

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

Hampshire Minerals & Waste Plan

Whitehill & Bordon Safeguarding Topic Paper

August 2022



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1. Introduction

- 1.1 Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority (collectively referred to as the 'Hampshire Authorities') are working together to prepare a partial update to the Hampshire Minerals & Waste Plan (adopted 2013).
- 1.2 To support the partial update, a number of Topic Papers have been prepared to provide more detailed information on key issues affecting the delivery of the Plan.
- 1.3 This Topic Paper reviews the specific safeguarding of resources at Whitehill & Bordon Green Town.

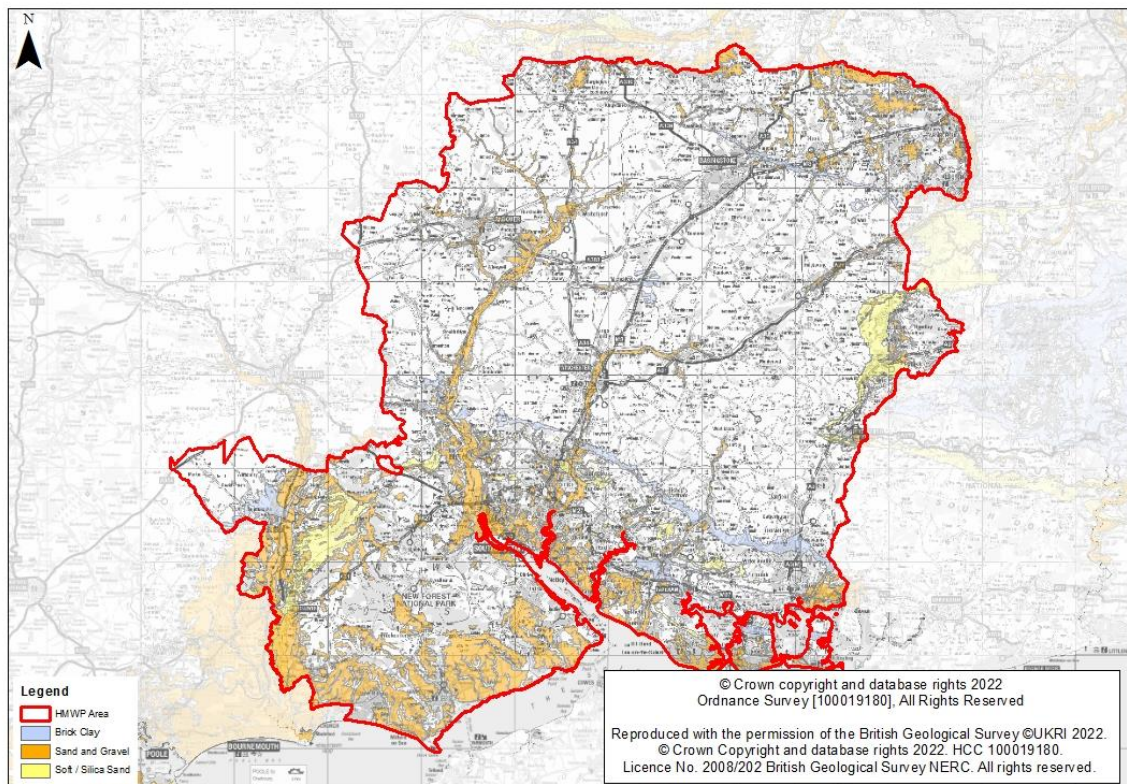
Safeguarding

- 1.4 Safeguarding is the method of protecting mineral resources (or infrastructure) and preventing inappropriate development (non-minerals related development) from affecting it. Usually where resources are threatened, the course of action would be to object to the proposal or negotiate an acceptable resolution. This may include prior extraction of resources before development takes place.

Soft sand

- 1.5 Soft sand reserves in Hampshire are scarce, in comparison to sharp sand and gravel, and are concentrated in a small number of areas. This is highlighted by Figure 1 which shows mineral resources in Hampshire.

Figure 1: Mineral resources in Hampshire



1.6 Further information on the need for soft sand is set out in Section 3 of this Study.

2. Policy Context

National Policy

2.1 The National Planning Policy Framework (NPPF) sets out the requirement for a steady and adequate supply of aggregates¹.

