

# Perth and Kinross LDP3 2027 - Evidence Report

## TOPIC PAPER NO. 031: MINERALS

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## Glossary of Terms and Abbreviations

Evidence Report	A supporting document to the Local Development Plan. The Evidence Report provides a summary of the evidence base for a plan's spatial strategy, policies, and proposals. It demonstrates that consideration has been given to the issues relevant to the plan area, and that appropriate consultation and engagement has been carried out and taken account of in preparing a plan.
Gatecheck	This is an assessment of the sufficiency of the evidence base on which the Proposed Local Development Plan will be developed. It is undertaken by an appointed person from the Scottish Government's Planning and Environmental Appeals Division.
Local Development Plan (LDP)	A plan which sets out, for the land in the part of the district it relates to, a spatial strategy; any other such matters as may be prescribed by the Scottish Ministers, and any other matters which the planning authority consider appropriate to include.
National Planning Framework 4 (NPF4)	NPF4 is the national spatial strategy for Scotland. It sets out the Scottish Government's spatial principles, regional priorities, national developments, and includes a suite of national planning policy. NPF4 was adopted in February 2023.
Proposed Plan	The draft stage of the Local Development Plan, which must be approved by full Council before it can move on to its consultation stage.
Spatial Strategy	The detailed statement (usually represented through mapping as well accompanying text) of a planning authority's policies and proposals regarding the development and use of land for the area for which the plan applies.
Strategic Environmental Assessment (SEA)	A systematic way of identifying, predicting, reporting, mitigating, and monitoring the environmental effects of plans, programmes, policies, and strategies. <a href="#">The Environmental Assessment (Scotland) Act 2005</a> provides information on the detailed stages and requirements for SEA in Scotland.
Sustainable Development	As defined in 1987 by the <a href="#">Brundtland Report: Our Common Future</a> , it is development which meets the needs of the present without compromising the ability of future generations to meet their own needs.
Sustainable Economic Growth	Economic development that is conducted in a manner which does not lead to the depletion of natural resources.

# 1 Introduction

- 1.1 This topic paper sets out the key information about minerals which will be covered by the Perth and Kinross Local Development Plan 3, as required under the provisions of section 16(B) of the Act<sup>1</sup>. It will, alongside a range of other topic papers, contribute towards the preparation of the Council's Evidence Report, which is programmed to be submitted to the Scottish Government's Planning and Environmental Appeals Division in Autumn 2024 for the 'Gatecheck' process.
- 1.2 The purpose of an Evidence Report is to provide the local authority's interpretation of the evidence it has gathered and the likely implications of that evidence for the preparation of the LDP. The Report will provide a summary of what the evidence means for the plan, rather than contain all the detail of evidence collected.

## RELEVANT NATIONAL PLANNING FRAMEWORK 4 POLICIES

- 1.3 This topic is specifically covered by NPF4 Policy 33. However, given the nature of what this policy seeks to achieve, it has key policy connections with other NPF4 policies on - Tackling the climate and nature crises; Biodiversity; Natural Places; Historic assets and places; Zero waste; Infrastructure first; and Health and safety. As such the subject matters may also be touched upon under other relevant LDP3 Topic Papers.

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<sup>1</sup> The Town and Country Planning (Scotland) Act 1997, as amended by the Planning (Scotland) Act 2019

## NATIONAL PLANNING POLICY REQUIREMENTS AND EXPECTATIONS

- 1.4 In line with the requirements of the Act, this paper will provide important background information for the Plan area regarding the principal economic and environmental characteristics of the area, more specifically the locations of important workable mineral resources which are of economic or conservation value.
- 1.5 NPF4 expects LDPs to '...support a landbank of construction aggregates of at least 10 years at all times in the relevant market areas, whilst promoting sustainable resource management, safeguarding important workable mineral resources, which are of economic or conservation value, and take steps to ensure these are not sterilised by other types of development.'
- 1.6 The policy intent for NPF4 Policy 33 is noted as:
- To support the sustainable management of resources and minimise the impacts of the extraction of minerals on communities and the environment.
- 1.7 The policy outcomes for NPF4 Policy 33 are:
- Sufficient resources are available to meet industry demands, making an essential contribution to the Scottish economy.
  - Important raw materials for manufacturing, construction, agriculture and other industries are available.
  - Important workable mineral resources are protected from sterilisation by other developments.

