

REPORT OF
THE CABINET
PART I

PLANNING FOR FUTURE MINERALS AND WASTE DEVELOPMENT

At a meeting on 25 October 2010, the Cabinet considered and approved, for recommendation to the Council, the proposed new approach to the preparation of the development plan for future minerals and waste infrastructure in Hampshire, which has been revised in light of policy changes and the revocation of the South East Plan. The new approach provides for the preparation of one comprehensive Development Plan Document which will incorporate the necessary policy review to strengthen the current core strategy policies in relation to climate change and carbon issues, resolve the outstanding issues following the legal judgments against the County Council in relation to the policies on wharves and depots, and safeguarding. The Plan will also take the opportunity to revise and update policies relating to aggregate supply. The consolidation of the development plan documents into one plan is more efficient, provides cost savings and results in a more cohesive planning framework.

Planning legislation requires the Council to produce development plan documents which set the overall policy context (the Core Strategy) and subsequent site allocation documents detailing proposals for minerals extraction and processing, landfill and key waste management operations. In July 2007, the Council adopted a Minerals and Waste Core Strategy with partner authorities including Portsmouth City Council, Southampton City Council and the New Forest National Park Authority. However, the review of South East Plan Policy M3 (provision of land-won aggregates) has delayed any further progress on the Hampshire Minerals Plan. Subsequent changes in national planning policy and the intended revocation of the South East Plan have given the Council an opportunity to change its approach and therefore it is proposed that the three development plan documents are consolidated into one, providing a comprehensive single plan which will define the context and criteria for development of Minerals and Waste infrastructure and initiate a “plan, monitor, manage” approach to development.

Several policies in the adopted Core Strategy were already under review following a legal judgment on wharves and depots and policies for safeguarding, and the additional policy reviews defined in the recent Have Your Say consultation (December 2009) have informed the technical work that has been ongoing in reviewing the Core Strategy Policies. Additionally, in order to take account of the fact that a number of mineral sites originally proposed in the draft Hampshire Minerals Plan (2008) have subsequently been granted planning permission and that reworking of the evidence base is required to take into account the apportionment for aggregates, the decision to finalise and submit the draft plan taken in July 2008 requires revocation by the County Council and its partners to allow the new approach and single plan to go ahead.

The geology of Hampshire provides land-won deposits of aggregates across the County. Historical extraction of sharp sand and gravel has taken place south and west of the New Forest and in the north-east of the County near the Berkshire border. Strategic deposits of soft sand have been worked in the east of the

county near Bordon. However, there are additional sources of aggregates available in Hampshire; marine-dredged sharp sand and gravel is landed at wharves in South Hampshire and crushed rock and sharp sand and gravel are imported to the County by rail and managed at depots in Fareham, Eastleigh and Botley. Hampshire also has a strong track record in recycling aggregates at numerous facilities across the County, thus reducing the requirement for primary aggregates. Current capacity is in the region of 1.7 million tonnes per annum (mtpa).

An opportunity to define the future of Minerals development, and the balance of supply in Hampshire has been made possible by the intended revocation of the South East Plan. Until then, Policy M3 relating to provision of land-won aggregates, set the level of expected extraction of land-won aggregate in Hampshire, known as the 'Apportionment'. This is included in the adopted Hampshire Minerals and Waste Core Strategy (Policy S8) at the level set at the time by the region: 2.63 mtpa. The new Government intends to revoke the South East Plan which will formally remove the regional policy requirement (Policy M3) to provide the apportionment for land-won sand and gravel. Planning authorities can now choose to use alternative figures for their planning purposes if they have a new and robust evidence base. The Cabinet therefore welcomed the proposed apportionment of 1.7 mtpa which is based on a formula involving the 'truncated mean' of the previous 10 years sales figures for aggregate in Hampshire, as the basis for the minerals element of the plan. The Cabinet agreed that the Council's priority should be to maximise aggregates from marine and recycled material rather than from land extraction.

