



NOTICE OF MEETING

CABINET MEMBER FOR PLANNING, REGENERATION & ECONOMIC DEVELOPMENT

TUESDAY, 26 FEBRUARY 2019 AT 4.00 PM

THE EXECUTIVE MEETING ROOM - THIRD FLOOR, THE GUILDHALL

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If any member of the public wishing to attend the meeting has access requirements, please notify the contact named above.

CABINET MEMBER FOR PLANNING, REGENERATION & ECONOMIC DEVELOPMENT

Decision maker -

Councillor Ben Dowling (Liberal Democrat)

Group Spokespersons

Councillor Donna Jones, Conservative

Councillor Judith Smyth, Labour

(NB This Agenda should be retained for future reference with the minutes of this meeting.)

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AGENDA

- 1 Apologies for Absence**
- 2 Declarations of Members' Interests**
- 3 Hampshire Minerals and Waste Plan - Review (Pages 3 - 126)**

The purpose of the report is to ask the Cabinet Member to consider the report

on the review of the Hampshire Minerals and Waste Plan (HMWP) and endorse the decision not to review the HMWP at this time, as per the Council's statutory responsibilities as a minerals and waste planning authority.

RECOMMENDED that the Cabinet Member for Planning, Regeneration and Economic Development:

- (1) Agrees that a review of the Hampshire Minerals and Waste Plan is not necessary at this time, as per the recommendations of Hampshire Minerals and Waste Plan Review report (attached in Appendix 2 and summarised in this report).**
- (2) Recommends that this decision is reported for future consideration by Full Council in accordance with the requirements of sections 15(8) and 16 of the Planning and Compulsory Purchase Act 2004 and National Practice Guidance on plan making.**

4 Note exercise of SO 58 in relation to a building dispute

The Cabinet Member for PRED is asked to note the following -

An urgent PRED decision was taken on 12 December 2018, with regard to a building dispute. This decision was taken through the Chief Executive agreeing to exercise his powers in accordance and compliance with Standing Order 58 of the Council's procedure rules .

The matter concerned a requirement to settle a claim in mediation to avoid the risk of unnecessary and protracted litigation with associated costs. It was anticipated that the final payment figure would be beyond the delegated authority to the City Solicitor to settle a claim - which at the time was £50,000.

A differential payment of £75,000 was required which necessitated the exercise of Standing Order 58.

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Title of meeting:	Cabinet Member for Planning, Regeneration and Economic Development
Date of meeting:	26 th February 2019
Subject:	Review of the Hampshire Minerals and Waste Plan
Report by:	Assistant Director of City Development, Regeneration
Wards affected:	All
Key decision:	Yes
Full Council decision:	Yes

1. Purpose of report

- 1.1. To consider the report on the review of the Hampshire Minerals and Waste Plan (HMWP) and endorse the decision to not to review the HMWP at this time, as per the Council's statutory responsibilities as a minerals and waste planning authority.

2. Recommendations

- 2.1 It is recommended that the Cabinet Member for Planning, Regeneration and Economic Development:
 - Agrees that a review of the Hampshire Minerals and Waste Plan is not necessary at this time, as per the recommendations of Hampshire Minerals and Waste Plan Review report (attached in Appendix 2 and summarised in this report).
 - Recommends that this decision is reported for future consideration by Full Council, in accordance with the requirements of sections 15(8) and 16 of the Planning and Compulsory Purchase Act 2004 and National Planning Practice Guidance on plan making.

3. Background

Introduction

- 3.1 Portsmouth City Council, as a minerals and waste planning authority, has a statutory duty to prepare a Local Plan to guide the need for, and locations of, minerals and waste management development. The Council has worked jointly on minerals and waste matters with Hampshire County Council, Southampton City Council, New Forest National Park Authority and the South Downs National Park Authority ('the Hampshire authorities') over many years; culminating in the adoption of the *Hampshire Minerals and Waste Plan* in October 2013.

- 3.2 The HMWP (2013) covers the period up to 2030 and the geographical areas of the Hampshire authorities; it forms part of the Development Plan for Portsmouth alongside the Portsmouth Local Plan. The HMWP seeks to ensure the Plan area has the right development to maintain a reliable and timely supply of minerals and efficient management of Hampshire's waste, whilst protecting the environment and communities. It contains policies to enable minerals and waste decision-making as well as minerals and waste site allocations (for rail depots, wharves, quarries and landfill sites).
- 3.3 Portsmouth contains a small number of safeguarded minerals and waste processing and transfer facilities, an Energy from Waste facility, a mineral importation wharf and an identified future, potential site for an importation wharf at the HM Naval Base, as well as some safeguarded mineral resource areas. The HMWP seeks to protect these assets from replacement, encroachment or sterilisation by alternative development. There are no site allocations for new minerals and waste development within the City Council area, with the exception of the potential wharf at the Naval Base should be site become available. Portsmouth heavily relies on the wider provision in the county (as well as nationally) to be able to meet its growth needs.

Review of the Plan

- 3.4 Although the HMWP covers development needs up to 2030, it is recommended to undertake reviews to ensure that Local Plan policies remain up-to-date and effective. The revised *National Planning Policy Framework* (NPPF) published in July 2018, and accompanying *National Planning Policy Guidance* (NPPG) updated on 13 September 2018, clarifies that a review should be undertaken within five years of adoption. Local planning authorities must complete a review and decide either:
- that their policies do not need updating, and publish the reasons for this decision; or
 - that one or more policies do need updating, and update their Local Development Scheme to set out the timetable for this revision.
- 3.5 Hampshire County Council (HCC) undertook an initial review to consider whether the HMWP is still in-line with national planning policy and remains effective in the delivery of the Plan's objectives (See Appendix 2 for a copy of the report). Each of the HMWP's 34 policies were considered and given a RAG (Red, Amber, Green) monitoring status with a summary of what actions, if any, may be required for a more extensive review and revision to the Plan policies. The effectiveness of the HMWP policies has also been reviewed through Monitoring Reports on an annual basis since the adoption of the Plan, and since 2014, complemented by Local Area Aggregates Assessments (LAAs). The LAA sets out detailed monitoring of the demand and supply of construction aggregates across the Plan area.

- 3.6 Officers from Portsmouth City Council and the partner authorities have jointly considered the outcomes and recommendations of the report. The key issues arising from the initial review are outlined below:

Shortages in permitted mineral reserves

- 3.7 HMWP Policy 20, in-line with national policy, seeks to maintain a landbank of 7 years of permitted reserves of sand and gravel (construction aggregate). Monitoring found that provision had fallen below the 7-year landbank (due to a shortage in permitted soft sand reserves). However, HCC confirm that there are planning applications in the pipeline plus on-going discussions with New Forest and Eastleigh councils regarding prior extraction opportunities at their housing allocation sites. The report therefore concluded that the current landbank shortage is more due to delays in progressing these applications rather than a lack of potential supply.
- 3.8 Similarly, the permitted reserves of silica sand (Policy 21) and clay for brick-making (Policy 22) are currently not meeting their respective 10-year and 25-year targets. Again it is thought that the existing policies would not preclude further development proposals from coming forward and receiving support where a shortfall in supply is identified.

Declining recycling rates and shortage in landfill capacity

- 3.9 HMWP Policy 25: Sustainable Waste Management, seeks to make provision for the management of non-hazardous waste arisings based on the expectation of achieving 60% recycling and 95% diversion from landfill by 2020. Monitoring of the policy concluded that the recycling of non-hazardous wastes has declined since 2014/15, and fell below 50% in 2016. However, it is important to note that while increased recycling rates are the overall aim, the provisions of Policy 25 actually relate to waste management capacity, as this is what the Waste Planning Authority (WPA) can influence¹. The approach is supplemented by Policy 27: Capacity for Waste Management Development, which sets out the required provisions for managing particular waste streams. In this case monitoring found that sufficient capacity has been delivered within the plan period to date, albeit more focused on recovery than recycling. The types of waste management provision coming forward are market driven, which is not something that the WPAs can influence. The required capacity levels in Policy 27 are also the minimum targets.
- 3.10 The need for landfill capacity is considered by Policy 32: Non-Hazardous Waste Landfill, which supports landfill development to enable the necessary capacity to deal with Hampshire's residual waste to 2030; whilst the majority (93%) of household waste is diverted from landfill, the remaining amount needs to be landfilled. Monitoring of the policy suggests that the remaining landfill capacity in 2018 will be less than two years, falling below the policy threshold of four years. There is some uncertainty over potential delivery at HMWP's identified sites for

¹Campaigns to change behaviour of local residents to increase recycling rates have been put in place by the partner authorities and although these are hoped to influence the level of recycling, these are not directly spatial planning issues.

landfilling following one early closure and unknown quarry restoration (backfilling) plans for a reserve site. However, the shortage of non-hazardous landfill capacity is recognised as a regional issue and is being addressed by Waste Planning Authorities (WPAs) through the creation of a Position Statements and Statements of Common Ground. Additional provision for landfill could potentially be met elsewhere in the region.

- 3.11 Overall the report concluded that waste forecasts have been relatively accurate and additional capacity is coming available, albeit focused more on recovery than recycling.

Other considerations

- 3.12 The report also recognised that there are currently a number of uncertainties which may have an impact on future minerals and waste supply and capacity requirements, including:
- China's recent ban on imported plastics; the UK exports almost two-thirds of its waste to China, and waste management companies lack the capacity in the UK to dispose of recyclable materials appropriately.
 - Britain's exit from the European Union; there are significant mineral and waste movements between Britain and Europe and any future alterations could impact local supply.
 - The impacts of the Government's drive to boost the housing market on construction aggregate demand; timescales and quantities can be difficult to define.
 - The outcomes of evidence studies from neighbouring authorities' Local Plans, particular with regards to soft sand provision.

Review conclusion and next steps

- 3.13 The recommendation of the initial review is that the HMWLP does not require review at this time. It was considered that the effectiveness of the HMWLP should be reviewed again in the near future to test whether the delays in decision-making can be overcome, and if the additional allocations are submitted for planning permission as expected.
- 3.14 It is therefore proposed to review the HMWP in 2020 to determine the effectiveness of the policies, as per national planning policy, and whether there is a need to amend the site allocations. During this period a clearer understanding may emerge around the key issues expected to impact capacity and demand.
- 3.15 On behalf of the partners, officers from Hampshire County Council will continue to attend regular regional meetings with officers from across the South East to address minerals and waste issues with cross-boundary implications and availability and capacity of resources across the region. Some of the key issues raised by the initial review of the Hampshire Minerals and Waste Plan are being considered on a regional basis, including the identified shortage of landfill capacity and soft sand reserves.

- 3.16 The conclusions of the draft report, and robustness of the proposed approach with regard to the recently updated national planning policy guidance, have been discussed at two officer level meetings attended by the Hampshire authorities (28th June and 3rd October 2018); the conclusions of the review were informally agreed (subject to member approval) and considered to be sound at that time.
- 3.17 Rather than halting all work on the HMWP for the next two years, discussions on minerals and waste matters in the Plan area will continue to be on-going. A Stakeholder Workshop will take place in 2019 to investigate the issues raised within the initial Review, and how the trends within minerals supply and sustainable waste management provision are developing. As soft sand studies are currently being undertaken neighbouring areas, including West Sussex and West Berkshire, it is hoped that the timing of the workshop can be arranged to allow the findings of these studies to be fed into the discussion.
- 3.18 It is proposed to update the HMWP Local Development Scheme to reflect the commitment to a future review in 2020 and to schedule in the 2019 Stakeholder event

4. Reasons for recommendations

Recommendations:

- **Agrees that a review of the Hampshire Minerals and Waste Plan is not necessary at this time.**
- **Recommends that this decision is reported for future consideration by Full Council.**

- 4.1 The initial review of the HMWP (attached in Appendix 1) concluded that the Plan is considered effective at this time; proposals are expected to come forward to address some identified shortfalls in supply, and the policies are thought to be sufficiently flexible to enable minerals and waste development where required.
- 4.2 Reviewing the HMWP in two years' time would allow time for a number of uncertainties affecting market conditions to be realised and for further discussion with neighbouring authorities on issues affecting the wider region.
- 4.3 The partnership authorities are, informally, in agreement on the recommendations of the report.

5. Equality impact assessment

- 5.1 No issues arising. The decision to not review the HMWLP at this time isn't anticipated to impact on the protected characteristics under the Equality Act 2010. The HMWP 2013 was subject to equality impact assessment throughout its preparation.

6. Legal implications

- 6.1 This review complies with Portsmouth City Council's obligation to conduct a review of the Minerals and Waste Plan for the Portsmouth in accordance with sections 15(8) and 16 of the Planning and Compulsory Purchase Act 2004. Part 17 of the National Planning Policy Framework envisages that certain criteria are met by a Minerals and Waste Plan but does not recommend a period for such reviews to take place, while the Planning Practice Guidance suggests that such a review should be undertaken every five years².

7. Director of Finance's comments

- 7.1 The adoption of the recommendations in this report will not result in any additional costs being incurred by the Planning Service.

.....
Signed by:

² PPG 'Plan-making' (HCLG, 2018) Paragraph: 042, Ref ID: 61-042-20180913, revision date: 13-09-2018

Appendices:

Appendix 1: 2018 Review of the Hampshire Minerals & Waste Plan (2013)

Background list of documents: Section 100D of the Local Government Act 1972

The following documents disclose facts or matters, which have been relied upon to a material extent by the author in preparing this report:

Title of document	Location
Hampshire Minerals and Waste Plan (2013)	https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan
National Planning Policy Framework (2018)	https://www.gov.uk/government/publications/national-planning-policy-framework--2
National Planning Policy Guidance: Local Plans	https://www.gov.uk/guidance/local-plans--2
Hampshire Authorities (Oct 2012) Hampshire Minerals & Waste Plan Equality Impact Assessment (July 2011-Sept 2012)	http://documents.hants.gov.uk/mineralsandwaste/HMWP134aEqualityImpactAssessment-Submission-revisedOct2012.pdf

The recommendation(s) set out above were approved/ approved as amended/ deferred/ rejected by on

.....
Signed by:

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HAMPSHIRE COUNTY COUNCIL, NEW FOREST NATIONAL PARK AUTHORITY,
PORTSMOUTH CITY COUNCIL, SOUTH DOWNS NATIONAL PARK AUTHORITY &
SOUTHAMPTON CITY COUNCIL

2018 Review of the Hampshire Minerals & Waste Plan (2013)

October 2018



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Executive Summary

Introduction

The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013¹.

The National Planning Policy Framework (2018) requires that Local Plans should be reviewed to assess whether they require updating at least once every five years². A recent update to the Planning Practice Guidance suggests that if a local planning authority decides not to update their policies, they should publish the reasons within 5 years of the adoption date of the plan³.

Having been adopted five years ago, the HMWP is now due a review to assess if the intended outcome (the Vision; *'Protecting the environment, maintaining communities and supporting the economy'*) of land use for minerals and waste development in Hampshire is supported by the correct 'direction of travel' and whether the Plan policies are effective.

Effectiveness of Plan Policies

This section considers each of the 34 policies contained within the HMWP in turn. The trends over the past five years are reviewed based on information set out in the Monitoring Reports which support the HMWP.

A RAG (Red, Amber, Green) Monitoring status is provided for each of the policies and is determined as follows:

Monitoring shows no issues	Green
Monitoring shows some issues to be reviewed	Amber
Monitoring shows issues to be reviewed and may need to be addressed	Red

The summary of the RAG Monitoring status of each of the policies is outlined below.

Summary of Monitoring status

Policy Number & Title	RAG status
Policy 1: Sustainable minerals & waste development	Green

¹ Hampshire Minerals & Waste Plan (2013) -

<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

² National Planning Policy Framework (2018) (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

³ Planning Practice Guidance (Paragraph: 051 Reference ID: 61-051-20180913) (Revision date: 13 09 2018) - <https://www.gov.uk/guidance/plan-making>

Policy 2: Climate change –mitigation and adaptation	Green
Policy 3: Protection of habitats and species	Green
Policy 4: Protection of the designated landscape	Green
Policy 5: Protection of the countryside	Amber
Policy 6: South West Hampshire Green Belt	Green
Policy 7: Conserving the historic environment and heritage assets	Green
Policy 8: Protection of soils	Green
Policy 9: Restoration of minerals and waste sites	Green
Policy 10: Protecting public health, safety and amenity	Green
Policy 11: Flood risk and prevention	Green
Policy 12: Managing traffic	Green
Policy 13: High-quality design of minerals and waste development	Green
Policy 14: Community Benefits	Red
Policy 15: Safeguarding - mineral resources	Amber
Policy 16: Safeguarding – minerals infrastructure	Green
Policy 17: Aggregate supply -capacity and source	Red
Policy 18: Recycled and secondary aggregates development	Amber
Policy 19: Aggregate wharves and rail depots	Red
Policy 20: Local land-won aggregates	Red
Policy 21: Silica sand development	Red
Policy 22: Brick-making clay	Red
Policy 23: Chalk Development	Amber
Policy 24: Oil and gas Development	Green
Policy 25: Sustainable waste management	Amber
Policy 26: Safeguarding – waste infrastructure	Green
Policy 27: Capacity for waste management development	Green
Policy 28: Energy recovery development	Amber
Policy 29: Locations and sites for waste management	Amber
Policy 30: Construction, demolition and excavation waste	Green
Policy 31: Liquid waste and waste water management	Green
Policy 32: Non-hazardous waste landfill	Red
Policy 33: Hazardous and low level waste development	Green
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green

Issues requiring review

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with an Amber 'Monitoring' status).

Consideration is given to the circumstances around the short-term breaches that may have occurred or the potential for an issue to be addressed in the future.

Following the review of the policies, a RAG Review status is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does not need to be updated but should be kept under review.	Amber
Review shows that the policy triggers the need for the Plan to be updated.	Red

The summary of the RAG Review status of each of the policies is outlined below.

Summary of Review status

Policy Number & Title	RAG status
Policy 5: Protection of the countryside	Green
Policy 15: Safeguarding - mineral resources	Green
Policy 18: Recycled and secondary aggregates development	Amber
Policy 23: Chalk Development	Green
Policy 25: Sustainable waste management	Amber
Policy 27: Capacity for waste management development	Amber
Policy 28: Energy recovery development	Green
Policy 29: Locations and sites for waste management	Amber
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green

Issues to be reviewed and may need addressing

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with a Red 'Monitoring' status).

Consideration is given to the circumstances around the breaches that may have occurred or the trends that are suggesting an issue to be addressed in the future.

Following the review of the policies, a RAG Review status is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does not need to be updated but should be kept under review.	Amber
Review shows that the policy triggers the need for the Plan to be updated.	Red

The summary of the RAG Review status of each of the policies is outlined below.

Summary of Review status

Policy Number & Title	RAG status
Policy 14: Community Benefits	Amber
Policy 17: Aggregate supply - capacity and source	Amber
Policy 19: Aggregate wharves and rail depots	Green
Policy 20: Local land-won aggregates	Amber
Policy 21: Silica sand development	Amber
Policy 22: Brick-making clay	Amber
Policy 32: Non-hazardous waste landfill	Green

Policy drivers

There have been a number of Government policy publications and announcements which have an impact on the HMWP policies.

The policy drivers and the policies they impacts are summarised in the Table below.

Summary of Policy Drivers

Policy Driver	HMWP Policy
National Planning Policy Framework (2018)	All policies.
Planning Practice Guidance (2014 onwards)	All policies.
The 25 Year Environment Plan (Feb 2018)	Policies 2 – 6, 9 and 25.
National Planning Policy for Waste (2014)	Policies 25 – 34.
Fixing our broken housing market – Housing White Paper (2017)	Plan-making.
Strategic Environmental Assessment Regulations	Policy 29.
The Town & Country Planning (General Permitted Development) (England) Order 2016	Policy 16 and 26.
Community Infrastructure Levy	Policy 1.
European Court of Justice Ruling (People Over Wind Vs Sweetman)	Plan-making.
Government Oil and Gas Consultations	Policy 24.

Conclusion

This Review concludes that, in 2018 (5 years since adoption), the policies are working effectively to achieve the Vision and there is no requirement to update the HMWP. The reasons for this decision are as follows:

Waste

- In general, the waste forecasts have been relatively accurate.
- Landfill capacity is identified as not meeting the forecasted need. However, Policy 32 allows for additional landfill capacity and there is also reserve capacity.
- The implications of the Britain's exit from the European Union ("Brexit") on the waste industry are unknown at this time.

Minerals

- The landbank and permitted reserves of sand and gravel, silica and brick-making clay are not meeting their required levels. However, review of the mineral supply policies has highlighted that these do not exclude further development proposals to come forward and would be supported where a shortfall in supply is identified. The policies are considered to be flexible and enable development, where required.
- The allocations in the HWMP are coming forward (relatively to the timescales set out in the Plan) as well as unplanned opportunities.
- The landbank is being impacted by a delay in decision-making which is not the result of policy.

It is considered that the effectiveness of the Hampshire Minerals & Waste Plan should be reviewed again in the near future to test whether the delays in decision-making can be over come, the remaining allocations are submitted as applications and the implications of Brexit are better understood.

Review limitations

It is recognised that there are limitations to this Review:

- The monitoring indicators and triggers may not be defined sufficiently.
- There are a number of uncertainties which will have an impact on future capacity requirements such as Brexit.
- The Government's drive to boost the housing market will have an impact on construction aggregates but the timescales and quantities are difficult to define.

