcs).

Plan Objective SR | Maximising the use of secondary and recycled aggregates

‘To promote the maximum use of recycled materials and secondary aggregates in preference to primary-land won minerals having regard to the viability and sustainability of transporting, handling and processing of such materials, including the avoidance of adverse impacts on local communities, the environment, and the ability to successfully achieve the restoration of mineral sites’

16. It is important for the draft Minerals Local Plan for Gloucestershire to recognise importance of, and to facilitate the increased use of secondary and / or recycled aggregates wherever possible. To do so offers a tangible means of supporting the achievement of sustainable development and will aid in accomplishing a favourable reduction in the demand for raw, finite mineral resources – which can give rise to environmental disruption and degradation, and is usually an energy intensive activity.

17. The draft plan contains a specific policy for recycled and secondary aggregates - Policy SR01. It aims to increase awareness and to encourage greater uptake of secondary and recycled aggregates within new development. All non-minerals development should ideally use secondary and recycled aggregates and for major development there is an expectation the proportion used should be an influential factor in any decision making process.

18. However, it is also acknowledged that a balance needs to be struck between achieving an increasing uptake of alternative, secondary and recycled aggregates, construction and design quality constraints, and potential environment limitations – particularly where there is a disproportionate risk of adverse impacts upon existing local communities.

19. In two-tier Gloucestershire, the successful implementation of the plan’s secondary and recycled aggregate policy will be heavily reliant upon the county’s district, city and borough councils who are charged with setting out the overall policy framework for non-minerals development (e.g. scale, location and design etc..) and are largely responsible for delivery through determining planning applications.

20. Consequently, co-operation between Gloucestershire’s county and district authorities will be vital. Not only in making provision for an uplift in the use of

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Policy SR01 | Maximising the use of secondary and recycled aggregates is found on page 28 of the Draft Minerals Local Plan for Gloucestershire – http://www.gloucestershire.gov.uk/extra/mcs
secondary and recycled aggregates, but also in terms of monitoring the effectiveness of the policy over time.

21. At the plan making stage, co-operation will help in ensuring that emerging policy is both achievable and will not unduly challenge the delivery of a number of other sustainable development aspirations and ambitions.

22. In addition, there is also a potential sub-national / cross boundary element worth considering. This is chiefly concerned with the potential impact that differing proportions of secondary, recycled and (alternative) aggregates may have on the overall availability of aggregate supplies from Gloucestershire and/or the future prospects for localised demand to be met.

23. Table 1 set out the nature of co-operation that has occurred in respect of the promotion of secondary and recycled aggregate since the last consultation: -

Table 1: Co-operation regarding secondary and recycled aggregate matters

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>South West (Waste) Technical Advisory Body (SW TAB)¹¹</td>
<td>SW TAB meeting held at Somerset County Council Offices in Sept 2015</td>
<td>Discussions about C&amp;D waste recycling (incorporating potential recycled aggregate materials) and approaches for to promoting recycled aggregates, the development of a workable/robust monitoring regime, and a brief review of the broad significance/trend towards this type of aggregate across the SW TAB area. Future GCC Actions: To monitor policy making, implementation and monitoring progress across the SW TAB area.</td>
</tr>
</tbody>
</table>

¹¹ As of March 2016 the membership of the South West (Waste) Technical Advisory Body (SW TAB) including the following local authorities and local representation from the Environment Agency (EA): Bath and North East Somerset Council, Bath and North East Somerset Council, Bristol City Council, Cornwall Council, Dartmoor National Park Authority, Devon County Council, Exmoor National Park Authority, Gloucestershire County Council, North Somerset Council, Plymouth City Council, Somerset County Council, South Gloucestershire Council, Torbay Council, Wiltshire Council
| Environment Agency; Coventry Council; Derbyshire County Council; Dudley Metropolitan Council; Herefordshire County Council; Sandwell Borough Council; Shropshire County Council; Solihull Metropolitan Council; Staffordshire County Council; Worcestershire County Council | As part of an EA Waste Interrogator Workshop at the Tewkesbury office of the Environment Agency in January 2016 | Discussions about data collection / analysis / monitoring of C&D waste with the potential for use as recycled construction material and brief review of approach taken across the West Midlands area

