



Fosse Green Energy

EN010154

6.3 Environmental Statement Appendices

Appendix 12-C: Minerals Safeguarding Assessment

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Regulation 5(2)(a)

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Planning Act 2008

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6.3 Environmental Statement Appendices

Appendix 12-C: Minerals Safeguarding Assessment

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Table of Contents

1. Introduction.....	1
1.1 Purpose of this Appendix.....	1
1.2 Consultation.....	1
1.3 Report Structure	3
2. The Proposed Development.....	4
2.1 Description of the Proposed Development	4
2.2 Need for the Proposed Development	5
3. Potentially Safeguarded Mineral Resources Within and Near to the Site Boundary	7
3.1 Introduction.....	7
3.2 Superficial Geology	7
3.3 Bedrock Geology	8
3.4 Mineral resources	9
3.5 Mineral Safeguarding Areas	11
3.6 Existing and Allocated Mineral Sites.....	12
4. Relevant Planning Policy.....	13
4.1 Overview.....	13
4.2 Overarching National Policy Statement for Energy (EN-1)	13
4.3 National Planning Policy Framework (2023).....	14
4.4 National Planning Practice Guidance	14
4.5 Lincolnshire Minerals and Waste Local Plan	15
5. Assessment of the Proposed Development Against Planning Policy.....	19
5.2 Overarching National Policy Statement for Energy (EN-1)	19
5.3 National Planning Policy Framework	19
5.4 Lincolnshire Minerals and Waste Local Plan: Core Strategy and Development Management Policies (June 2016)	20
6. Conclusion.....	24
7. References	25
Annex A Figures	27

Tables

Table 1 Matters from the Scoping Opinion addressed in the Minerals Safeguarding Assessment.....	2
Table 2 Matters from the Preliminary Environmental Information Report addressed in the Minerals Safeguarding Assessment	2
Table 3 Borehole Locations (within Site boundary and MSAs)	9
Table 4 Borehole Locations (near to Site and within MSAs).....	10

1. Introduction

1.1 Purpose of this Appendix

- 1.1.1 This appendix of the Environmental Statement (ES) is a Minerals Safeguarding Assessment Report (this Report) which has been prepared as the Proposed Development is partially located within a Mineral Safeguarding Area (MSA) for sand and gravel and limestone and lies in proximity to sand and gravel minerals sites at Whisby Quarry, Swinderby Airfield and Norton Bottoms Quarry (as shown on **Figure 1** in Annex A of this Report).
- 1.1.2 The Proposed Development comprises the construction, operation (including maintenance), and decommissioning of a ground-mounted solar photovoltaic (PV) electricity generating station with access provision, battery storage, Onsite Substation, underground cabling and associated infrastructure to generate and export and import electricity; and areas of landscaping and biodiversity enhancement. The Proposed Development will export and import electricity to the national electricity transmission network.
- 1.1.3 The Proposed Development also includes a 400kV underground Cable Corridor of approximately 10km in length connecting the Onsite Substation and the proposed National Grid substation at Navenby (not part of this application). A full description of the Proposed Development is included in **Chapter 3: The Proposed Development** of the Environmental Statement (ES) [**EN010154/APP/6.1**]. The land required temporarily and/or permanently for the construction, operation and maintenance of the Proposed Development is shown on the **Works Plans** [**EN010154/APP/2.2**] and defined by the Site Boundary.
- 1.1.4 Lincolnshire County Council (LCC) is the Mineral Planning Authority and as such, it is responsible for minerals safeguarding, minerals consultation areas and minerals site allocations.

1.2 Consultation

- 1.2.1 A request for an EIA Scoping Opinion was sought from the Secretary of State for Energy Security and Net Zero (the Secretary of State) in June 2023 for the installation of solar photovoltaic (PV) generating panels and on-site Battery Energy Storage Systems (BESS) and associated infrastructure on land approximately 9 kilometres (km) south west of Lincoln.
- 1.2.2 The first stage of public non-statutory consultation ran from 11 September to 20 October 2023 and Scoping comments were received on 17 July 2023. A further stage of public statutory consultation ran from 21 October to 2 December 2024 where a Minerals Assessment Report was included with the Preliminary Environmental Information (PEI) Report (Volume 3, Appendix 12-C. Chapter 12) and comments were received on 2 December 2024.

1.2.3 A summary of the consultation responses from LCC as the Minerals Planning Authority from the Scoping Opinion and the statutory consultation are presented in the tables below.

Table 1 Matters from the Scoping Opinion addressed in the Minerals Safeguarding Assessment

Lincolnshire County Council comment	How the comment has been addressed
The Scoping Report does not take account of Policy M11	Section 5.4.2 of this Report takes account of Policy M11.
Applications for non-minerals development should be accompanied by a Minerals Assessment	This Report comprises the Minerals Safeguarding Assessment.
The potential sterilisation of mineral resources should therefore be 'scoped in' to the Environmental Impact Assessment and addressed through a minerals assessment as part of the Environmental Statement.	This potential serialisation of mineral resources is addressed in this Report.

Table 2 Matters from the Preliminary Environmental Information Report addressed in the Minerals Safeguarding Assessment

Lincolnshire County Council Comment	How the comment has been addressed
LCC notes that there will not be a standalone chapter relating to minerals within the ES. Although, LCC welcomes the inclusion of the Minerals Assessment Report and the Minerals Safeguarding Assessment to be provided within the finalised ES as part of the Socio-Economic and Land Use Chapter.	This Report comprises the Minerals Safeguarding Assessment.
It is noted that the developer does not consider the DCO requires the accompaniment of a minerals assessment as Policy M11 within Lincolnshire's Minerals Local Plan relates to the permanent sterilisation of the mineral. However, as mentioned above the proposed timescale of 60 years is a significant amount of time and would span multiple generations. In light of, the EN-3 guidance which suggests solar farms typically have an upper limit of 40-year lifespans further consideration should be given to the temporary nature of the scheme and the inaccessibility of the mineral located within these safeguarded areas for such a significant amount of time.	Detailed policy analysis is provided in Section 5.4 of this Report following a geological and mineral evaluation of minerals safeguarding.

1.3 Report Structure

1.3.1 The remainder of this Report is structured as follows:

- a. **Section 2** describes the Proposed Development and the need for the Proposed Development;
- b. **Section 3** sets out potentially safeguarded mineral resources within the Site Boundary and the location of minerals safeguarding areas and allocated minerals sites in relation to the Proposed Development;
- c. **Section 4** sets out relevant national and local planning policy;
- d. **Section 5** provides an assessment of the Proposed Development against planning policy with geological and mineral evaluation; and
- e. **Section 6** sets out the report conclusions.

2. The Proposed Development

2.1 Description of the Proposed Development

2.1.1 The Proposed Development comprises the construction, operation and maintenance, and decommissioning of a solar PV electricity generating facility, with on-site BESS and other associated infrastructure, with a total capacity exceeding 50 megawatts (MW), along with an import and export connection to the national transmission network at the proposed National Grid substation near Navenby.

2.1.2 The Proposed Development is located approximately 9km to the south and south west of Lincoln City Centre, in proximity to the villages of Thorpe on the Hill, Witham St Hughs, Haddington, Thurlby, Navenby, and Bassingham. The DCO Site comprises approximately 1,370 hectares (ha) of land and constitutes the 'Principal Site' (which includes the 'Solar PV Array Area' and 'Interconnecting Cable Corridors') and a 'Cable Corridor'. The DCO Site lies within the administrative areas of LCC and North Kesteven District Council (NKDC). The boundary of the DCO Site is referred to as the 'Site Boundary'.