Next Steps

The HMWP will be reviewed again in two years (2020) to determine the effectiveness of the policies and whether there is a need to amend the allocations.

A Stakeholder Workshop will be undertaken in 2019 to investigate the issues raised within this Review and how the trends of minerals supply and sustainable waste management provision are developing.

The HMWP Local Development Scheme will be updated to reflect the commitment to a future review in 2020 and Stakeholder event in 2019.

1. Introduction

- 1.1 The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013⁴.
- 1.2 The Plan covers the administrative areas of Hampshire County Council, the unitary authorities of Portsmouth City Council and Southampton City Council, the New Forest National Park Authority and the area of the South Downs National Park Authority within Hampshire (the Hampshire Authorities).
- 1.3 The Plan is based upon the principle of ensuring we have the right developments to maintain a reliable and timely supply of minerals and excellent management of our waste, whilst protecting the environment and our communities. It contains policies to enable minerals and waste decision-making, as well as minerals and waste site allocations (rail depots, land-won sand and gravel quarries, brick-making clay quarries and landfill) which support Hampshire's 'vision and objectives' for minerals and waste development to 2030.
- 1.4 The effectiveness of the policies in the HMWP have been reviewed through Monitoring Reports on an annual basis from 2012/13 to 2016 (please note we latterly changed to calendar year reporting to standardise data collection and make all the data comparable).
- 1.5 The annual Monitoring Reports (MRs) can be viewed here:
<http://www3.hants.gov.uk/mineralsandwaste/pd-facts-and-figures.htm>
- 1.6 The National Planning Policy Framework (2018) requires that Local Plans should be reviewed to assess whether they require updating at least once every five years⁵. A recent update to the Planning Practice Guidance suggests that if a local planning authority decides not to update their policies, they should publish the reasons within 5 years of the adoption date of the plan⁶.
- 1.7 The National Planning Policy Framework (2018) requires that Local Plans should be reviewed to assess whether they require updating at least once every five years⁷. A recent update to the Planning Practice Guidance suggests that if a local planning authority decides not to update their policies, they should publish the reasons within 5 years of the adoption date of the plan⁸.

⁴ Hampshire Minerals & Waste Plan (2013) -

<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

⁵ National Planning Policy Framework (2018) (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

⁶ Planning Practice Guidance (Paragraph: 051 Reference ID: 61-051-20180913) (Revision date:

13 09 2018) - <https://www.gov.uk/guidance/plan-making>

⁷ National Planning Policy Framework (2018) (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf

⁸ Planning Practice Guidance (Paragraph: 051 Reference ID: 61-051-20180913) (Revision date:

13 09 2018) - <https://www.gov.uk/guidance/plan-making>

- 1.8 Having been adopted five years ago, the HMWP is now due a review to assess if the intended outcome (the Vision; '*Protecting the environment, maintaining communities and supporting the economy*') of land use for minerals and waste development in Hampshire is supported by the correct 'direction of travel' and whether the Plan policies are effective.
- 1.9 Elements of national and regional minerals and waste policy have also been under review by Government since the adoption of the HMWP, further indicating that a review now would be timely.
- 1.10 The purpose of this report is therefore to provide a high level review of the effectiveness of the policies of the Plan, provide an assessment on the delivery of allocated sites to date, review and consider what national and regional policy may have an impact on the delivery of the Plan and summarise what actions, if any, may be required for a more extensive review and updating of the Plan policies.

Structure of this review

1.11 This review has a number of sections:

- Section 2: *Effectiveness of Plan Policies (review of MRs)* – outlines the findings of the review of the annual MRs in order to provide information and trends over the past five years against each of the 34 policies within the Plan. A Monitoring RAG (Red, Amber and Green) status is provided for each policy.
- Section 3: *Issues requiring review* – explores the policies that have been found to have an 'Amber' Review status and what the circumstances were in determining this summary. The review of each policy concludes whether an update of the Plan is required and provides a Review RAG status.
- Section 4: *Issues to be reviewed and may need addressing* - explores the policies that have been found to have a 'Red' Monitoring status and what the circumstances were in determining this summary. The review of each policy concludes whether an update of the Plan is required and provides a Review RAG status.
- Section 5: *Policy Change Drivers* – reviews the policy legislation and drivers that have been released since the HWMP was adopted and concludes whether any of these indicate whether an update of the Plan is required.
- Section 6: *Conclusion* – outlines a summary of the findings and a proposed way forward in relation to the need for an update of the HMWP.

2. Effectiveness of Plan Policies (review of Monitoring Reports)

2.1 This section considers each of the 34 policies contained within the HMWP in turn. The policy wording is provided as well as trends over the past five years based on information set out in the MRs. Specifically, this considers the monitoring indicators and triggers for each policy.

2.2 Where relevant to the indicator, contextual information is provided on how the statistics compare to the total number of applications or permissions. In the last 5 years (October 2013 to 10 August 2018):

- Hampshire County Council has processed 193⁹ applications;
- A total¹⁰ of 178 permissions have been granted (37 Minerals / 141 Waste)
- A total of 12 new development sites¹¹ have been permitted (6 Minerals / 6 Waste)

2.3 A RAG (Red, Amber and Green) Monitoring status is provided for each policy and is determined as follows:

Monitoring shows no issues	Green
Monitoring shows some issues to be reviewed	Amber
Monitoring shows issues to be reviewed and may need to be addressed	Red

⁹ Excludes Environmental Impact Assessments

¹⁰ Total = Total of all permissions granted by the Partner Authorities (for SDNPA this only applies to applications within the Plan area).

¹² Minerals & Waste Safeguarding in Hampshire – Supplementary Planning Document (2016) - <http://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

Policy 1: Sustainable minerals and waste development

Policy wording

The Hampshire Authorities will take a positive approach to minerals and waste development that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework (NPPF). Minerals and waste development that accords with policies in this Plan will be approved without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the proposal or the relevant policies are out of date at the time of making the decision, the Hampshire Authorities will grant permission unless material considerations indicate otherwise, taking into account whether:

Any adverse impacts of granting planning permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF taken as a whole; or

Specific policies in that Framework indicate that development should be restricted.

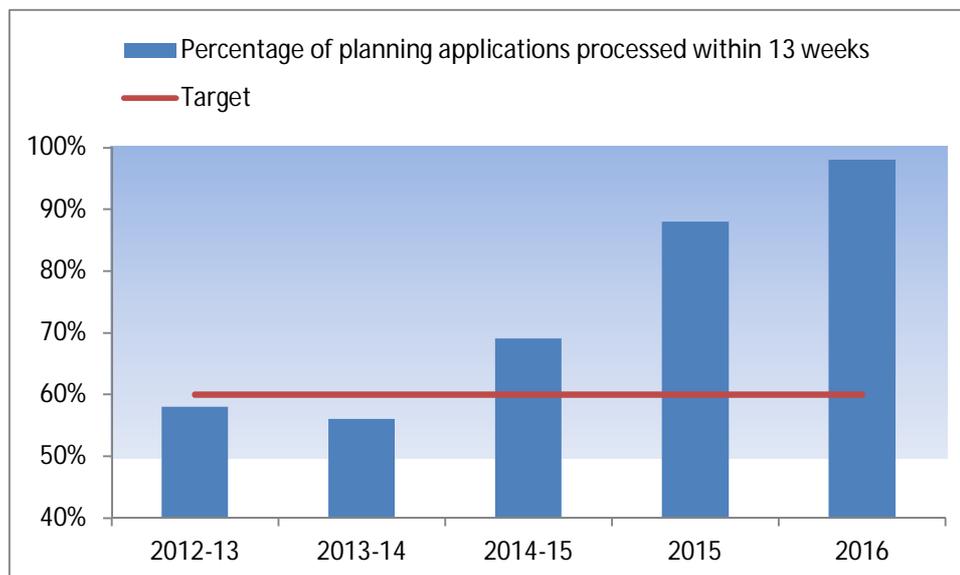
Monitoring indicator

Percentage of Planning Applications processed within 13 weeks

Monitoring trigger (threshold) for policy review

60% of planning applications within 13 weeks

5-year trend for planning applications processed by Hampshire County Council



Over the last five years (October 2013 to August 2018) around 190 minerals and waste applications were processed. This includes 14 in 2013 (post adoption of the Plan in October), 36 in 2014, 34 in 2015, 58 in 2016, 34 in 2017 and 17 until August 2018.

RAG Monitoring status

The number of planning applications processed within 13 weeks (or within an agreed extension of time) has increased over the 5-year period.

Green

Policy 2: Climate change

Policy wording

Minerals and waste development should minimise their impact on the causes of climate change. Where applicable, minerals and waste development should reduce vulnerability and provide resilience to impacts of climate change by:

- a. being located and designed to help reduce greenhouse gas emissions and the more sustainable use of resources; or
- b. developing energy recovery facilities and to facilitate low carbon technologies; and
- c. avoiding areas of vulnerability to climate change and flood risk or otherwise incorporate adaptation measures.

Monitoring indicator

Percentage of planning permissions granted against Environment Agency (EA) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions granted against EA advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against EA advice.

Green

Policy 3: Protection of habitats and species

Policy wording

Minerals and waste development should not have a significant adverse effect on, and where possible, should enhance, restore or create designated or important habitats and species.

The following sites, habitats and species will be protected in accordance with the level of their relative importance:

- a. internationally designated sites including Special Protection Areas, Special Areas of Conservation, Ramsar sites, any sites identified to counteract adverse effects on internationally designated sites, and European Protected Species;
- b. nationally designated sites including Sites of Special Scientific Interest and National Nature Reserves, nationally protected species and Ancient Woodland;
- c. local interest sites including Sites of Importance for Nature Conservation, and Local Nature Reserves;
- d. habitats and species of principal importance in England;
- e. habitats and species identified in the UK Biodiversity Action Plan or Hampshire Authorities' Biodiversity Action Plans.

Development which is likely to have a significant adverse impact upon such sites, habitats and species will only be permitted where it is judged, in proportion to their relative importance, that the merits of the development outweigh any likely environmental damage. Appropriate mitigation and compensation measures will be required where development would cause harm to biodiversity interests.

Monitoring indicator

Planning permissions granted against Natural England (NE) advice (Planning permissions in designated areas)

Monitoring trigger (threshold) for policy review

Number of planning permissions granted within designated sites (SPA / SAC / Ramsar / SSSI etc.) against NE advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against NE advice.

Green

Policy 4: Protection of the designated landscape

Policy wording

Major minerals and waste development will not be permitted in the New Forest or South Downs National Parks, or in the North Wessex Downs, the Cranborne Chase and West Wiltshire Downs, and Chichester Harbour Areas of Outstanding Natural Beauty (AONBs), except in exceptional circumstances. In this respect, consideration will be given to:

- a. the need for the development, including in terms of any national considerations;
- b. the impact of permitting, or refusing the development upon the local economy;
- c. the cost and scope for meeting the need outside the designated area, or meeting the need in some other way; and
- d. whether any detrimental effects on the environment, landscape and / or recreational opportunities can be satisfactorily mitigated.

Minerals and waste development should reflect and where appropriate enhance the character of the surrounding landscape and natural beauty, wildlife and cultural heritage of the designated area.

Minerals and waste development should also be subject to a requirement that it is restored in the event it is no longer needed for minerals and waste uses.

Small-scale waste management facilities for local needs should not be precluded from the National Parks and AONBs, provided that they can be accommodated without undermining the objectives of the designation.

Monitoring indicator

Planning permissions granted against Natural England advice (Planning permissions in designated landscape areas)

Monitoring trigger (threshold) for policy review

Number of planning permissions granted within designated landscape areas (NP / AONB) against NE advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against NE advice.

Green

Policy 5: Protection of the countryside

Minerals and waste development in the open countryside, outside the National Parks and Areas of Outstanding Natural Beauty, will not be permitted unless:

- a. it is a time-limited mineral extraction or related development; or
- b. the nature of the development is related to countryside activities, meets local needs or requires a countryside or isolated location; or
- c. the development provides a suitable reuse of previously developed land, including redundant farm or forestry buildings and their curtilages or hard standings.

Where appropriate and applicable, development in the countryside will be expected to meet highest standards of design, operation and restoration.

Minerals and waste development in the open countryside should be subject to a requirement that it is restored in the event it is no longer required for minerals and waste use.

Monitoring indicator

Planning permissions granted in the countryside contrary to policy AND Restoration conditions in exceptional developments

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the countryside contrary to policy = 0 AND
For exceptional developments, number of planning permissions granted without restoration conditions = 0

5-year trend

Only one planning permission has been granted in the countryside that was contrary to policy over the last five years (2015) [178 total permissions]

RAG Monitoring status

One application has been granted contrary to policy.

Amber

Policy 6: South West Hampshire Green Belt

Policy wording

Within the South West Hampshire Green Belt, minerals and waste developments will be approved provided that they are not inappropriate or that very special circumstances exist.

As far as possible, minerals and waste developments should enhance the beneficial use of the Green Belt.

The highest standards of development, operation and restoration of minerals or waste development will be required.

Monitoring indicator

Planning permissions granted in the Green Belt contrary to policy AND Restoration conditions in exceptional developments

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the Green Belt contrary to policy = 0 AND For exceptional developments, number of planning permissions without restoration conditions = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted contrary to policy.

Green

Policy 7: Conserving the historic environment and heritage assets

Policy wording

Minerals and waste development should protect and, wherever possible, enhance Hampshire's historic environment and heritage assets, both designated and non-designated, including the settings of these sites.

The following assets will be protected in accordance with their relative importance:

- a. scheduled ancient monuments;
- b. listed buildings;
- c. conservation areas;
- d. registered parks and gardens;
- e. registered battlefields;
- f. sites of archaeological importance; and
- g. other locally recognised assets.

Minerals and waste development should preserve or enhance the character or appearance of historical assets unless it is demonstrated that the need for and benefits of the development decisively outweigh these interests.

Monitoring Indicator

Planning permissions against English Heritage (EH) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions against English Heritage (EH) advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against Historic England (formerly English Heritage) advice.

Green

Policy 8: Protection of soils

Policy wording

Minerals and waste development should protect and, wherever possible, enhance soils and should not result in the net loss of best and most versatile agricultural land.

Minerals and waste development should ensure the protection of soils during construction and, when appropriate, recover and enhance soil resources.

Monitoring indicator

Number of planning permissions that result in a net loss of Best & Most Versatile (BMV) agricultural land in Hampshire AND Planning permissions against Natural England (NE) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions that result in a net loss of BMV land in Hampshire > 0
AND Number of planning permissions granted against NE advice = 0

5 year tend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against NE advice or resulted in a loss of BMV land.

Green

Policy 9: Restoration of minerals and waste developments

Policy wording

Temporary minerals and waste development should be restored to beneficial after-uses consistent with the development plan.

Restoration of minerals and waste developments should be in keeping with the character and setting of the local area, and should contribute to the delivery of local objectives for habitats, biodiversity or community use where these are consistent with the development plan.

The restoration of mineral extraction and landfill sites should be phased throughout the life of the development.

Monitoring Indicator

Relevant planning permissions have restoration and aftercare conditions

Monitoring trigger (threshold) for policy review

Number of relevant planning permissions without restoration and aftercare conditions = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No relevant applications have been granted without restoration or aftercare conditions.

Green

Policy 10: Protecting public health, safety and amenity

Policy wording

Minerals and waste development should not cause adverse public health and safety impacts, and unacceptable adverse amenity impacts.

Minerals and waste development should not:

- a. release emissions to the atmosphere, land or water (above appropriate standards);
- b. have an unacceptable impact on human health;
- c. cause unacceptable noise, dust, lighting, vibration or odour;
- d. have an unacceptable visual impact;
- e. potentially endanger aircraft from bird strike and structures;
- f. cause an unacceptable impact on public safety safeguarding zones;
- g. cause an unacceptable impact on:
 - i. tip and quarry slope stability; or
 - ii. differential settlement of quarry backfill and landfill; or
 - iii. subsidence and migration of contaminants;
- h. cause an unacceptable impact on coastal, surface or groundwaters;
- i. cause an unacceptable impact on public strategic infrastructure;
- j. cause an unacceptable cumulative impact arising from the interactions between minerals and waste developments, and between mineral, waste and other forms of development.

The potential cumulative impacts of minerals and waste development and the way they relate to existing developments must be addressed to an acceptable standard.

Monitoring indicator

Planning permissions against Environment Agency (EA) advice AND Planning permissions against Environment Health Officer (EHO) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions granted against EA advice = 0 AND Number of planning permissions granted against EHO advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against EA or EHO advice.

Green

Policy 11: Flood risk and prevention

Policy wording

Minerals and waste development in areas at risk of flooding should:

- a. not result in an increased flood risk elsewhere and, where possible, will reduce flood risk overall;
- b. incorporate flood protection, flood resilience and resistance measures where appropriate to the character and biodiversity of the area and the specific requirements of the site;
- c. have site drainage systems designed to take account of events which exceed the normal design standard;
- d. not increase net surface water run-off; and
- e. if appropriate, incorporate Sustainable Drainage Systems to manage surface water drainage, with whole-life management and maintenance arrangements.

Monitoring indicator

Planning permissions granted against Environment Agency (EA) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions against EA advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against EA advice.

Green

Policy 12: Managing traffic

Policy wording

Minerals and waste development should have a safe and suitable access to the highway network and where possible minimise the impact of its generated traffic through the use of alternative methods of transportation such as sea, rail, inland waterways, conveyors, pipelines and the use of reverse logistics. Furthermore, highway improvements will be required to mitigate any significant adverse effects on:

- a. highway safety;
- b. pedestrian safety;
- c. highway capacity; and
- d. environment and amenity.

Monitoring indicator

Planning permissions granted contrary to Highway Authority (HA) advice

Monitoring trigger (threshold) for policy review

Number of planning permissions contrary to HA advice = 0

5-year trend

0% over each of the last five years [178 total permissions]

RAG Monitoring status

No applications have been granted against HA advice.

Green

Policy 13: High-quality design of minerals and waste development

Policy wording

Minerals and waste development should not cause an unacceptable adverse visual impact and should maintain and enhance the distinctive character of the landscape and townscape.

The design of appropriate built facilities for minerals and waste development should be of a high-quality and contribute to achieving sustainable development.

Monitoring indicator

Planning permissions in the view of MWPA are of satisfactory design

Monitoring trigger (threshold) for policy review

Number of planning permissions without satisfactory design = 0

5-year trend

0 over each of the last five years

RAG Monitoring status

No relevant applications have been granted without satisfactory design.

Green

Policy 14: Community benefits

Policy wording

Hampshire Authorities encourage negotiated agreements between relevant minerals and waste developers/operators and a community as a source of funding for local benefits.

Monitoring indicator

Percentage of major applications with community benefits

Monitoring trigger (threshold) for policy review

Percentage of major applications with community benefits > 50%

5-year trend

0 over each of the last five years

RAG Monitoring status

No major applications have been granted with community benefits.

Red

Policy 15: Safeguarding – mineral resources

Policy wording

Hampshire’s sand and gravel (sharp sand and gravel and soft sand), silica sand and brick-making clay resources are safeguarded against needless sterilisation by non-minerals development, unless ‘prior extraction’ takes place.

Safeguarded mineral resources are defined by a Mineral Safeguarding Area illustrated on the Policies Map.

Development without the prior extraction of mineral resources in the Mineral Safeguarding Area may be permitted if:

- a. it can be demonstrated that the sterilisation of mineral resources will not occur; or
- b. it would be inappropriate to extract mineral resources at that location, with regards to the other policies in the Plan; or
- c. the development would not pose a serious hindrance to mineral development in the vicinity; or
- d. the merits of the development outweigh the safeguarding of the mineral.

The soft sand / potential silica sand resources at Whitehill & Bordon (Inset Map 5), further illustrated on the Policies Map are included within the MSA and are specifically identified for safeguarding under this policy.

Monitoring indicator

Area of Mineral Safeguarding Area (MSA) sterilised by non-mineral development granted permission by Local Planning Authority (LPA) against Minerals Planning Authority (MPA) advice

Monitoring trigger (threshold) for policy review

Area of MSA sterilised by non-mineral development granted permission by LPA against MPA advice = 0 hectares

5-year trend

19.3 hectares of MSA has been sterilised by development over the past five years:

- 4.1 ha in 2015 (application 15/00392/REM, Edenbrook, Hitches Lane, Hart)
- 14.5 ha in 2016 (application 16/10764, Land at Buckland Manor Farm, Alexandra Road, Lymington, New Forest)
- 0.7 ha in 2016 (application 16/10497 Merryfield Park, Derritt Lane, Sopley)

RAG Monitoring status

19.3 ha of land has been sterilised against MPA advice in the 5-year period.

Amber

Policy 16: Safeguarding – minerals infrastructure

Policy wording

Infrastructure that supports the supply of minerals in Hampshire is safeguarded against development that would unnecessarily sterilise the infrastructure or prejudice or jeopardise its use by creating incompatible land uses nearby.

Minerals sites with temporary permissions for minerals supply activities are safeguarded for the life of the permission.