2.2 The NPPF states that planning policies should:

‘safeguard mineral resources by defining Mineral Safeguarding Areas and Mineral Consultation Areas⁷⁰; and adopt appropriate policies so that known locations of specific minerals resources of local and national importance are not sterilised by non-mineral development where this should be avoided (whilst not creating a presumption that the resources defined will be worked);²

2.3 Furthermore:

‘set out policies to encourage the prior extraction of minerals, where practical and environmentally feasible, if it is necessary for non-mineral development to take place³

Local Policy

2.4 The Hampshire Minerals & Waste Plan (adopted 2013)⁴ sets out a number of policies which implement the requirements set out in the NPPF at a local level. The relevant policies are set out in full in Appendix 1.

2.5 Policy 15 (Safeguarding – minerals resources) seeks to protect the viable mineral resources from needless sterilisation by other development. In Hampshire, safeguarded resources include sand and gravel (sharp sand and gravel and soft sand), silica sand and brick-making clay.

2.6 Policy 17 (Aggregate supply – capacity and source) states that an adequate and steady supply of aggregates will be provided until 2030. This supply will be provided from local sand and gravel sites at a rate of 1.56 million tonnes per annum (mpta), of which 0.28mtpa will be soft sand.

¹ National Planning Policy Framework (Para. 213) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

² National Planning Policy Framework (Para. 210(c))

³ National Planning Policy Framework (Para. 210(d))

⁴ Hampshire Minerals & Waste Plan (adopted 2013) -

<https://documents.hants.gov.uk/mineralsandwaste/HampshireMineralsWastePlanADOPTED.pdf>

- 2.7 The Hampshire Minerals & Waste Plan (2013) is supported by the Minerals & Waste Safeguarding in Hampshire Supplementary Planning Document (2016)⁵.

⁵ Minerals and Waste Safeguarding in Hampshire SPD (2016) - <https://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

3. Soft sand demand

- 3.1 Soft sand reserves in Hampshire are scarce, in comparison to sharp sand and gravel, and are concentrated in a small number of areas. This is highlighted in Table 1 by the clusters of quarries of soft sand, most notably in north-east Hampshire and the New Forest area.

Table 1: Permitted soft sand quarries in Hampshire, 2020

Site	Operator	Aggregate		Status
		Sharp Sand & Gravel	Soft Sand	
Blashford Quarry, Ringwood	Tarmac Ltd	✓	✓	Active
Bleak Hill Quarry, Ringwood Forest	CEMEX	✓	✓	Active
Forest Lodge Farm	TJ Transport Ltd	✓	✓	Active
Frith End Quarry	Grundons		✓	Active
Kingsley Quarry	Tarmac Ltd		✓	Active

- 3.2 Table 2 shows the sales of soft sand and highlights that these have remained level for a period of 3 years at 0.23 Million tonnes (Mt). There was a substantial increase in sales of soft sand in 2016 which contributes to this trend. However, sales in 2020 were just 0.02Mt, a decrease of 91%. This significant fall in sales is due to two separate incidents at quarries which effectively halted extraction and sales for an extended time whilst rectified. Such a large decrease has affected the 3-year average, making it appear to show a much lower level of sales over the 3-year time period.

Table 2: Soft sand sales in Hampshire, 2011-2020 (Million tonnes, Mt)

Year (yr)	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	Last 10 yr average	Last 3 yr average
Soft Sand Sales*	0.12	0.16	0.12	0.11	0.12	0.2	0.23	0.23	0.23	0.02	0.15	0.16

Source: Aggregate Monitoring Surveys, 2011-2020

*Please note soft sand figures before 2013 may include a small amount of silica sand (non-aggregate).

- 3.3 Table 3 shows the landbank for soft sand which is calculated at 0.73 years based on the 2021 LAA Rate.
- 3.4 Using the 3 or 10-year average sales of sand and gravel as the determining figure sees a relative increase for soft sand, ranging between 1.04 and 1.08 years.

- 3.5 The most significant increase is the landbank based on 2020 sales data. Given the incredibly low sales figures for soft sand in 2020, the landbank rises to 7.26 year. This is above the 7-year minimum requirement set out in the NPPF, however is not an accurate representation of the situation in Hampshire.
- 3.6 The landbank figures are expected to increase as future planning applications come forward, and permitted sites commence operations.