2.1.3 The operational life of the Proposed Development is 60 years and once decommissioned, the land will be returned back to agricultural use. In terms of cable decommissioning, currently, the most environmentally acceptable option is considered to be leaving the cables in situ, as this avoids disturbance to overlying land and habitats and to neighbouring communities.

2.1.4 The DCO Site – the maximum extent of land required for the construction, operation (including maintenance), and decommissioning of the Proposed Development is approximately 1,370ha. The Principal Site covers approximately 1,070ha and will comprise a series of Solar PV Array Areas and Interconnecting Cable Corridors containing ground-mounted solar PV panels, BESS, and associated infrastructure such as internal tracks, inverters, transformers, switchgear, and an Onsite Substation. The Interconnecting Cable Corridors comprise buried 33 kilovolt (kV) cables which will transport the electricity generated from the solar PV and stored in the BESS to the Onsite Substation, where it is gathered and the voltage is stepped up prior to transmission via the connecting cable. The proposed area for the Solar PV Array is shown on the **Works Plans [EN010154/APP/2.2]**.

2.1.5 The Cable Corridor partly overlaps with the Principal Site and covers approximately 351ha; it is the area within which the 400kV connecting cables will be installed (the final cable route will be much smaller than the overall Corridor), linking the Onsite Substation to the proposed National Grid substation near Navenby (this is subject to a separate application and does not form part of the Proposed Development), approximately 10km south east of the Principal Site. The Grid Connection Cable will be installed using an open trench method (with discrete areas of horizontal directional drilling) requiring a 30m to 40m working width, with indicative cable trench dimensions being: 0.8–1.2m depth and 1.2–5m wide depending on the number of cable circuits within the trench.

2.1.6 A full description of the Proposed Development is set out in **Chapter 3: The Proposed Development** of the ES [**EN010154/APP/6.1**].

2.2 Need for the Proposed Development

2.2.1 The Proposed Development will supply a significant amount of renewable electricity to the National Electricity Transmission System, thereby making a nationally significant contribution to meeting the urgent need for renewable energy generation.

2.2.2 As a low carbon generating station, the Overarching National Policy Statement for Energy (EN-1) (Ref 1) classifies the Proposed Development as 'critical national priority' (CNP). NPS EN-1 states at paragraph 3.3.63 that "*Government strongly supports the delivery of CNP Infrastructure and it should be progressed as quickly as possible*" and at paragraph 4.1.7 that "*For projects which qualify as CNP Infrastructure, it is likely that the need case will outweigh the residual effects in all but the most exceptional cases*".

2.2.3 NPS EN-1 (Ref 1) also explains how the urgent need for CNP infrastructure (such as the Proposed Development) is to be weighed against residual impacts and tests in national or local policy in the determination of Development Consent Order (DCO) applications. As stated in Paragraphs 4.2.10 – 4.2.14 of NPS EN-1, provided it can be demonstrated that the application meets the requirements in NPS EN-1, the mitigation hierarchy has been applied, and residual impacts have been compensated as far as possible, "*...the Secretary of State will take as the starting point for decision-making that such infrastructure is to be treated as if it has met any tests which are set out within the NPSs, or any other planning policy, which requires a clear outweighing of harm, exceptionality or very special circumstances.*" (Paragraph 4.2.16 of NPS EN-1) Paragraph 4.1.7 further reinforces the above, stating that: "*For projects which qualify as CNP Infrastructure, it is likely that the need case will outweigh the residual effects in all but the most exceptional cases*".

2.2.4 Given the above urgency with which new, large scale renewable energy generation projects are needed, Paragraphs 3.2.6 to 3.2.8 of NPS EN-1 (Ref 1) state that all applications for nationally significant energy infrastructure should be assessed on the basis that the need for such infrastructure has been demonstrated. They also state that substantial weight should be given to the contribution that proposals would make towards meeting the identified energy infrastructure need. It is the substantial weight that must be given to the urgent and nationally significant need for large scale renewable energy generation that is to be weighed against the impact on minerals in the MSA.

2.2.5 **Chapter 4: Alternatives and Design Evolution** of the ES [**EN010154/APP/6.1**] and the **Planning Statement Appendix A: Site Selection Report** [**EN010154/APP/7.2**] set out the site selection process that has been undertaken to identify the area for the Proposed Development. This explored a range of possible alternatives, considering key environmental, planning and access constraints, and including liaison with landowners.

2.2.6 Full detail of the need for the Proposed Development is set out in **The Statement of Need [EN010154/APP/7.1]**.

3. Potentially Safeguarded Mineral Resources Within and Near to the Site Boundary

3.1 Introduction

3.1.1 This section of the Report sets out the potentially safeguarded mineral resources in proximity to and within the Site Boundary, based on the following studies that are considered relevant:

- British Geological Survey Lincolnshire: mineral resource information in support of national, regional and local planning (2002) (Ref 2);
- British Geological Survey: Mineral Resource Information in Support of National, Regional and Local Planning – Lincolnshire, Mineral Resources – North Map (2002) (Ref 3);
- British Geological Survey 1:50,000 geological map series, Sheet 114. Lincoln (1973) (Ref 4);
- British Geological Survey: Mineral Safeguarding in England good practice advice (2011) (Ref 5);
- Geological mapping and borehole records held on the British Geological Survey Geoindex website (Ref 6).

3.2 Superficial Geology

3.2.1 Geological information held on the British Geological Survey Geoindex website (Ref 6) shows that the majority of the Proposed Development is underlain by the following superficial deposits:

- Alluvium – clay, silt sand and gravel. Sedimentary superficial deposit formed less than 11.8 thousand years ago during the Holocene epoch;
- River Terrace Deposits – sand and gravel. Quaternary deposits of sand and gravel (undifferentiated), locally with lenses of silt, clay or peat; and
- Balderton Sand and Gravel Member – sand and gravel. Sedimentary superficial deposit formed between 2.588 million and 11.8 thousand years ago during the Quaternary period..
- Fulbeck Sand and Gravel Member – sand and gravel. Sedimentary superficial deposit formed between 2.588 million and 11.8 thousand years ago during the Quaternary period.

3.2.2 This is shown in **Figure 2** in Annex A of this Report.

3.2.3 The British Geological Survey Viewer (Ref 7) states Alluvium deposits are “*the unconsolidated detrital material deposited by a river, stream or other body of running water as a sorted or semi-sorted sediment in the bed of the stream or on its floodplain or delta, or as a cone or fan at the base of a mountain slope.*

Synonym: alluvial deposits. Normally soft to firm consolidated, compressible silty clay, but can contain layers of silt, sand, peat and basal gravel. A stronger, desiccated surface zone may be present.”

3.2.4 The British Geological Survey Minerals Resource Information (Ref 3) indicates that river terrace deposits are the only superficial deposits that lie within the Site Boundary. The Minerals Resource Information also indicates sites of active or inactive mineral workings of two mineral commodities: limestone and sand and gravel, which are located outside of the Site Boundary, see **Section 3.6** of this Report.