The Hampshire Authorities will object to incompatible development unless it can be demonstrated that:

- a. the merits of the development clearly outweigh the need for safeguarding; or
- b. the infrastructure is no longer needed; or
- c. the capacity of the infrastructure can be relocated or provided elsewhere. In such instances, alternative capacity should:
 - i. meet the provisions of the Plan, that this alternative capacity is deliverable; and
 - ii. be appropriately and sustainably located; and
 - iii. conform to the relevant environmental and community protection policies in this Plan; or
- d. the proposed development is part of a wider programme of reinvestment in the delivery of enhanced capacity for minerals supply.

The infrastructure safeguarded by this policy is illustrated on the Policies Map and identified in 'Appendix B - List of safeguarded minerals and waste sites'.

Monitoring indicator

Number of safeguarded sites developed for non-mineral uses by Local Planning Authority (LPA) permission against Mineral Planning Authority (MPA) advice

Monitoring trigger (threshold) for policy review

Number of safeguarded sites developed for non-mineral uses by LPA permission against MPA advice = 0

5-year trend

0 over each of the last five years

RAG Monitoring status

No safeguarded sites have been developed for non-mineral uses against MPA advice.

Green

Policy 17: Aggregate supply – capacity and source

Policy wording

An adequate and steady supply of aggregates until 2030 will be provided for Hampshire and surrounding areas from local sand and gravel sites at a rate of 1.56mtpa, of which 0.28mtpa will be soft sand.

The supply will also be augmented by safeguarding and developing infrastructure capacity so that alternative sources of aggregate could be provided at the following rates:

- 1.0mtpa of recycled and secondary aggregates; and
- 2.0mtpa of marine-won aggregates; and
- 1.0mtpa of limestone delivered by rail.

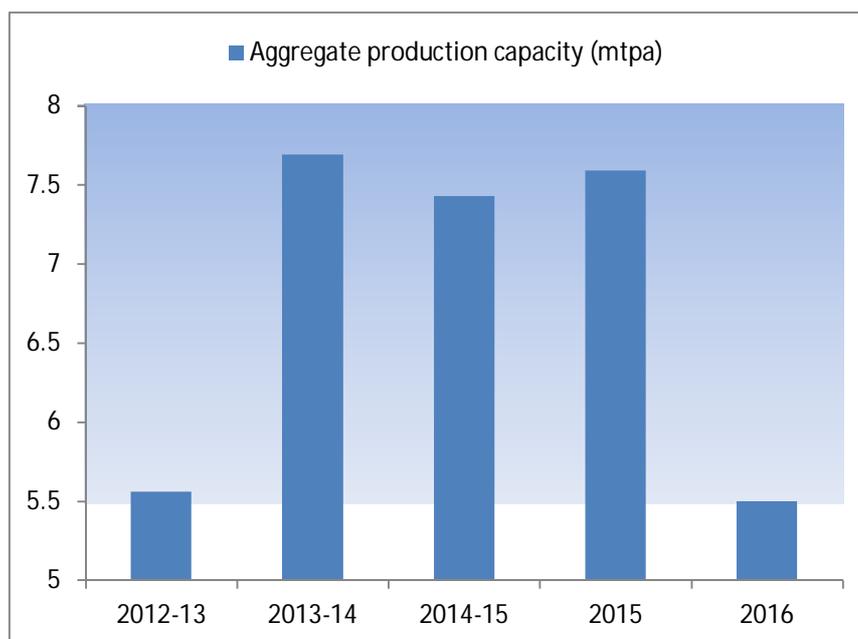
Monitoring Indicator

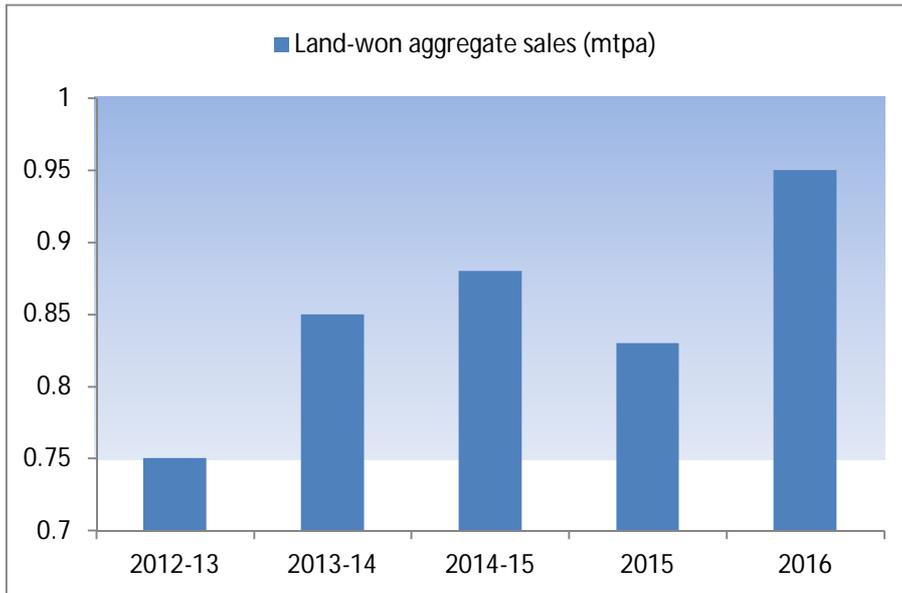
Reduction in aggregate production capacity AND Land-won aggregate sales

Monitoring trigger (threshold) for policy review

Aggregate production capacity is not reduced by more than 556,000 tonnes per annum (10% of 5.56mtpa) AND Land-won aggregate sales are not constrained by lack of capacity

5-year trend





RAG Monitoring status

Although sales of land-won aggregate have increased over five years, the loss in capacity is significantly greater than 556,000 between 2015/16.

Red

Policy 18: Recycled and secondary aggregates development

Policy wording

Recycled and secondary aggregate production will be supported by encouraging investment and further infrastructure to maximise the availability of alternatives to marine-won and local land-won sand and gravel extraction.

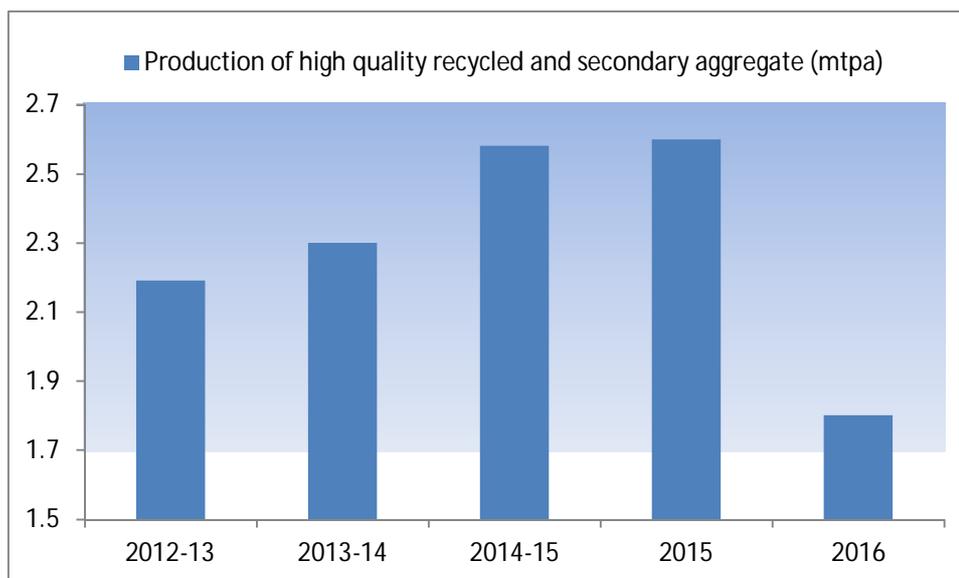
Monitoring indicator

Production of high quality recycled and secondary aggregate

Monitoring trigger (threshold) for policy review

Year on year decrease in the (capacity for) production of high quality recycled and secondary aggregates

5-year trend



RAG Monitoring status

Whilst there has been a year on year increase during the period 2012/15, there has been a significant decrease in capacity between 2015 and 2016.

Amber

Policy 19: Aggregate wharves and rail depots

Policy wording

The capacity at existing aggregate wharves and rail depots will where possible and appropriate be maximised and investment in infrastructure and /or the extension of suitable wharf and rail depot sites will be supported to ensure that there is sufficient capacity for the importation of marine-won sand and gravel and other aggregates.

1. Existing wharf and rail depot aggregate capacity is located at the following sites:
 - i. Supermarine Wharf, Southampton (Aggregates wharf)
 - ii. Leamouth Wharf, Southampton (Aggregates wharf)
 - iii. Dibles Wharf, Southampton (Aggregates wharf)
 - iv. Kendalls Wharf, Portsmouth (Aggregates wharf)
 - v. Fareham Wharf, Fareham (Aggregates wharf)
 - vi. Marchwood Wharf, Marchwood (Aggregates wharf)
 - vii. Bedhampton Wharf, Havant (Aggregates wharf)
 - viii. Burnley Wharf, Southampton (Aggregates wharf)
 - ix. Eastleigh Rail Depots, Eastleigh (Aggregates rail depot)
 - x. Botley Rail Depot, Botley (Aggregates rail depot)
 - xi. Fareham Rail Depot, Fareham (Aggregates rail depot)
2. Further aggregate rail depots are proposed provided the proposals address the development considerations outlined in 'Appendix A - Site allocations' at:
 - i. Basingstoke Sidings, Basingstoke (Rail depot) (Inset Map 2)
 - ii. Micheldever Sidings, Micheldever (Rail depot) (Inset Map 4)

The rail depot proposals are illustrated on the 'Policies Map'.

3. New wharf and rail depot proposals will be supported if the proposal represents sustainable development. New developments will be expected to:
 - a. have a connection to the road network; and
 - b. have a connection to the rail network or access to water of sufficient depth to accommodate the vessels likely to be used in the trades to be served; and
 - c. demonstrate, in line with the other policies in this Plan, that they do not pose unacceptable harm to the environment and local communities.

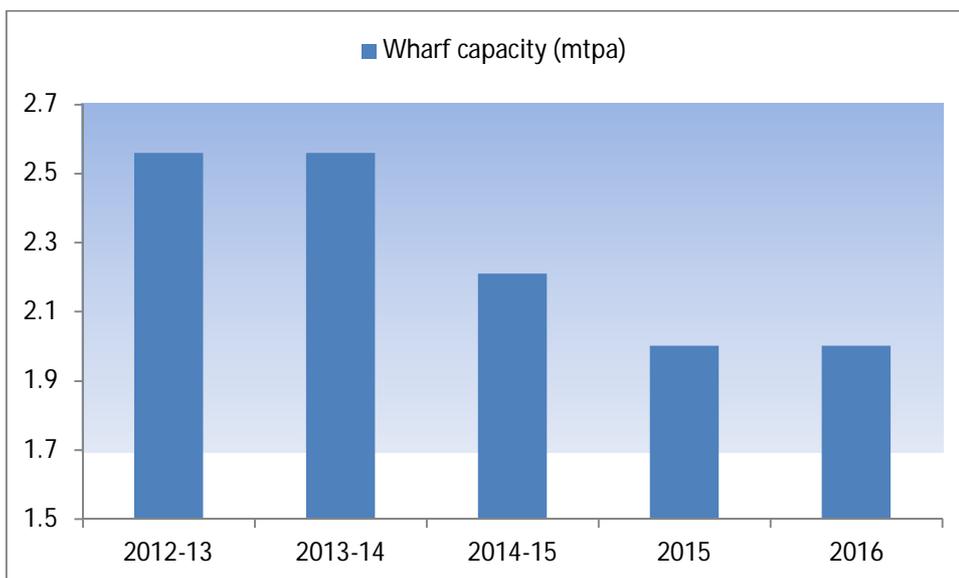
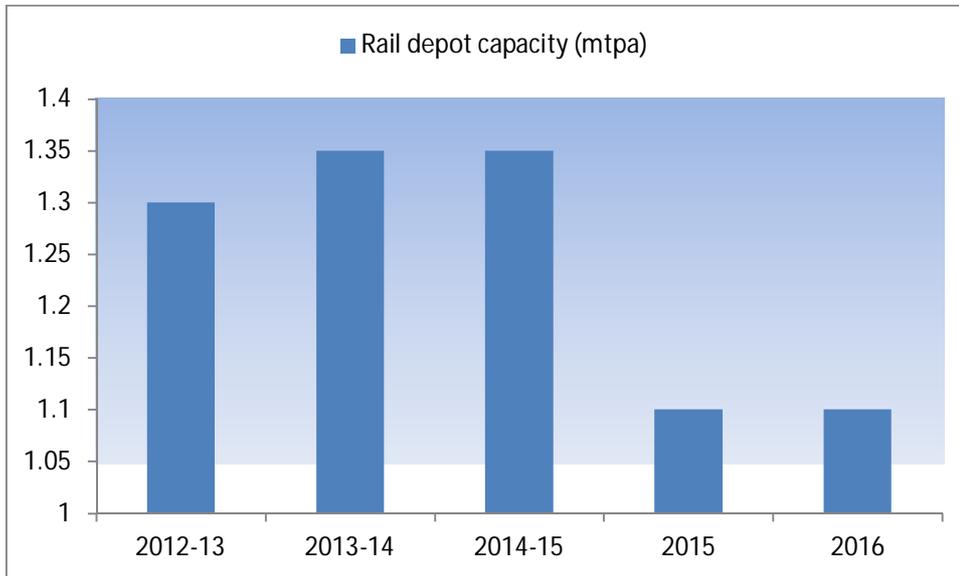
Monitoring indicator

Rail depot capacity AND Wharf capacity

Monitoring trigger (threshold) for policy review

Rail depot capacity reduced by more than 130,000 tonnes per annum (10% of 1.3 mtpa) AND Wharf capacity reduced by more than 256,000 tonnes per annum (10% of 2.56 mtpa)

5-year trend



RAG Monitoring status

There has been a significant decrease in rail depot and wharf capacity during 2015 and 2016.

Red

Policy 20: Local land-won aggregates

Policy wording

An adequate and steady supply of locally extracted sand and gravel will be provided by maintaining a landbank of permitted sand and gravel reserves sufficient for at least seven years from:

1. the extraction of remaining reserves at the following permitted sites:
 - i. Bramshill Quarry, Bramshill (sharp sand and gravel)
 - ii. Eversley Common Quarry, Eversley (sharp sand and gravel)
 - iii. Eversley Quarry (Chandlers Farm), Eversley (sharp sand and gravel)
 - iv. Mortimer Quarry, Mortimer West End (sharp sand and gravel)
 - v. Badminton Farm (Fawley) Quarry, Fawley (sharp sand and gravel)
 - vi. Bury Farm (Marchwood) Quarry, Marchwood (sharp sand and gravel)
 - vii. Bleak Hill Quarry (Hamer Warren), Harbridge (sharp sand and gravel)
 - viii. Avon Tyrell, Sopley (sharp sand and gravel)
 - ix. Downton Manor Farm Quarry, Milford on Sea (sharp sand and gravel)
 - x. Blashford Quarry (including Plumley Wood / Nea Farm), near Ringwood (sharp sand and gravel / soft sand)
 - xi. Roke Manor Quarry, Shootash (sharp sand and gravel)
 - xii. Frith End Sand Quarry, Sleaford (soft sand)
 - xiii. Kingsley Quarry, Kingsley (soft sand)
2. extensions to the following existing sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Bleak Hill Quarry Extension, Harbridge (sharp sand and gravel) (Inset Map 13) – 0.5 million tonnes
 - ii. Bramshill Quarry Extension (Yateley Heath Wood), Blackbushe (sharp sand and gravel) (Inset Map 1) – 1.0 million tonnes
3. new sand and gravel extraction sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Roeshot, Christchurch (sharp sand and gravel) (Inset Map 11) – 3.0 million tonnes
 - ii. Cutty Brow, Longparish (sharp sand and gravel) (Inset Map 3) – 1.0 million tonnes
 - iii. Hamble Airfield, Hamble-le-Rice (sharp sand and gravel) (Inset Map 9) – 1.50 million tonnes
 - iv. Forest Lodge Home Farm, Hythe (soft sand / sharp sand and gravel) (Inset Map 10) – 0.57 million tonnes
 - v. Purple Haze, Ringwood Forest (soft sand / sharp sand and gravel) (Inset Map 12) – 4.0 million tonnes

4. Proposals for new sites outside the areas identified in Policy 20 (including extension of sites identified in Policy 20 (1)) will be supported where:

- a. monitoring indicates that the sites identified in Policy 20 (1), (2) or (3) are unlikely to be delivered to meet Hampshire's landbank requirements and / or the proposal maximises the use of existing plant and infrastructure and available mineral resources at an existing associated quarry; or
- b. the development is for the extraction of minerals prior to a planned development; or
- c. the development is part of a proposal for another beneficial use, or
- d. the development is for a specific local requirement.

The extension and new sites identified above are shown on the 'Policies Map'.

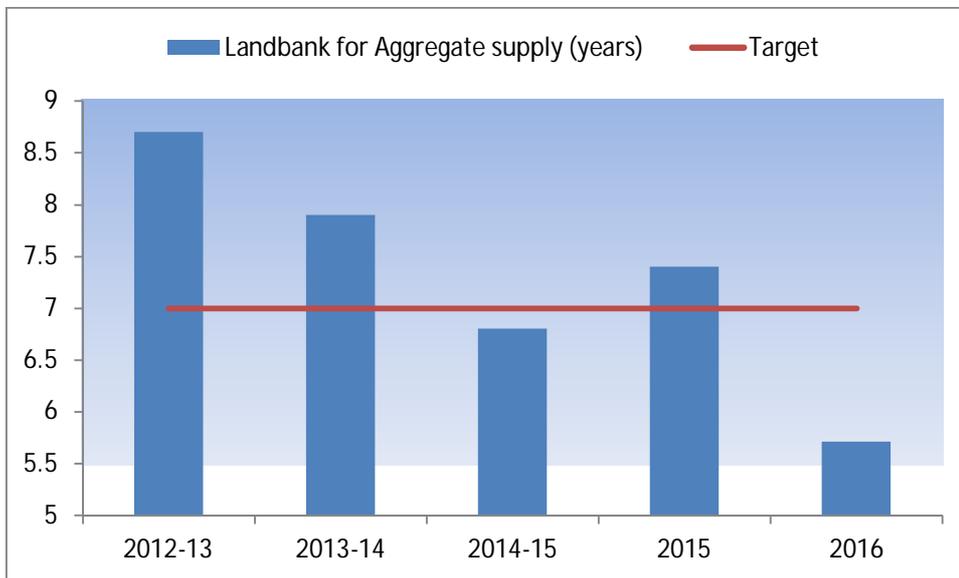
Monitoring indicator

Landbank for Aggregate supply

Monitoring trigger (threshold) for policy review

Landbank falls below 7 years worth of aggregate supply (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

The landbank for aggregate supply has dropped significantly below the required 7 years in 2016.

Red

Policy 21: Silica sand development

Policy wording

1. An adequate and steady supply of silica sand will be provided by maintaining a landbank of permitted reserves sufficient for at least 10 years from:
 - i. Frith End Sand Quarry, Sleaford (silica sand)
 - ii. Kingsley Quarry, Kingsley (silica sand)
2. Proposals for silica sand extraction within the Folkestone bed formation and outside the permitted silica sand sites identified above will be supported where:
 - a. the availability of deposits with properties consistent with silica sand uses is demonstrated; and
 - b. monitoring indicates that there is a need to maintain a 10 year landbank; and
 - c. the proposals do not have an unacceptable environmental or amenity impact either alone or in combination with other plans or projects; or
 - d. prior extraction is necessary in order to avoid sterilisation of the deposits due to planned development.

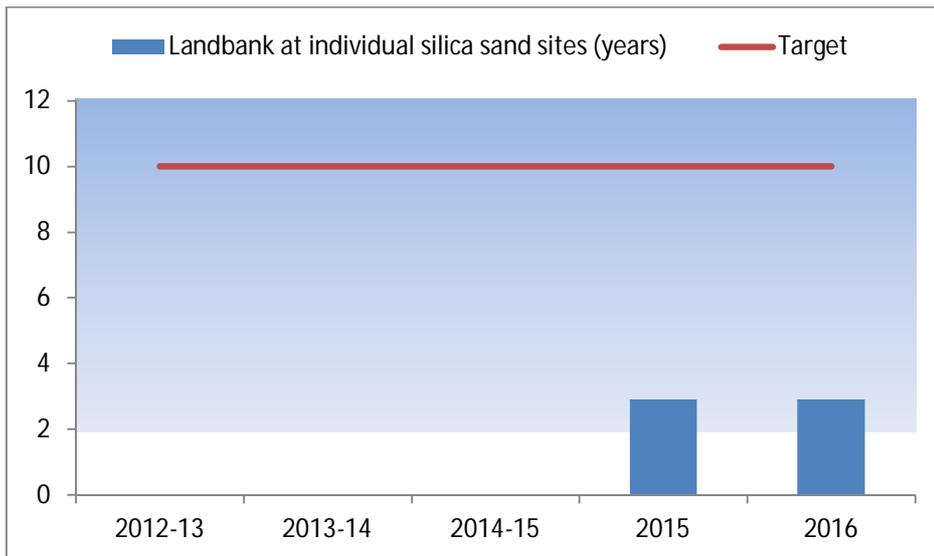
Monitoring indicator

Landbank at individual silica sand sites

Monitoring trigger (threshold) for policy review

Landbank falls below 10 years at individual silica sand sites (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

While there has been a lack of availability of data to determine a baseline of silica sand provision, a 10-year landbank has not been achieved for each individual site.

