

# Greater Manchester Joint Minerals Development Plan

Authority Monitoring Report April 2020 – March 2025

July 2025

# Introduction

1. This is the seventh Authority Monitoring Report (AMR) collating information to allow for the assessment of the performance of planning policies in the Greater Manchester Joint Minerals Plan (Minerals Plan), which was adopted on 26<sup>th</sup> April 2013.
2. This AMR covers the period from 1<sup>st</sup> April 2020 to 31<sup>st</sup> March 2025.
3. The Minerals Plan forms part of the statutory development plan for the following Authorities: Bolton; Bury; Manchester; Oldham; Rochdale; Salford; Stockport; Tameside; Trafford; and Wigan. This AMR reports on behalf of the ten authorities.
4. Within Greater Manchester (GM) there is a supply of low-quality aggregate but a limited supply of the type of high-quality aggregates that are needed to ensure continued economic expansion of GM. Therefore, GM relies heavily on imports from Mineral Planning Authorities (MPAs) outside of the plan area to meet its high-quality aggregate needs.
5. Considering the above, GM will continue to work closely with the MPAs which export material to the area to ensure that material can continue to be sourced to meet its ongoing needs in a sustainable manner. Furthermore, the use of recycled aggregates and secondary mineral products will be encouraged wherever possible to reduce the need for imports and promote sustainable use of raw materials.

# Background to the Minerals Plan

6. The Association of Greater Manchester Authorities (AGMA) agreed to produce a Joint Minerals Plan in 2009. AGMA consists of all ten Greater Manchester Authorities. The Minerals Plan forms part of each Authority's statutory development plan and runs to 2028.
7. The purpose of the Minerals Plan is to set out a minerals planning strategy up to 2028 to deliver a steady and sustainable supply of minerals, safeguard mineral resources, enable Greater Manchester to contribute to its sub-regional apportionment of aggregates, and facilitate greater use of recycled aggregates and secondary mineral products. The Minerals Plan includes a set of plans identifying the locations of Mineral Safeguarding Areas within each of the ten Local Planning Authorities. It also includes a set of development management policies which will assist in the consideration of minerals planning applications.

## Minerals Plan - Core Output Indicators

8. This data is measured on a level which includes all ten Greater Manchester Authorities, the five Merseyside Authorities plus Halton, and the local authority of Warrington (known as the 'sub-region' in this report). The latest data is from 2022 and is published in the *Joint Local Aggregate Assessment*<sup>1</sup>.

### Indicator M1

9. Minerals Plan Indicator M1 compares the annual production of primary land won aggregates with the North West Aggregate Working Party (NW AWP) apportionment, as set out in the document *National and regional guidelines for aggregates provision in England 2005-2020*<sup>2</sup>. However, the apportionments were

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<sup>1</sup> Joint Annual Local Aggregate Assessment 2020 to 2023 (Greater Manchester, Merseyside and Halton, and Warrington) [local Aggregate Assessment 2020 - 2023](#)

<sup>2</sup> [National and regional guidelines for aggregates provision in England 2005 to 2020 - GOV.UK](#)

for the period 2005 – 2020 and have not been updated. The annual production of primary land won aggregates as published in the Local Aggregate Assessment (LAA) is instead averaged out over the previous 10 years of sales to establish the landbank. This links with Minerals Plan Objective 4i and Policy 2 & 3.

Table 1 Greater Manchester, Mersyside and Halton, and Warrington aggregate crushed rock landbank as at 31st December 2022

	Landbank at 31.12.2018	Landbank at 31.12.2019	Landbank at 31.12.2020	Landbank at 31.12.2021	Permitted reserves at 31.12.2022	Annual average of previous 10 year sales as at 2022	Landbank at 31.12.2022
<b>Crushed Rock</b>	29.2 years	21.4 years	21.5 years	21.6 years	11.67 million tonnes	0.49 million tonnes	<b>23.8 years</b>
<b>Sand and Gravel</b>	6.2 years	6.2 years	6 years	0 years	0	0.27 million tonnes	<b>0 years</b>

10. Permitted reserves of sand and gravel have dwindled in recent years and the landbank is now at or near zero, which is below the 7-year landbank required by National Planning Policy Framework (NPPF). The landbank of crushed rock in the sub-region is above 10-year minimum landbank required by NPPF.