The intended decision by the Secretary of State to revoke the Regional Spatial Strategies and therefore the South East Plan from the policy framework will remove regional policies which formed part of the development plan. In the interim the transitional guidance may be taken into account by planning authorities as a material consideration, which would allow departure from the Regional policy where this can be supported by proper planning evidence. The Council will now have an increasing opportunity to set its own strategic direction. In due course this will be achieved by consultation on the options put forward in the forthcoming public consultation. However, in the meantime it is important that the Council has a clear position with the impending removal of the Regional Policy Framework. Therefore, it is proposed that the County Council publishes a 'Statement of Intention' detailing the draft criteria it intends to use in setting the strategic context for development.

A summary of the main elements of the proposed programme are below:

- | | |
|--|-----------------------|
| ● Start of Stakeholder engagement | December 2010 |
| ● 'Have Your Say' (options consultation) | January-March 2011 |
| ● Incorporate feedback | March-May 2011 |
| ● Revise plan | April-June 2011 |
| ● Cabinet & Council including Partners | July-September 2011 |
| ● Statutory consultation on soundness | October-November 2011 |
| ● Public Examination | Spring 2012 |
| ● Adoption | Summer 2012 |

This proposed timetable will require incorporation into a new Minerals and Waste Development Scheme.

Finally, as well as normal decision making and Scrutiny and Overview meetings and processes it is considered that there should be provision for additional Member engagement during the plan process. It is therefore proposed that 'area' based Member workshops, which were run previously on the Minerals Plan, should be reconvened during the current plan process. In addition, it is proposed that an informal Member 'Sounding Board' be established to advise the Executive Member for Environment, to assist the Cabinet in its considerations of this matter and to help steer the overall plan process, including community engagement.

The proposed Statement of Intention is below:

Hampshire Minerals and Waste Plan Statement of Intention (Draft)

To meet economic and social needs and improve the environment for Hampshire for future generations, Hampshire County Council with its partners, Portsmouth and Southampton City Councils and the New Forest and South Downs National Park Authorities, are preparing the Hampshire Minerals and Waste Plan ("the Plan").

It is anticipated that the Plan will be adopted in 2012 as part of the 'development plan' for Hampshire and will replace the current Hampshire Minerals and Waste Core Strategy. In the meantime the County Council is issuing this **Statement of Intention** as interim minerals and waste planning guidance. It is not a part of the development plan, but will be a material consideration for planning decisions until the Plan is approved for publication and submission to the Secretary of State.

Vision

It is the County Council's intention that in planning for development it will continue to support its overall priority for Hampshire of:

"Enhancing our quality of place - making the county a good place to be by protecting local distinctiveness and diversity, ensuring excellent facilities, respecting Hampshire's heritage and planning proactively for the future."

And continue to support the vision of the current Hampshire Minerals and Waste Core Strategy;

"Hampshire will have a world class and sustainable resources system that maximises both the efficient use of primary material and the reuse and recycling of waste and minimises the need for disposal."

Accordingly, it is the Council's intention to manage Hampshire's natural resources to meet social and economic needs and improve the environment for future generations and address climate change mitigation and adaptation, energy security and resilience and biodiversity issues. Moreover, community engagement will be at the heart of the decision making to ensure local views are taken into account.

Sustainable Development

In accordance with this vision, the County Council will, in planning for minerals and waste, balance the merits of the development against environmental considerations, including climate change impacts, by only releasing land when, as appropriate:

- there is a demonstrable need;
- it minimises the use of natural resources by ensuring their efficient use and reuse;
- it minimises the transport of materials by applying principles of net self sufficiency, and local supply;
- maximises the opportunities for sustainable transport solutions;
- meets locally relevant development management considerations on traffic, amenity, landscape, biodiversity and heritage and the overall level of activity in any one location/area;
- it has been subject to community engagement.

Minerals – Aggregates

Aggregates comprise sand and gravel, limestone and recycled construction materials. They are essential materials for maintaining and developing the built environment and infrastructure.

The adopted Core Strategy set an apportionment for land won aggregate extraction in the County based on level dictated by the South East Plan. This apportionment figure is set at 2.63 million tonnes per annum (mtpa), to be maintained across the plan period to 2020.