Table 3: Landbank for soft sand sales in Hampshire, 2020 (Million tonnes, Mt)

	Permitted Reserve (Mt)	Landbank based upon Local Requirement (years)*	Landbank based upon 2021 LAA Rate (years)**	Landbank based upon 10yr average sales between 2011-2020 (years)	Landbank based upon 3yr average sale between 2018-2020 (years)	Landbank based upon 2020 sales (years)
Soft Sand	0.167	0.60	0.73	1.08	1.04	7.26

Source: Aggregate Monitoring Surveys, 2011-2020

Please note: the silica sand landbank is incorporated into the soft sand landbank as the resources can be classed as either soft sand or silica

*Local Requirement for SS&G – 1.28, Soft Sand – 0.28, Total – 1.56 (mtpa)

**LAA Rate for SS&G – 0.92, Soft Sand – 0.23, Total – 1.15 (mtpa)

- 3.7 As the landbank based on 2020 sales cannot be relied upon, it is considered that the landbanks based on 3 and 10-year averaged are more likely to be accurate which suggests a landbank of around 1 year.
- 3.8 This may be bolstered by a further 1Mt of sand through the extension to Kingsley Quarry which was permitted in March 2020 (planning application: 51188/003). Although, the application is 1Mt of silica sand which would not necessarily contribute to local aggregate supply, the properties of the resource could be used for aggregate and its end use is a commercial decision by the operator.
- 3.9 Policy 20 (Local land-won aggregates) of the Hampshire Minerals and Waste Plan identified sites for local land-won aggregates. Table 4 lists the allocated soft sand sites which have not been permitted yet, but which, if implemented, could contribute to the land-won aggregate supply in Hampshire, demonstrating a future available supply.

Table 4: Allocated sites (2013) for soft sand

Site	Amount (Mt)	Aggregate
Purple Haze	4.0	SS and SS+G

Source: Hampshire Minerals and Waste Plan 2013

Key: SS+G = Sharp sand and gravel / SS = Soft sand.

- 3.10 An application for Purple Haze was submitted February 2021⁶ (application number: 21/10459) and is yet to be determined. Should the application be permitted, this would increase the landbank for soft sand to 27.8 years (based on 10-year average sales).
- 3.11 In addition, two further applications for soft sand / silica sand are awaiting determination. These include Five Oaks, Shedfield (application number: 20/01483/HCS) which was submitted in July 2020 and proposes up to 230,000 tonnes of soft sand. An extension to Frith End Quarry (application number: 30633/041) was permitted April 2022⁷ and proposes an additional 100,000 tonnes of soft sand / silica sand.
- 3.12 Should all these applications awaiting determination or have recently been permitted, this would increase the soft sand landbank to 30 years (based on 10-year average sales).
- 3.13 However, it should be noted that the 10-year average sales figure is lower than some more recent sales figures and the majority of the soft sand resources, would be located in one part of Hampshire which predominately supplies the Dorset area. This demonstrates a need to consider resources elsewhere in Hampshire.

⁶ Purple Haze Application: <https://planning.hants.gov.uk/Planning/Display/21/10459>

⁷ Frith End Application: <https://planning.hants.gov.uk/Planning/Display/30633/041>