- Communities and the environment are protected from the impacts of mineral extraction.

1.8 In addition to the expectations of LDPs set out in NPF4, under the ‘Step by step guide’ section of the Scottish Government’s [Local Development Planning Guidance](#), advice is provided on relevant evidence for the NPF4 policy topics to help planning authorities in considering the national planning policies when preparing their Evidence Report. The guide summarises any legislative requirements and the evidence likely to be required to allow NPF4 policies to be taken account of by an LDP, it also signposts to various information sources.

1.9 The LDP Guidance reiterates that in preparing their Evidence Report for Policy 33, planning authorities are expected to ensure the LDP identifies ‘...a landbank of permitted reserves for construction aggregates of at least 10 years at all times in the relevant market areas through the identification of areas of search.’ The areas of search may be promoted by developers or land owners as part of the plan preparation process, or by planning authorities where they wish to guide development to particular areas. The LDP Guidance also offers an alternative in the form of a criteria-based approach, which

may be more suitable where a sufficient land bank already exists or substantial unconstrained deposits are available.

1.10 The LDP Guidance also asks planning authorities to consider if there are areas identified as being at development high risk by the Coal Authority, from former coal mining, that may be suitable for proposed future development. If so, it is important that any suggested mitigation measures to minimise the risk to human health, such as that from mine gas, are fit for purpose.

1.11 Section 2 to follow looks to identify relevant datasets and sources of information to satisfy the asks of NPF4 Policy 33, as well as take account of the data and information suggested in the May 2023 LDP Guidance.

1.12 Table A1 of Appendix A sets out the evidence which should be gathered and analysed so that the Proposed Plan can address the requirements and expectations raised in NPF4 and the Scottish Government’s Local Development Plan Guidance. It also highlights where there are current gaps or uncertainty relating to some of the data identified. Section 2 of this paper expands upon this by exploring in more detail the key issues raised by the data and what the implications might be for the Proposed Plan.

## 2 Information Analysis

### SUMMARY OF INFORMATION SOURCES AND IMPLICATIONS FOR THE PLAN

- 2.1 To follow is a list of sources of data and information directly related to the policy subject of minerals, plus a summary of why that evidence is considered relevant to the Proposed Plan's preparation.
- 2.2 As previously highlighted under paragraph 1.3, because the subject matter has key policy connections with a number of other NPF4 policies, some matters relating to this policy subject may also be picked up under each of the relevant individual topic papers.
- 2.3 It is important to note that our LDP3 will also be prepared within the context of the Council's Corporate Plan. The current [Perth and Kinross Council Corporate Plan 2022-2027](#) sets out the Council's vision for a Perth and Kinross 'where everyone can live life well, free from poverty and inequality.' It proposes a number of key priorities for the 5-year period 2022 to 2027. It also reflects the principles of the [Perth and Kinross Offer](#).
- 2.4 The Corporate Plan identifies 7 priority areas which the Council feels it can directly influence and have the most impact upon, and those which are most important to delivering the Vision for Perth and Kinross. These priorities are:
- 1) Working in partnership with communities
  - 2) Tackling poverty
  - 3) Tackling climate change and supporting sustainable places
  - 4) Developing a resilient, stronger, and greener local economy

- 5) Enabling our children and young people to achieve their full potential
- 6) Protecting and caring for our most vulnerable people
- 7) Supporting and promoting physical and mental wellbeing

- 2.5 Delivery of the Corporate Plan's Priorities will be underpinned by a set of Key Principles and delivered through a range of Key Actions. Developing our Local Development Plan 3 in alignment with NPF4, should help support the delivery of all of the Corporate Plan's Priorities, with the exception of 'Protecting and caring for our most vulnerable people' which is not within the remit of the land use planning system. Implementing NPF4 Policy 33, specifically, should help support the delivery of Priorities 1, 3, and 4.

**Figure 1: Perth and Kinross Council Corporate Plan Priorities**



## Relevant Information, Strategies, Policies, and Guidance

### Perth and Kinross Local Development Plan (2019)

- 2.6 The Adopted LDP contains policies relating to minerals although it should be noted that these policies were prepared prior to NPF4.
- 2.7 The LDP policies echo many of the NPF4 policy 33 requirements, including the general requirement for a 10 year land bank; and the requirement to promote sustainable resource management. LDP Supplementary Guidance relating to Financial Guarantees for Minerals Development has been prepared and adopted to support the LDP policy.