**Future GCC Actions:**
To monitor policy making, implementation and monitoring progress across the West Midlands area.

| GFirst Local Enterprise Partnership (LEP) Construction & Infrastructure (C&I) Business Group | C&I Business Group representative meeting held at the Gloucester office of Robert Limbrick Architects in August 2016 | Introduction to the emerging policy approach for promoting secondary and recycled aggregates locally and stimulating debate within the business community about secondary aggregate production and use

**Future GCC Actions:**
To monitor any responses from the group and convene any officer-level meetings as / when necessary.

| South West (Waste) Technical Advisory Body (SW TAB) | SW TAB meeting held at Somerset County Council Offices in August 2016 | Discussions about evolving policy approaches for promoting recycled aggregates, the development of a workable / robust monitoring regime, and a brief review of the broad significance / trend towards this type of aggregate across the SW TAB area.

**Future GCC Actions:**
To continue to monitor the evolution of relevant policies and their implementation and monitoring across the SW TAB area.

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12 The GFirst Local Enterprise Partnership (LEP) Construction & Infrastructure (C&I) Business Group is made up of representatives from the construction industry active in Gloucestershire, surveyors, architects, Gloucestershire County Council, the secretariat of the GFirst LEP. The core purpose of the group is to lead the LEP Planning Matters’ forum, facilitate engagement with private and public sectors and help improve future development opportunities and positive engagement with the local planning process - [http://www.gfirstlep.com/gfirst-LEP/About-Us/Business-Groups/](http://www.gfirstlep.com/gfirst-LEP/About-Us/Business-Groups/)
Plan Objective RM | Effectively managing mineral resources

‘To manage the county’s remaining mineral resources in a co-ordinated and efficient manner by ensuring other development does not unnecessarily sterilise mineral resources or adversely affect the operation of mineral infrastructure; and that where minerals are worked, they are put to their optimal use and that any waste generated is kept to a minimum.’

24. Mineral safeguarding is a matter tackled within the Draft Minerals Local Plan for Gloucestershire through a suite of dedicated policies (i.e. polices MS01, MS02 and MS03)\(^\text{13}\). These involve assessment criteria and the application of designated Mineral Safeguarding Areas (MSAs), Mineral Consultation Areas (MCAs) and the identification of sites containing mineral infrastructure, for which proposals for non-minerals development must take account of.

25. In two-tier Gloucestershire, the implementation of mineral safeguarding is heavily reliant upon the county’s district, city and borough councils who are largely responsible for determining planning applications for non-minerals development that could risk sterilising underlying minerals or unduly restricting the operations of mineral infrastructure.

26. To ensure the effective and efficiently delivery of minerals safeguarding co-operation between Gloucestershire’s county and district authorities is required. At the plan making stage this is particularly important in the preparation of policies where a reasonable balance needs to be achieved between ensuring the protection of mineral resources and the avoidance of creating an unwieldy administrative process that could result in the unnecessary stifling of new development.

27. In addition, many of Gloucestershire’s mineral resources are not exclusively contained within the county and extend beyond the administrative boundary. As a result it is important that mineral safeguarding within border areas is not adversely affected as a consequence of poor communication and a lack of co-operation regarding the approach to safeguarding within adjacent local authority areas.

28. Table 2 set out the nature of co-operation that has occurred in respect of mineral safeguarding matters since the last consultation: -

\(^\text{13}\) Policy MS01 | Non-Minerals development in MSAs, Policy MS02 | Non-minerals development within MCAs, and Policy MS03 | Safeguarding mineral infrastructure can be found between pages 31 and 37 of the Draft Minerals Local Plan for Gloucestershire – http://www.gloucestershire.gov.uk/extra/mcs
Table 2: Co-operation regarding mineral safeguarding matters

