



- 2.4. The Core Strategy was prepared through a partnership with Portsmouth City Council, Southampton City Council and the New Forest National Park Authority. The Shadow South Downs National Park Authority is already working with the partners and will formally join the partnership in April 2011, when it becomes a Minerals and Waste Planning Authority in its own right.
- 2.5. Minerals supply is governed by National Policy and, until recently, Regional Policy. This paper provides a background to the policy and practice of mineral supply in Hampshire and outlines the current position of the County Council with regard to the policy and provision of aggregates in Hampshire.

### **3. Types and Sources of Minerals in Hampshire**

- 3.1. Minerals are valuable assets and vital to a modern economy. They are essential raw materials, which underpin the manufacturing industry, construction and agriculture. Society enjoys important benefits from their extraction and use through their contribution to wealth creation, infrastructure, housing and consumer needs. However, the extraction of minerals can have impacts on the landscape, environment and the quality of life of people living nearby.
- 3.2. A number of minerals are found in Hampshire, including sharp sand and gravel, soft sand, clay, chalk, oil and gas. This paper is concerned with the provision of aggregates; that is, sharp sand and gravel -also known as builder's sand as it has sharp, unweathered edges that make it gritty and appropriate for mixing concrete - and soft sand (which has been washed to form a fine and uniform sand).
- 3.3. Further detail on the minerals in Hampshire may be found in Appendix A.

### **4. Provision of Aggregates in Hampshire – the ‘Apportionment’ and its Policy History**

- 4.1. The main element of relevant National Policy guidance is Minerals Policy Statement 1: Planning and Minerals (MPS1), which states that local planning authorities (LPAs) should “secure adequate and steady supplies of minerals needed by society and the economy within the limits set by the environment, assessed through sustainability appraisal, without irreversible damage”.
- 4.2. MPS1 goes further to set out the following overall objectives, to:
- (i) encourage the use, where practicable, of alternative aggregates in preference to primary aggregates;
  - (ii) encourage the supply of marine-dredged sand and gravel to the extent that environmentally acceptable sources can be identified and exploited, within the principles of sustainable development; and

- (iii) make provision for the remainder of supply to be met from land-won sand and gravel and crushed rock.

4.3. Specifically for sand and gravel, MPS1 also states that an MPA should use the length of the landbank in its area as an indicator of when new permissions for aggregates extraction are likely to be needed. The landbank indicators are at least seven years for sand and gravel and at least ten years for crushed rock. A longer period may be appropriate to take account of the need to supply a range of types of aggregates, locations of permitted reserves relative to markets and productive capacity of permitted sites. A landbank below these levels indicates that additional reserves will need to be permitted if acceptable planning applications are submitted.

4.4. Historically, policy surrounding aggregate provision followed a chain from the national and regional guidelines for aggregates provision in England. The Regional Plan was then tasked with sub-dividing this provision into individual MPA areas; this level of provision was known as the “apportionment”.

4.5. Policy at both the national and regional levels has been reviewed in recent years and has had an impact on the situation for Hampshire. The evolution of the apportionment, from the 2.63 million tonnes per annum (mtpa) included in the Core Strategy to the current position of support for 1.62 mtpa is described in Appendix B.

4.6. The table below provides a summary of the changing regional guidelines and the consequent Hampshire apportionment as defined from 2007-2010.

Regional Guideline for Aggregate provision (mt) [inc. plan period]	Regional guideline for aggregate provision (mtpa)	Hampshire apportionment (mtpa)
212 [2001-2016]	13.25	<b>2.63</b>
195 [2005-2020]	12.18	<b>2.20</b>
144 [ <i>suggested 2010-2026</i> ]	9.01	<b>1.62</b>
180 [revised 2010-2026]	11.25	<b>2.05</b>

4.7. Hampshire County Council has consistently supported a lower regional figure and a local apportionment of 1.62 mtpa. Policy guidance enables an MPA to suggest such an action (paragraph 3.8, Annex 1 to MPS1); a lower apportionment proposal in a Local Development document would need a sound evidence base such that it could be tested at a Public Examination by a Planning Inspector.

## **5. Recent Events**

- 5.1. The current Government has revoked the South East Plan and removed the regional policy requirement (Policy M3) to provide the apportionment for land-won sand and gravel.
- 5.2. However, although the Secretary of State's letter of 6 July 2010 removed the policy imperative to comply with a regional plan, the accompanying guidance from the Chief Planner at the Department for Communities and Local Government (DCLG) stated that MPAs in the South East "should work from the apportionment set out in the 'proposed changes' to the revision of Policy M3", ie 2.05 mtpa.
- 5.3. The letter goes on to say "*planning authorities can choose to use alternative figures for their planning purposes if they have a new and robust evidence base. We will work with the Minerals Industry and Local Government to agree how minerals arrangements should operate in the longer term*".
- 5.4. The removal of the need to comply with the South East Plan appears to allow greater policy flexibility than before, although robust evidence will still be required to support any change to the South East Plan Policy M3 evidence base and the ensuing apportionment at examination. Work is currently being undertaken to assess the evidence and this will be used to support the preparation of Minerals and Waste Planning Policies in the future.