With the intended abolition of regional targets, the County Council will be able to make a local decision on its provision of land won aggregates, provided the decision is based upon sound evidence. It will seek to provide only for that material that is required and at the right time, and in the right place. The Council intends to maintain a sustainable, adequate and balanced supply of aggregates for Hampshire and, as appropriate, the surrounding Counties.

The County Council will apply the following guidelines for the provision of aggregates:

- first, by giving priority to aggregates sourced from recycled materials, and maximising the opportunities for using sustainable marine dredged aggregates and rail imported aggregates where appropriate;
- second, by maintaining a 'landbank' of at least seven year's supply for land won aggregates.

The calculation of the landbank requirement will be derived from the annual monitoring of the supply of all aggregates supplied in the County combined with a local forecast of the overall future need. Currently the landbank, taking into account average sales figures of the last ten years, would be based on an annual supply of 1.7 mtpa. This may rise or fall according to the performance in the local economy.

Other Minerals

The Council will support the provision of the following minerals, subject to planning applications meeting relevant development management policies;

Brick Clay

Maintaining sufficient reserves of brick making clay at current rates of supply and at existing and other advantageous locations associated with use of the material

Chalk

Enabling small scale extraction for agricultural and industrial uses only, but with no specific site or area allocations.

Oil and Gas

In exceptional circumstances, the Plan will support proposals for the exploration, appraisal and commercial production of on shore oil and gas.

Waste

The main context for waste is to capitalise on previous success and continue to encourage waste minimisation in order to reduce the amount of waste to be dealt with in the first place. Then to contribute towards meeting the County Council's Waste Framework Directive obligations and national guidelines for the sustainable management of all waste streams in line with the waste hierarchy. The Council will plan for the provision of waste facilities to enable management of waste in accordance with the waste hierarchy and meet locally agreed targets for recycling and recovery. These targets will aim to reinforce the County Council's leading performance of 90% diversion from landfill of household waste, and enable similar performance levels to be achieved for commercial and industrial waste. This will require development of a range of new waste facilities and provision of landfill for the limited amount of waste that cannot be recycled or used for energy recovery.

The majority of the new infrastructure will be provided by the private sector and the Council will plan for the appropriate waste developments based upon the following key principles:

- Full assessment of the impacts on the local community and local environment.
- Net self sufficiency - that is provision of sufficient capacity within the County to manage an amount of waste equivalent to that generated within it. Guidance will assume that cross-boundary flows of materials will continue where other principles of the Plan are met.
- Meeting the appropriate stage of the waste hierarchy.
- Maximising recycling, but recovering energy from waste that cannot practicably be recycled.
- Aiming for zero waste to landfill, but recognising the need for some landfill, particularly residues from other technologies.
- Planning for all waste facilities as close as possible to local markets to minimise travel and energy needs.
- Encouragement of commercial and industrial waste facilities, other than landfill, to reduce and/or minimise impacts of this stream.

RECOMMENDATION

That the County Council:

- (a) approves the proposed timetable and that this be incorporated into a revised Minerals and Waste Development Scheme and that this is agreed as the process and mechanism for the preparation for the revised Minerals and Waste Development Plan Document – the Hampshire Minerals and Waste Plan, in accordance with the requirements of the Planning and Compulsory Purchase Act 2004;
- (b) revokes the Hampshire Minerals Plan as approved on 10 July 2008 and deletes this document from the Minerals and Waste Development scheme;
- (c) approves the proposed Consultation and Communication Strategy to accompany the new approach to the preparation of the Hampshire Minerals and Waste Plan (which is in accordance with the adopted Statement of Community Involvement);
- (d) adopts the draft Statement of Intention, as set out above, as interim County Council policy in order to clarify the County Council's position in the run up to the revocation of the South East Plan. This initial position statement will be consulted on in due course as part of the preparation of the Hampshire Minerals and Waste Plan; and
- (e) approves the establishment of regular Member briefings for the key areas of the County affected by the Plan and the setting up of an informal cross-party Member Sounding Board to provide guidance and feedback on the plan preparation and content, to be convened by the Executive Member for Environment.