Red

Policy 22: Brick-making clay

A supply of locally extracted brick-making clay for use in Hampshire's remaining brickworks that will enable the maintenance of a landbank of at least 25 years of brick-making clay, will be provided from:

1. the extraction of remaining reserves at the following permitted site:
 - i. Michelmersh Brickworks
2. and extension of existing or former brick-making clay extraction sites at the following sites, provided the proposals address the development considerations outlined in 'Appendix A - Site allocations':
 - i. Michelmersh Brickworks (Inset Map 7); and
 - ii. Selborne Brickworks (Inset Map 6).

The sites identified above are shown on the 'Policies Map'. Extracted brick-making clay from Michelmersh and Selborne should only be used for the manufacture of bricks, tiles and related products in the respective brickworks.

3. Clay extraction outside the sites identified could take place where:
 - a. it can be demonstrated that the sites identified in Policy 22 (2) are not deliverable; and
 - b. there is a demonstrated need for the development; and/or
 - c. the extraction of brick-making clay is incidental to the extraction of local land-won aggregate at an existing sand and gravel quarry.

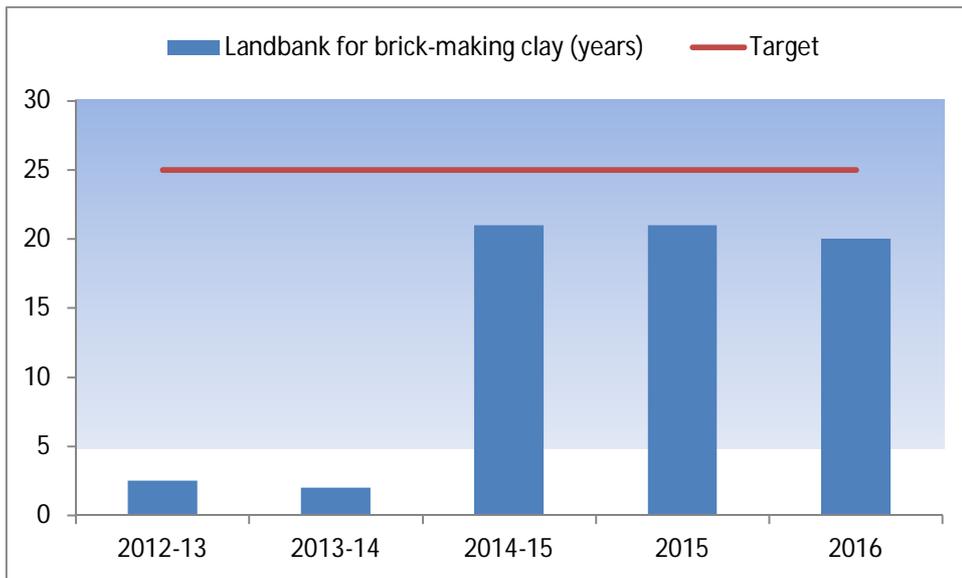
Monitoring indicator

Landbank for brick-making clay

Monitoring trigger (threshold) for policy review

Landbank falls below 25 years worth of brick-making clay supply (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

Despite a relative improvement in landbank in recent years, the 25-year landbank has not been achieved.

Red

Policy 23: Chalk development

Policy wording

The small-scale extraction of chalk will only be supported for agricultural and industrial uses in Hampshire. Extraction of chalk for other uses, such as aggregate, a fill material or for engineering will not be supported.

Monitoring indicator

Amount of chalk extracted in tonnes per annum (tpa)

Monitoring trigger (threshold) for policy review

Amount of chalk extracted in tonnes per annum (tpa) < 25,000tpa

5-year trend

The amount of chalk development only exceeded 25,000 tpa in 2015. Extraction at each site was relatively small-scale, only slightly going over 25,000.

Extraction returned to less than 25,000 tpa in 2016.

RAG Monitoring status

Extraction exceeded the 25,000 tonnes during the 5-year period, although this returned to a level below the threshold in 2016.

Amber

Policy 24: Oil and gas development

Policy wording

Oil and gas development will be supported subject to environmental and amenity considerations.

1. Exploration and appraisal of oil and gas will be supported, provided the site and equipment:
 - a. is not located within the New Forest National Park or South Downs National Park except in exceptional circumstances, where the reasons for the designation are not compromised and where the need for the development can be demonstrated; and
 - b. is sited at a location where it can be demonstrated that it will only have an acceptable environmental impact; and
 - c. the proposal provides for the restoration and subsequent aftercare of the site, whether or not oil or gas is found.
2. The commercial production of oil and gas will be supported, provided the site and equipment:
 - a. is not located within the New Forest National Park or South Downs National Park except in exceptional circumstances, where the reasons for the designation are not compromised and where the need for the development can be demonstrated; and
 - b. a full appraisal programme for the oil and gas field has been completed; and
 - c. the proposed location is the most suitable, taking into account environmental, geological and technical factors.

Monitoring indicator

Planning permissions granted in the countryside contrary to policy

Monitoring trigger (threshold) for policy review

Number of planning permissions granted in the countryside contrary to policy = 0

5-year trend

0 over each of the last five years

RAG Monitoring status

No relevant applications have been granted in the countryside contrary to policy.

Green

Policy 25: Sustainable waste management

Policy wording

The long-term aim is to enable net self-sufficiency in waste movements and divert 100% of waste from landfill. All waste development should:

- a. encourage waste to be managed at the highest achievable level within the waste hierarchy; and
- b. reduce the amount of residual waste currently sent to landfill; and
- c. be located near to the sources of waste, or markets for its use; and / or
- d. maximise opportunities to share infrastructure at appropriate existing mineral or waste sites.

The co-location of activities with existing operations will be supported, where appropriate, if commensurate with the operational life of the site, and where it would not result in intensification of uses that would cause unacceptable harm to the environment or communities in a local area (including access routes), or prolong any unacceptable impacts associated with the existing development.

Provision will be made for the management of non-hazardous waste arisings with an expectation of achieving by 2020 at least:

60% recycling; and
95% diversion from landfill.

Monitoring indicator

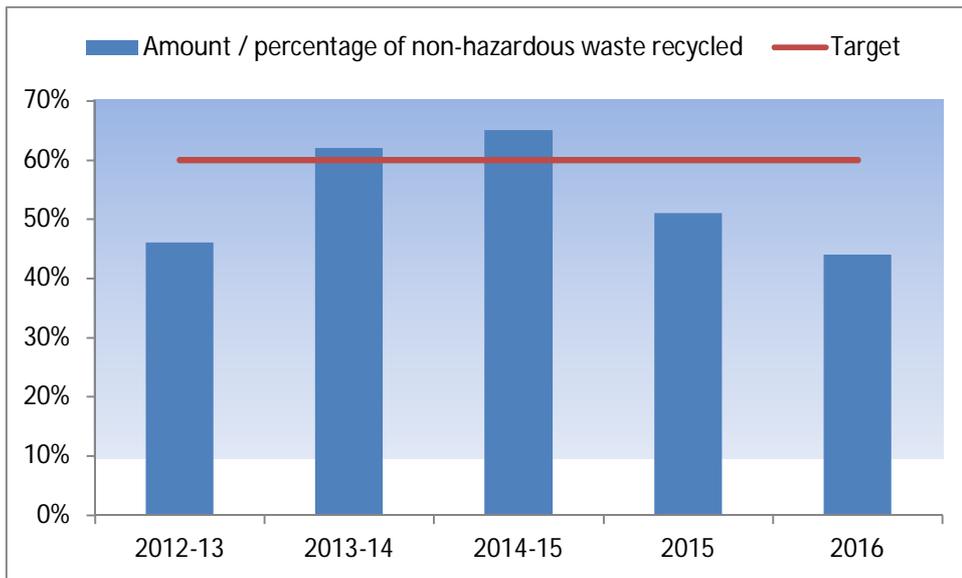
Amount / percentage of non-hazardous waste recycled

Monitoring trigger (threshold) for policy review

Recycling not reaching 60% by 2020

*It is noted that there is not an indicator which monitors the level of diversion from landfill.

5-year trend



RAG Monitoring status

The percentage recycled trend is showing a decline and at present does not look to achieve the 60% by 2020.

Amber

Policy 26: Safeguarding – waste infrastructure

Policy wording

Waste management infrastructure that provides strategic capacity is safeguarded against redevelopment and inappropriate encroachment unless:

- a. the merits of the development clearly outweigh the need for safeguarding; or
 - b. the waste management infrastructure is no longer needed; or
 - c. the waste management capacity can be relocated or provided elsewhere and delivered;
- or
- d. the proposed development is part of a wider programme of reinvestment in the delivery of enhanced waste management facilities.

The infrastructure safeguarded by this policy is illustrated on the Policies Map and identified in 'Appendix B - List of safeguarded minerals and waste sites'.

Monitoring indicator

Number of safeguarded sites developed for non-waste uses by Local Planning Authority (LPA) permission, against Waste Planning Authority (WPA) advice

Monitoring trigger (threshold) for policy review

Number of safeguarded sites developed for non-waste uses by LPA permission, against WPA advice = 0

5-year trend

0 over each of the last five years

RAG Monitoring status

No safeguarded sites have been developed for non-waste uses against WPA advice.

Green

Policy 27: Capacity for waste management development

Policy wording

In order to reach the objectives of the Plan and to deal with arisings by 2030 of:

- 2.62 mtpa of non-hazardous waste;
- 2.49 mtpa of inert waste;
- 0.16 mtpa of hazardous waste.

The following minimum amounts of additional waste infrastructure capacity are estimated to be required:

- 0.29 mtpa of non-hazardous recycling capacity; and
- 0.39 mtpa of non-hazardous recovery capacity; and
- 1.4 mt of non-hazardous landfill void.

Proposals will be supported where they maintain and provide additional capacity for non-hazardous recycling and recovery through:

- a. the use of existing waste management sites; or
- b. extensions to suitable sites:
 - i. that are ancillary to the operation of the existing site and improve current operating standards, where applicable, or provide for the co-location of compatible waste activities; and
 - ii. which do not result in inappropriate permanent development of a temporary facility and proposals for ancillary plant, buildings and additional developments that do not extend the timescale for completion of the development; or
- c. extension of time to current temporary planning permissions where it would not result in inappropriate development; or
- d. new sites to provide additional capacity (see Policy 29 - Locations and sites for waste management).

Monitoring indicator

Capacity and operational status of waste management facilities - provision of additional recycling and recovery capacity:

- 2011-2015 = 370,000 tonnes
- 2016-2020 = 205,000 tonnes
- 2021-2030 = 102,000 tonnes

Monitoring trigger (threshold) for policy review

No net loss of waste management capacity from closure of sites and/or no new recycling or recovery capacity proposals. (*Breach of benchmark over two successive years*)

5-year trend

No net loss over each of the last five years

Additional capacity delivery is shown in Table 1 below.

Table 1: Targets for additional capacity to be delivered and actuals 2011-15

	Target (2011-15)	Actual (2011-15)	Difference
Recycling (tpa)	108,693	16,888	-91,805
Recovery (tpa)	260,904	354,950	94,046
Landfill	0	0	0
Total	369,597	371,838	2,241

RAG Monitoring status

No net loss in waste management capacity over the five years. Whilst it is recognised that there has been a significant amount of less capacity delivered for recycling from 2011-15 against the target, in terms of the total capacity provided for non-hazardous waste, this has been counter balanced by the additional recovery capacity delivered

Green

Policy 28: Energy recovery development

Policy wording

Energy recovery development should:

- a. be used to divert waste from landfill and where other waste treatment options further up the waste hierarchy have been discounted; and
- b. wherever practicable, provide combined heat and power. As a minimum requirement the scheme should recover energy through electricity production and the plant should be designed to have the capability to deliver heat in the future; and
- c. provide sustainable management arrangements for waste treatment residues arising from the facility.

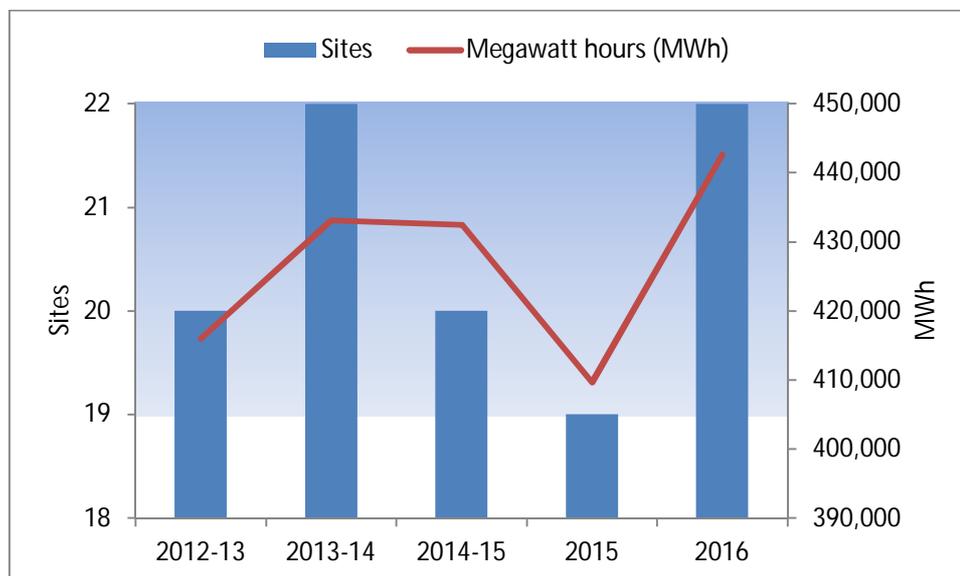
Monitoring indicator

Number of facilities and amount of renewable energy produced

Monitoring trigger (threshold) for policy review

Decrease in number of facilities and/or amount of renewable energy produced (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

A decrease in the number of facilities and the amount of renewable energy produced occurred during the five years, despite a significant increase in 2016.

Amber

Policy 29: Locations and sites for waste management

Policy wording

1. Development to provide recycling, recovery and/ or treatment of waste will be supported on suitable sites in the following locations:
 - i. Urban areas in north-east and south Hampshire;
 - ii. Areas along the strategic road corridors; and
 - iii. Areas of major new or planned development.
2. Any site in these locations will be considered suitable and supported where it:
 - a. is part of a suitable industrial estate; or
 - b. has permission or is allocated for general industry/ storage; or
 - c. is previously-developed land or redundant agricultural and forestry buildings, their curtilages and hardstandings or is part of an active quarry or landfill operation; or
 - d. is within or adjoins sewage treatment works and the development enables the co-treatment of sewage sludge with other wastes; and
 - e. is of a scale compatible with the setting.
3. Development in other locations will be supported where it is demonstrated that:
 - a. the site has good transport connections to sources of and/or markets for the type of waste being managed; and
 - b. a special need for that location and the suitability of the site can be justified.

Monitoring indicator

Planning permissions in accordance with Policy 29

Monitoring trigger (threshold) for policy review

Planning permissions not in accordance with Policy 29

5-year trend

Only two planning permissions over the last five years have not been in accordance with Policy 29; one in 2014-15 and one in 2015.

RAG Monitoring status

Two relevant planning permissions have been granted contrary to Policy 29 during the 5-year period.

Amber

Policy 30: Construction, demolition and excavation waste development

Policy wording

Where there is a beneficial outcome from the use of inert construction, demolition and excavation waste in developments, such as the restoration of mineral workings, landfill engineering, civil engineering and other infrastructure projects, the use will be supported provided that as far as reasonably practicable all materials capable of producing high quality recycled aggregates have been removed for recycling.

Development to maximise the recovery of construction, demolition and excavation waste to produce at least 1mtpa of high quality recycled/secondary aggregates will be supported.

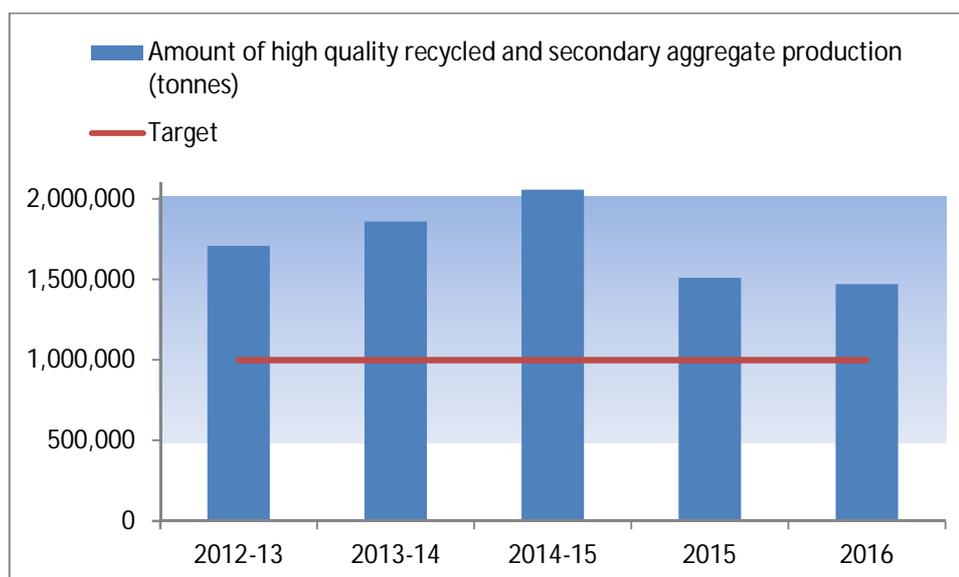
Monitoring indicator

Amount of high quality recycled and secondary aggregate production

Monitoring trigger (threshold) for policy review

Once 1mtpa production reached, production of high quality recycled and secondary aggregate production decreases below 1mtpa (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

Although production has decreased from 2015, the production level is above 1 mtpa.

Green

Policy 31: Liquid waste and waste water management

Policy wording

Proposals for liquid waste management will be supported, in the case of waste water or sewage treatment plants where:

- a. there is a clearly demonstrated need to provide additional capacity via extensions or upgrades for waste water treatment, particularly in planned areas of major new development; and
- b. they do not breach either relevant 'no deterioration' objectives or environmental quality standards; and
- c. where possible (subject to relevant regulations), they make provision for the beneficial co-treatment of sewage with other wastes and biogas is recovered for use as an energy source in accordance with Policy 28 (Energy recovery development);

and in the case of other liquid waste treatment plants:

- d. they contribute to the treatment and disposal of oil and oil/water mixes and leachate as near as possible to its source, where applicable.

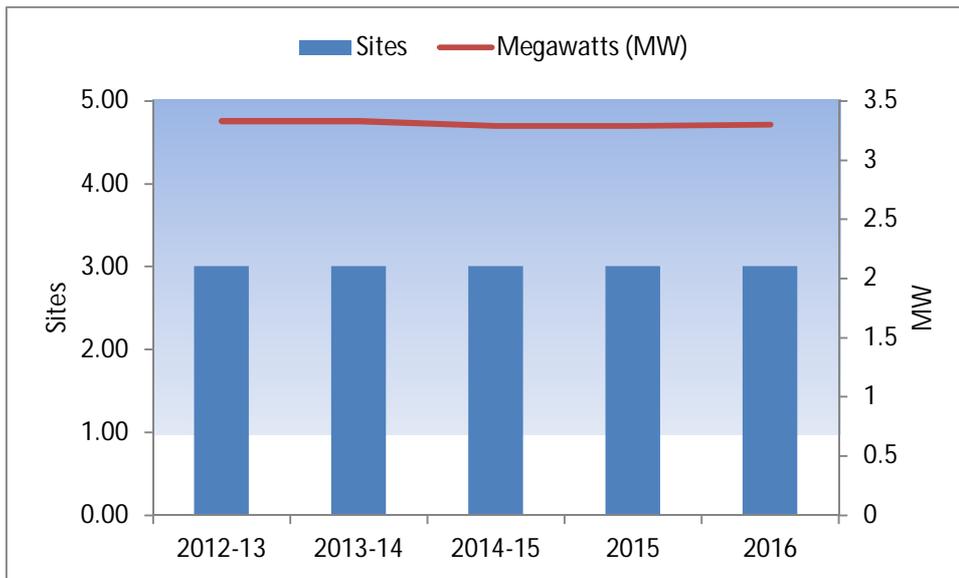
Monitoring indicator

Number of and capacity of Waste Water Treatment Works (WWTW) with co-disposal of liquid wastes and/or biogas recovery

Monitoring trigger (threshold) for policy review

Decrease in number of WWTW and/or capacity for co-disposal of liquid wastes and/or biogas recovery (*Breach of benchmark over two successive years*)

5-year trend



RAG Monitoring status

The number of sites and capacity has not decreased during the 5-year period.

Green

Policy 32: Non-hazardous waste landfill

Policy wording

Development for landfill capacity necessary to deal with Hampshire's non-hazardous residual waste to 2030 will be supported.