## Indicator M2

11. This measures production of secondary and recycled aggregates by mineral planning authority. This links with Minerals Plan Objective 4iii.
12. Recycled Aggregates, which include inert materials such as concrete, stone, brick and other similar materials, are reprocessed materials previously used for construction purposes and which are often taken from the Construction, Demolition and Excavation (CD&E) waste stream. Secondary aggregates are usually by-products of quarrying and mining or industrial processes and can include materials such as clay waste, bottom ash and slag.
13. Data on secondary and recycled aggregate production and use is variable and incomplete. This is because, while some sites operate under permit and can be monitored, much recycling and re-use is temporary and takes place on individual construction sites, and data is not produced for such operations. The Mineral Products Association (MPA) has published data on the likely contribution that secondary and recycled materials make to the aggregates market, reporting that nationally these materials made up 30% of the market in 2022<sup>3</sup>.
14. The best available information on CD&E waste is from the Environment Agency's Waste Data Interrogator (EA WDI). However, this will not reflect the true amount of CD&E waste produced and managed in the sub-region because it only shows the waste that moves through licenced sites and does not include waste that is reused on site or disposed of at exempt facilities. The true amount of CD&E waste produced will therefore be greater.
15. The EA WDI shows that the amount of CD&E waste received at facilities in Greater Manchester increased over the last five years (table 2).

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<sup>3</sup> [Recycled and Secondary Aggregates Brochure](#)

*Table 2 Total Construction, Demolition and Excavation Waste Received in Greater Manchester – Source, EA WDI*

<b>Monitoring Period</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
<b>Total CD&amp;E Waste (million tonnes)</b>	2.694	2.711	3.163	3.199	3.331

# Minerals Plan Policy Monitoring

## Policy 1: The Presumption in Favour of Sustainable Minerals Development

16. This policy states that positive consideration will be given to minerals development which accords with the policies set out in the Minerals Plan and with all other relevant local plan policies and that such development will be permitted unless material considerations indicate otherwise. The indicator and target for the monitoring of this policy is:

Indicator: % of mineral related development permitted in line with presumption in favour of sustainable development.

Target: 100%

17. Planning applications for minerals or related infrastructure that were decided during the period 1<sup>st</sup> April 2020 – 31<sup>st</sup> March 2025 are shown in table 3. 100% of mineral related development was permitted in line with the presumption in favour of sustainable development and therefore this target was met.



*Table 3 Planning applications for minerals or related infrastructure decided during the period 1st April 2020 - 31st March 2025*

<b>Authority</b>	<b>Planning Ref</b>	<b>Address</b>	<b>Description</b>	<b>Decision and date</b>
Bolton	05250/19	Montcliffe Quarry Georges Lane Horwich (North western extension)	Application for a lateral northerly extension to the existing quarry in order to facilitate the extraction of gritstone for the purpose of producing high grade stone and aggregates	Appeal dismissed – 12.12.2022
Bolton	11067/21	Montcliffe Quarry Georges Lane Horwich (North western extension)	Application for a lateral northerly extension to the existing quarry in order to facilitate the extraction of gritstone for the purpose of producing high grade stone and aggregates (resubmission of application 05250/19)	Allowed at Appeal dated 25.07.2023
Bolton	10395/21	Land Adjacent To Montcliffe Quarry Georges Lane Horwich (North eastern extension)	Variation of condition 2 of planning permission 93076/14 to increase the period of time for re-profiling and stabilisation works by 10.5 years	Approve subject to conditions 14.09.2023
Bolton	09801/20	Montcliffe Quarry Georges Lane Horwich	Variation of condition 14 on planning approval 97782/16 (introduction of an additional access to/from the site)	Approve subject to conditions 28.03.2022
Bolton	15401/23	Montcliffe Quarry Georges Lane Horwich	Variation of condition 1 on 09801/20 (to vary the time limit for mineral extraction and processing at Montcliffe Quarry from 20 <sup>th</sup> February 2033 to 20 <sup>th</sup> February 2037)	Approve subject to conditions 02.05.2023
Bury	65585	Fletcher Bank Quarry/Ramsbottom Works, Manchester Road, Ramsbottom	Erection and operation of mortar and screed batching plant and associated infrastructure	Approve with Conditions 07.10.2020

## **Policy 2: Key Planning and Environmental Criteria**

18. This policy states that minerals development will be permitted where any adverse impacts on a list of criteria are avoided or can be appropriately mitigated. The indicator and target for the monitoring of this policy is:

Indicator: % of mineral development planning applications permitted compliant with the requirements of the policy.