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cotswold District Council</td>
<td>Officer-level meeting held at Cotswold District Council Offices in July 2015.</td>
<td>Introduction to the emerging new policy approach being considered for mineral safeguarding and how this might impact mineral resource areas such as the Upper Thames Valley and Cotswold resource areas. Future GCC Actions: Provide updates to CDC with evolving policy and to convene future officer-level meetings as / when necessary.</td>
</tr>
<tr>
<td>Cotswold District Council; Coal Authority; Deputy Gaveller; FOD-SMA; Forest of Dean District Council; Gloucester City Council; Herefordshire Council; Oxfordshire County Council; Monmouthshire Council; Stroud District Council; South Gloucestershire Council; North Somerset Council; Swindon Borough Council; Tewkesbury Borough Council; Warwickshire County Council; Wiltshire Council; Worcestershire County Council.</td>
<td>Letter / e-mail communications between September and November 2015 and officer-level technical workshop at Gloucestershire County Council Offices on 19th October 2015.</td>
<td>Prior to the workshop, attendees were provided with suite of draft mineral safeguarding policies and early draft supporting text to help stimulate debate; At the workshop discussions took place regarding proposed approaches put forward by GCC to safeguarding minerals and how best these may be implemented through the emerging plan. All attendees were invited to provide post-workshop feedback both in terms of the debate and the initial content of the draft policies and supporting text. Future GCC Actions: To review additional comments made by attendees through the draft MLP consultation and to arrange a further targeted / individual meeting(s) if necessary.</td>
</tr>
<tr>
<td>Gloucester City Council (G-City)</td>
<td>Letter / e-mail communications at officer-level in Sept 2016.</td>
<td>Providing information / explanation of emerging draft policy (e.g. MS01, MS02 and MS03) to G-City officers as part of their emerging proposals for the City Plan.</td>
</tr>
<tr>
<td>Event</td>
<td>Notes</td>
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</tr>
<tr>
<td>GFirst Local Enterprise Partnership (LEP) Construction &amp; Infrastructure (C&amp;I) Business Group</td>
<td>C&amp;I Business Group representative meeting held at the Gloucester office of Robert Limbrick Architects in August 2016</td>
<td></td>
</tr>
<tr>
<td>Introduction to the local business community of the emerging policy approach for minerals safeguarding in Gloucestershire and stimulating debate as to whether it represents a reasonable ‘business-friendly’ option.</td>
<td>Future GCC Actions: To monitor any responses from the group and convene any officer-level meetings as / when necessary.</td>
<td></td>
</tr>
</tbody>
</table>
Plan Objective PS | Making provision for the supply of minerals

‘To ensure that a sufficient supply of minerals is provided that contributes towards meeting local and national requirements having taken account of local environmental capacity, the availability of viable, workable or alternative resources, accessibility to necessary supporting infrastructure, and market conditions.’

29. Facilitating the sufficient supply of minerals represents an important element of the draft minerals local plan. Key to this, is seeking to achieve a balance between making an appropriate contribution towards the need for minerals both locally and beyond, and ensuring this is undertaken in a timely way and proportionately within environmental limits and without unnecessarily affecting local communities.

30. Particularly in the case of aggregate minerals, which account for the largest amount of mineral worked in Gloucestershire, the draft minerals local plan must carefully investigate how it can contribute towards ensuring steady and adequate supplies are supported. Steady and adequate aggregate supplies in a Gloucestershire context are defined through the LAA process\(^\text{14}\). This establishes an understanding of what reserves are available to continue to meet supply requirements into the future. The evidence contained within the LAA, also indicates that a shortfall in supplies is anticipated over the time horizon of the draft minerals local plan and that additional provision needs to be investigated. Allocations for future aggregate working are the means available at the local level to deal with shortfalls in provision.

31. Nevertheless, it is also acknowledged that aggregate mineral resources found within Gloucestershire are not exclusive to the county as they transcend the administrative boundary into neighbouring areas and beyond. Furthermore, the demand for and supply of aggregate minerals is not restricted to Gloucestershire with both imports and exports influencing their availability now and in the future.

32. Consequently, it is important for there to be co-operation between the Gloucestershire MPA, neighbouring MPAs and other MPAs, particularly where there is evidence of that these areas have facilitated supplies of and / or have received aggregates from Gloucestershire. To do so will afford a better understanding of the supply dynamic for aggregates affecting the county that in turn will aid the preparation of a robust and realistically deliverable aggregate strategy.