Non-hazardous landfill capacity will be provided and supported in accordance with the following priority order:

1. the use of remaining permitted capacity at existing landfill sites:
 - i. Blue Haze landfill, near Ringwood
 - ii. Squabb Wood landfill, near Romsey
 - iii. Pound Bottom landfill, Redlynch
2. proposals for additional capacity at the following existing site provided the proposals address the relevant development considerations outlined in 'Appendix A – Site allocations':
 - i. Squabb Wood landfill, near Romsey (Inset Map 8)
3. in the event that further capacity is required, or if any other shortfall arises for additional capacity for the disposal of non-hazardous waste, the need may be met at the following reserve area, provided any proposal addresses the relevant development considerations outlined in 'Appendix A - Site allocations':
 - i. Purple Haze, near Ringwood (Inset Map 12)
4. proposals for additional capacity at any other suitable site where:
 - a. there is a demonstrated need for non-hazardous landfill and where no acceptable alternative form of waste management further up the waste hierarchy can be made available to meet the need; and
 - b. there is an existing landfill or un-restored mineral void, except where this would lead to unacceptable continuation, concentration or increase in environmental or amenity impacts in a local area or prolong any impacts associated with the existing development; and
 - c. the site is not located within or near an urban area, (e.g. using suitable guideline stand-offs from the Environment Agency); and
 - d. the site does not affect a Principal Aquifer and is outside Groundwater Protection and Flood Risk Zones; and
 - e. through restoration proposals, will lead to improvement in land quality, biodiversity or public enjoyment of the land; and
 - f. the site provides for landfill gas collection and energy recovery.

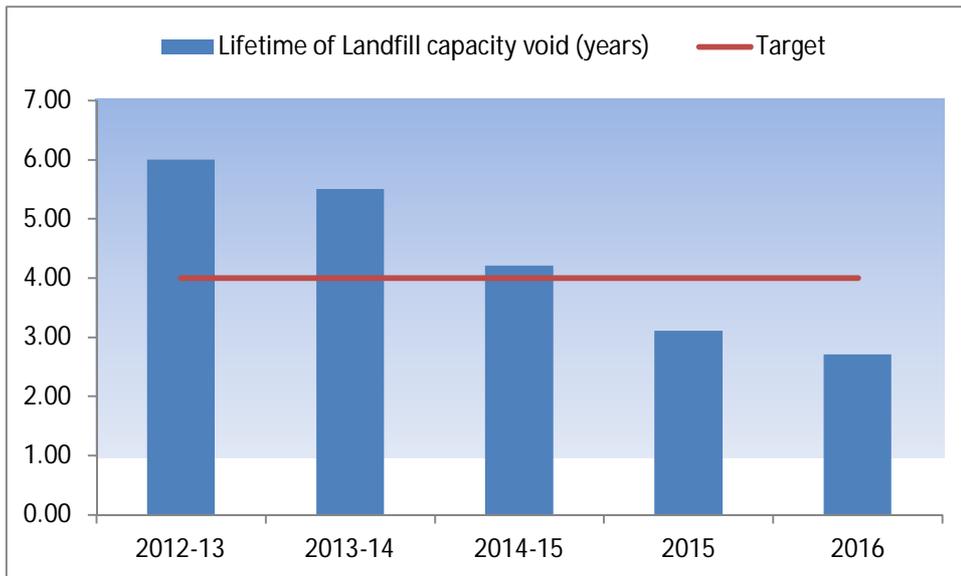
Monitoring indicator

Lifetime of Landfill capacity void

Monitoring trigger (threshold) for policy review

Lifetime of Landfill capacity void drops below four years

5-year trend



RAG Monitoring status

The lifetime of landfill capacity has dropped below four years.

Red

Policy 33: Hazardous and Low Level Radioactive Waste development

Policy wording

Developments to provide sufficient capacity necessary to deal with hazardous and Low Level Radioactive Waste will be supported, subject to:

- no acceptable alternative form of waste management further up the waste hierarchy can be made available, or is being planned closer to the source of the residues; or
- in the case of landfill, it will be for material that is a proven unavoidable residue from a waste management activity further up the waste hierarchy and;
- it will contribute to the management of hazardous or radioactive waste that arises in Hampshire (accepting cross-boundary flows).

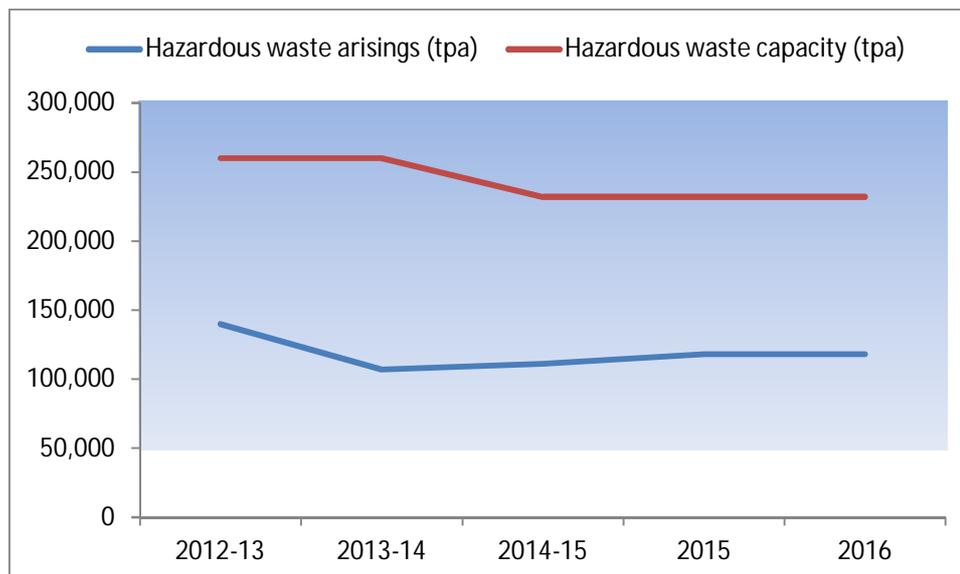
Monitoring indicator

Amount of hazardous waste management arisings and capacity

Monitoring trigger (threshold) for policy review

Hazardous waste management capacity is higher than estimated arisings

5-year trend



RAG Monitoring status

The hazardous waste management capacity has been maintained above the level of arisings during the 5-year period.

Green

Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure

Policy wording

The following areas are safeguarded, so that their appropriateness for use as a minerals or waste wharf or rail depot can be considered, if they become available or are released from their current uses:

- i. land located to the north west of Hythe identified in the Port of Southampton Master Plan; and
- ii. land identified in the Southampton Core Strategy as operational port land; and
- iii. Marchwood Military Port (also known as Marchwood Sea Mounting Centre); and
- iv. land at HM Naval Base and commercial port as identified in the Portsmouth Core Strategy for port and employment uses; and
- v. existing and former railway siding and other land that could be rail linked.

The locations identified for safeguarding are shown on the Policies Map.

Monitoring indicator

Planning permissions granted contrary to advice of the Minerals Planning Authority (MPA) / Waste Planning Authority (WPA)

Monitoring trigger (threshold) for policy review

Number of planning permissions granted contrary to advice of the MPA/WPA = 0

5-year trend

There has only been once occurrence in the last five years where a planning permission has been granted in a safeguarded area contrary to MPA advice (application 14/00865/OUT, Land at Chapel Hill, Kingsclere, Basingstoke was permitted affecting Basingstoke Sidings). However, this has been specifically safeguarded through Policy 16 and therefore, should not be considered under Policy 34.

RAG Monitoring status

There has been one occurrence of planning permission being granted within a safeguarded area contrary to the MPA/WPA advice. However, this site is not considered under Policy 34.

Green

Summary of Monitoring status

Policy Number & Title	RAG status
Policy 1: Sustainable minerals & waste development	Green
Policy 2: Climate change –mitigation and adaptation	Green
Policy 3: Protection of habitats and species	Green
Policy 4: Protection of the designated landscape	Green
Policy 5: Protection of the countryside	Amber
Policy 6: South West Hampshire Green Belt	Green
Policy 7: Conserving the historic environment and heritage assets	Green
Policy 8: Protection of soils	Green
Policy 9: Restoration of minerals and waste sites	Green
Policy 10: Protecting public health, safety and amenity	Green
Policy 11: Flood risk and prevention	Green
Policy 12: Managing traffic	Green
Policy 13: High-quality design of minerals and waste development	Green
Policy 14: Community Benefits	Red
Policy 15: Safeguarding - mineral resources	Amber
Policy 16: Safeguarding – minerals infrastructure	Green
Policy 17: Aggregate supply -capacity and source	Red
Policy 18: Recycled and secondary aggregates development	Amber
Policy 19: Aggregate wharves and rail depots	Red
Policy 20: Local land-won aggregates	Red
Policy 21: Silica sand development	Red
Policy 22: Brick-making clay	Red
Policy 23: Chalk Development	Amber
Policy 24: Oil and gas Development	Green
Policy 25: Sustainable waste management	Amber
Policy 26: Safeguarding – waste infrastructure	Green
Policy 27: Capacity for waste management development	Green
Policy 28: Energy recovery development	Amber
Policy 29: Locations and sites for waste management	Amber
Policy 30: Construction, demolition and excavation waste	Green
Policy 31: Liquid waste and waste water management	Green
Policy 32: Non-hazardous waste landfill	Red

Policy 33: Hazardous and low level waste development	Green
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green

3. Issues requiring review

- 3.1 This section explores in more detail the issues identified through the Monitoring Reports (MRs).
- 3.2 Consideration is given to the circumstances around the short-term breaches that may have occurred or the potential for an issue to be addressed in the future.
- 3.3 Where comments have been raised by Plan practitioners (namely Development Management or Policy officers) on the implementation of the relevant policy these are also outlined.
- 3.4 RAG (Red, Amber, Green) Review status is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does not need to be updated but should be kept under review.	Amber
Review shows that the policy triggers the need for the Plan to be updated.	Red

Protection of countryside (Policy 5)

- 3.5 One planning permission has been granted in the countryside that was contrary to policy over the last five years (2015).
- 3.6 This was planning application 14/01791/CMA at Stapeley Manor Farm. As the application was a Certificate for Lawful Use (CLU) it is not subject to the same process as a full planning application. Instead the planning authority has to decide whether there is sufficient evidence that the development has been present without issue for a certain amount of time. As the development already exists and the CLU simply acknowledges and regularises this fact, there is no opportunity to attach conditions. This process is set out in national legislation and there is no scope to alter it at a local level.

Relevant national policy updates

- 3.7 There are no policy updates that have been identified relevant to protection of the countryside.

Should this issue be addressed?

- 3.8 Taking into account the single circumstances in which an application was granted contrary to policy, it is not considered that the issue needs to be addressed through an update of the Plan.

RAG Review status

- 3.9 The wording of the policy does not need to be updated.

Green

Safeguarding: Mineral resources (Policy 15)

- 3.9 In each of the three applications that resulted in sterilisation of the Mineral Safeguarding Area (a total of 19.3 hectares of land), the relevant Mineral Planning Authority (MPA) was consulted and submitted its concerns.
- 3.10 Subsequent decisions undertaken by the Local Planning Authority were beyond the control of the MPA.
- 3.11 In February 2016, a Supplementary Planning Document (SPD) on Minerals & Waste Safeguarding¹² was adopted by Hampshire County Council, the New Forest National Park Authority and Portsmouth and Southampton City Councils to assist the implementation of the safeguarding policies set out in the HMWP. Two of the three applications that resulted in sterilisation of the Mineral Safeguarding Area were validated after the adoption of the Supplementary Planning Document, one in June 2016 and one in May 2016. The third application was validated in February 2015, before the SPD was adopted. Engagement is on-going with Districts and Boroughs to raise awareness of safeguarding including raising awareness of the SPD.
- 3.12 Whilst there has been some sterilisation of resources, the MPAs have also experienced some success in facilitating prior extraction and enabling subsequent development. An example of this is the Whitehill & Bordon relief road¹³ the proposed route of which was within the Mineral Safeguarding Area. Where levelling of ground levels and drainage works have taken place as part of the development, the extracted mineral resources have been taken to a local operator and incorporated into the mineral supply.

Relevant national policy updates

- 3.13 Hampshire County Council is working alongside a selection of other Mineral Planning Authorities, the Minerals Product Association and the Planning Officers Society to update the current guidance on mineral safeguarding. Whilst it is recognised this is not government policy, it is the leading national guidance on mineral safeguarding.

Should this issue be addressed?

- 3.14 Whilst there have been incidents of sterilisation, the Mineral Planning Authorities are continuing to work proactively to implement the policies and it is not considered that changes are required to the existing policy. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

¹² Minerals & Waste Safeguarding in Hampshire – Supplementary Planning Document (2016) - <http://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

¹³ Relief Road (Hybrid) Application: https://planningpublicaccess.easthants.gov.uk/online-applications/applicationDetails.do?activeTab=summary&keyVal=_EHANT_DCAPR_234061

RAG Review status

3.15 The wording of the policy does not need to be updated.

Green

Recycled and secondary aggregate (Policy 18)

- 3.16 During 2012 to 15 there was a steady increase in recycled and secondary aggregate production. However, there has been a significant decrease in capacity between 2015 and 2016.
- 3.17 This drop (in one year) does not indicate a year on year decrease. However, this threshold could be breached should a downwards trend continue.
- 3.18 It should be noted that this policy also relates to Policy 30 (Construction, demolition and excavation waste development) which supports development to maximise the recovery of construction, demolition and excavation waste and seeks to maintain at least 1 million tonnes per annum (mtpa) of capacity. Whilst there has been a drop in capacity, the capacity requirement has been met.
- 3.19 As capacity has been maintained but sales have declined, this suggests that there is a change in the market in relation to recycled and secondary aggregates.
- 3.20 Discussions with operators¹⁴ have highlighted that there could be further reduction in capacity as demand for housing increases and there is completion for sites with good transport connections. Issues have also been raised regarding the availability of good quality inert material for recycling. It is considered that this is impacted further on demolition sites where the use of crushers on-site means that material never enters the market.
- 3.21 This will place greater emphasis on the safeguarding of minerals infrastructure to ensure that careful consideration is given to the potential loss of sites and the maintenance of capacity.

Relevant national policy updates

- 3.22 The government's 25 Year Environment Plan (January 2018) includes the goal of zero avoidable waste by 2050 and to transition towards a circular economy. Specifically, this involves doubling resource efficiency and minimising environmental impacts at products' end of life by; looking at the whole life-cycle to promote their recycling/reuse wherever possible. Following this Plan, the government will publish a Resources and Waste strategy in the latter half of 2018.

Should this issue be addressed?

- 3.23 Whilst it is recognised that there has been a decline in sales of recycled and secondary aggregate, Policy 18 seeks to encourage this form of development recognising its importance in aggregate supply. The recent decline in sales may be due to market changes and this is something that cannot be influenced by the MPAs. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

¹⁴ Source: Correspondence regarding safeguarding status of aggregate recycling site (2017).

RAG Review status

- 3.24 The wording of the policy does not need to be updated but the level of sales should continue to be monitored in case of continued decline.

Amber

Chalk (Policy 23)

- 3.25 Chalk is a plentiful mineral in Hampshire and although there is now only limited demand, there are a number of existing and active extraction sites.
- 3.26 The HMWP supports small-scale extraction of chalk which is defined as up to 25,000 tonnes per annum. During the 5-year period, the amount extracted exceeded this level to a limited extent¹⁵ and has since returned to a level within the threshold.
- 3.27 There are currently two active chalk sites in Hampshire. No new chalk extraction permissions have been granted in the past 5 years. However, an application was submitted for a new chalk quarry at Monk Sherborne¹⁶ in 2018 and is currently being considered.
- 3.28 It is recognised that markets change over time and therefore, the demand for chalk may increase during the Plan period. Monitoring extraction allows this to be reviewed.

Relevant national policy updates

- 3.29 There are no policy updates that have been identified relevant to chalk extraction.

Should this issue be addressed?

- 3.30 It is considered that should the level of extraction increase significantly and for a prolonged period, this could suggest that the policy approach needs to be reviewed.
- 3.31 Within 5 years, there is no clear evidence that the markets have shifted significantly to demonstrate a review of the current policy approach to chalk. It is considered that the existing policy sufficiently seeks to meet local demand. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.32 The wording of the policy does not need to be updated.

Green

¹⁵ Actual figure cannot be released due to commercial confidentiality.

¹⁶ Chalk Quarry Application: <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19053>

Sustainable waste management (Policy 25) & Capacity for waste management (Policy 27)

- 3.33 Policy 25 seeks to make provision to be made for the management of non-hazardous waste arising, based on the expectation that certain targets will be achieved by 2020: 60% recycling; and 95% diversion from landfill.
- 3.34 These targets sought to take into account the targets established by the revised Waste Framework Directive: 50% recycling of household (and similar non-hazardous) wastes; and 70% recovery of inert.
- 3.35 At present, the trend for recycling non-hazardous waste has been declining since 2014/15 to below 50% in 2016 which suggests that the Waste Framework Directive target will also not be met.
- 3.36 The Plan does not include a monitoring indicator related to landfill diversion of non-hazardous waste. However, Policy 25 covers this aspect of waste management as well. The amount of waste removed from sites in Hampshire and going to landfill has been 13% in 2011, 12% in 2012, 9% in 2013, 8% in 2014, 10% in 2015 and 15% in 2016. The recent increase of the percentage of waste going to landfill corresponds to the decrease in recycling rates and to a parallel increase in waste going to incinerators. It also corresponds with significant changes in waste tonnages, with a high of 4 million tonnes in 2014 compared to 2 million tonnes in 2016. In fact, the amount of waste going to landfill has slowly been reducing from around 400,000 to at around 300,000 tonnes, and it is the changes in the total waste have led to the differing percentages of waste going to landfill.
- 3.37 The reduction of the amount of waste going to landfill also corresponds to a reduction the waste landfill capacity in Hampshire, indicative of a general trend that less waste is going to landfill and therefore less landfill capacity is needed. This is discussed further under Policy 32.
- 3.38 Overall, it is difficult to assess the direction of travel of landfilled waste, however at no point has it yet reached the level of 95% that the Plan aims for. As additional recycling and recovery capacity has been delivered, whereas no new landfills have been provided, there is no indication that the Plan policies are not encouraging landfill diversion, even if the targets have not been reached.
- 3.39 Policy 27 (Capacity for waste management development) outlines the minimum capacity requirements for making provision for dealing with waste arising within Hampshire up to 2030.
- 3.40 The trigger for Policy 27 has not been met as there has been no net loss in waste management capacity. There are also monitoring indicators in place to track progress on waste management provision. These show that additional waste management capacity is being provided to meet projected demand, although there has been a greater level of recovery provision rather than recycling.

- 3.41 Whilst the type of waste management provision is recovery rather than recycling, this provision is market driven which is something that the Waste Planning Authorities cannot influence. The required capacity levels in Policy 27 are also minimum amounts of provision.
- 3.42 Campaigns to change behaviour of local residents to increase recycling rates have also been put in place by the plan-making Authorities and although these are hoped to influence the level of recycling, are not planning issues.

Relevant national policy updates

- 3.43 The government's 25 Year Environment Plan (published January 2018) includes the goal of zero avoidable waste by 2050 and to transition towards a circular economy. Specifically, this involves doubling resource efficiency and minimising environmental impacts at products' end of life by; looking at the whole life-cycle to promote their recycling/reuse wherever possible. Following this Plan, the Government will publish a Resources and Waste strategy in the latter half of 2018.
- 3.44 The goal of improving recycling rates is likely to be encumbered by China's recent ban on imported plastics. The UK exports almost two-thirds of its waste to China and waste management companies lack the capacity in the UK to dispose of recyclable materials appropriately. Furthermore, there is uncertainty post-Brexit, regarding how the UK will design future targets in areas such as recycling and landfill. Specifically, whether the European Union's Circular Economy Package (CEP) goals will be maintained, filtered or enhanced. Industry leaders are also uncertain whether sources of funding for companies that build more sustainable waste management facilities will be replaced.
- 3.45 In March 2018, the Government approved plans for a bottle and can deposit scheme in attempt to reduce pollution and increase recycling rates.

Should this issue be addressed?

- 3.46 There is a lack of ability of Waste Planning Authorities to influence markets and due to the UK leaving the EU and recent Government announcements on waste, there is currently a high level of uncertainty over waste management provision requirements nationally.
- 3.47 The monitoring of Policy 25 suggests that the recycling target of 60% by 2020 is unlikely to be met. However, while increased recycling rates are the aim, the policy itself relates to the provision of waste management capacity as this is what the WPA can influence. Policy 27 sets out the specific required provision of waste management and within the 5-year period, sufficient capacity has been delivered, albeit more focused on recovery than recycling.
- 3.48 Policy 27 enables provision of waste management and as the requirements are set at a minimum, the Policy is considered sufficiently flexible to allow additional waste management to be delivered, should this be required. The ability of the Policy to

provide waste management has been monitored and is shown to be delivering. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.49 Whilst the policy is delivering the required level of capacity, the type of waste management could be aligned with the waste hierarchy than is currently happening.