3.2.5 As set out in the BGS Lexicon of Named Rock Units (Ref 8), the Trent Valley Formation (which includes the Balderton and Fulbeck Sand and Gravel Members) outcrops in the modern Trent catchment and represents the *“fluvial terrace and alluvial deposits of the River Trent from its source to the Humber, and those of its tributaries excluding Soar [and Idle], and possibly others, pending review. The formation includes deposits of an older course via the Lincoln Gap. Mainly sand, gravel and mud; divided (in type area) into six principal “terrace” members (Eagle Moor, Etwall, Egginton Common, Beeston, Holme Pierrepont and Hemington members), plus Holocene alluvium (the Trent Member of Bowen, 1999) and with local named organic deposits.”*

3.3 Bedrock Geology

3.3.1 The bedrock geology underlying the land within the Site Boundary comprises:

- Lower Lincolnshire Limestone Member – Limestone of the Lincolnshire Limestone Formation, of the Inferior Oolite Group, formed between 168.2 and 170.9 million years ago during the Jurassic Period. Dominated by low-energy calcilutite, and peloidal wackestone and packstone. Commonly includes sandy limestone or calcareous sandstone in basal part and contains substantial units of mudstone; underlain by
- Grantham Formation and Northampton Formation – sandstone and ironstone (undifferentiated). A sedimentary bedrock formation of the Inferior Oolite Group, formed between 174.7 and 170.9 million years ago during the Jurassic period; underlain by
- Whitby Mudstone Formation – Mudstones of the Lias Group formed between 174.7 and 184.2 million years ago in the Early Jurassic. Medium and dark grey fossiliferous mudstone and siltstone, laminated and bituminous in part, with thin siltstone or silty mudstone beds and rare fine-grained calcareous sandstone beds; underlain by
- Charmouth Mudstone Formation – Mudstones of the Lias Group formed between 184.2 and 199.5 million years ago in the Early Jurassic. Dark grey laminated shales, and dark, pale and bluish grey mudstones with concretionary and tabular limestone beds; abundant argillaceous limestone, phosphatic or ironstone nodules in some areas; underlain by
- Scunthorpe Mudstone Formation – Interbedded mudstones and limestones of the Lias Group formed between 199.5 and 205.7 million

years ago in the Early Jurassic. Grey, variably calcareous and silty, blocky or fissile mudstone with thin beds of argillaceous limestone and calcareous siltstone.

3.3.2 The British Geological Survey Mineral Resources Information indicates that the Lincolnshire Limestone Formation (Inferior Oolite Group) is a major limestone resource and has been worked at several sites across Lincolnshire. The commodity has uses as building stone and crushed rock aggregates for constructional fill or sub-base roadstone material. The BGS Mineral Resources Information map shows two mineral working sites for Limestone comprising: one inactive mineral working site in Coleby within the vicinity of the northern boundary of the Proposed Development, and an active mineral working site, Longwood Quarry, although this is located approximately 4km east of the eastern Site Boundary.

3.4 Mineral resources

3.4.1 The British Geological Society Onshore Geoindex (Ref 6) holds records of a number of boreholes located within the DCO Site, penetrating superficial deposits and bedrock within the MSA. These are listed in **Table 3** below, and shown in **Figure 3** in Annex A of this Report.

Table 3 Borehole Locations (within Site boundary and MSAs)

Borehole	Description (including potentially safeguarded mineral)	MSA	Thickness of potentially safeguarded mineral (m)
TF05NW10	Limestone (Limestone)	Limestone	13.40
SK95NE6	Limestone and Blue Limestone (Limestone)	Limestone	12.19
SK96SW3	Alluvium Clay (0.41m) over "Dirty" Sand and Gravel (0.46m), over Lower Lias Mudstone (5.94 (base not encountered)).	Sand and Gravel	0.46
SK96SW16	Sand and Gravel, white and brown quartz pebbles.	Sand and Gravel	0.45
SK96SW25	"Orange, brown sand with some gravel" (Sand and Gravel))	Sand and Gravel	2.30
SK86SE28	Sand and Gravel	Sand and Gravel	6.75
SK86SE60	Topsoil overlying cohesive weathered Lower Lias, in turn overlying Limestone.	Sand and Gravel	-

Borehole	Description (including potentially safeguarded mineral)	MSA	Thickness of potentially safeguarded mineral (m)
SK86SE7	“Slightly silty gravelly sand” (1m), over “silty sand” (1.2m), over “gravelly sand” (0.3 m) (Sand and Gravel)	Sand and Gravel	2.50

* located just outside the site boundary

3.4.2 The number of boreholes within the mineral safeguarding areas within the Site Boundary is small but demonstrates a thickness of up to 6.75m of sand and gravel which may potentially be workable. However, there are a number of locations where the thickness of the mineral is negligible or limited where extraction would not be economical. The thickness of overburden (top-soil/subsoil) overlying the sand and gravel appears to be minimal. Review of boreholes within nearby existing minerals extraction sites has shown that the sand / sand and gravel deposits are generally between 6.5m to 9.0m in thickness, suggesting that the deposits would need to be of this order of magnitude to be viable. The thicknesses of sand and gravel deposits within and near to the DCO Site are generally significantly less than this.

3.4.3 The boreholes also demonstrate up to at least 15m of limestone is present within the eastern section of the DCO Site. The limestone resource is the Lincolnshire Limestone which outcrops south east of Coleby / north of Boothby Graffoe and continues to the east, over a limited section of the proposed cable route. There are no existing mineral sites or site allocations on this section of the limestone outcrop. Harmston Heath quarry to the north of the proposed development is located on the limestone outcrop and is the only site specific minerals safeguarding site in the vicinity of the proposed development. It is reiterated that the quarry is inactive.

3.4.4 **Table 4** details a number of boreholes which are within around 150m of the Site Boundary. These show that Sands and Gravels are generally of limited thickness in the vicinity of the central area of the DCO Site.

Table 4 Borehole Locations (near to Site and within MSAs)

Borehole	Description (including potentially safeguarded mineral)	MSA	Thickness of potentially safeguarded mineral (m)
SK96SW4	Gravel	Sand and Gravel	2.44
SK96SW9	“Soil” overlying “Sandy gravel, with ocherous silt”	Sand and Gravel	2.50
SK96SW11	“Sandy Gravel, clayey at top”	Sand and Gravel	2.30

Borehole	Description potentially mineral)	(including safeguarded	MSA	Thickness of potentially safeguarded mineral (m)
SK96SW12	“Sandy Gravel”		Sand and Gravel	2.70
SK95NW7	Pebby Sand (Sand and Gravel)		Sand and Gravel	2.00
SK86SE139	“Dry sand and gravel”, overlying “silt and sand” overlying “rough sand and gravel”		Sand and Gravel	3.81

3.5 Mineral Safeguarding Areas

3.5.1 The Lincolnshire Minerals and Waste Local Plan (Ref 9) sets out the key principles to guide the future winning and working of minerals and the form of waste management development in the county up to 2031 (see **Section 4** of this Report for relevant planning policy). Figure 1 of the Core Strategy and Development Management Policies shows MSAs, which are broad areas of deposits of sand and gravel, limestone and blown sand that are of current and future economic importance. Sand and gravel and limestone are the most significant minerals produced in Lincolnshire. **Figure 1 Mineral Safeguarding Areas** as shown in Annex A of this Report shows the Proposed Development overlaid on the MSAs as recorded within the Lincolnshire Minerals and Waste Local Plan.

3.5.2 The majority of the Proposed Development is not located in MSAs, however, parts of the Proposed Development are located in MSAs for sand and gravel and limestone, as follows:

- Sections of the south western, northern and central parts of the Principal Site are located within the Sand and Gravel MSA. The area of the Principal Site within the MSA is approximately 230ha, and the area of the cable within the MSA is approximately 1.84ha. Note that the Cable Corridor is approximately 250m wide but the cable trench itself will be 1.2–5m wide; and
- The eastern section of the Cable Corridor, where the Proposed Development connects to the proposed National Grid substation near Navenby, is located in a Limestone MSA. The area of the cable within the MSA is approximately 2.26ha. As above, the Cable Corridor is approximately 250m wide but the cable trench itself will be 1.2–5m wide.

3.5.3 It should be noted that geological mapping (Ref 4 and Ref 6) shows that there is an absence of superficial deposits within some parts of the area designated as the Sand and Gravel MSA within the Site Boundary, particularly in the central area. Furthermore, the Sand and Gravel MSA extends beyond the indicated boundary of the superficial deposits in some areas.