## **6. Conclusions**

- 6.1. The situation for calculating the requirement for provision of sand and gravel has changed significantly within the last few months.
- 6.2. Proposals for reviewing the Hampshire Minerals and Waste Core Strategy will be considered by Cabinet and Council in October and November 2010 and will include suggestions for a revised apportionment compared to the current Core Strategy figure of 2.63 mtpa.

## Section 100 D - Local Government Act 1972 - background documents

The following documents discuss facts or matters on which this report, or an important part of it, is based and have been relied upon to a material extent in the preparation of this report. (NB: the list excludes published works and any documents which disclose exempt or confidential information as defined in the Act.)

<u>Document</u>	<u>Location</u>
Minerals Policy Statement 1: Planning and Minerals	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/152993.pdf">http://www.communities.gov.uk/documents/planningandbuilding/pdf/152993.pdf</a>
National and regional guidelines for aggregates provision in England 2001-2016	<a href="http://webarchive.nationalarchives.gov.uk/20100408001440/http://www.communities.gov.uk/documents/planningandbuilding/pdf/aggregateprovisionletter.pdf">http://webarchive.nationalarchives.gov.uk/20100408001440/http://www.communities.gov.uk/documents/planningandbuilding/pdf/aggregateprovisionletter.pdf</a>
National and regional guidelines for aggregates provision in England 2005-2020	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/aggregatesprovision2020.pdf">http://www.communities.gov.uk/documents/planningandbuilding/pdf/aggregatesprovision2020.pdf</a>
EiP Panel Report: Partial Review of the South East Plan, Policy M3 (pp6-16 and 19-27, paras 2.14-2.15, 2.29-2.30, 3.24, 3.27, 3.30)	<a href="http://webarchive.nationalarchives.gov.uk/20100528142817/http://www.gos.gov.uk/497648/docs/171301/798018/EiPPanelReport">http://webarchive.nationalarchives.gov.uk/20100528142817/http://www.gos.gov.uk/497648/docs/171301/798018/EiPPanelReport</a>
Secretary of State's Letter (06/07/10) revoking the Regional Planning system	<a href="http://www.communities.gov.uk/statements/corporate/regionalstrategies">http://www.communities.gov.uk/statements/corporate/regionalstrategies</a>
Letter from Chief Planner providing guidance to Local Planning Officers (06/07/10)	<a href="http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf">http://www.communities.gov.uk/documents/planningandbuilding/pdf/1631904.pdf</a>

## **IMPACT ASSESSMENTS:**

### **1. Equalities Impact Assessment:**

- 1.1. No impact/ do we want to state that we understand that some local impact does occur but the planning process provides a mechanism to reduce or eliminate this?

### **2. Impact on Crime and Disorder:**

- 2.1. No impact.

### **3. Climate Change:**

- a) How does what is being proposed impact on our carbon footprint / energy consumption?