\(^{14}\) The annual Gloucestershire Local Aggregate Assessment (LAA) series can be found at: [http://www.gloucestershire.gov.uk/extra/article/115911/Local-Aggregates-Assessment](http://www.gloucestershire.gov.uk/extra/article/115911/Local-Aggregates-Assessment)
33. A key consideration in this regard is showing how the underpinning concept of the national Managed Mineral Supply System (MASS) will be supported – that MPAs with adequate resources of aggregates will make an appropriate contribute to national as well as local supply to help overcome geographical imbalances in the occurrence of suitable natural aggregate resources, and the areas where they are most needed\(^\text{15}\).

34. Table 3 identifies the collaborative activities that have taken place in respect of all aggregate supply-related matters since the last consultation:

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place with GCC?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>South Gloucestershire Council (SGC); North Somerset Council (NSC)</td>
<td>Officer-level meeting held at South Gloucestershire Council Offices in February 2015</td>
<td>Discussions about plan making progress; significant emerging mineral-related development issues across the three authorities; the preparation of and publication of Local Aggregates Assessments (LAAs); and DTC actions that may aid future policy development. Future GCC Actions: To explore joint engagement with the mineral industry about future supply strategies across the three authority areas. Provide updates to SGC and NSC on emerging strategic mineral issues and to convene future officer-level meetings as / when necessary.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Location</th>
<th>Event Details</th>
<th>Future GCC Actions</th>
</tr>
</thead>
<tbody>
<tr>
<td>Worcestershire County Council (WCC); Tewkesbury Borough Council (TBC)</td>
<td>Officer-level meeting held at Tewkesbury Borough Council Offices in March 2015</td>
<td>The introduction of a candidate allocation for sand &amp; gravel working within the emerging Worcestershire minerals local plan. The site is adjacent to the county boundary with Gloucestershire (Bow Farm). <strong>Future GCC Actions:</strong> To support WCC in its consideration of the candidate allocation through providing information on request (<em>a position agreed by TBC</em>). Also, to monitor the impact of the candidate allocation upon the emerging aggregate strategy being developed for Worcestershire.</td>
</tr>
<tr>
<td>Wiltshire Council; Cotswold District Council</td>
<td>Officer-level meeting held at Cotswold District Offices in March 2015</td>
<td>Discussions about local plan making progress; significant emerging mineral-related development issues across Upper Thames Valley (UTV) / Water Park area; and possible DTC actions that may aid future policy development. <strong>Future GCC Actions:</strong> To explore joint engagement in terms of policy development across the authorities covering the UTV areas. Provide updates to relevant parties on emerging strategic mineral issues and convene future officer-level meetings as / when necessary.</td>
</tr>
<tr>
<td>South West Aggregate Working Party (SW AWP); West Midlands Aggregate Working Party (WM AWP)</td>
<td>Letter / e-mail communications involving the chairpersons of the WM AWP and SW AWP in June 2015.</td>
<td>Request by SW AWP via the WM AWP to review a proposed new joint strategic policy approach for making provision – particularly from within Gloucestershire, for crushed rock aggregate in order to meet a projected shortfall identified for Worcestershire. <strong>Future GCC Actions:</strong> To monitor the emerging WCC policy for making provision for aggregates and any further representations made by the WM AWP on this matter.</td>
</tr>
</tbody>
</table>