3.6 Existing and Allocated Mineral Sites

3.6.1 There are three existing mineral sites which are outside but close to the Proposed Development, as shown on **Figure 1 Existing Minerals Sites and Site Allocations** in Annex A of this Report. The existing sites are as follows:

- Whisby Quarry (and landfill) operated by Tarmac, is a quarry for sand and gravel. It is located to the west of Thorpe on the Hill and is approximately 375m from the Proposed Development at its closest point;
- Swinderby Airfield, operated by Cemex UK Operations Ltd is a quarry for sand and gravel. The quarry is located to the west of Witham St Hughs and is approximately 300m from the Proposed Development at its closest point; and
- Norton Bottoms Quarry, operated by Breedon Southern Ltd, is a quarry for sand and gravel. The quarry is located north of Stapleford, and is approximately 1,700m from the Proposed Development at its closest point.

3.6.2 The Lincolnshire Minerals and Waste Local Plan Site Allocations plan (Ref 10) identifies both Swinderby Airfield (reference MS04-LT), and Norton Bottoms Quarry (reference MS05-LT), for extension, subject to any proposals brought forward being in accordance with the development plan.

3.6.3 A quarry at Norton Disney to the north of Nortons Bottoms Quarry and to the west of the Proposed Development, operated by Cemex UK Operations Ltd, has ceased operation and been restored in line with an approved restoration plan.

4. Relevant Planning Policy

4.1 Overview

4.1.1 When determining a DCO application, the Secretary of State is required to have regard to any relevant National Policy Statements (NPS), as well as any Local Impact Report, any prescribed matters, and any other matters that the Secretary of State thinks are both important and relevant. Other national and local planning policies and guidance, including adopted and emerging Development Plan policies, have the potential to be considered by the Secretary of State to be other matters which are important and relevant. The following sections refer to planning policies in relation to minerals that could be considered important and relevant to the Secretary of State's decision.

4.1.2 The following Energy NPSs came into force on 17 January 2024:

- Overarching NPS for Energy (EN-1) (Ref 1);
- NPS for Renewable Energy Infrastructure (EN-3) (Ref 11); and
- NPS for Electricity Networks Infrastructure (EN-5) (Ref 12).

4.1.3 The following other national and local planning policy documents may also be considered important and relevant to the Secretary of State's decision:

- National Planning Policy Framework (NPPF) (Ref 13) as interpreted and explained in the associated Planning Practice Guidance (PPG) (Ref 13);
- Lincolnshire County Council Development Plan consisting of:
 - Lincolnshire Minerals and Waste Local Plan Site Locations adopted December 2017 (Ref 14);
 - Lincolnshire Minerals and Waste Local Plan including the Core Strategy & Development Management Policies Plan adopted in June 2016 (Ref 9); and
 - Draft Lincolnshire Minerals and Waste Local Plan: Regulation 18 – Preferred Approach (July 2024) (Ref 15).

4.1.4 The relevant national and local policies are set out below.

4.2 Overarching National Policy Statement for Energy (EN-1)

4.2.1 NPS EN-1 (Ref 1) provides that "*Applicants should safeguard any mineral resources on the proposed site as far as possible, taking into account the long-term potential of the land use after any future decommissioning has taken place*" (paragraph 5.11.19). It also states that "*Where a proposed development has an impact upon a Mineral Safeguarding Area (MSA), the Secretary of State should ensure that appropriate mitigation measures have been put in place to safeguard mineral resources*" (paragraph 5.11.28).

4.2.2 NPS EN-3 (Ref 11) and NPS EN-5 (Ref 12) do not contain additional policies about mineral safeguarding.

4.3 National Planning Policy Framework (2023)

4.3.1 The revised National Planning Policy Framework (NPPF) was published in December 2024 (Ref 13). The NPPF, together with the accompanying Planning Practice Guidance (PPG) (Ref 13), sets out the Government's planning policies for England for the particular purpose of making development plans and deciding applications under the Town and Country Planning Act 1990.

4.3.2 Under section 17 (Facilitating the Sustainable Use of Minerals), NPPF paragraph 215 states: "*It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation.*"

4.3.3 NPPF paragraph 216 goes on to state: "*Planning policies should...c) safeguard mineral resources by defining Mineral Safeguarding Areas and Mineral Consultation Areas; and adopt appropriate policies so that known locations of specific minerals resources of local and national importance are not sterilised by non-mineral development where this should be avoided (whilst not creating a presumption that the resources defined will be worked); d) set out policies to encourage the prior extraction of minerals, where practical and environmentally feasible, if it is necessary for non-mineral development to take place...*"

4.3.4 NPPF Paragraph 218 also states: "*Local planning authorities should not normally permit other development proposals in Mineral Safeguarding Areas if it might constrain potential future use for mineral working.*"

4.4 National Planning Practice Guidance

Minerals Planning Practice Guidance (2014)

4.4.1 The Minerals PPG (2014) (Ref 13) confirms that minerals 'make an essential contribution to the Country's prosperity and quality of life'. Section 3 of the Minerals PPG states that: "*Mineral planning authorities are encouraged to plan for minerals extraction using Ordnance Survey-based proposals maps and relevant evidence provided by the minerals industry and other appropriate bodies. ... This approach will allow mineral planning authorities to highlight areas where mineral extraction is expected to take place, as well as managing potentially conflicting objective for use of land.*"

4.4.2 Section 3 of the Minerals PPG advises Mineral Planning Authorities that they should plan for the steady and adequate supply of minerals in one or more of the following ways, specifically noting these are ordered by way of priority:

“1. Designating Specific Sites – where viable resources are known to exist, landowners are supportive of minerals development and the proposal is likely to be acceptable in planning terms. Such sites may also include essential operations associated with mineral extraction;

2. Designating Preferred Areas, where are areas of known resources where planning permission might reasonably be anticipated. Such areas may also include essential operations associated with mineral extraction; and/or;

3. Designating Areas of search – areas where knowledge of mineral resources may be less certain but within which planning permission may be granted, particularly if there is a potential shortfall in supply.”

4.5 Lincolnshire Minerals and Waste Local Plan

4.5.1 The Proposed Development lies within the administrative areas of LCC and North Kesteven District Council. The Lincolnshire Minerals and Waste Local Plan sets out policies in respect of minerals and comprises the following:

- Core Strategy and Development Management Policies Plan (June 2016) (Ref 9); and
- Site Locations (December 2017) (Ref 10).

4.5.2 LCC is currently reviewing the Lincolnshire Minerals and Waste Local Plan and has published the Draft Lincolnshire Minerals and Waste Local Plan: Regulation 18 – Preferred Approach (July 2024) (Ref 15). Consultation ended on the Draft Plan in September 2024.

4.5.3 The Lincolnshire Minerals and Waste Local Plan and the emerging plan are considered below.

Core Strategy and Development Management Policies Plan (June 2016)

4.5.4 The Core Strategy (Ref 9) sets out the key principles to guide the future winning and working of minerals and the form of waste management development in the county up to 2031. It also sets out the development management policies against which planning applications for minerals and waste development are considered. The relevant policies are set out below.

4.5.5 Policy DM1 ‘Presumption in favour of sustainable development’ of the Core Strategy makes clear that the Plan is based on the principle of delivering sustainable minerals and waste development in Lincolnshire. DM1 provides that *“When considering development proposals, the County Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.”*

4.5.6 Policy M11 ‘Safeguarding of Mineral Resources’ seeks to protect a mineral resource for the long term for future generations. It states that:

“Sand and gravel, blown sand and limestone resources that are considered to be of current or future economic importance within the Minerals Safeguarding

Areas shown on Figure 1, together with potential sources of dimension stone for use in building and restoration projects connected to Lincoln Cathedral / Lincoln Castle within the areas shown on Figure 2, and chalk resources included on Figure 3, will be protected from permanent sterilisation by other development.

