

Minerals and Waste in Hampshire Monitoring Report 2015



May 2017



Table of Contents

Foreword	3
Executive Summary	4
Abbreviations	6
1. Introduction	8
2. Update on Minerals and Waste Policy and Guidance	11
3. Progress with the Development Scheme	13
4. Monitoring the Policies	14
4.1 Hampshire Minerals and Waste Plan (2013)	14
4.2 Monitoring Indicators	14
5. Reviewing the Monitoring Targets	27
6. Cooperation in plan-making	30
6.1 Duty to Cooperate	30
6.2 Duty to Cooperate requests in 2015	30
7. Further Information	32

Foreword

- 1 This is the Hampshire Minerals and Waste Plan Monitoring Report 2015.
- 2 This report provides information on minerals and waste development in the administrative areas of Hampshire County Council, the unitary authorities of Portsmouth City Council and Southampton City Council and the New Forest National Park Authority and the area of the South Downs National Park Authority within Hampshire (the Hampshire Authorities). The report is used to demonstrate the effectiveness of the policies of the adopted Hampshire Minerals and Waste Plan (2013).
- 3 This Monitoring Report outlines **planning performance for the calendar year period from January 2015 to December 2015**. Previously, some monitoring indicators used data based on the financial year. In an attempt to standardise data collection and make all the data comparable, efforts have been made for this report to report data solely on a calendar year basis.

Executive Summary

- 4 This Monitoring Report is prepared in accordance with section 34 of the Town and County Planning (Local Planning) (England) Regulations 2012.¹
- 5 The monitoring report reviews the effectiveness of the policies in the Hampshire Minerals & Waste Plan (HMWP) that was adopted in 2013, using a set of 'monitoring indicators'. The reporting period covers the 2015 calendar year. The report also includes details of the work associated with the monitoring and implementation of the adopted HMWP.
- 6 The HMWP includes 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).
- 7 Elements of the national and regional minerals and waste policy have been under review by Government in recent years, in summary:
 - In December 2013, the Waste Management Plan for England was published;
 - In 2014, National Planning Policy for Waste² was published in October, replacing Planning for Sustainable Waste Management (PPS10).
- 8 The Hampshire Authorities have continued collaborative working on strategic priorities with neighbouring and other planning authorities. The actions and outcomes to fulfil this requirement or 'Duty to Co-operate' are also summarised in this report.
- 9 This Minerals and Waste Monitoring Report 2015 continues in a similar format to the 2014/15 report, however it changes the data collection to be on a calendar year basis only. The monitoring reports are available on the Strategic Planning webpages of the Hampshire County Council website³.

1. Town and County Planning Regulations: <http://www.legislation.gov.uk/ukxi/2012/767/contents/made>

2. National Planning Policy for Waste: www.gov.uk/government/publications/national-planning-policy-for-waste

3. Hampshire County Council website: www.hants.gov.uk/county-planning

Key points from 2015 include:

- **The sales of primary (land-won) aggregates in Hampshire in 2015 were 0.83 million tonnes - a decrease of 6% from 0.88 mt in 2014;**
- **The 'landbank' of sand and gravel reserves in Hampshire was at 7.4 years (6.8 years in 2014) - based upon the local aggregate provision figure specified in the HMWP of 1.56 million tonnes per annum;**
- **The reported production of recycled and secondary aggregates in 2015 was 0.99 million tonnes, a reduction of 11% from 1.11 million tonnes in 2014;**
- **Municipal waste arisings in Hampshire have reduced by 1% in 2014/15 to 843,786 tonnes (from 853,174 tonnes in 2014/15, please note the slight overlap in figures);**
- **The amount of non-hazardous (household, commercial and industrial) waste sent for recovery in Hampshire in 2014 was estimated to be 51% (65% in 2014); and**
- **The amount of non-hazardous waste landfilled in Hampshire in 2015 was 383,600 tonnes (372,000 tonnes in 2014) of which 75% (75% in 2014) came from within Hampshire; a 3% increase in non-hazardous waste landfilled overall.**