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16 DTC issues concerning Cotswold District Council at this meeting are set out in more detail under table 5: Co-operation regarding mineral restoration matters.
<table>
<thead>
<tr>
<th>South Gloucestershire Council (SGC); Worcestershire County Council (WCC)</th>
<th>Officer-level meeting held at GCC Offices in Oct 2015</th>
<th>Discussions about the responses sent to the WM AWP and WCC by GCC and SGC concerning a proposed joint strategic policy approach for making provision for crushed rock aggregates from Worcestershire. <strong>Future GCC Actions:</strong> To monitor emerging WCC policy for making provision for aggregates.</th>
</tr>
</thead>
<tbody>
<tr>
<td>South West Aggregate Working Party (SW AWP);</td>
<td>SW AWP meeting held at Somerset County Council Offices in January 2016</td>
<td>Introduction to the new secretariat for the SW AWP; update on future funding for AWPs; update on LAA production across the South West and beyond; update on the Aggregate Minerals Survey for England &amp; Wales (2014); and timescales for the next SW AWP Annual Report. <strong>Future GCC Actions:</strong> To attend future meetings and actively participate in supporting AWP business.</td>
</tr>
<tr>
<td>Oxfordshire County Council (OCC)</td>
<td>Letter / e-mail communications at officer-level between May and June 2016</td>
<td>Exchange of information including a brief analysis and provision of data on aggregate imports and exports between Gloucestershire and Oxfordshire to support OCC in the examination of the Oxfordshire Minerals &amp; Waste Local Plan. <strong>Future GCC Actions:</strong> To monitor the application of aggregate supply data and to participate (if necessary) with any further interpretations as part of the examination into the Oxfordshire Minerals &amp; Waste Local Plan.</td>
</tr>
<tr>
<td>South West Aggregate Working Party (SW AWP);</td>
<td>SW AWP meeting held at Somerset County Council Offices in July 2016</td>
<td>Update on LAA production across the South West and beyond; update on the Aggregate Minerals Survey for England &amp; Wales (2014); engagement with a proposed review of LAA guidance by Mineral Products Association / POS; Environment Agency update; and approach to / consideration of content for the next SW AWP Annual Report. <strong>Future GCC Actions:</strong> To attend future meetings and actively participate in supporting AWP business.</td>
</tr>
</tbody>
</table>
| South East England Aggregate Working Party (SEE AWP) | Exchange of information including a brief analysis and provision of data on aggregate imports and exports concerning Gloucestershire and the South East of England. | Future GCC Actions:  
To monitor the SEE AWP publications such as the next annual report to consider what influence the supply to and from the South East of England may be having on mineral working in Gloucestershire and the evolution of policy for making provision for aggregates. |
|---|---|---|
| West of England (WofE) Authorities: - Bath & North East Somerset; Bristol City Council; South Gloucestershire Council; North Somerset Council. | Review the Draft 2015 WofE LAA containing mineral supply data for the period up to 2014. | Future GCC Actions:  
To monitor the future WofE LAA production and consider what influence the supply to and from the WofE area may be having on evolution of policy for making provision for aggregates. |
| Letter / e-mail communications involving the secretary of the SEE AWP in July 2016 | Letter / e-mail communications at officer-level in July 2016 |
Plan Objectives ENV and LC | Protecting the built and natural environment and Protecting the health and well-being of local communities

‘To protect, and where opportunity exists, enhance, the quality of landscapes, habitats, heritage and other environmental assets, having full regard to their international, national or local importance and value.’

‘To avoid adverse impacts on local communities and businesses wherever it is practicable to do so and in all other circumstances, ensure that effective, sound and enforceable measures are put in place to successfully mitigate unacceptable adverse impacts.’

35. Minerals can only be worked where they occur and their development through working and processing is almost always an intrusive activity. Consequently, contributing towards meeting the need for minerals both locally and beyond must be carefully weighted against the desirableness of protecting built and natural environments and safeguarding the health and well being of local communities.

36. Particular attention must be paid to quantity and quality of natural habitats and species; natural resources (e.g. soils and water); the enjoyment of residential properties, places of worship, recreation and leisure activities and the functioning of business premises, as well as any supporting infrastructure facilities.

37. Furthermore, where mineral working and supportive processing takes place, avoiding unacceptable impacts, any increased risks of pollution, contamination and degradation; and maintaining the health, well-being and quality of life of local communities should be of paramount importance.

38. Collaborative working offers a valuable opportunity to augment the means and measures aimed at protecting built and natural environments and safeguarding local communities. In the same way that minerals resources do not respect local authority borders, the distribution, function, influence, value and sensitivity to impacts all have the potential to be strategically significant. This is by virtue of the relationships that may exist between minerals development and particular assets and facilities.