Target: 100%

19. The applications permitted during the monitoring period were compliant with the requirements of the policy and therefore this target was met.

### **Policy 3: Primary Extraction of Aggregate Minerals (implements Minerals Plan objectives 1 & 4i)**

20. This policy states the conditions under which applications for extraction/and or processing of sand, gravel or sandstone/gritstone, both within and out with the Areas of Search for each mineral, will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of applications for primary extraction of aggregate minerals permitted compliant with the requirements of the policy.

Target: 100%

21. There were no relevant planning applications for mineral extraction permitted during the monitoring period, so this target is not applicable.

### **Policy 4: Natural Building Stone (implements Minerals Plan objectives 1 & 4ii)**

22. This policy states the conditions under which proposals for the working of natural building stone will be supported and what evidence must be provided to support the proposals. The indicator and target for the monitoring of this policy is:

Indicator: % of natural building stone excavation permitted compliant with the requirements of the policy.

Target: 100%

23. Planning application 1067/21 for a lateral quarry extension to Montcliffe Quarry in Horwich, Bolton was allowed at appeal dated 25.07.2023. The proposal was to extend into the northern end of the north-eastern face of this quarry, to extract further reserves of building stone. This would be used to restore, repair, and extend historic buildings in local towns such as Bolton, Turton, Farnworth, Horwich and Blackrod, as well as to construct new buildings that respect the heritage of such places.
24. This was the second appeal for this development, the first being dismissed because it did not respond to revised drainage information, and because the previous appeal sought to be operational for a much longer period than was authorised at the existing quarry and so, in time, would have had no access or servicing facilities. The monitoring target has been met as 100% of permissions were found to be compliant with the requirements of the policy.

### **Policy 5: Primary Extraction of Non-Aggregate Minerals (implements Minerals Plan objectives 1 & 4ii)**

25. This policy states the conditions under which proposals for the development of non-aggregate minerals will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of applications for primary extraction of non-aggregate minerals permitted compliant with the requirements of the policy.

Target: 100%

26. There were no relevant planning applications for mineral extraction permitted during the monitoring period and so this target is not applicable.

### **Policy 6: Unconventional Gas Resources (implements Minerals Plan objectives 1 & 5)**

27. This policy states the conditions under which applications for exploration and appraisal, and production wells for unconventional gas resources will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of unconventional gas resources developments permitted compliant with requirements of the policy

Target: 100%

28. There were no relevant applications for unconventional gas resources developments permitted during the monitoring period and so this target is not applicable.

### **Policy 7: Peat (implements Minerals Plan objective 1)**

29. This policy states the conditions under which applications for peat extraction will be granted. The indicator and target for the monitoring of this policy is:

Indicator: % of peat extraction developments permitted compliant with the requirements of the policy.

Target: 100%

30. There were no applications for peat extraction developments permitted during the monitoring period and so this target is not applicable.

### **Policy 8: Mineral Safeguarding Areas (implements Minerals Plan objective 1, 2 and 3)**

31. This policy states that all non-mineral development proposals within the Mineral Safeguarding Area should extract any viable mineral resources present in advance of construction. The policy also states the requirements for proposals for non-mineral development within the Mineral Safeguarding Areas that do not allow for the prior extraction of minerals. It also states that all non-mineral development proposals outside the Mineral Safeguarding Areas, where the potential for prior extraction to take place has been identified, should seek to

extract any viable mineral resources present in advance of construction. The indicator and target for the monitoring of this policy is:

Indicator: % of non-mineral development permitted within the MSA (falling within the policy thresholds) which do not needlessly sterilise mineral resources.

Target: 100%

32. There have been no non-mineral developments permitted within the MSA that would needlessly sterilise mineral resources and therefore this target was met. The minerals and waste planning unit was consulted on a number of planning applications for non-minerals development within Mineral Safeguarding Areas. However it was considered that none of the permitted non-mineral development was contrary to Policy 8 and this was reported to the case officer for each application to inform their recommendation.
33. Mineral Safeguarding Areas can be found within a number of allocations in Places for Everyone, which is a plan of nine of the Greater Manchester authorities. Places for Everyone allocations where there is also a Mineral Safeguarding Area have a policy requirement for developers to consider the extraction of any viable mineral resources, in accordance with Minerals Plan Policy 8.