4. Whitehill & Bordon Green Town

Safeguarding Background

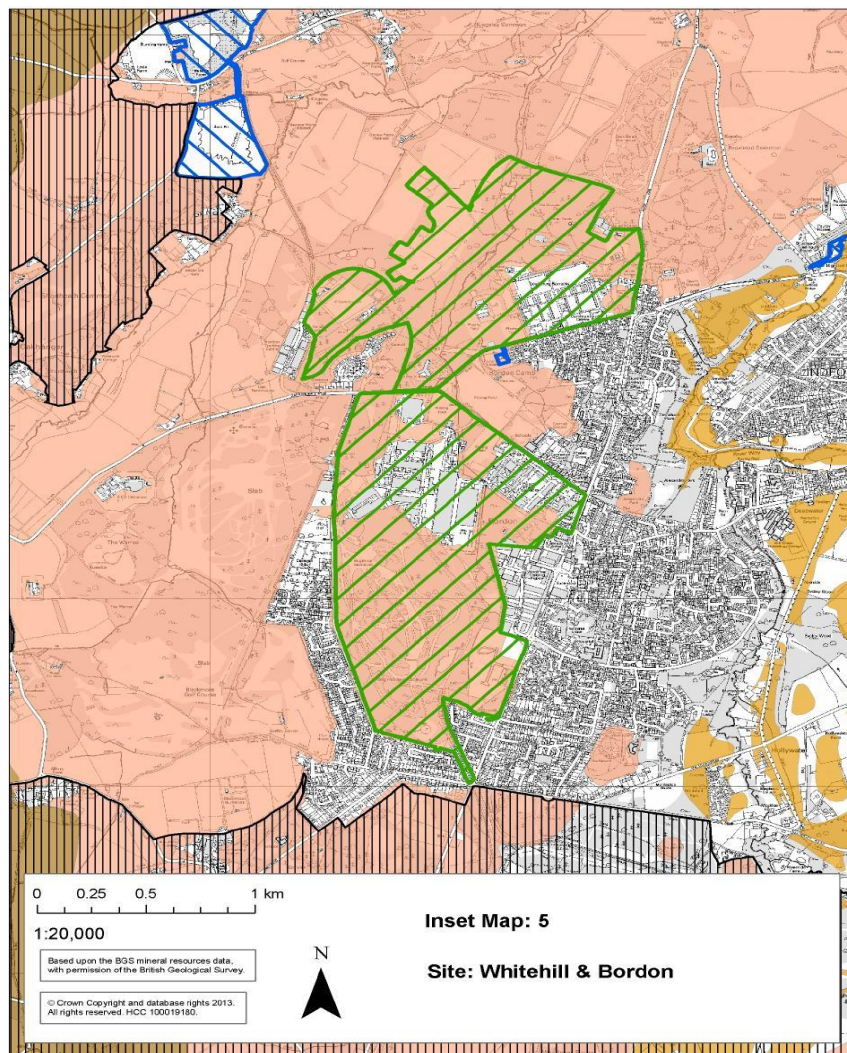
4.1 The Minerals and Waste Safeguarding Study that was prepared to support the preparation of the Hampshire Minerals & Waste Plan (2013) recognised that areas of major development may provide specific opportunities for prior extraction. The Study outlined that this *'is particularly pertinent where new developments are planned in areas of known mineral resources. Areas where there are areas of known and planned major development which may occur during the plan period will need to be specifically identified i.e. the proposed Eco-Town at Whitehill-Bordon'*.

4.2 The adopted Plan (Para. 6.21) further explained that:

'There are known viable resources of soft sand (with the potential for silica sand) which have not been previously extracted, located in the area identified by East Hampshire District Council and its partners for the Whitehill & Bordon Eco-town. The resources in this location are therefore subject to known development pressure and will be protected from permanent sterilisation unless any non-minerals development can satisfy criteria a to d in Policy 15 (safeguarding – mineral resources). The site specific development proposals of the Eco-town development are set out in the Master Plan approved by East Hampshire District Council⁽⁸⁴⁾. The resources may provide an additional opportunity for extraction continuing a supply of soft sand or silica sand from this part of Hampshire, where it is a scarce resource, through appropriate prior extraction. Prior extraction of the resources at Whitehill & Bordon will be encouraged as part of the delivery of the Eco-Town but will only proceed as long as it does not impede the Eco-town development and phasing. These resources may also provide an opportunity for the provision of an onsite supply of mineral use for the Eco-town's development'.

4.3 The adopted Plan includes Inset Map 5 for Whitehill & Bordon (see Figure 2). The area stated in the Plan is up to 250 hectares and the existing land use as Ministry of Defence land (Bordon Garrison and Prince Philip Barracks). No development considerations are outlined as these were not considered appropriate for the safeguarded area.

Figure 2: Inset Map 5 (Whitehill & Bordon), Hampshire Minerals & Waste Plan (2013)



Existing development position

- 4.4 As of 1st April 2021, 3065 dwellings have been permitted of an estimated 4,000 dwellings. Of these, 1,670 still only have outline permission. Of the 1,395 dwellings with detailed permission, 783 dwellings have been built⁸.
- 4.5 East Hampshire District Council undertook a Regulation 18 consultation on a Draft Local Plan. The summary of consultation responses⁹, highlights where mineral resources need to be taken into consideration and relate these to the Hampshire County Council Safeguarding SPD.
- 4.6 This includes the options at Whitehill & Bordon (Strategic Development Area – SA9):

⁸ HCC Land Supply Data – position as at 1st April 2021

⁹ Summary of Responses to EHDLP Draft Plan consultation - [Summary of Responses to draft Local Plan Consultation \(Reg 18\).pdf \(easthants.gov.uk\)](#)

'Some comments have raised concerns about additional homes being proposed here, contrary to the master plan for Whitehill and Bordon, with specific concerns about the impact of development on biodiversity and green corridors. In addition, comments have referred to the provision of SANG, suggesting insufficient may be proposed, and the impact of additional traffic on the setting of the South Downs National Park (SDNP). It has been suggested that it is unclear how Phases 1 and 2 of the Town Centre are included in the Local Plan. With regards to the mix of housing, a suggestion that provision should be made for affordable supported housing, including extra care housing, has been received.