Applications for non-minerals development in a Minerals Safeguarding Area must be accompanied by a Minerals Assessment. Planning permission will be granted for development within a Minerals Safeguarding Area provided that it would not sterilise mineral resources within the Mineral Safeguarding Areas or prevent future minerals extraction on neighbouring land. Where this is not the case, planning permission will be granted when:

- *The applicant can demonstrate to the Mineral Planning Authority that prior extraction of the mineral would be impracticable, and that the development could not reasonably be sited elsewhere; or*
- *The incompatible development is of a temporary nature and can be completed and the site restored to a condition that does not inhibit extraction within the timescale that the mineral is likely to be needed; or*
- *There is an overriding need for the development to meet local economic needs, and the development could not reasonably be sited elsewhere; or*
- *The development is of a minor nature which would have a negligible impact with respect to sterilising the mineral resource; or*
- *The development is, or forms part of, an allocation in the Development Plan.”*

4.5.7 Policy M12 ‘Safeguarding of Existing Mineral Sites and Associated Infrastructure’ seeks to safeguard minerals sites from constraints imposed by nearby permissions for sensitive development, such as housing. Policy M12 states:

“Minerals sites (excluding dormant sites) and associated infrastructure that supports the supply of minerals in the County will be safeguarded against development that would unnecessarily sterilise the sites and infrastructure or prejudice or jeopardise their use by creating incompatible land uses nearby.”

4.5.8 Both Policy M11 and Policy M12 include a number of exemptions, confirming that the policies do not apply to householder development, alterations to existing buildings and change of use of existing development, advertisement consent, listed building consent, reserved matters applications, prior notifications, certificates of lawfulness and applications for tree works.

Site Locations (December 2017)

4.5.9 The Site Locations document (Ref 10) includes specific proposals for the provision of land for mineral and waste development. Sites are allocated following a comprehensive process of site assessment and selection. The relevant policies are set out below.

4.5.10 Policy SL1 'Mineral Site Allocations' seeks to identify sufficient sites to meet the requirements for a steady and adequate supply of sand and gravel provision in accordance with the Core Strategy. It sets out that "*A steady and adequate supply of sand and gravel for aggregate purposes, in accordance with Policy M2 of the Core Strategy and Development Management Policies document, will be provided through... the continued provision of sand and gravel from the remaining permitted reserves Norton Bottoms Quarry Norton Disney Quarry ... Swinderby Airfield Quarry*".

4.5.11 Policy SL2 'Safeguarding Mineral Allocations' seeks to ensure that sites allocated in Policy SL1 as extensions to existing quarries or new sand and gravel quarries will be safeguarded in order to meet the requirement for a steady and adequate supply of sand and gravel provision. It states that "*allocated sites, as set out in Policy SL1, including an area of 250 metres surrounding each site, will be safeguarded against development that would unnecessarily sterilise the sites or prejudice or jeopardise their use by creating incompatible land uses nearby.*"

Draft Lincolnshire Minerals and Waste Local Plan: Regulation 18 – Preferred Approach (July 2024)

4.5.12 The Preferred Approach document (Ref 15) was published for public consultation on 30 July 2024. The Preferred Approach was informed by an earlier consultation on Issues and Options in July 2022, and it is anticipated that the new Plan following further consultation will be adopted in winter 2026. It should be noted that given this is an emerging plan at an early stage, the draft policies in the Preferred Approach carry very little weight.

4.5.13 Draft Policy SM15 (currently Policy M11) 'Safeguarding of Mineral Resources' seeks to safeguard deposits of sand and gravel, blown sand and limestone that are of current or future economic importance. Draft Policy SM15 has been amended to remove the reference to stone for use in projects connected to Lincoln Cathedral/Lincoln Castle and remove the reference to chalk reserves. Criteria used to assess and determine applications and the requirement for Minerals Assessment has been updated, and the list of exemptions has been expanded. It states:

"Sand and gravel, blown sand and limestone resources that are considered to be of current or future economic importance within the Minerals Safeguarding Areas shown on the Policies Map, will be protected from permanent sterilisation by other development.

Planning permission will be granted for development within a Minerals Safeguarding Area provided that it would not sterilise mineral resources within the Minerals Safeguarding Areas or prevent future minerals extraction on neighbouring land. Where this cannot be demonstrated, the applicant must demonstrate to the Mineral Planning Authority that prior extraction of the mineral would be impractical, and in any case:

- i. *The development is of a temporary nature and will be completed and the site restored to a condition that does not inhibit extraction within the timescale that the mineral is likely to be needed; or*
- ii. *There is an overriding need for the development and the development could not reasonably be sited elsewhere; or*
- iii. *The development would have a negligible impact with respect to sterilising the mineral resource.*

Applications for non-minerals development in a Minerals Safeguarding Area must be accompanied by a Minerals Resources Assessment, unless demonstrated by the applicant, to the satisfaction of the Mineral Planning Authority, that it is disproportionate to do so.”*

4.5.14 Draft Policy SM16 ‘Safeguarding of Existing and Allocated Mineral Sites and Associated Minerals Infrastructure’ seeks to safeguard minerals sites and their associated infrastructure in order that the supply of minerals is not interrupted. Draft Policy DM16 has been amended to clarify that the policy relates to both existing and allocated sites and associated infrastructure. In addition, the list of exemptions to the policy has been expanded. It states:

“Existing and allocated mineral sites and associated mineral sites (excluding dormant sites) and associated infrastructure that supports the supply of minerals in the County will be safeguarded against development that would unnecessarily sterilise the sites and infrastructure or prejudice or jeopardise their use by creating incompatible land use nearby.”

4.5.15 To provide a more practical and efficient approach to safeguarding mineral resources, both Draft Policy SM15 and Draft Policy SM16 include a wider number of exemptions. The policy does not apply to applications on land allocated in the Development Plan for proposed non-mineral development purposes, householder development, alterations to existing buildings and change of use of existing development, advertisement consent, listed building consent, reserved matters applications, prior notifications, certificates of lawfulness, applications for tree works and applications on land associated with existing agricultural, forestry, horticultural and equine related uses.

Lincolnshire Local Aggregate Assessment (reporting 2022 data) July 2023

4.5.16 The NPPF (amended 2024) requires minerals planning authorities to plan for a steady and adequate supply of aggregates by providing an annual Local Aggregate Assessment (LAA). The latest Lincolnshire LAA (Ref 16) states that with a combination of current and allocated sites and planning applications to be determined, there should be sufficient sand and gravel resources to last beyond the Lincolnshire Minerals and Waste Local Plan period.

4.5.17 For limestone, the LAA (Ref 16) states that mineral reserves should last beyond the period of the Lincolnshire Minerals and Waste Local Plan, and therefore no sites are allocated in the Site Locations document (Ref 10).

5. Assessment of the Proposed Development Against Planning Policy

5.1.1 In determining an application for development consent, the Secretary of State must have regard to NPS EN-1 (Ref 1). In addition, the Secretary of State may consider local planning policies that they consider to be important and relevant. This section therefore presents an assessment of the Proposed Development against NPS EN-1 and the relevant policies of the Lincolnshire Minerals and Waste Local Plan (Ref 9).

5.2 Overarching National Policy Statement for Energy (EN-1)

5.2.1 With regards to mineral safeguarding, paragraph 5.11.19 of NPS EN-1 (Ref 1) states that applicants should safeguard any mineral resources on the proposed site as far as possible, taking into account the long-term potential of the land use after any future decommissioning has taken place. Paragraph 5.11.21 (Ref 1) further adds that the decision maker should ensure that appropriate mitigation measures have been put in place to safeguard mineral resources in the event that a proposed development has an impact on an MSA.