Abbreviations

AD	Anaerobic Digestion
AONB	Areas of Outstanding Natural Beauty
CD&E	Construction, Demolition & Excavation (waste)
CHP	Combined Heat & Power
CLU	Certificate of Lawful Use
DPD	Development Plan Documents
EA	Environment Agency
EIA	Environmental Impact Assessment
EHO	Environmental Health Officer
EFW	Energy from Waste
ERF	Energy Recovery Facility
HCC	Hampshire County Council
HMWP	Hampshire Minerals & Waste Plan (2013)
HWRC	Household Waste Recycling Centre
IBAA	Incinerator Bottom Ash Aggregate
ISA	Integrated Sustainability Appraisal
LAA	Local Aggregate Assessment
LACW	Local Authority Collected Waste
LPA	Local Planning Authority
HE	Historic England
MPA	Minerals Planning Authority
MWPA	Minerals and Waste Planning Authority
MR	Monitoring Report
MRF	Material Recovery Facilities
MCA	Minerals Consultation Area
MSA	Mineral Safeguarding Area
MSW	Municipal Solid Waste
MWDS	Minerals and Waste Development Scheme
NE	Natural England
NFNPA	New Forest National Park Authority
NP	National Park
NPPG	National Planning Practice Guidance
NPPF	National Planning Policy Framework
Ramsar	Ramsar Sites (Wetlands of International Importance)
SAC	Special Area of Conservation
SEEAWP	South East England Aggregate Working Party
SEWPAG	South East Waste Planning Advisory Group
SDNPA	South Downs National Park Authority
SEP	South East Plan (Regional Spatial Strategy)
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
TPA	Tonnes Per Annum
WPA	Waste Planning Authority
WEEE	Waste Electrical and Electronic Equipment
WWTW	Waste Water Treatment Works

1. Introduction

The requirement for a Monitoring Report

- 1.1 Mineral and Waste Planning Authorities have a duty to produce development plan documents (DPDs) which set out policies and proposals for the future development and management of mineral resources and sustainable waste management.
- 1.2 This is the 12th Monitoring Report produced by Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority (established 1 April 2006), and the South Downs National Park Authority (established 1 April 2011) (hereafter referred to as the Hampshire Authorities and the SDNPA) in accordance with the Planning and Compulsory Purchase Act 2004⁴ - 'the 2004 Act' - as amended by The Localism Act 2011⁵.
- 1.3 Under Section 35 of the 2004 Act (as amended by The Localism Act 2011), authorities are required to produce a Monitoring Report, containing:
- information on how the preparation of the minerals and waste DPDs are progressing; and
 - the extent to which the policies set out in the associated documents are being implemented.
- 1.4 These requirements are detailed in the Town and Country Planning (Local Planning) (England) Regulations 2012⁶ (the 'TCP 2012 Regulations') which also:
- consolidate the existing Town and Country Planning (Local Development) (England) Regulations 2004 and the amendments made to them; and
 - make new provision and amendments to take account of the changes made by the Localism Act 2011.
- 1.5 The Localism Act 2011 removes the requirement to submit an Annual Monitoring Report (AMR) to the Secretary of State. However, councils are still required to prepare a Monitoring Report (MR) in order to be able to routinely monitor and report on the timetable specified in the local planning authority's local development scheme for the preparation of the Local Plan or the effectiveness of policies contained within the (adopted) Local Plan. In order to effectively monitor developments, produce comparable figures year on year and gain information at a timescale that allows for corrective action, the Hampshire Authorities have resolved to continue preparing a Monitoring Report annually and set this out in the Minerals and Waste Development Scheme.
- 1.6 The Localism Act also amended the 2004 Act to require a Local Planning Authority's MR to give details of what action they have taken during the period covered by the

4. Planning and Compulsory Purchase Act 2004: www.legislation.gov.uk/ukpga/2004/5/contents

5. The Localism Act 2011: www.legislation.gov.uk/ukpga/2011/20/contents/enacted

6. Town and Country Planning (Local Planning) (England) Regulations 2012: <http://www.legislation.gov.uk/uksi/2012/767/contents/made>

report with respect to collaborative working with another Local Planning Authority, County Council, or a body or person.