Reference has been made to potential presence of minerals (sand and gravel).

Suggestion of additional supporting text, saying there will be a greater mix of housing tenures across the town; including supported housing such as Affordable Extra Care Housing both for older people and those with learning disabilities.'

Safeguarding opportunities

- 4.7 To-date there has been some success in prior extraction at Whitehill & Bordon, but this has been in relation to the relief road rather than the hybrid application.
- 4.8 The material was exported to Frith End Quarry which submitted an application¹⁰ for the importation, handling and re-sale of soft sand from Whitehill Bordon Relief Road scheme. The estimated tonnage was 48,000 tonnes.
- 4.9 In relation to the hybrid application¹¹ and others in the Whitehill & Bordon area, Hampshire County Council has been consulted on proposals.

Future development opportunities

- 4.10 Further development proposals are being promoted at Whitehill & Bordon¹². These include:
 - The 'intensification' of development within the consented HPA site to deliver an additional c. 573 additional dwellings
 - The redevelopment of existing housing/non-residential sites to deliver c. 256 additional dwellings
 - 'New' sites for housing to deliver c. 455 additional dwelling

¹⁰ Frith End Application - <https://planning.hants.gov.uk/ApplicationDetails.aspx?RecNo=19598>

¹¹ Planning Application 55587/001 FUL Land at and adjoining Bordon Garrison , Bordon

¹² Whitehill & Bordon Large Development Proposals - [Whitehill & Bordon Banners low res.pdf](#) (easthants.gov.uk)

- 4.11 The information provided highlights that ‘no significant constraints identified to date that would preclude such further development coming forward’¹³. Recognising the need for mineral safeguarding, the suggestion is that minerals are not considered a constraint and therefore, the prior extraction of the resources in these areas should form part of the development proposals.
- 4.12 A decision on Spatial Strategy Preferred Options was considered at East Hampshire District Council Planning Policy Committee on 6th July 2021¹⁴. This included ‘approximately 819 further dwellings associated with on-going regeneration at the Bordon Garrison and Louisburg sites in Whitehill & Bordon’¹⁵.

¹³ [Whitehill & Bordon_Banners low res.pdf \(easthants.gov.uk\)](#)

¹⁴ [Agenda for Planning Policy Committee on Tuesday, 6th July, 2021, 6.00 pm | East Hampshire District Council \(moderngov.co.uk\)](#)

¹⁵ [East Hampshire District Local Plan Spatial Strategy Preferred Option.pdf \(moderngov.co.uk\)](#)

5 Conclusion

- 5.1 Soft sand is a scarce resource in Hampshire and there are limited opportunities for extraction of these resources. This is demonstrated by the soft sand landbank which is below the minimum requirement of seven years.
- 5.2 The Whitehill & Bordon development area was identified in the Hampshire Minerals & Waste Plan as it was recognised that the safeguarded resources in that location were under specific development pressure.
- 5.3 Whilst there has been limited success in gaining material through prior extraction, there are further development proposals which are underlain by safeguarded material which will provide additional prior extraction opportunities.

Recommendation

- 5.4 It is recommended that the specific safeguarding of the Whitehill & Bordon Green Town area remains in the Plan and is extended to include the additional proposed development areas.
- 5.5 Hampshire County Council as Minerals Planning Authority will continue to work proactively with East Hampshire District Council to prevent the needless sterilisation of resources and where practicable and environmentally feasible, support prior extraction in the delivery of the non-mineral proposals as required by National Policy.

Glossary

Minerals Planning Authority (MPA)

The local planning authorities (County and Unitary Councils) responsible for minerals planning.

National Planning Policy Framework (NPPF)

The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced.

Planning Practice Guidance (PPG)

A web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Appendix 1: Hampshire Minerals & Waste Plan (2013) – relevant policies

Policy 15: Safeguarding - minerals resources

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 hinderance 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.

Policy 17: Aggregate supply – capacity and source

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.

A summary of this document can be made available in large print, in Braille or audio cassette. Copies in other languages may also be obtained. Please contact Hampshire County Council by email HMWP.consult@hants.gov.uk or by calling 01962 846746.