39. In addition, the draft minerals local plan includes allocations, some of which are also located close to the county boundary. It is imperative therefore that a good understanding of possible impacts and issues can be established including for outside of Gloucestershire. This is needed to inform the evidence base that
underpins the reasoning behind the inclusion of particular allocations within the emerging minerals local plan.

40. Table four establishes the collaborative activities that have occurred in respect of protecting the built and natural environment and safeguarding local communities since the last consultation:

Table 4: Co-operation regarding measures to protect the built and natural environment and safeguarding local communities

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cotswold District Council; Malvern Hills District Council; Tewkesbury Borough Council; Worcestershire County Council; Wiltshire Council; Wychavon District Council; Welsh Water / Dwr-Cymru(^\text{17})</td>
<td>Letter / e-mail communications at officer-level between January and March 2015. Letter / e-mail communications at officer-level in June 2016.</td>
<td>Collation of local information / intelligence on potential visual sensitive receptors (including the public rights of way network) and relevant landscape designation issues within the county and neighbouring areas linked to assessment of candidate allocations for the emerging Minerals Local Plan for Gloucestershire. Exchange of information including raising awareness of minerals development to inform revisions to the Welsh Water Resources Mgmt. Plan (2015 - 2040). Future GCC Actions: To provide updates to relevant parties where requested and convene future officer-level meetings as / when necessary. Future GCC Actions: To monitoring evolving Welsh Water Resource Mgmt. plan policies.</td>
</tr>
</tbody>
</table>

\(^{17}\) Whilst 'Welsh Water' is not an organisation subject to the requirements of the Duty, it is an important local infrastructure provider, for whom collaborative working during plan making is advised under the NPPF (paragraph 180).
Plan Objective RA | Successfully restoring worked-out mineral sites

‘To secure the highest possible quality of mineral reclamation attainable at the earliest practicable opportunity, which will have enabled a successful balance of benefits to be achieved, including in respect of – protecting and enhancing landscape character, biodiversity, geo-diversity, agricultural resources, public access and recreation, and heritage assets; contributing to local economic growth; maintaining or improving resilience to flooding; and avoiding increased risk to aviation safety, particularly caused by bird hazard.’

41. The restoration of mineral sites is integral to the achievement of sustainable development. Disturbed and worked land can be restored and managed to facilitate beneficial after-uses that provide a unique opportunity to enhance the character of land directly following minerals development. Well-managed restoration should enable appropriate after-uses to be established that will positively contribute towards safeguarding or improving the environment and / or facilities for local communities.

42. Collaboration is vital for making mineral site restoration work and to maximise the delivery of potential benefits arising from it. In two-tier local authority areas such as Gloucestershire it is particularly important as the transition of the uses from mineral working to ‘something else’ also involves a transfer of planning responsibilities. The County Council as the MPA deals with all aspects of the mineral developments including restoration and after-care, whilst Gloucestershire’s district councils are charged with any future development that might follow.

43. Locally prepared and supported plans and strategies for managing land throughout Gloucestershire, that cover areas affected by mineral working, could particularly benefit from active collaboration between local authorities and other prescribed DtC bodies by establishing realistically achievable outcomes. Working together also increases the prospect of actually achieving delivery and reduces the risk of failure or missing out on advantageous opportunities and possible betterment.

44. Table five establishes the collaborative activities that have occurred in respect of mineral restoration matters since the last consultation: -
### Table 5: Co-operation regarding mineral restoration matters