- 1.7 The Government issued the National Planning Policy Framework (NPPF)⁷ on 27 March 2012 which replaced most planning policy statements and guidance, with the exception of waste. The NPPF also placed an additional requirement on local planning authorities to prepare an annual Local Aggregate Assessment (LAA). The National Planning Policy for Waste⁸ was issued in 2014 alongside associated planning practice guidance⁹.
- 1.8 The adopted Hampshire Minerals & Waste Plan (2013) (hereafter referred to as 'the Plan' or HMWP) also includes a commitment to monitor the implementation of the Plan. This is set out in its Implementation and Monitoring Plan (Appendix C of the HMWP).
- 1.9 The proposed approach of the Hampshire Authorities and the SDNPA will be to prepare two reports – the MR and a LAA. As a result, this Monitoring Report does not contain detailed reporting on minerals issues as these are considered in the LAA. The Monitoring Report focuses on the reporting of all other policies including the waste policies. The Hampshire Authorities and the SDNPA plan to publish the LAA and Monitoring Report each year in December.

What is the purpose of this Monitoring Report?

- 1.10 This report provides information on the progress of minerals and waste development within the Hampshire Authorities' administrative area and the part of the SDNPA within Hampshire, in the calendar year 2015 (a change from previous years where data was provided on a mixed financial year and calendar year basis). The report is divided into three key sections:
- progress with the Minerals and Waste Development Scheme (MWDS) - the timetable;
 - monitoring policy performance (monitoring the policies from the HMWP); and
 - monitoring outcomes and identifying relevant actions (the issues identified and the actions to be taken).
- 1.11 The joint planning area that the Hampshire Authorities cover is referred to as the 'Hampshire Plan area' in this report. All references to Hampshire should be taken to mean the Hampshire Plan area and include the area covered by all Hampshire authorities and the part of the SDNPA within Hampshire, unless otherwise specified.
- 1.12 The report provides detailed information on the progress of the documents set out in the MWDS, which provides a timetable for the preparation of work associated with the monitoring and implementation of the adopted HMWP. This includes:
- what documents are to be produced; and

7. National Planning Policy Framework: <https://www.gov.uk/government/publications/national-planning-policy-framework-2>

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

9. National Planning Practice Guidance for waste: <http://planningguidance.planningportal.gov.uk/blog/guidance/waste/>

- at which stage each the document preparation is at.

1.13 This report highlights the latest figures on the monitoring indicators for the policies contained within the HMWP and will help to answer a number of questions, which include:

- are the policies and proposals achieving their objectives and, in particular, delivering sustainable development?
- are the policies having any unintentional consequences?
- are the assumptions and objectives behind the policies still relevant?
- are targets being achieved?

1.14 The questions above are addressed in section 5 ([Reviewing the Monitoring Targets \[See page 27\]](#)) of this MR.

2. Update on Minerals and Waste Policy and Guidance

Partnership Working

- 2.1 Following the adoption of the HMWP, the plan-making partnership between HCC, SCC, PCC, the NFNPA and the SDNPA came to an end. A new partnership was established between HCC, SCC, PCC and the NFNPA (the Hampshire Authorities) to monitor and implement the plan.
- 2.2 A separate Service Level Agreement between HCC and the SDNPA has been established for the monitoring of the plan only.

Local Planning Guidance

- 2.3 The Hampshire Authorities agreed to prepare two supplementary planning documents (SPDs) on Oil and Gas Development and Minerals and Waste Safeguarding. These documents provide additional guidance on the policies in the adopted HMWP. The draft SPDs were prepared in 2014/15 in advance of a public consultation in 2015.
- 2.4 Further information is available on the HCC webpages¹⁰.

Regional Planning Policy

- 2.5 As reported in previous MRs, the South East Plan (SEP) was revoked in March 2013¹¹, with the exception of two saved policies. The SEP is therefore no longer a material consideration in plan making in Hampshire with the exception of the saved policy of relevance to the plan area - Policy NRM6: Thames Basin Heaths Special Protection Area.

National Planning Policy and Guidance

- 2.6 The Government issued the NPPF¹² on 27 March 2012. The NPPF replaced most planning policy statements and guidance. The Localism Act (2011)¹³ was enacted on 15 November 2011 and the Town and Country Planning (Local Planning) (England) Regulations 2012 were brought into force on 6 April 2012. However, the NPPF excluded reference to waste management, which is dealt with separately in the National Planning Policy for Waste which was published on 16 October 2014¹⁴.
- 2.7 Alongside national planning policy stands the National Planning Practice Guidance (NPPG)¹⁵.