#### Box 1: Summary of Importance of Evidence to LDP3

It will be necessary to consider whether some or all the content of the Adopted LDP policy on minerals and the associated Supplementary Guidance will need to be incorporated into a locally tailored LDP3 policy on Minerals to complement the NPF4 policy.

## Other Relevant Sources of Information

### 2019 Aggregate Minerals Survey for Scotland

- 2.8 Perth and Kinross forms part of the Tay area region for the purposes of the Scottish Aggregates Survey. For the survey, information was

collected on the number of planning applications granted and refused in 2019 to supply aggregate minerals. Information was also collected in respect of the amounts of mineral that these permissions contained.

- 2.9 We will use data on extraction rates and permitted reserves, together with estimated quantities of aggregate minerals granted planning permission. We will take into account inactive sites where relevant, and we will also note end-dates on permissions where they have an expiry date.
- 2.10 We will engage stakeholders including the Mineral Products Association and the British Aggregates Association.
- 2.11 We will use this information to show how the Proposed Plan can support a 10 year landbank of construction aggregates, bearing in mind that this may be from existing permissions, or may indicate scope for applications for new extraction or extensions.



## GAPS, UNCERTAINTIES, AND KEY ISSUES RAISED

- 2.12 The summary results of our LDP3 [Big Place Conversation](#) exercise for each of the localities within Perth and Kinross will be included in our LDP3 Evidence Report and made available later in 2024. They will be considered through our Settlement Audit work for the Proposed Plan especially where there were comments made about Minerals.
- 2.13 Data in respect of the 2020-23 Aggregate Minerals Survey for Scotland was returned in 2024 and the outcome of this survey will be considered as part of the preparation of the Proposed Plan. This data will be useful in providing a more up-to-date picture of activities. Caution will be used in drawing trends from this data however, because for the calendar years 2020 and 2021 quarries and their customers were operating under varying degrees of COVID-19 pandemic restrictions.

### Box 2: Summary of Importance of Evidence to LDP3

The evidence report will give a summary of the main areas of data and evidence relating to minerals. It will also contain a summary of stakeholder engagement and any areas of agreement or dispute. It will analyse what the evidence demonstrates and the implications for the Proposed Plan.

The 2020-23 data gathered as part of the latest Aggregate Minerals Survey will be used to provide a more up to date picture of where aggregate reserves are being worked and whether there is scope for applications for new extraction or extensions to maintain healthy supply.

## Appendix A: Identification of Datasets and Information

**Table A1: Summary of Evidence Required or Suggested for NPF4 Policy 31**

NPF4 or LDP Guidance	Requirement or Expectation	Dataset or source	Relevance of evidence and why it is required to inform the Proposed Plan	Gaps or uncertainties in data
<p>Act – Section 15(5); NPF4 Policy 33; and LDP Guidance</p>	<p>The principal economic and environmental characteristics of the district in relation to minerals</p> <p>Data on permitted minerals reserves</p> <p>Latest aggregate minerals survey</p> <p>Any data collected from a survey of local operators undertaken by the planning authority</p>	<p>Results of the <a href="#">2019 Aggregate Minerals Survey for Scotland</a> (September 2023)</p> <p>Data on areas affected by coal mining and development high risk areas</p> <p>Perth and Kinross Planning Register</p>	<p>The Proposed Plan will need to identify and safeguard the locations of important workable mineral resources that are of economic or conservation value.</p> <p>The Proposed Plan will need to demonstrate how a land bank of construction aggregates of at least 10 years can be supported.</p> <p>It will be necessary to consider whether some or all the content of the LDP2 policy on minerals and the associated Supplementary Guidance will need to be incorporated into a locally tailored LDP3 policy on Minerals to complement the NPF4 policy.</p> <p>For areas affected by coal mining, we will use the GIS data we already hold from the Coal Authority on development high risk areas that contain specific coal mining legacy risks. Some of these relate to recorded coal mining features, and some relate to the likelihood of there being past coal-mining activity due to the geology of the area.</p>	<p>Data in respect of the Aggregate Minerals Survey for Scotland for years 2020-23 has been returned and the updated survey results are expected in due course.</p>