5.2.2 The Proposed Development is a long-term, reversible development, in operation for a period of 60 years before it is decommissioned and the land returned to its original use. Given the reversible nature of the Proposed Development, there will be no sterilisation of the mineral resource in the long term for future generations.

5.3 National Planning Policy Framework

5.3.1 The NPPF (Ref 13) provides that Local Planning Authorities should not permit development in Mineral Safeguarding Areas if it might constrain potential future use for mineral working. As set out above, the Proposed Development is a long-term, reversible development, in operation for a period of 60 years before it is decommissioned and the land restored to its original use. Therefore, the Proposed Development will not constrain the potential future use of the land for mineral working.

5.4 Lincolnshire Minerals and Waste Local Plan: Core Strategy and Development Management Policies (June 2016)

Policy DM1 – Presumption in favour of sustainable development

5.4.1 With regards to Policy DM1 (Ref 10), the presumption in favour of sustainable development is noted. Large-scale solar generation is essential to support the urgent decarbonisation of the UK's electricity sector. It is also important not only to reduce power-related carbon emissions, but also to provide a timely next step contribution to a future generation portfolio which is capable of supporting the electrification and therefore decarbonisation of transport, heat and industrial demand. There is an urgent need for low carbon generation, and NPS EN-1 (Ref 1) identifies solar as a critical national priority which should be progressed as quickly as possible. The need for the Proposed Development is summarised in **Section 2.2** of this Report and set out in detail in **The Statement of Need [EN010154/APP/7.1]** and **Planning Statement [EN010154/APP/7.2]**.

Policy M11 – Safeguarding of Mineral Resources

5.4.2 Policy M11 (Ref 10) seeks to protect the sand and gravel and limestone resource in Lincolnshire from permanent sterilisation by incompatible development, such as housing. The Core Strategy and Development Management Policies Plan states at paragraph 5.81 that the main purpose of the MSA is to protect a mineral resource for the long term for future generations. Some development types are exempt from Policy M11, however this does not include an exemption for development types such as the Proposed Development.

5.4.3 The Proposed Development is a long-term, reversible development, proposed to be in operation for a period of 60 years before it is decommissioned and the land restored to its original use. Given the reversible nature of the Proposed Development, there will be no permanent sterilisation of the mineral resource, and the ability of future generations to extract the resource over the long term will not be compromised. This is further supported by the Lincolnshire LAA (Ref 16) which demonstrates that with a combination of current and allocated sites and planning applications to be determined, there should be sufficient sand and gravel and limestone resources to last beyond the Lincolnshire Minerals and Waste Local Plan period. The latest survey data (Ref 17) shows that the permitted reserves of sand and gravel in Lincolnshire at the end of 2023 totalled 20.57 million tonnes (mt) with an additional 6.28mt pending determination, and 14.04mt of permitted reserves for limestone for aggregate purposes. The LAA also states that "*the majority of sand and gravel sites in the county have no planning restrictions on production levels. Consequently, should any site close, there are other sites that can step up production to compensate*". For the connecting cables, whilst one option currently is to retain these in situ, should a future proposal to extract mineral in this area come

forward they could be removed by opening up the ground at regular intervals and pulling the cable through to the extraction point, if required. It should be noted that the proposed cabling corridor route within the Limestone MSA generally follows the route of existing above ground electric power cables, thus are within areas that are already potentially sterilised.

5.4.4 Policy M11 states that applications for non-minerals development in a Minerals Safeguarding Area must be accompanied by a Minerals Assessment, this Report satisfies this requirement.

5.4.5 Policy M11 also states that planning permission would be granted for development in a MSA provided it did not sterilise mineral resources for future extraction. The Proposed Development will temporarily sterilise mineral resources for the period that it is in operation. As such the criteria in Policy M11 are addressed below.

- Prior extraction of the mineral would be impracticable, and the development could not reasonably be sited elsewhere* – If prior extraction of the mineral were to be undertaken, this could delay the start of construction of the Proposed Development, depending on the amount of mineral that is required to be extracted. The urgent need for and the status of the Proposed Development as critical national priority is established in NPS EN-1. A site selection process has been undertaken and reported in the **Planning Statement Appendix A: Site Selection Report [EN010154/APP/7.2]**, based on the point of connection being at the proposed National Grid substation near Navenby. Alternatives have been considered, however, the location of the Proposed Development takes into account a range of environmental, planning and access factors, including liaison with landowners. It is therefore considered that the Proposed Development could not be reasonably sited elsewhere. Furthermore, review of geological maps and borehole information (see **Sections 3.4** and **3.5**) indicate that the presence of economically viable deposits of Sand and Gravel within the Site are negligible to limited. Therefore, the available information indicates that it is unlikely that an economic proposal to extract mineral from within the Site Boundary would be expected. If prior extraction was undertaken, any resultant mineral void would need to be backfilled with appropriate inert material (either natural/virgin or reclaimed waste material) to provide a suitable area for the Site infrastructure. If the former was required to be imported, then the cost of this material would need to be off-set against the costs of extraction. If the latter, then an Environment Agency (EA) waste recovery permit would need to be applied for (or suitable alternative approach) and approved before restoration could commence. Both of these would delay the development and also potentially affect its economic viability.
- The incompatible development is of a temporary nature and can be completed and restored to a condition that does not inhibit extraction within the timescale that the mineral is likely to be needed* – The Proposed Development will be operational for a period of 60 years, therefore is temporary in nature in this sense. Land in the Principal Site will be returned to its original use, and the connection cables have the option to remain in

situ or be removed. Therefore, the Proposed Development is temporary in nature and land would be restored to a condition that does not inhibit extraction of the mineral resource, long term but reversible. In terms of timescales, the Lincolnshire LAA (Ref 16) demonstrates that there should be sufficient sand and gravel and limestone resources to last beyond the Lincolnshire Minerals and Waste Local Plan period.

- c. *There is an overriding need for the development to meet local economic needs, and the development could not reasonably be sited elsewhere* – The urgent need for low carbon generation is established in NPS EN-1 (Ref 1) which identifies solar as a critical national priority. Given that NPS EN-1 states that the need case for infrastructure that is critical national priority outweighs the residual effects, and there is a need for the use of renewable sources of electricity to decarbonise the electricity supply both locally and nationally, it is established that there is an overriding need for the Proposed Development. The point about siting the Proposed Development elsewhere is addressed in paragraph a. above.
- d. *The development is of a minor nature which would have a negligible impact with respect to sterilising the mineral resource* – Whilst the Proposed Development is not minor in nature, being a Nationally Significant Infrastructure Project, it has a negligible impact on the mineral resource as it would be operational for a temporary period and the land will be returned to its original use after 60 years. In addition, the extent to which there are viable Sand and Gravel deposits within the Site Boundary are limited. Also the indicative Grid Connection Cable trench dimensions are: 0.8–1.2m depth and 1.2–5m wide depending on the number of cable circuits within the trench, thus the area of potential sterilisation would be negligible.
- e. *The development is, or forms part of, an allocation in the Development Plan* – The Proposed Development does not form part of the Development Plan, however, as noted above there is an urgent need for low carbon generation, established in NPS EN-1 (Ref 1).

5.4.6 The thrust of Draft Policy SM15 'Safeguarding of Mineral Resources' of the emerging Lincolnshire Minerals and Waste Local Plan (Ref 10) is the same as Policy M11. The amendments to the policy are noted, however they do not materially alter how the policy applies to the Proposed Development. Therefore, to avoid repetition, the points made above in relation to Policy M11, also apply to Draft Policy SM15.