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cotswold Water Park Officers' Group (CWPOG), which is made up of representatives from: -</td>
<td>Officer-level meeting held at Cotswold Water Park Trust Offices in January 2015</td>
<td>Discussions about local plan progress affecting the Cotswold Water Park area; future opportunities to engage / influence emerging policy with particularly reference to biodiversity, PROW, community, land mgmt issues; update on proposals under consideration by NE concerning a review of local SSSI(s).</td>
</tr>
<tr>
<td>Cotswold Water Park Trust; Natural England (NE); Wiltshire Council; Cotswold District Council; and Swindon Borough Council;</td>
<td></td>
<td><strong>Future GCC Actions:</strong> To monitor output from the CWPOG and provide updates to future meetings and formal attend meetings as / when necessary.</td>
</tr>
<tr>
<td>Wiltshire Council; Cotswold District Council;</td>
<td>Officer-level meeting held at Cotswold District Council Offices in March 2015</td>
<td>Discussions about local plan making progress; significant emerging mineral-related development issues across Upper Thames Valley (UTV) / Water Park area; and possible DtC actions that may aid future policy development.</td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Future GCC Actions:</strong> To explore joint working opportunities covering relevant thematic issues (e.g. flooding, water supply, post-extraction etc...) within the UTV area. Provide updates to relevant parties on emerging strategic mineral issues and convene officer-level meetings as / when necessary.</td>
</tr>
<tr>
<td>Cotswold District Council (CDC)</td>
<td>Officer-level meeting held at Cotswold District Council Offices in July 2015</td>
<td>Discussions about the emerging CDC local plan policy covering post extraction development in the UTV / Water Park area (draft policy SP5); emerging policy approach to mineral safeguarding; evolving development at the Down Ampney estate and possible issues relating to any future minerals-related proposals.</td>
</tr>
<tr>
<td></td>
<td></td>
<td><strong>Future GCC Actions:</strong> To monitor development of CDC local plan policy and offer support to ensure minerals matter are appropriately addressed. Provide updates to CDC on emerging mineral issues and to convene officer-level meetings as and when necessary.</td>
</tr>
</tbody>
</table>
Plan Objective MM | Efficient, effective and safe movement of minerals

‘To support the efficiency, effective and safe operation of the county’s road networks by – encouraging the least amount of road haulage of minerals possible; use of the most suitable routes wherever it is practicably to do so; avoiding adverse impacts on the county’s road networks where achievable; and in all other circumstances, ensuring that effective, sound and enforceable measures are put in place to successfully mitigate unacceptable adverse impacts.’

45. It is vitally important that Gloucestershires’s roads are able to function in as an efficient and effective manner as possible. They are the primary means of getting people to and from their place of work, for accessing services and for businesses to function competitively so as to meaningfully contribute towards economic growth. The County’s highway networks are also crucial to the supply of minerals as there are very limited opportunities for other modes of transport to be used.

46. However, some form of traffic management is needed to prevent the inappropriate use of certain routes and sections of road, which may to lead to compromises in the efficiency, effectiveness and safety of Gloucestershire’s roads. The movement of minerals poses a particular challenge in this regard as the scale of operations – often through the use of HGV’s, may not align well with the capacity and condition of the local roads available to transfer products to markets and onto consumers.

47. The movement of minerals by road within Gloucestershire is a potentially important strategic matter. Supplies of minerals are somewhat dynamic with a history of exports and imports leaving and arriving into the county – almost exclusively by road. There is also the presence across parts of the county of several nationally strategic routes, which form part of Strategic Road Network (SRN). The expectations and aspirations for these routes may differ from those locally. Consequently, in order to deliver a comprehensive, consistent and workable traffic management strategy for minerals in Gloucestershire, collaborative working with neighbouring areas and Highways England should be pursued.

48. In addition, the draft minerals local plan includes allocations, some of which are also located at / or close to the county boundary. It is imperative therefore that a good

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18 More information on transport infrastructure relating to minerals can be found under the spatial portrait (page 8) and the transport policy (pages 78-82) of the Draft Minerals Local Plan for Gloucestershire - http://www.gloucestershire.gov.uk/extra/mcs
19 The annual Gloucestershire Local Aggregate Assessment (LAA) series also includes monitoring data on imports and exports of aggregates into the County - http://www.gloucestershire.gov.uk/extra/article/115911/Local-Aggregates-Assessment
20 Full details of the Strategic Road Network in operation across Gloucestershire can be found via the Highways England webpage: https://www.gov.uk/government/publications/roads-managed-by-the-highways-agency
understanding of possible highway impacts and issues can be established for those routes likely to be affected outside of Gloucestershire. This will be needed to inform the evidence base, which underpins the reasoning behind the inclusion of a particular allocation within the emerging minerals local plan.