Amber

Energy recovery (Policy 28)

- 3.50 During the 5 years, there was a decline in the number of sites and energy produced from energy recovery developments in 2014 and 2015. 2016 saw a significant increase in the amount of energy produced, potentially due to improved reporting from sites. A variety of waste sites produce energy including landfill sites, energy from waste facilities, waste water treatment works, combined heat and power and anaerobic digestion sites.
- 3.51 Policy 27 (Capacity for waste management development) outlines the minimum capacity requirements for making provision for dealing with waste arising within Hampshire up to 2030. Monitoring of Policy 27 shows that whilst waste management provision is being made, more recovery development is being developed than recycling. Monitoring of Policy 28 suggests that, generally at a minimum, energy recovery development is producing electricity as the amount of energy produced is tracking the trend of the delivery of sites.
- 3.52 Energy recovery helps to divert waste from landfill. However, despite the increase in energy recovery development, the amount of waste being diverted from landfill is not yet reaching the target of 95% (see Policy 25).

Relevant national policy updates

- 3.53 As part of their strategy to improve the management of residual waste, the Government have set out in their 25 Year Environment Plan¹⁷, aims to explore methods of cutting carbon dioxide emissions from Energy from Waste (EfW) facilities. These include managing the amount of plastics in the residual waste stream and also increasing the use of heat produced through better connections to heat networks. They are also looking at managing residual waste beyond electricity, in the production of biofuels.
- 3.54 Improving energy efficiency to reduce emissions of air pollution and carbon is also a goal in the Government's recent draft Clean Air Strategy, which will sit alongside the Environment Plan. It is currently out for consultation¹⁸.

Should this issue be addressed?

- 3.55 Although during the 5-year period, the provision of energy recovery development has been varied, monitoring data suggests that at a minimum, sites are producing electricity which can be considered renewable. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

¹⁷ 25 Year Environmental Plan (2017) - <https://www.gov.uk/government/publications/25-year-environment-plan>

¹⁸ Draft Clean Air Strategy (2018) - <https://www.gov.uk/government/consultations/air-quality-draft-clean-air-strategy-2018>

RAG Review status

3.56 The wording of the policy does not need to be updated.

Green

Locations and sites for waste management (Policy 29)

- 3.57 During the 5-year period, two planning permissions have been permitted that are contrary to Policy 29.
- 3.58 One of these permissions had the special circumstance of being very close to the waste produced¹⁹ and the other was a certificate of lawful use where it is a matter of regularising an existing use²⁰. The exceptional nature of these permissions indicates that the problem was not the policy itself.
- 3.59 Plan practitioners have raised concerns regarding the wording and definitions contained within Policy 29. In particular, the highway element of the policy which includes terms 'good transport connections' and 'local' were highlighted as presenting issues as the terminology is open to interpretation. Additionally, phrases such as 'special need' and curtilage have previously encountered objections. This has led to difficulties where the policy is tested and placed under scrutiny.

Relevant national policy updates

- 3.60 There are no policy updates that have been identified relevant to the locational criteria for waste sites.

Should this issue be addressed?

- 3.61 During the 5 years, only two permissions have been granted contrary to Policy 29, both considered exceptions either due to a specific waste or the Certificate of Lawful Use permission process. Greater scrutiny has also shown that in some circumstances, the lack of clarity of the terminology used within the Policy has led to difficulties in implementation.
- 3.62 It is recognised that the policy would benefit from clarification of these terms, but it is not considered necessary to update the Plan in order to make these improvements. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.63 The wording of the policy would benefit from clarification which should be kept under review.

Amber

¹⁹ Breamore Marsh, Breamore Estate Lane, Nr Fordingbridge SP6 2DF: 14/11272

²⁰ Stapeley Manor Farm, Long Lane, Odiham, Hook Hampshire RG29 1JE: 14/01791/CMA

Long-term safeguarding (Policy 34)

- 3.64 During the 5-year period, there has only been once occurrence where a planning permission has been granted in a safeguarded area (application 14/00865/OUT, Land at Chapel Hill, Kingsclere, Basingstoke was permitted affecting Basingstoke Sidings).
- 3.65 However, although the site is an ‘existing’ siding (as per (v) of Policy 34), the site is included in the HMWP as an allocation and therefore, is monitored under Policy 16 (Safeguarding – minerals infrastructure).
- 3.66 None of the listed areas in Policy 34 have been subject to safeguarding consultations.
- 3.67 The Mineral Planning Authority continues to engage the Local Planning Authorities with regards to Safeguarding. In addition, a Minerals and Waste Safeguarding Supplementary Planning Document (adopted in February 2016) was produced to further assist ongoing engagement.

Relevant national policy updates

- 3.68 Although not National Policy, in 2016, the Port of Southampton Port Master Plan – Consultation Draft was published by Associated British Ports (ABP)²¹. The draft Master Plan covers 2016 to 2035 and outlines the proposals for the strategic land reserve at Dibden Bay.
- 3.69 This area is referred to as “land located to the north west of Hythe” in part (i) of Policy 34. As these expansion proposals are progressed by ABP, the draft Port Master Plan makes specific reference to Policy 34 of the HMWP (see para. 3.22).

Should this issue be addressed?

- 3.70 The permission granted contrary to safeguarding advice is not considered relevant to Policy 34 in this instance. The draft Port Master Plan produced by ABP does recognise the relevance of the HMWP and specifically Policy 34. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 3.71 The wording of the policy does not need to be updated.

Green

²¹Port of Southampton Port Master Plan 2016-2035: Consultation Draft (Associated British Ports, 2016) - <http://www.southamptonvts.co.uk/admin/content/files/New%20capital%20projects/Master%20Plan%202016/Master%20Plan%202016%20-%20202035%20Consultation%20Document%20Oct%202016.pdf>

Summary of Review status

Policy Number & Title	RAG status
Policy 5: Protection of the countryside	Green
Policy 15: Safeguarding - mineral resources	Green
Policy 18: Recycled and secondary aggregates development	Amber
Policy 23: Chalk Development	Green
Policy 25: Sustainable waste management	Amber
Policy 27: Capacity for waste management development	Amber
Policy 28: Energy recovery development	Green
Policy 29: Locations and sites for waste management	Amber
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green

4. Issues to be reviewed and may need to be addressed

- 4.1 This section explores in more detail the issues identified through the Monitoring Reports (MRs).
- 4.2 Consideration is given to the circumstances around the short-term breaches that may have occurred or the potential for an issue to be addressed in the future.
- 4.3 Where comments have been raised by Plan practitioners (namely Development Management or Policy officers) on the implementation of the relevant policy these are also outlined.
- 4.4 A RAG (Red, Amber, Green) Review status is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does not need to be updated but should be kept under review.	Amber
Review shows that the policy triggers the need for the Plan to be updated.	Red

Community benefits (Policy 14)

- 4.5 In the past five years, no major applications have resulted in community benefits. Therefore, the percentage of applications is less than 50%.
- 4.6 However, implementation of this policy has highlighted that it does not relate directly to work done by the Minerals or Waste Planning Authority (MWPA) as it refers to bilateral agreements that do not include the MWPA. The policy provides more of a position in support of these separate agreements.
- 4.7 It is also difficult to monitor on an annual basis as such agreements can take time to be established and implemented and lie outside of the planning process. There is also no obligation for such agreements to be reported to the MWPA.

Relevant national policy updates

- 4.8 In 2016, the Government announced a community benefits funding scheme for host communities for shale gas - Shale Wealth Fund. In addition, the shale gas industry sets out its commitment to community engagement in its Charter. The Charter sets out what communities can expect from companies developing shale in their areas. This includes a commitment to a package for communities that host shale development which includes £100,000 in community benefits per well-site where fracking takes place (at exploration stage), 1% of revenues will be paid out to communities (at production).

Should this issue be addressed?

- 4.9 It is considered that this issue does not need to be addressed through an update of the Plan. However, should an update occur, it is considered that this Policy could be removed and support for community benefits provided in the supporting text of Policy 1.

RAG Review status

- 4.10 The wording of the policy does need to be updated but does not trigger a need to update the Plan.

Amber

Aggregate supply – capacity and resource (Policy 17)

- 4.11 Although Policy 17 states that an adequate and steady supply of sand and gravel will be provided for Hampshire until 2030 at a rate of 1.56 million tonnes per annum (mtpa), the delivery of this landbank provision falls to Policy 20 (Local land-won aggregates) which enables the development to meet this requirement. Therefore, this issue is reviewed in ‘Local land-won aggregate (Policy 20)).
- 4.12 Whilst the maintenance of the landbank is monitored through Policy 20, the rate by which is this is calculated – 1.56 mtpa of sand and gravel – is set out in Policy 17. When the HMWP was prepared, the ‘apportionment’ figure was based on an average figure of 10-years land-won aggregate sales. Sales during this period (2001-2010) peaked in 2001 at 2.29 mtpa of land-won aggregate but then showed a steady decline.
- 4.13 Table 2 shows the 10-year (yr) average (Av.) sales in 2016 for the period 2007-2016. This also shows the peak at the 2007 and a general steady decline in sales, until 2012 where sales have gradually risen year on year. Both the 10-year and 3-year averages are significantly below the 1.56 mtpa of which 0.28 mtpa should be soft sand.

Table 2: 10-year average sales in million tonnes per annum 2007-2016

Year	2007	2008	2009	2010	2011	2012	2013	2014	2015	2016	Last 3-yr Av.	Last 10-yr Av.
Soft sand sales	0.18	0.29	0.1	0.14	0.12	0.16	0.12	0.11	0.12	0.2	0.14	0.15
Sharp sand & gravel sales	1.3	0.98	0.95	0.84	0.71	0.58	0.73	0.78	0.71	0.75	0.75	0.83
Total	1.49	1.27	1.05	0.98	0.83	0.75	0.85	0.88	0.83	0.95	0.89	0.99

- 4.14 Mineral Planning Authorities are required through the NPPF to produce annual Local Aggregate Assessments²² (LAA). The LAA reports on the landbank. In the Hampshire LAA²³, this is calculated using the ‘Local Requirement’ (the 1.56 mtpa apportionment) as the well as the 10-year and 3-year averages. The NPPF requires a landbank of at least 7 years²⁴ of permissions. A landbank calculated using the Local Requirement rate of 1.56 mtpa provides a lower landbank than those calculated based on the 10- or 3-year average as the figure is significantly higher (see Table 3).

²²NPPF (Para. 207) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

²³ Hampshire Local Aggregate Assessment -

<http://documents.hants.gov.uk/mineralsandwaste/2017LocalAggregateAssessment.pdf>

²⁴ NPPF (Para. 207)

Table 3: Sand and gravel landbank provision in 2016

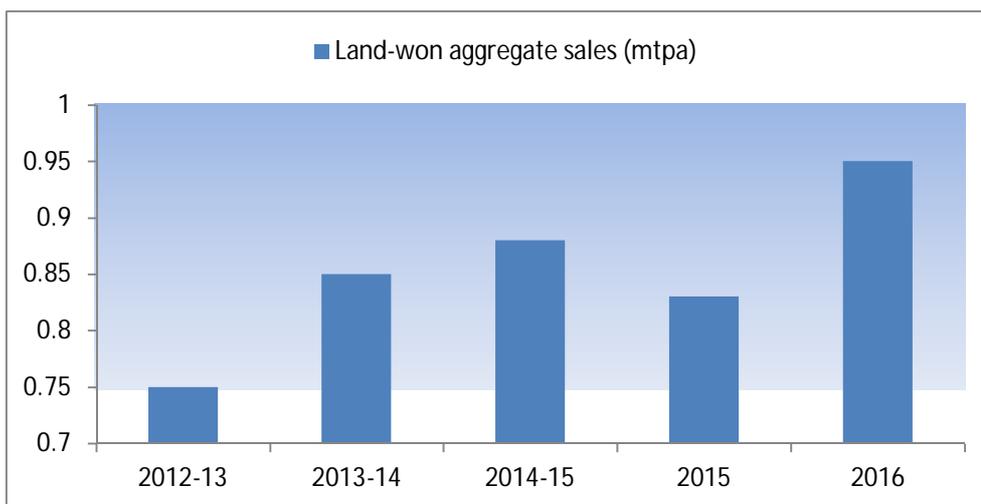
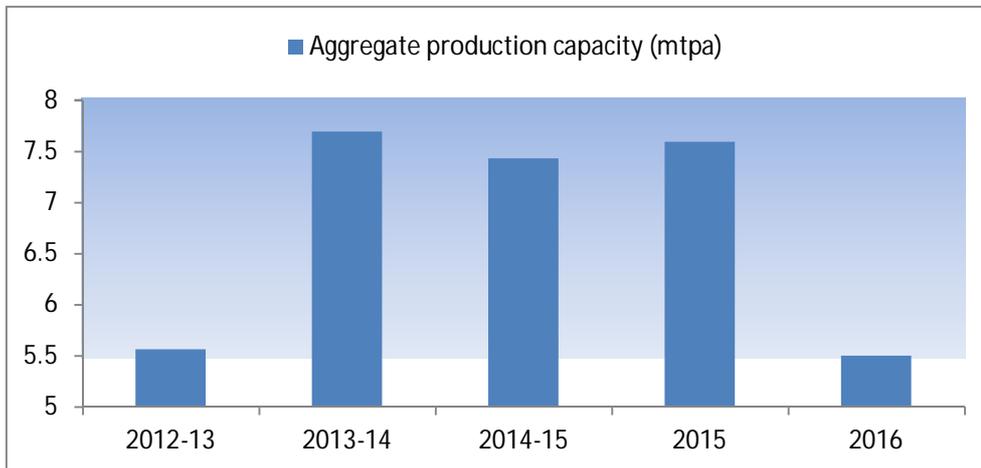
	Permitted Reserve	Landbank based upon Local Requirement	Landbank based upon 10-yr Av. sales between 2007-2016	Landbank based upon 3-yr Av. sales between 2007-2016	Landbank based upon 2016 sales
	Million tonnes	Years			
Soft sand	0.7	2.5	4.67	5.0	3.5
Sharp sand & gravel	6.8	5.31	8.19	9.07	9.07
Total	8.9	5.71	8.99	10	9.37

- 4.15 Whilst Policy 17 states a provision of 1.56 mtpa of sand and gravel, this was a point in time and could be argued to no longer be relevant. As the requirement within the NPPF is for at least 7 years, using this Local Requirement rate has the impact of reducing the landbank which may not reflect the current market conditions.
- 4.16 Tables 2 and 3 highlights that the provision of soft sand does not meet the required 0.28 mtpa as specified by Policy 17. Soft sand supply is recognised as a regional issue and is a regular item of discussion at the South East England Aggregate Working Party meetings²⁵.
- 4.17 A number of Mineral Planning Authorities in the South East have soft sand resources that are constrained by designations such as Areas of Outstanding Natural Beauty (AONBs) or National Parks. National Policy states that ‘as far as practical’ landbanks should be maintained by minerals from ‘outside’ National Parks and AONBs²⁶.
- 4.18 Mineral Planning Authorities in the South East are preparing a Position Statement on Soft Sand which will set out the existing supply situation, relevant national and local policy and the issues regarding supply. It is envisaged that this Position Statement will then form the basis of Statements of Common Ground between Authorities.
- 4.19 As with sharp sand and gravel, the 10- and 3-year sales averages in Table 2 suggest that the 0.28 mtpa is higher than the actual level demand in Hampshire. The application of the Local Requirement rate, 10-year and 3-year average sales all result in a landbank lower than the required 7 years.
- 4.20 The remaining part of Policy 17 seeks to safeguard and develop infrastructure to ensure aggregates can be provided at specific rates: 1 mtpa of recycled and secondary aggregate; 2 mtpa of marine-won aggregate; and 1 mtpa of limestone by rail.

²⁵ SEEAWP Minutes: <https://www.hants.gov.uk/landplanningandenvironment/seeawp/seeawpdocuments>

²⁶ NPPF (2018) (Para. 205) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

- 4.21 Monitoring seeks to ensure there is no significant reduction (more than 556,000 tonnes) in capacity for aggregate production as well as a reduction in land-won sales.
- 4.22 The Monitoring data shows that whilst the sales of land-won aggregate have increased significantly between 2015 and 2016, there has been a greater reduction in aggregate production capacity in this period. This would suggest that there is not sufficient capacity to meet demand.



- 4.23 The review of Policy 30 (see 'Construction, demolition and excavation waste development' (Policy 30)) showed that capacity provision remained above 1 mtpa but that capacity had reduced during 2015 and 2015.
- 4.24 The provision of marine-won aggregate is generally determined by wharf capacity which is where marine-won aggregate is landed. Policy 19 considers capacity of wharves and rail depots in more detail (see 'Aggregate wharves and rail depots' (Policy 19)). However, the monitoring data shows that there has been a decrease in wharf capacity in 2016.
- 4.25 It should be noted that in 2016, capacity was surveyed for the first time through the Aggregate Monitoring (AM) survey. Prior to receipt of this data, capacity had been

judged on the highest level of sales in previous years. It is recognised that circumstances may change at sites over time which can impact on capacity and it is believe this is what has resulted in the reduction of capacity.

- 4.26 In addition, Tipner Wharf in Portsmouth has now been redeveloped. This regeneration proposal was recognised in the HMWP and therefore, the site was not safeguarded.
- 4.27 It should also be noted that an application was submitted to extend Kendalls Wharf in Portsmouth²⁷. However, this application has stalled as the proposed compensation measures have not been approved by Natural England.
- 4.28 In relation to rail depots, capacity was also surveyed through the AM survey in 2016. This concluded that a 1 mtpa capacity remained at the existing rail depots. No new rail depot proposals have come forward in the last 5 years.
- 4.29 The monitoring trigger for Policy 17 is a reduction of 556,000 tonnes in capacity. The 556,000 tonnes are a 10% reduction of the total aggregate capacity (including land-won). Whilst there has been a slight reduction in capacity in the wharves, the most significant lack in capacity is at land-won sites (see Table 4). However, the ability to deliver the required capacity is driven by Policy 20.

Table 4: Aggregate supply capacity in 2016

	Target rate	Sales	Capacity	% Sales / Production
	mtpa		Mt	%
Land-won Aggregate	1.56	0.95	1.13	84%
<i>Soft Sand</i>	0.28	0.2	0.25	80%
<i>Sharp Sand and Gravel</i>	1.28	0.75	0.88	85%
R/S sites	1.0	0.83	1.8	46%
Wharves	2.0	1.55	1.57*	99%*
Rail Depots	1.0	0.4	1	40%

Footnotes

Source: Aggregate Monitoring Survey, 2016. Please note this was the first year that capacity data was collected from site operators, and as such, results should be treated with caution.

*Capacity is based upon sales data as capacity information not provided by operators

Relevant national policy updates

- 4.30 In 2017, the white paper ‘Fixing our broken housing market’²⁸ was published which set out a broad range of reforms that the government intends to introduce to help reform the housing market and increase the supply of new homes. The paper states that

²⁷ Kendalls Wharf Application - <http://publicaccess.portsmouth.gov.uk/online-applications/applicationDetails.do?keyVal=OWVWPNM0HRB00&activeTab=summary>

²⁸ Fixing our broken housing market (2017) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/590463/Fixing_our_broken_housing_market_-_accessible_version.pdf

225,000 to 275,000 or more homes per year are required to keep up with population growth and tackle under supply. The paper also recognises that development of communities is also required which does not just mean building homes but also roads, rail links, schools, shops, GP surgeries etc.

- 4.31 The Minerals Product Association reports that the construction of a typical home requires 12 tonnes of mortar and 200 tonnes of aggregate, school requires 15,000 tonnes of concrete and a community hospital would require 53,000 tonnes of concrete²⁹. These figures highlight the need for a steady and adequate supply of aggregate to support the governments drive for delivering homes and infrastructure.

Should this issue be addressed?