5.4.7 In summary, the Proposed Development complies with Policy M11 as there would be no permanent above ground infrastructure within previously undisturbed land under either Principal Site or in the Cable Corridor and the extent to which there are viable Sand and Gravel deposits within the proposed Site area are limited. Given the large landbank of sand and gravel and limestone in Lincolnshire, this will not inhibit extraction within the timescale that the mineral is likely to be needed and will ultimately have a negligible impact on sterilising the mineral resource.

Policy M12 – Safeguarding of Existing Mineral Sites and Associated Infrastructure

5.4.8 Policy M12 (Ref 10) seeks to protect sites that are already in use for the production of minerals. There are three existing minerals sites, Whisby Quarry, Swinderby Airfield, and Norton Bottoms Quarry, located outside of the Site Boundary, shown on **Figure 1** in Annex A of this Report. Given the Proposed Development does not encroach into these sites and is located more than 300m from Whisby Quarry and Swinderby Airfield and 1,700m from Norton Bottoms Quarry, it would not unnecessarily sterilise them or prejudice or jeopardise their use by creating incompatible land uses, such as housing, nearby. Furthermore, the Proposed Development would not impact the ability of the sites to operate or extend in the future as anticipated by the Lincolnshire Minerals and Waste Local Plan. A further former minerals site, Harmston limestone quarry, is recorded as inactive and the site is not expected to recommence limestone extraction.

5.4.9 The thrust of Draft Policy SM16 ‘Safeguarding of Existing and Allocated Mineral Sites and Associated Minerals Infrastructure’ of the emerging Lincolnshire Minerals and Waste Local Plan (Ref 9) is the same as Policy M12. The amendments to the policy are noted, however they do not materially alter how the policy applies to the Proposed Development. Therefore, to avoid repetition, the points made above in relation to Policy M12, also apply to Draft Policy SM16.

Policy SL1 – Mineral Site Allocations

5.4.10 Policy SL1 (Ref 9) establishes that the supply of sand and gravel will be provided through continued provision at a number of allocated sites, including Whisby Quarry, Norton Bottoms Quarry and Swinderby Airfield, as well as through future extension of both these sites. As demonstrated above, the Proposed Development will not impact the ability of the sites at Whisby Quarry, Norton Bottoms Quarry and Swinderby Airfield to operate or extend in the future as anticipated by the Lincolnshire Minerals and Waste Local Plan.

Policy SL2 – Safeguarding Mineral Allocations

5.4.11 Policy SL2 (Ref 9) seeks to safeguard allocated sites, included an area of 250m surrounding each site, against development that would unnecessarily sterilise the sites or prejudice or jeopardise their use by creating incompatible land uses nearby. There are a number of exemptions to the policy, which do not include development, such as the Proposed Development. However, the Proposed Development does not encroach into the safeguarding areas for Whisby Quarry, Norton Bottoms Quarry and Swinderby Airfield, as shown on **Figure 1** in Annex A of this Report, therefore it would not sterilise the sites or prejudice or jeopardise their use.

6. Conclusion

- 6.1.1 There is an urgent need for low carbon generation, and NPS EN-1 (Ref 1) identifies solar development as a critical national priority which should be progressed as quickly as possible.
- 6.1.2 The Proposed Development is partially located within MSAs for sand and gravel and limestone and is located close to sand and gravel minerals sites at Whisby Quarry, Swinderby Airfield and Norton Bottoms Quarry (see **Figure 1** in Annex A of this Report).
- 6.1.3 The Proposed Development is a long term, reversible development, in operation for a period of 60 years before it is decommissioned and the land returned to its original use. Given the reversible nature of the Proposed Development, there will be no permanent sterilisation of the mineral resource, and the ability of future generations to extract the resource over the long term will not be compromised.
- 6.1.4 Furthermore, given the large landbank of sand and gravel and limestone in Lincolnshire, the Proposed Development will not inhibit extraction within the timescale that the mineral is likely to be needed and will ultimately have a negligible impact on sterilising the mineral resource.
- 6.1.5 There are a number of locations where the thickness of the mineral is negligible or limited where extraction would not be economical. The land take for the Grid Connection Cable is small, and thus the area of potential sterilisation would be negligible.
- 6.1.6 In conclusion, it is considered that the Proposed Development satisfies Policies M11, M12, SL1 and SL2 of the Lincolnshire Minerals and Waste Local Plan (Ref 9 and paragraphs 5.11.19 and 5.11.28 of NPS EN-1 (Ref 1), as demonstrated in **Section 5** of this Report.

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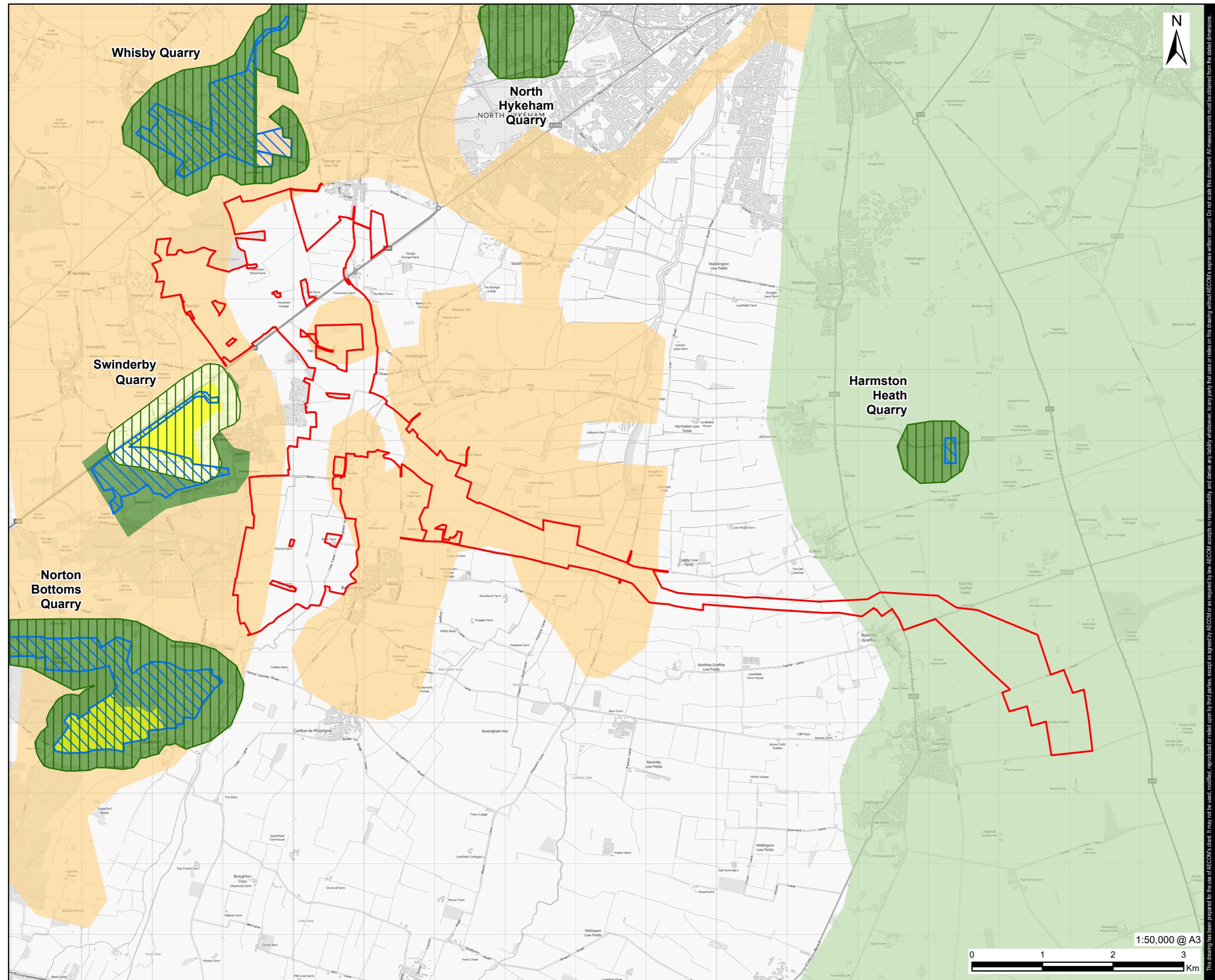
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Annex A Figures