## **Policy 9: Sustainable Transport of Minerals (implements Minerals Plan objective 3)**

34. This policy states that developers will be encouraged to transport minerals via the most sustainable transport mode, wherever practicable, and allows for transport of minerals by road where the use of more sustainable transport is not practicable, and the existing highway network is able to accommodate traffic generated by the proposal. The indicator and target for the monitoring of this policy is:

Indicator: % of mineral development permitted utilising most sustainable transport modes in compliance with the policies of the Minerals Plan.

Target: 100%

35. Transport was considered as part of all relevant planning applications and therefore this target was met.

## **Policy 10: Reworking of Colliery Spoil Tips (implements Minerals Plan objectives 1&5)**

36. This policy states the conditions under which applications for the reworking of colliery spoil tips will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of applications for reworking colliery spoil tips permitted compliant with the requirements of the policy.

Target: 100%

37. There were no applications for reworking colliery spoil tips permitted during the monitoring period and so this target is not applicable.

## **Policy 11: Protecting Existing Mineral Sites/Infrastructure (implements Minerals Plan objectives 1, 2, 4 & 5)**

38. This policy protects existing mineral sites and infrastructure from new development and states the conditions under which development likely to have an unacceptable impact on mineral sites and infrastructure will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of non-mineral related development permitted within a distance that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy.

Target: 100%

39. There were no applications on sites that could affect existing mineral sites/infrastructure, in the absence of justification provided by the developer as set out within the policy, and so this target is not applicable.

## **Policy 12: Protecting quarries important for maintaining historic buildings (implements Minerals Plan objectives 1, 2, 4 & 5)**

40. This policy states that the impact upon quarries important for maintaining historic buildings will be considered and states the conditions under which development likely to have an unacceptable impact on the future use of a quarry will be permitted. The indicator and target for the monitoring of this policy is:

Indicator: % of mineral related development permitted in line with the restoration and aftercare requirements

Target: 100%

41. There were no relevant planning applications permitted during the monitoring period and so this target is not applicable.

## **Policy 13: Restoration and aftercare (implements Minerals Plan objective 1)**

42. This policy states that applications for minerals extraction will be permitted where they are accompanied by appropriate proposals for site restoration and aftercare. The indicator and target for the monitoring of this policy is:

Indicator: % of mineral related development permitted in line with the restoration and aftercare requirements.

Target: 100%

43. Two applications for a quarry extension were determined in the monitoring period 1<sup>st</sup> April 2020 – 31<sup>st</sup> March 2024. These applications were for similar proposals - lateral northerly extension to Montcliffe Quarry – with both being refused by Bolton Council. The applicant appealed both decisions, with one appeal (05250/19) being dismissed and the other (11067/21) allowed. The proposed development was allowed at appeal in line with restoration and aftercare requirements and therefore the target of 100% was met.

## Conclusion of Monitoring Report

44. Plans are required by law to be reviewed at least once every five years, starting from the date of adoption. Such a review is focused on deciding whether plan policies remain relevant and effective in addressing local needs. Where policies are no longer considered to be relevant or effective, the plan should be updated in whole or part. Minerals and waste planning authorities are also required to prepare and maintain a ‘minerals and waste plan timetable’ which sets out key information relating to the coverage of their minerals and waste plans, as well as a timetable for preparation.
45. There have been numerous national policy and legislative changes since adoption of the Waste and Minerals Plans, including the publication of the Greater Manchester Sustainable Consumption and Production Plan 2022- 2025. The policies in the plans are no longer effective in addressing specific local issues due to these changes.
46. At a meeting held on 28<sup>th</sup> March 2025<sup>4</sup>, the AGMA Executive Board considered options on how to update the two plans and concluded that their replacement with a single, joint plan covering both minerals and waste matters offers benefits in terms of resource efficiencies (economy of scale) and will ensure that Greater Manchester can continue to deliver housing and infrastructure and ensure that

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<sup>4</sup> [Greater Manchester Combined Authority](#) – AGMA meeting information 28<sup>th</sup> March 2025



recent policy changes relating to the environment and climate change are considered.

47. In order to progress a joint minerals and waste plan, each of the 10 GM authorities was required to obtain council approval. Approval from each Council was obtained in July 2025.

48. GMCA has also produced a monitoring report for the Waste Plan. Further information on monitoring of the Waste Plan can be found in the Greater Manchester Waste Development Plan – Authority Monitoring Report April 2020 – March 2025 ([Greater Manchester Joint Waste Plan - Greater Manchester Combined Authority](#))