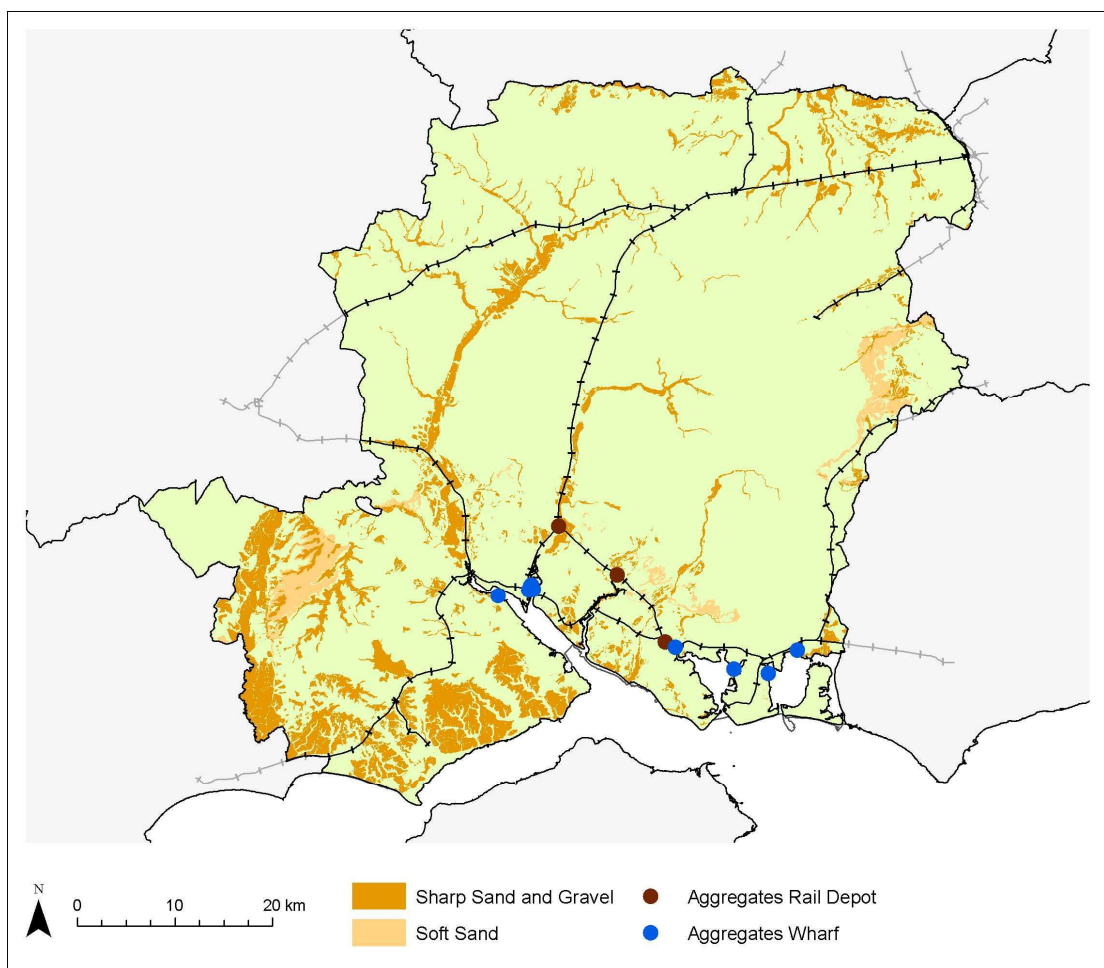
Aggregate extraction and use impacts on the county's carbon footprint.

- b) How does what is being proposed consider the need to adapt to climate change, and be resilient to its longer term impacts?

The Sustainability Appraisal of any future plan will consider these impacts.

## Types of Aggregate in Hampshire

- A.1 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.
- A.2 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.
- A.3 Furthermore, Hampshire has a strong track record in recycling aggregates at numerous facilities across the county, ensuring sustainable management of construction, demolition and excavation (C, D and E) waste, and reducing the requirement for primary aggregates. Current capacity is in the region of 1.7 mtpa.
- A.4 Map of Hampshire showing aggregate deposits, wharf and depot locations



**The apportionment for Hampshire, changes in approach 2007-2010**

- B.1 The guideline figure for the south-east was set in 2003 (for 2001-2016) at 212 million tonnes (mt) or 13.25 million tonnes per annum (mtpa) of land-won sand and gravel. The consequent apportionment in Hampshire was calculated by the Region as 2.63 mtpa, and this was the figure that the partners were required to provide when the Minerals and Waste Core Strategy was prepared and adopted in 2007.
- B.2 In 2008 both the National and Regional, and thus local, levels of provision were reviewed. The national guidelines (2005-2020) were revised down by DCLG for the South East from 212 mt to 195 mt for the 16 year plan period, requiring a provision of 12.18 mtpa.
- B.3 In a separate review, the South East England Regional Assembly (SEERA), reviewed Policy M3 of the South East Plan. The review comprised the regional level of provision and the methodology for calculating the individual MPA apportionment. Hampshire County Council and its partners played an important role in influencing the Regional Assembly and in compiling evidence in favour of a reduced apportionment for land-won sand and gravel in Hampshire.
- B.4 The outcome of this review was a further reduced level of provision of land-won aggregates in the South East of 9.01 mtpa. Hampshire supported this position and the consequent local apportionment for sand and gravel for Hampshire of 1.62 mtpa.
- B.5 The Regional Review was subject to an Examination in Public where it was scrutinised by a Planning Inspector and Panel members. The Panel decided that it did not agree to the reduced regional level of provision (9 mtpa) proposed by SEERA, although it was minded to accept recent evidence from DCLG to suggest a regional supply of 11.25 mtpa, a more modest reduction.
- B.6 The outcome for Hampshire was that the Panel's decision effectively directed the partnership to provide for 2.05 mtpa of land-won sand and gravel.