Figure 1 – Existing Minerals Sites and Site Allocations

Figure 2 – Geology

Figure 3 – BGS Borehole Locations



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LEGEND

- DCO Site Boundary
- Minerals Safeguarding Area
- Allocated Minerals Site
- Existing Minerals Site
- Site Specific Minerals Safeguarding Site
- Limestone Mineral Safeguarding Area
- Sand and Gravel Minerals Safeguarding Area
- Site Specific Safeguarding Area
- Site Specific Minerals Safeguarding Area
- Area; Site Specific Minerals Safeguarding Area

NOTES

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Mineral Constraint data digitised from Lincolnshire County Council

LEGISLATION

Regulation 5(2)(a) Infrastructure Planning (Applications: Prescribed Forms and Procedure) Regulations 2009.

ISSUE PURPOSE

Mineral Safeguarding Assessment

FIGURE TITLE

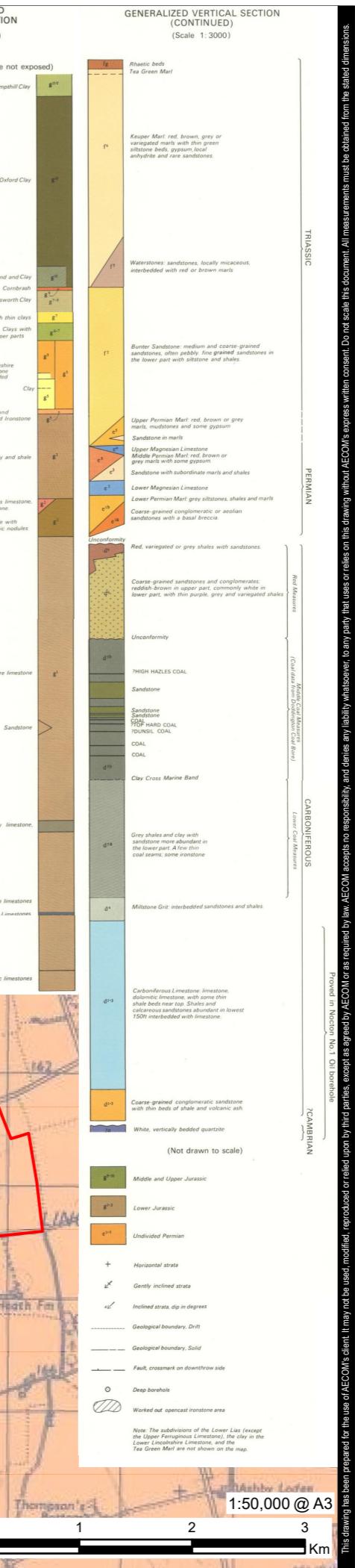
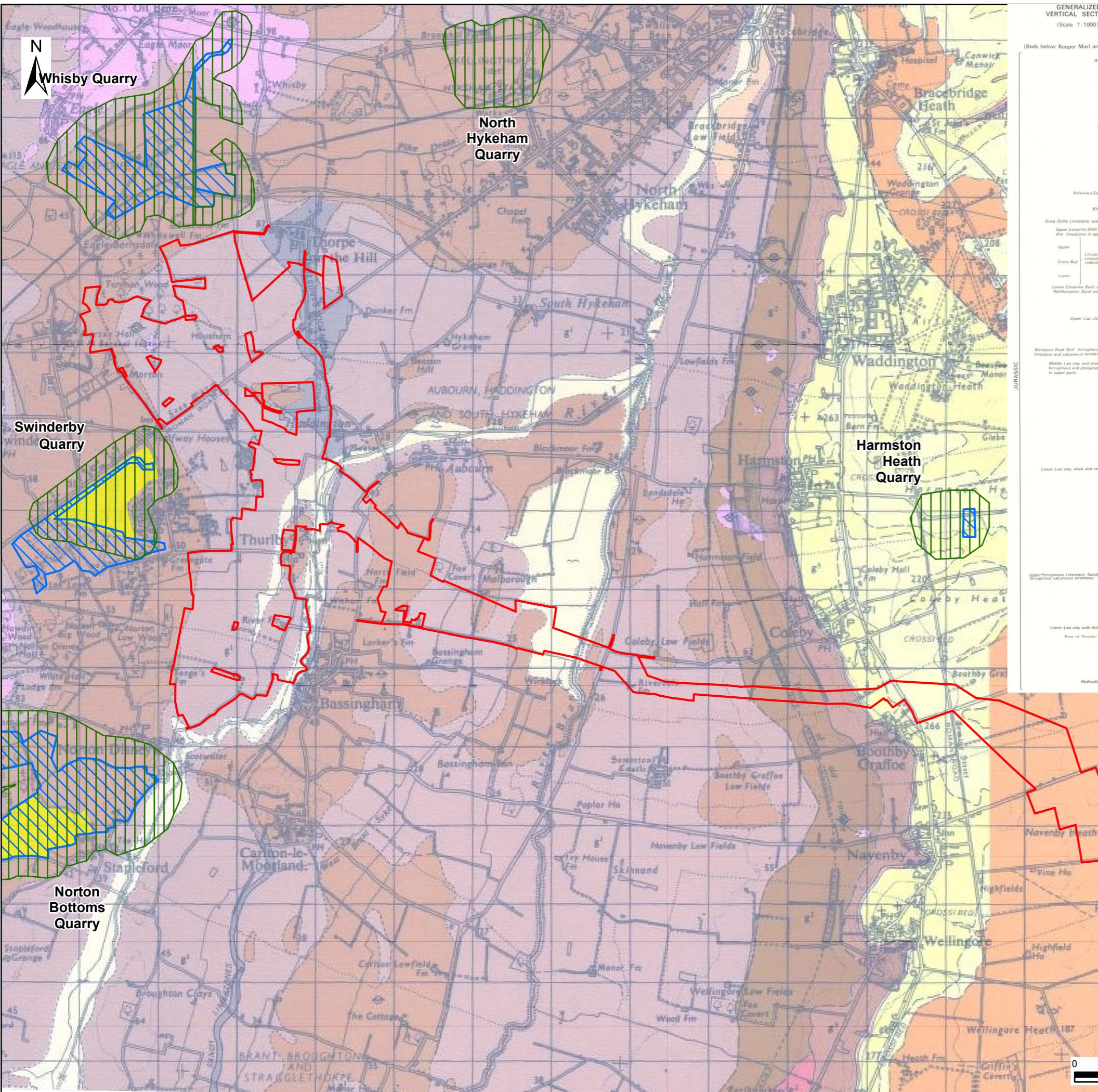
Existing Mineral Sites and Site Allocations

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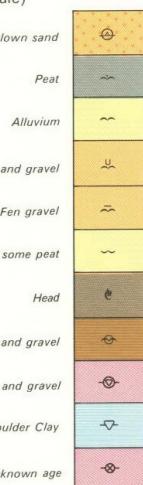
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LEGEND

- DCO Site Boundary
- Allocated Minerals Site
- Existing Minerals Site
- Site Specific Minerals Safeguarding Site

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NOTES

Mineral Constraint data digitised from Lincolnshire County Council. Geology Basemap provided by BGS

LEGISLATION

REGULATION

ISSUE PURPOSE

Mineral Safeguarding Assessment

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FIGURE 1

2020 年度第 1 回定期評議會

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