- 4.32 Policy 17 states that provision of 1.56 mtpa of sand and gravel will be provided of which 0.28 mtpa will be soft sand. Whilst it is recognised that this Local Requirement rate no longer reflects the current market, it is not the determining factor in sand and gravel provision. The landbank is used to determine whether a steady and adequate supply of sand and gravel can be maintained. The provision of the landbank is met through the implementation of Policy 20.
- 4.33 Soft sand supply is recognised as a regional issue and is being address by Mineral Planning Authorities through the use Position Statements and Statements of Common Ground. Therefore, whilst the Local Requirement rate no longer reflects current market, retaining this figure in the Plan does not prevent a steady and adequate supply of sand and gravel. Whilst a higher Local Requirement rate could be argued to create an over provision of sand and gravel, the Government is seeking to increase the delivery of housing and infrastructure and therefore, the Local Requirement rate allows for an up lift in demand and maintenance of supply. As such, it is considered that this issue does not need to be addressed through an update of the Plan.
- 4.34 In relation to capacity, it is recognised that there has been a reduction in capacity, and that in 2016 the capacity at wharves was below the required 2.0 mtpa. However, the Policy seeks to maintain this level and is not a cap which would prevent further development. Therefore, whilst monitoring suggests that capacities may be reducing the Policy can be used to support further development to enable the capacities to be maintained. As such, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

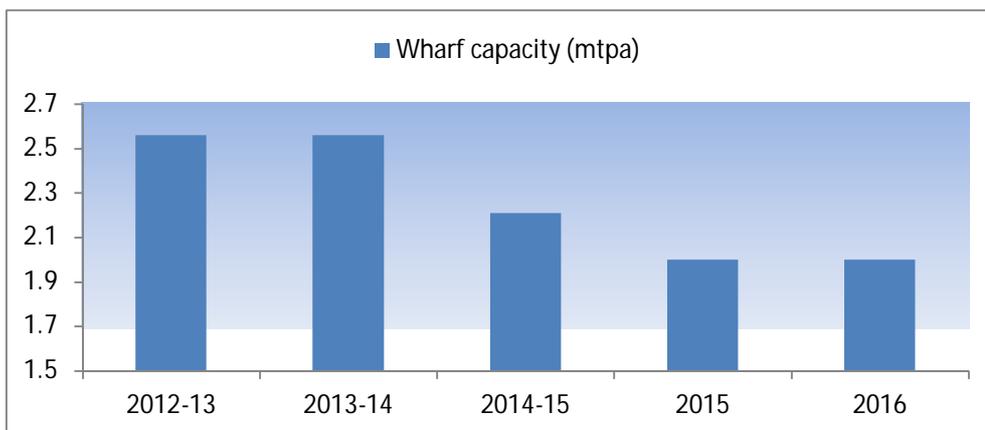
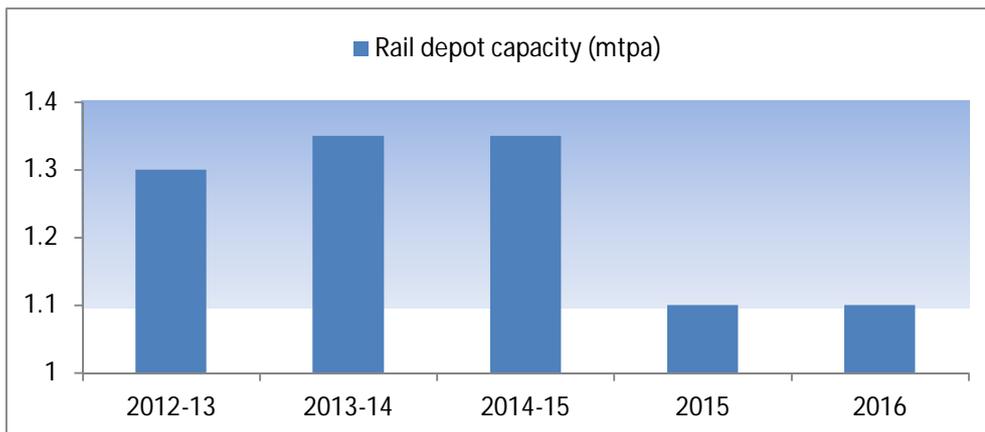
- 4.35 The wording of the policy does not need to be updated but should be kept under review to ensure that it is continuing to enable the right provision of mineral supply.

Amber

²⁹ Mineral Products Association – Facts at a Glance (2018) - <http://www.mineralproducts.org/documents/Facts-at-a-Glance-2018.pdf>

Aggregate wharves and rail depots (Policy 19)

- 4.36 Policy 19 seeks to ensure that there is sufficient wharf and rail capacity for the importation of marine-won sand and gravel and other aggregates. Capacity is to be provided by existing sites, allocated sites and criteria for determining new proposals.
- 4.37 The level of capacity of both wharves and depots during the 5-year period are declining but with no significant change between 2015 and 2016.



- 4.38 In relation to wharves, the monitoring trigger is a reduction of more than 256,000 tonnes per annum (10% of 2.56 mtpa). A significant reduction (350,000 tpa (top estimate)) occurred during 2014-2015 with the loss of Tipner Wharf which was considered unsuitable for wharf operations.
- 4.39 It should be noted that in 2016, capacity was surveyed for the first time through the Aggregate Monitoring (AM) survey. Prior to receipt of this data, capacity had been judged on the highest level of sales in previous years. It is recognised that circumstances may change at sites over time which can impact on capacity and it is believed this is what has resulted in the reduction of capacity.
- 4.40 In addition, Tipner Wharf in Portsmouth has now been redeveloped. This regeneration proposal was recognised in the HMWP and therefore, the site was not safeguarded.

- 4.41 It should also be noted that an application was submitted to extend Kendalls Wharf in Portsmouth³⁰. However, this application has stalled as the proposed compensation measures have not been approved by Natural England.
- 4.42 No new wharf sites have been proposed. However, the safeguarded area 'land located to the north west of Hythe' (also known as Dibden Bay) has been included as a strategic land reserve in the Port of Southampton Port Master Plan – Consultation Draft which was published by Associated British Ports (ABP)³¹ in 2016. The draft Master Plan covers 2016 to 2035 and recognises that the strategic land reserve is safeguarded through Policy 34 (see 'Safeguarding potential minerals and waste wharf and rail depot infrastructure' (Policy 34)). Should this proposal come forward, consideration will need to be given to the provision of a minerals (and possibly waste) wharf as part of the development. This could have wider implications for existing wharves in the Southampton area. Should the capacity be viewed as a replacement to existing wharf capacity, these sites may be viewed as potential waterside regeneration sites.
- 4.43 In relation to rail depots, the monitoring trigger is a reduction of more than 130,000 tonnes per annum in capacity (10% of 1.3 mtpa). A significant reduction occurred during 2014-2015. As there was no change in the number of sites, it is assumed that this was due to changes to the operations on the site leading to reports of reduced capacity.
- 4.44 There are two allocated aggregate rail depot sites in the HMWP: Basingstoke Sidings; and Micheldever Sidings. Whilst there has been some limited interest raised regarding Basingstoke Sidings in the 5-year period, no formal discussions have been held or applications submitted for either of the allocations.
- 4.45 Micheldever Sidings has featured in previous plans but has not come forward for development.

Relevant national policy updates

- 4.46 In 2016, the Government announced a programme of development of railway stations and surrounding land to deliver homes and jobs to boost local growth³². Network Rail and the Homes and Communities Agency will work with local councils to identify development opportunities with the ambition of delivering 10,000 new homes. Proposals have already been drawn up in York, Taunton and Swindon to deliver housing and regeneration. In order to release land for regeneration, Network Rail will

³⁰ Kendalls Wharf Application - <http://publicaccess.portsmouth.gov.uk/online-applications/applicationDetails.do?keyVal=OWVWPNM0HRB00&activeTab=summary>

³¹Port of Southampton Port Master Plan 2016-2035: Consultation Draft (Associated British Ports, 2016) - <http://www.southamptonvts.co.uk/admin/content/files/New%20capital%20projects/Master%20Plan%202016/Master%20Plan%202016%20-%202035%20Consultation%20Document%20Oct%202016.pdf>

³² Government Press Release - <https://www.gov.uk/government/news/regeneration-of-stations-set-to-deliver-thousands-of-new-properties-and-jobs>

need to provide evidence to the Office of Rail and Road that the land is no longer required for the railway.

- 4.47 The NPPF states that 'significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering genuine choice of transport modes'³³.
- 4.48 The drive for delivering homes and jobs at railway stations may create competition on land near railways. This may lead to an increase in pressure on safeguarding existing or allocated minerals and waste sites in these locations.

Should this issue be addressed?

- 4.49 Policy 19 supports aggregate wharf and rail depot development to ensure sufficient capacity to meet requirements. Whilst it is recognised that proposals for development of the rail depot allocations have not come forward, the opportunity may still arise during the Plan period up to 2030. Although there are limited options, new wharf or rail depot development is supported through the criteria contained in Part 3 of Policy 19. As such, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 4.50 The wording of the policy does not need to be updated.

Green

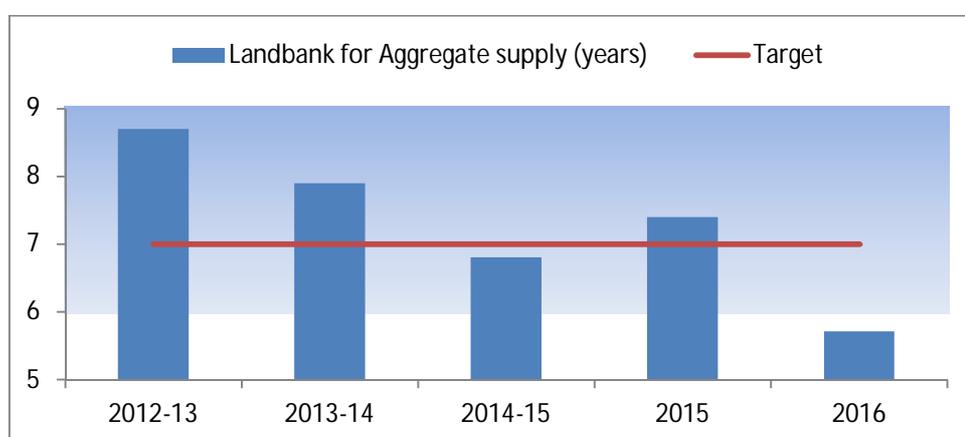
³³ NPPF (Para. 103) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

Local land-won aggregate (Policy 20)

4.51 Policy 20 seeks to maintain of the landbank for 7 years of permitted reserves of sand and gravel through: the extraction of remaining reserves at permitted sites as listed; extensions to specific sites listed; new listed sand and gravel allocations; and new proposals which meet the criteria in 20 (4).

4.52 The landbank is monitored annually to ensure that sufficient supply is provided. Although, the monitoring trigger is a breach of the 7 years over two years, there have been two occurrences in the 5-year period where the landbank has fallen below 7 years and in 2016 the landbank dropped significantly to 5.71 years (calculated against the Local Requirement rate). Therefore, the provision specified in the NPPF of at least seven years³⁴ has not been met.



4.53 Part 2 and 3 of Policy 20 outline specific sites which have been allocated as being suitable for development. Table 5 highlights the status of each of the allocations, as of June 2018.

Table 5: HMWP Allocation status in 2018

Site	Proposal	Permitted?	Other information
Bleak Hill Quarry extension	Sand & gravel extraction	No	Application expected 2018
Bramshill Quarry extension	Sand & gravel extraction	No	Application expected 2018
Cutty Brow	Sand & gravel extraction	No	Application not currently anticipated.
Forest Lodge Home Farm	Sand & gravel extraction	Yes ³⁵	Extraction due to commence in 2018.

³⁴ NPPF (Para. 207) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

³⁵ Forest Lodge Farm Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=17774>

Hamble Airfield	Sand & gravel extraction	No	Application expected 2019
Purple Haze	Sand & gravel extraction and reserve landfill	No	The allocation is still being actively promoted and an application is expected in the near future ³⁶ .
Roeshot	Sand & gravel extraction	No Planning application has been submitted ³⁷ .	Planning application submitted but is yet to be determined.

4.54 Policy 20 recognises that there is a shortfall in supply despite the allocated sites and this is expected to be met through unplanned opportunities. During the 5-year period, the opportunities in Table 6 have contributed to (or may) sand and gravel supply.

Table 6: Unplanned opportunities

Site	Proposal	Permitted	Other information
Kingsley Quarry Extension	Soft sand and silica sand extraction	No Planning application has been submitted ³⁸ .	Planning application is yet to be determined.
Downton Manor Farm Extension	Sand & gravel extraction	Yes (subject to the completion of a S106 agreement) ³⁹	Extraction area extended by 18.4 ha. Estimated tonnage of 760,000 tonnes of sand and gravel, at an extraction rate of between 70,000 – 150,000 tonnes per year. Associated planning application 17/11392 extended the life of the site for a further 15 years from the date of the permission.
Roke Manor Farm Extension	Sand & gravel extraction	No, planning application has been submitted ⁴⁰	Planning application is yet to be determined.
Frith End Quarry	Importation of aggregate.	Yes ⁴¹	Importation, handling and re-sale of soft sand from Whitehill Bordon Relief Road scheme. Estimated tonnage of 0.048Mt.

³⁶ Source: Correspondence with David Jarvis Associates on behalf of the Somerley Estate (18/06/2018)

³⁷ Roeshot Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=17204>

³⁸ Kingsley Quarry Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19368>

³⁹ Downton Manor Farm Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=18645>

⁴⁰ Roke Manor Farm Extension Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=18831>

⁴¹ Frith End Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19598>

- 4.55 Alongside the known opportunities outlined in Table 6, on-going discussions are being held with Eastleigh Borough Council and New Forest District Council regarding their proposed Local Plan housing allocations and opportunities for prior extraction. Opportunities to engage in further plan preparation with Hampshire's other districts and boroughs will be sought as plan preparation commences.
- 4.56 Whilst the landbank in 2016 was below the required 7 years, it should be noted that, an application was submitted for a new quarry at Roeshot in 2016, Forest Lodge Home Farm was permitted in 2017, an extension to Roke Quarry was submitted in 2017, an extension to Kingsley Quarry has been submitted in 2018 but has yet to be determined. In addition, there is a resolution to grant planning permission for an extension to Downton Farm Quarry (approved in 2018, subject to the completion of a legal agreement),
- 4.57 Each of these proposals, should they all be approved, will have a positive impact on the landbank by increasing the permitted reserves. Although it should be noted that there can be delays to commencement of extraction and therefore, reserves elsewhere will be depleted prior to these proposals contribute to supply.
- 4.58 Part 4 of Policy 20 seeks support further development proposals to ensure the maintenance of the landbank provided they meet the criteria. Part 4 (a) requires a demonstration that the existing allocations cannot deliver the landbank and / or the proposal maximises an existing quarry. Part 4 (b) supports prior extraction, Part 4 (c) supports proposals for a beneficial use and Part 4 (d) supports proposals for a 'specific local requirement'.
- 4.59 The HMWP states that soft sand supply will be provided by remaining reserves and new allocated sites, including:
- a. Permitted sites:
 - i. Blashford Quarry (including Plumley Wood / Nea Farm), Ringwood
 - ii. Frith End Sand Quarry, Sleaford
 - iii. Kingsley Quarry, Kingsley
 - b. Allocated sites:
 - i. Forest Lodge Home Farm, Hythe
 - ii. Purple Haze, Ringwood Forest
- 4.60 It should be noted that the Kingsley application is for the supply of silica sand not soft sand. Therefore, should this application be permitted, this would not increase the landbank for soft sand.
- 4.61 The Purple Haze allocation is likely to come forward as an application in the near future. However, this site would serve the south-west Hampshire/Dorset/Christchurch market rather than the north Hampshire market.
- 4.62 Within Hampshire soft sand reserves are scarce and are concentrated in a small number of areas, in contrast to reserves of sharp sand and gravel which are more widely distributed.

4.63 Soft sand is currently extracted in western Hampshire from Nea Farm (Plumley Wood) in Ringwood Forest and east Hampshire at Frith End and Kingsley. As with sharp sand and gravel sites, the soft sand sites supply all of Hampshire as well as some adjacent market areas. The existing Kingsley site (and the proposed extension) is located just outside the South Downs National Park.

Relevant national policy updates

4.64 Although not national policy, the Minerals Products Association published the UK Minerals Strategy in 2018⁴². The Strategy seeks to highlight the link between the need for more housing and infrastructure and the supply chain of minerals that enables them to be delivered. It states that a demand in supply is likely to increase and that permitted reserves are declining and not replenishing at an equivalent rate to enable a steady supply. The Strategy also identifies that some local shortages of minerals are already evident including certain sands and this issue is likely to increase further.

4.65 In relation to planning and regulation, the UK Strategy highlights that it can take up to 15 years from identifying a potentially viable resource to securing planning permission. Therefore, the Strategy states that up-to-date development plans are required to provide certainty for operators to invest in development.

Should this issue be addressed?

4.66 The 2016 Local Aggregate Assessment reported that the local requirement landbank is below 7 years. Whilst it is recognised that the applications have not yet been determined, there are applications (both for allocations and for unplanned opportunities) in the pipeline which indicates that Policy 20 is encouraging development to maintain the landbank.

4.67 The promoters of the remaining allocations have suggested that these will come forward during the remaining life of the Plan. Policy 20 supports further proposals for new sites to meet the landbank should monitoring indicate that the sites listed within the Policy are unlikely to be delivered.

Therefore, whilst the landbank for both sharp sand and gravel and soft sand are below the required 7 year minimum, the pipeline applications suggest that the policy is not prevent applications to be forthcoming. Delays to the decision making on applications on allocated sites, such as Roeshot, are not due to issues relating to policy. Therefore, it is considered at this time, this issue does not need to be addressed through an update to the Plan as the existing policy makes provision for further development to address any shortfall in reserves.

⁴² UK Minerals Strategy (2018) - http://www.mineralproducts.org/documents/UK_Minerals_Strategy.pdf

RAG Review status

- 4.68 The wording of the policy does not need to be updated but should be kept under review to ensure that it is continuing to enable the right provision of mineral development.

Amber

Silica sand (Policy 21)

- 4.69 Silica sand, also known as industrial sand, is used by the construction industry (as a non-aggregate) for a range of specialist uses but also high value industrial applications such as glass and chemical manufacture, water filtration and recreational uses.
- 4.70 The National Planning Policy Framework (NPPF) identifies silica as a mineral of local and national importance⁴³. Furthermore, the NPPF requires MPAs to plan for a steady and adequate supply of industrial minerals. This includes the provision of a stock of permitted reserves of at least 10 years for individual silica sand sites⁴⁴.
- 4.71 There are two permitted sand and gravel quarries in Hampshire which provide silica sand: Frith End Quarry and Kingsley Quarry. It is acknowledged that resources at Kingsley and Frith End have properties with silica sand uses. However, historical data identified the quarries as soft sand only.
- 4.72 Data on silica sand has only been available since 2013. Due to confidentiality, sales data cannot be reported individually and therefore, a three-year average has been applied which shows a decrease in sales during this period. Based on the three-year average (2014-2016), collectively, the permitted reserves amounted to 2.9 years and based on 2016 sales was only 2.7 years. These figures fall significantly short of the 10 years of permitted reserves at each site required by the NPPF.
- 4.73 The resources at Frith End and Kingsley can be classed as soft sand or silica, any sales of the resources as non-aggregate (silica) depletes the soft sand reserves (see 'Aggregate supply – capacity and source' (Policy 17)). However, it should be noted that although the resources can be classed as silica, the current use of the sand is not currently for industrial purposes. The main use of the silica sand at Kingsley is for sports surfaces⁴⁵.
- 4.74 The majority of resources which have silica sand properties in Hampshire are found either within or very close to the South Downs National Park. National Policy states that great weight should be given to National Parks and planning permission should be refused for major development except in exceptional circumstances⁴⁶.
- 4.75 In May 2018, a planning application was submitted for an extension to Kingsley Quarry⁴⁷ which falls just outside of the National Park. This permission (not yet determined) would provide 994,000 tonnes of silica sand.

⁴³ NPPF (Annex 2: Glossary) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

⁴⁴ NPPF (Para. 208)

⁴⁵ Planning Statement (supporting Kingsley Quarry Extension Application (May 2018))

⁴⁶ NPPF (Para. 172)

⁴⁷ Application No: 51188/003 - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19368>

- 4.76 Applying the three-year average sales (which also includes Frith End and therefore, is assumed to be higher than the actual sales), the proposal (if granted) would increase the permitted reserves of the Kingsley site to over 10 years. However, the permitted reserves at Frith End would remain below 10 years.
- 4.77 In 2017, a national silica sand group was established to meet the requirements of the NPPF which required 'co-operating with neighbouring and more distant authorities to co-ordinate the planning of industrial minerals to ensure adequate provision is made to support their use in industrial and manufacturing processes'⁴⁸. Work commenced on a Statement of Common Ground on silica sand.

Relevant national policy updates

- 4.78 The proposed changes to the NPPF⁴⁹ had included the removal of the requirement for 10 years of permitted reserves for individual silica sand sites. However, the NPPF (2018) has retained this requirement in relation to the supply of industrial minerals.

Should this issue be addressed?

- 4.79 It is recognised that Frith End Quarry and Kingsley Quarry do not currently contain 10 years permitted reserves. However, if the application for an extension to Kingsley Quarry is permitted, this requirement would be met at this site. The proposed changes to the NPPF could also remove the requirement for 10 years at individual sites.
- 4.80 The existing policy does seek to enable development to maintain permitted reserves provided that 'proposals do not have an unacceptable environmental or amenity impact either alone or in combination with other plans or projects'. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan as the existing policy makes provision for further development to address any shortfall in reserves.

RAG Review status

- 4.81 The wording of the policy does not need to be updated but should be kept under review.

Amber

⁴⁸ NPPF (Para. 208) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

⁴⁹ Draft Revised NPPF (March 2018) - <https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework>

Brick-making clay (Policy 22)

- 4.82 The National Planning Policy Framework (NPPF) identifies brick clay as a mineral of local and national importance⁵⁰. Furthermore, the NPPF requires MPAs to plan for a steady and adequate supply of industrial minerals. This includes the provision of a stock of permitted reserves of at least 25 years⁵¹.
- 4.83 Hampshire has two local brickworks: Michelmersh, near Romsey and Selborne in the South Downs National Park. These brickworks produce bricks from local brick-making clay, although only Michelmersh is currently operational.
- 4.84 In 2014, permission was granted for the extension site allocated in the HMWP and extraction has commenced in 2017. This led to a significant increase permitted reserves. However, despite a relative improvement in permitted reserves in recent years, the 25 years has not and will not be achieved.
- 4.85 Selborne brickworks does not have a current operational clay reserve and there is no activity at this site.

Relevant national policy updates

- 4.86 The proposed changes to the NPPF⁵² had included the removal of the requirement for 25 years of permitted reserves for brick clay. However, the NPPF (2018) has retained this requirement in relation to the supply of industrial minerals.
- 4.87 The NPPF (2018) introduces a new criterion in relation to the provision of brick clay for industrial purposes. The criteria states that Minerals Planning Authorities should 'take account of the need for brick clay from a number of different sources to enable appropriate blends to be made'⁵³.