49. Table six establishes the collaborative activities that have occurred in respect of the movement of minerals since the last consultation:

Table 6: Co-operation regarding the movement of minerals matters

<table>
<thead>
<tr>
<th>Who was involved?</th>
<th>How did co-operation taken place?</th>
<th>What issues were considered and are any future actions proposed?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Gloucestershire County Council – as the Local Highways Authority</td>
<td>Letter / e-mail communications at officer-level in December 2015</td>
<td>Introduction to the emerging transport policy for inclusion within the draft plan and request for input as to its effectiveness in contributing to the delivery of broader local transport policy priorities.</td>
</tr>
<tr>
<td>Worcestershire County Council</td>
<td>Letter / e-mail communications at officer-level between December 2015 and January 2016</td>
<td>Review of the Worcestershire CC ‘2nd Call for Sites’ exercise, involving a candidate site nearby to the county boundary with Gloucestershire. Of key concern was the potential impact on the continued safe and efficient functioning of the A38 in this locality.</td>
</tr>
<tr>
<td>Herefordshire Council; Highways England; Oxfordshire County Council; South Gloucestershire Council; Swindon Borough Council; Wiltshire Council; Warwickshire County Council; Worcestershire County Council;</td>
<td>Letter / e-mail communications at officer-level in August 2016</td>
<td>Introduction to the emerging transport policy for inclusion within the draft plan. And the collation of local information / intelligence on potential strategic highways matters either related to established cross-border mineral routes or allocations under consideration in the plan that lie on / or near to the administrative boundary shared by Gloucestershire. Future GCC Actions: To monitor any responses from neighbouring LHAs and convene any officer-level meetings as / when necessary.</td>
</tr>
</tbody>
</table>
Appendix 1 | Duty to Co-operate Bodies for the preparation of the Minerals Local Plan for Gloucestershire (2018-2032)

Local Planning Authorities (LPAs) within Gloucestershire: -

Cheltenham Borough Council;
Cotswold District Council;
Forest of Dean District Council;
Gloucester City Council;
Stroud District Council;
Tewkesbury Borough Council.

Adjacent LPAs (excluding unitary authorities with MPA responsibilities): -

Malvern Hills District Council;
Stratford-on-Avon District Council;
Vale of White Horse District Council;
West Oxfordshire District Council;
Wychavon District Council.

Adjacent Minerals Planning Authorities (MPAs) and those that have previously had a noteworthy relationship with Gloucestershire relating to the supply of minerals: -

Herefordshire Council;
Monmouthshire County Council;
North Somerset Council;
Oxfordshire County Council;
Somerset County Council;
Swindon Borough Council;
South Gloucestershire Council;
Warwickshire County Council;
Wiltshire Council;
Worcestershire County Council.

Other Duty-to-Co-operate (DtC) Prescribed bodies: -

Civil Aviation Authority (CAA);
Environment Agency (EA);
Gloucestershire Clinical Commissioning Group;
Gloucestershire County Council as Highways Authority and Integrated Transport Authority;
Homes & Communities Agency (HCA);
Historic England (HE);
Natural England (NE);
Highways England (HighE)\(^{21}\);
Marine Management Organisation (MMO);
Office of Rail Regulation (ORR);
The National Health Service Commissioning Board

Other bodies:

Gloucestershire First Local Enterprise Partnership (GFirst LEP);
Gloucestershire Local Nature Partnership (Glos. LNP);
Private Sector Utility Providers;
South East England Aggregate Working Party (SEE AWP);
South West Aggregate Working Party (SW AWP);
West Midlands Aggregate Working Party (WM AWP).

‘Prescribed Bodies’, which are unlikely to have a DtC relationship with the preparation of the Minerals Local Plan for Gloucestershire

Transport for London (TfL);
The Mayor of London

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\(^{21}\) As of April 2015 the Highways Agency (HA) was replaced by Highway England (HighE) under provisions set out in the Infrastructure Act 2015. HighE is described as an ‘arm-length government company’ with responsibility for the managing the Strategic Highway Network (SRN) covering England, which was previously managed by the HA. [https://www.gov.uk/government/news/highways-england-to-take-over-motorways-and-major-a-roads](https://www.gov.uk/government/news/highways-england-to-take-over-motorways-and-major-a-roads)