Should this issue be addressed?

- 4.88 It is recognised that Michelmersh (and Selborne) do not currently collectively contain 25 years permitted reserves. However, the permission at Michelmersh has increased the permitted reserves at this site significantly. It is considered unlikely, based on the work undertaken during the preparation of the HMWP, that further suitable resources are available in the locality of the brickworks.

⁵⁰ NPPF (Annex 2: Glossary) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

⁵¹ NPPF (Para. 208)

⁵² Draft Revised NPPF (March 2018) - <https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework>

⁵³ NPPF (Para. 208)

- 4.89 It is not anticipated that Selborne will operate as brickworks in the near future. Its potential to commence production within the Plan period is unknown and will depend on obtaining the relevant planning permissions.
- 4.90 The existing policy does seek to enable development to maintain permitted reserves provided that the site allocations are not deliverable (the Michelmersh allocation is currently being delivered and there is no evidence to suggest that the Selborne allocation will be delivered in the near future) and that there is a 'demonstrable need for the development' and / or the 'extraction of brick-making clay is incidental'.
- 4.91 Whilst it could be argued that further allocations should be identified to provide certainty of supply at Michelmersh, work undertaken to support the HMWP highlighted that alternative site options in the area are limited due to availability of suitable resources. Policy 22 currently makes provision for the need for clay extraction outside of the sites identified and therefore, can enable the supply of brick clay from different sources should this be required for blending. Therefore, it is considered that this issue does not need to be addressed through an update of the Plan as the existing policy makes provision for further development to address any shortfall in reserves.

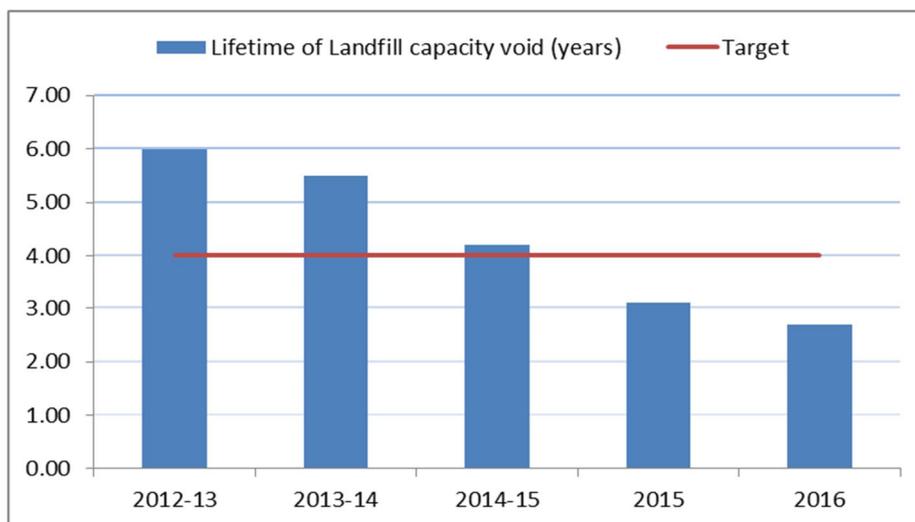
RAG Review status

- 4.92 The wording of the policy does not need to be updated but should be kept under review.

Amber

Non-hazardous landfill (Policy 32)

- 4.93 Policy 32 supports landfill development to enable the capacity necessary to deal with Hampshire's waste to 2030. This is expected to be provided at: remaining permitted capacity at existing listed sites; additional capacity at listed sites; and additional capacity at other suitable sites that accord with the criteria.
- 4.94 Whilst the majority (93%) of household waste is diverted from landfill, the remaining amount needs to be landfilled. Therefore, sufficient landfill capacity is required to meet these needs in the near future. In the longer term, technological solutions may deliver an alternative treatment option.
- 4.95 At the time the HMWP was prepared, it was estimated that there was 8 years of remaining capacity which would be exhausted by 2018/19⁵⁴. The trend suggests that the capacity in 2018 will be less than two years.
- 4.96 The lifetime of landfills is monitored annually to ensure that sufficient capacity is provided. The lifetime of landfill capacity dropped below four years in 2015 and continued to drop in 2016.



- 4.97 In 2016, Squabb Wood Landfill closed earlier than anticipated and is currently being restored. Squabb Wood is listed in Policy 32 in Part 1 (ii) as an existing site to provide remaining capacity and Part 2 (i) as the site that could provide additional capacity. The closure of the site means that the proposed extension of this site will not be implemented. This has been confirmed by the operator. With the early closure of the landfill both the remaining capacity at the site and any additional capacity that could have been provided have been lost.
- 4.98 Policy 32 Part 3 lists the allocated soft sand extraction Purple Haze as a reserve site for landfill. Purple Haze has not yet been permitted, though the site promoter has

⁵⁴ Assessment of Need for Waste Management Facilities in Hampshire: Landfill and Surcharging Report (2012).

indicated that a planning application should be forthcoming in the near future. It is not yet clear whether the proposed restoration would be for non-hazardous landfill. The potential landfill capacity of this site could be up to 4 million tonnes.

- 4.99 The South East Waste Planning Advisory Group (SEWPAG) which is formed of all of the Waste Planning Authorities in the South East, has recognised that the closing early and lack of replacement of non-hazardous landfill is a regional issue and is currently preparing a Landfill Joint Position Statement. The issue partly represents the successful diversion of waste from landfill. The Position Statement currently being prepared by SEWPAG sets out the relevant waste data on a regional scale. It is recognised by SEWPAG that there is likely to be a move towards regionally strategically landfill sites in the near future.

Relevant national policy updates

- 4.100 The National Planning Policy for Waste⁵⁵ (NPPW) sets out detailed waste planning policies to which local planning authorities need to have regard. The NPPW recognises that when preparing Waste Local Plans there is a need to drive waste management up the waste hierarchy whilst recognising the need for a mix of facilities as well as adequate provision for waste disposal⁵⁶.

Should this issue be addressed?

- 4.101 Policy 32 seeks to provide sufficient landfill capacity. The estimated capacity forecasts appear to be accurate with limited capacity during 2018/19. However, non-hazardous landfill capacity is recognised as a regional issue and is being addressed by Waste Planning Authorities through the creation of a Position Statements and Statements of Common Ground. Therefore, whilst the capacity is not meeting the required level of 4 years, it is recognised that there is existing reserve capacity in the Purple Haze allocation and additional provision could be met elsewhere in the region which would be established through Statements of Common Ground. As such, it is considered that this issue does not need to be addressed through an update of the Plan.

RAG Review status

- 4.102 The wording of the policy does not need to be updated.

Green

⁵⁵ National Planning Policy for Waste (2014) - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

⁵⁶ NPPW (Para. 3).

Summary of Review status

Policy Number & Title	RAG status
Policy 14: Community Benefits	Amber
Policy 17: Aggregate supply -capacity and source	Amber
Policy 19: Aggregate wharves and rail depots	Green
Policy 20: Local land-won aggregates	Amber
Policy 21: Silica sand development	Amber
Policy 22: Brick-making clay	Amber
Policy 32: Non-hazardous waste landfill	Green

5. Policy change drivers

- 5.1 As outlined in the previous sections, there have been a number of Government policy publications and announcements which have an impact on the HMWP policies. Where these relate to the policies outlined in sections 3 and 4, these have already been discussed. However, there are implications on other policies which are outlined in this section.
- 5.2 Implementation of the HWMP policies by development management practitioners has also highlighted areas where further clarification of the terminology outlined in the policies would make them more effective. Therefore, where these clarifications have been not addressed in sections 3 and 4, these are also outlined in this section.

NPPF (2018)

- 5.3 The Ministry of Housing, Communities and Local Government (MHCLG) issued a consultation on a revision to the National Planning Policy Framework (NPPF) in March 2018⁵⁷. The revised NPPF was published in July 2018⁵⁸.
- 5.4 There is a discreet but strong encouragement given to local planning authorities to move towards strategic plan-making (para 24). This is an improvement on the original NPPF, which focused on the preparation of single all-encompassing local plans containing both strategic and development management policies; which do not easily lend themselves to being jointly prepared with neighbouring authorities.
- 5.5 Linked to this is the strengthening of the duty to co-operate with the addition of a requirement for the preparation of statements of common ground. These are required to document the cross-boundary issues to be addressed and the progress in dealing with them.
- 5.6 Other NPPF revisions include (but are not limited to):
- uses of land and developing green and brown field land;
 - greater emphasis on design of development;
 - more guidance on the change of use of land in the Green Belt;
 - more guidance on flood risk;
 - consideration of undeveloped coasts and public access to the coast;
 - more guidance on designated landscapes;
 - consideration of ground conditions and impacts of air quality on natural environment; and
 - greater emphasis on energy security.

⁵⁷ Draft Revised NPPF (March 2018) - <https://www.gov.uk/government/consultations/draft-revised-national-planning-policy-framework>

⁵⁸ NPPF (2018) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/733637/National_Planning_Policy_Framework_web_accessible_version.pdf

- 5.7 The NPPF (2018) has a direct impact on the implementation of all the policies within the Plan. This Review determines that the revised NPPF does not result in the need for an update of

Planning Practice Guidance (2014 onwards)

- 5.8 Planning Practice Guidance was launched in 2014, following the adoption of the HWMP. This is a live document, updated as necessary by the Government. The Planning Practice Guidance is implementation guidance for the NPPF. Draft Guidance was prepared in March 2018 following the publication of the proposed changes to the NPPF. The draft Guidance included references to Statements of Common Ground and specifically outlined the requirement for a Statement of Common Ground to be prepared for minerals and waste plans⁵⁹.

The 25 Year Environment Plan (Feb 2018)

- 5.9 This 25 Year Environment Plan sets out Government action to help the natural world regain and retain good health. It aims to deliver cleaner air and water in our cities and rural landscapes, protect threatened species and provide richer wildlife habitats. It calls for an approach to agriculture, forestry, land use and fishing that puts the environment first.
- 5.10 The Plan strives to ensure that communities are 'Using resources from nature more sustainably and efficiently' and 'Minimising waste'. Great emphasis is being placed on 'natural capital'. The policies in the HMWP are aligned with the protection principles of this plan, particularly policies 2-6.
- 5.11 There is a noticeable change in focus to not only protect the natural capital that already exists but enhancing this where possible. This extra step is needed to increase resilience to climate change. Policy 9 of the HMWP is most closely aligned with this national policy change and may need strengthening to ensure mineral and waste development is aligned with national policy objectives.
- 5.12 The detrimental effects of plastic on the environment have been widely covered in the press recently. The 25 Year Environment Plan sets out guidelines on how to transition to materials that can be recycled more easily leading to a reduction in overall waste. Policy 25, the sustainable waste management policy will need to ensure it encompasses this change.
- 5.13 The Plan sets clear policy direction on 'embedding an 'environmental net gain' for development, including housing and infrastructure' this includes action to work with interested parties and streamline environmental processes but to widen environmental gains to include flood protection, recreation and improved water and air quality.

⁵⁹ Draft NPPG (March 2018) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/687239/Draft_planning_practice_guidance.pdf

5.14 Following from the publication of the 25 Year Plan, the Government launched a review of National Parks and Areas of Outstanding Natural Beauty⁶⁰. The review will examine whether the landscape designations meet the requirement of the 21st Century. Weakening or undermining the existing protections or geographic scope of the National Parks will not be part of the review. Instead the focus will be on how designated areas can boost wildlife, support the recovery of natural habitats and connect more people with nature.

National Planning Policy for Waste

5.15 The National Planning Policy for Waste⁶¹ (NPPW) sets out detailed waste planning policies to which local planning authorities need to have regard. A framework for Local Plan preparation is provided as well as on the need for waste management facilities and suitable sites on which they should be located. In relation to the determining of applications, provision is made for the consideration of impacts of non-waste development on existing or allocated waste sites.

5.16 The NPPW outlines much of the policy previously contained within Planning Policy Statement 10 which informed the preparation of the HMWP. As such, the HMWP is in conformity with the NPPW. Should an update occur, references to the NPPW would need to be referred to.

Fixing our broken housing market – Housing White Paper (2017)

5.15 This paper⁶² re-evaluated the need and the way in which housing numbers are calculated in each local planning authority area.

5.16 This paper introduced the use of the statement of common ground as a way of evidencing joint working and the duty to cooperate which has been included in the revised NPPF.

5.17 Whilst the introduction of statements of common ground does not directly impact the policies within the HMWP, statements would need to be drawn up between interested parties if an update to the Plan occurs.

⁶⁰ National Park and AONB Review Launch - <https://www.gov.uk/government/news/national-parks-review-launched>

⁶¹ National Planning Policy for Waste (2014) - <https://www.gov.uk/government/publications/national-planning-policy-for-waste>

⁶² White paper - <https://www.gov.uk/government/publications/fixing-our-broken-housing-market>

Strategic Environmental Assessment Regulations

- 5.18 The screening thresholds for industrial estate development and urban developments were raised in 2015⁶³. This has will impact the implementation of Policy 29 (Locations and sites for waste management).

The Town and Country Planning (General Permitted Development) (England) Order 2015⁶⁴

- 5.19 This change included temporary permitted development rights in respect of change of use of some industrial premises to residential, from a B8 storage and distribution use under 500m² to residential use. The regulations require prior approval to be sought in respect of specific issues including 'Impact on the sustainability of adjoining uses'. This requirement should therefore ensure that mineral and waste sites remain adequately safeguarded against encroaching non-mineral uses. Therefore, this order is relevant to Policy 16 (Safeguarding – minerals infrastructure) and Policy 26 (Safeguarding – waste infrastructure).

Community Infrastructure Levy

- 5.20 The Government published updated guidance on the Community Infrastructure Levy (CIL) in 2014⁶⁵.
- 5.21 The supporting text to Policy 1 (Sustainable minerals and waste development) refers to CIL. The charging of CIL is relevant to Southampton and Portsmouth City Councils. However, it is recognised that mineral extraction and some built facilities for waste management activities are exempt from paying charges.

European Court of Justice Ruling

- 5.22 In April 2018, a court ruling by the European Court of Justice had a significant impact on the Habitats Regulations Assessment. The People over Wind Vs Sweetman⁶⁶ had implications for developers and competent authorities in relation to plans and projects which are subject to Habitats Regulations Assessment.
- 5.23 The effect of the ruling is that where previously, mitigation measures which may modify site selections or the boundary of a site to avoid any effects on European sites such as scheme design, buffer zones or restriction on operating hours, can no longer be considered at the Screening stage.

⁶³ SEA Guidance - <https://www.gov.uk/guidance/strategic-environmental-assessment-and-sustainability-appraisal>

⁶⁴ Came into force 23 May 2017

⁶⁵ CIL Guidance - <https://www.gov.uk/guidance/community-infrastructure-levy>

⁶⁶ People over Wind Vs Sweetman Ruling - <http://curia.europa.eu/juris/document/document.jsf?text=&docid=200970&pageIndex=0&doclang=en&mode=lst&dir=&occ=first&part=1&cid=424528>

5.24 The HMWP was subject to appropriate assessment⁶⁷. However, the Sweetman ruling is likely to be relevant should an update of the Plan be required.

Government Oil and Gas Consultations

5.25 The Government is currently consulting on proposed changes to the planning system which relate to shale gas.

5.26 The consultations relate to the following areas:

- proposed changes to permitted development rights for non-hydraulic shale gas exploration⁶⁸;
- proposed criteria to trigger the inclusion of shale gas production projects into the Nationally Significant Infrastructure Projects regime⁶⁹.

5.27 The outcome of these consultations was not known at the time this Review was finalised and therefore, the implications for Policy 24 (Oil and gas development), if any, are not clear.

⁶⁷ Hampshire Minerals & Waste Plan Assessment Under the Habitats Regulations: Habitats Regulations Assessment Record – Final (July 2013) - <http://documents.hants.gov.uk/planning-strategic/HMWPHRARRecordFINALSept2013.pdf><http://documents.hants.gov.uk/planning-strategic/HMWPHRARRecordFINALSept2013.pdf>

⁶⁸ Government Consultation (Permitted Development Rights) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/726916/Consultation_document_-_shale_gas_permitted_development.pdf

⁶⁹ Government Consultation (National Infrastructure Projects) - https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/727044/NSIP_Consultation_Document_Final.pdf

6 Conclusion

- 6.1 This Review has identified that whilst the Monitoring Reports during the 5-year period have highlighted a number of issues, the HMWP remains effective.
- 6.2 This Review concludes that, in 2018 (5 years since adoption), the policies are working effectively to achieve the Vision and there is no requirement to update the HMWP. The reasons for this decision are as follows:

Waste

- 6.2.1 In general, the waste forecasts have been relatively accurate and additional capacity is coming on stream albeit focused more on recovery than recycling.
- 6.2.2 Landfill capacity is identified as not meeting the forecasted need. However, landfills have closed early within the Plan area and the wider south east. Policy 32 allows for landfill capacity to come forward where there is a clear need and there is also remaining reserve capacity within the Purple Haze allocation.
- 6.2.3 The implications of the Britain's exit from the European Union ("Brexit") on the waste industry are unknown but discussions⁷⁰ with industry suggest that the impacts on capacity could be felt relatively quickly. As such, as trade deals are determined in the period up to March 2019, more will be known as to whether policy updated are required to address capacity issues in the UK, particularly in relation to points raised in 6.2.1 and 6.2.2.

Minerals

- 6.2.4 It is recognised that in relation to mineral supply: the required 7-year landbank for sand and gravel (for both sharp sand and soft sand) is not currently being met; there is not currently 10 years of permitted reserves at the sites providing silica sand; and there is not currently 25 years of permitted reserves at brick-making clay sites. However, review of the relevant policies has highlighted that these do not exclude further development proposals to come forward and that these would be supported where a shortfall in supply is identified.
- 6.2.5 The allocated sites within the HMWP are coming forward as planning applications and confirmation from site promoters has demonstrated that they will be submitted on a similar timescale to that set out in the HWMP. A number of planned and unplanned opportunities have been permitted since the HMWP was adopted and those currently in the pipeline demonstrate that the policies are flexible and enable development, where required.

⁷⁰ Discussion with local operators and at the Hampshire County Council Strategic Planning Customer Event (4th September 2018).

- 6.2.6 The landbank is being impacted by the delay in decision-making which is the result of a position change regarding minerals development in the floodplain by the Environment Agency. As the implications of this position are made clearer, it is likely that this will need to inform any relevant proposals as well as an update of the Plan.
- 6.3 It is considered that the effectiveness of the Hampshire Minerals & Waste Plan should be reviewed again in the near future to test whether the delays in decision-making can be over come, the remaining allocations are submitted as applications and the implications of Brexit are better understood.

Review limitations

- 6.4 It is recognised that there are a number of limitations to this Review.
- 6.5 The monitoring indicators were set when preparing the Plan and were an attempt to quantify the impacts of the decisions made within the framework of the HMWP.
- 6.6 It is understood that the indicators and triggers set out in the HMWP may not, on reflection, be narrowly defined sufficiently to clearly identify an issue from the data alone. However, the indicators do highlight where issues with policy implementation arise and this information has assisted in the Review of the HMWP. The Review has highlighted that through application of the indicators further investigation is required into each issue identified and therefore it is considered that the indicators allow the flexibility required to apply an interpretation of the data.
- 6.7 It is also recognised that there are a number of current uncertainties which will have an impact on future supply and capacity requirements of minerals and waste. The most prominent is Britain's exit from the European Union. There are significant mineral and waste movements between Britain and Europe and any future alterations could impact local indigenous supply.
- 6.8 According to the waste industry⁷¹, the European market for Refuse Derived Fuel has helped mitigate the extensive capacity gap for recovery treatment in the UK and offered waste producers in the UK alternative cost-effective treatment routes. Although the impacts of Brexit are unknown, the potential impact on the value of the pound and unknown trade agreements may impact the UK's future ability to rely on Europe's existing capacity. Imposed tariffs on waste movements could have numerous implications for waste management projects.
- 6.9 The Government is also driving forward development to boost the housing market and enable the necessary infrastructure to support this. An increase in development will have a direct impact on demand for construction aggregates.

⁷¹ Policy implications of Brexit (2017) - <http://ciwm-journal.co.uk/3d/Post-Brexit-Compliance-Report/offline/download.pdf>

Next Steps

- 6.10 The HMWP will be reviewed again in two years (2020) to determine the effectiveness of the policies and whether there is a need to amend the allocations. A review within 12 months was considered to be insufficient time to understand the implications of wider issues such as Britain's exit from the European Union.
- 6.11 However, to support the next Review a Stakeholder Workshop will be undertaken in 2019 to investigate the issues raised within this Review and how the trends of minerals supply and sustainable waste management provision are developing.
- 6.12 Due to the relevance of the issue, soft sand supply is recognised to be a likely item for discussion. Soft sand studies are currently being undertaken neighbouring areas including West Sussex and West Berkshire and it is hoped that the timing of the Workshop can be determined to allow the findings of these studies to be fed into the discussion.
- 6.13 The HMWP Local Development Scheme will be updated to reflect the commitment to a future review in 2020 and Stakeholder event in 2019.

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