10. HCC Minerals and Waste Policy webpage: <http://www3.hants.gov.uk/planning-policy-home.htm>

11. The Regional Strategy for the South East Order 2013: http://www.legislation.gov.uk/uksoi/2013/427/pdfs/uksoiem_20130427_en.pdf

12. National Planning Policy Framework: www.gov.uk/government/publications/national-planning-policy-framework--2

13. Localism Act (2011): www.legislation.gov.uk/ukpga/2011/20/contents/enacted

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

15. National Planning Practice Guidance: <http://planningguidance.communities.gov.uk/>

2.8 National planning policy for waste is currently contained in a suite of documents and together they form the National Waste Management Plan, including:

- National Planning Policy for Waste¹⁶ (October 2014);
- Waste Management Plan for England¹⁷ (December 2013);
- National Waste Prevention Plan¹⁸ (December 2013);
- National Policy Statements (i.e. on renewable energy¹⁹, hazardous waste²⁰ and waste water²¹); and
- all Waste Development Plan Documents.

2.9 The National Waste Management Plan should be read in conjunction with the NPPF.

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

17. National Waste Management Plan (2013): https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/202658/pb14100-waste-management-plan-20131213.pdf

18. National Waste Prevention Plan (2013): www.gov.uk/government/publications/waste-prevention-programme-for-england

19. National Policy Statement for renewable energy (2013): www.gov.uk/government/uploads/system/uploads/attachment_data/file/37048/1940-nps-renewable-energy-en3.pdf

20. Hazardous waste national policy statement (2013): <https://www.gov.uk/government/publications/hazardous-waste-national-policy-statement>

21. National Policy Statement on waste water (2013): www.gov.uk/government/uploads/system/uploads/attachment_data/file/69505/pb13709-waste-water-nps.pdf

3. Progress with the Development Scheme

- 3.1 The Minerals and Waste Development Scheme (MWDS) is a statutory document that provides a timetable for the preparation of work associated with the monitoring and implementation of the adopted HMWP (2013), as well as any related planning documents. The MR reports on changes to the MWDS itself, as well as how timetables within the current MWDS are being followed.

Review of the Development Scheme

- 3.2 The MWDS was last updated in 2014 and approved by HCC on 9 September 2014. It includes timetables for the delivery of the MR, the LAA as well as the two SPD documents on Oil and Gas development and Minerals and Waste Safeguarding.
- 3.3 In setting out this timetable, it is acknowledged that circumstances can change and thus any updates will be posted on the Strategic Planning webpages of HCC²²

Supplementary Planning Documents

- 3.4 Work continued in 2015 on two Supplementary Planning Documents (SPDs), the O&G and SG. These documents provide additional policy guidance to assist the implementation of the HWMP in relation to oil and gas development, and safeguarding, respectively.
- 3.5 A consultation on each of the documents was held from 29th June to 7th August 2015. A Summary Report and further information on both SPDs is available on a dedicated webpage²³.

22. Hampshire County Council website: www.hants.gov.uk/mineralsandwaste/development-scheme-3.htm].

23. Hampshire County Council website: www.hants.gov.uk/hmwp-spds.htm

4. Monitoring the Policies

How do we monitor mineral and waste policies?

- 4.1 Mineral and waste policies contained within Development Plans (or Local Plans) are monitored to check if they are providing adequate management of minerals and waste. This is achieved via a number of 'monitoring indicators' that are set out in an implementation and monitoring plan.
- 4.2 At the time of publication of this report, the HMWP (2013) is the adopted Plan.

4.1 Hampshire Minerals and Waste Plan (2013)

- 4.1.1 The HMWP contains a suite of policies for delivering Hampshire's 'vision and objectives' for minerals and waste development to 2030. 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.
- 4.1.2 The HMWP also considers matters which may arise from exceptional circumstances. By monitoring the indicator for each policy in the Plan, it will be possible to note if the intended outcome ('the Vision') - of land use for minerals and waste development in Hampshire – is the correct 'direction of travel' and on course to meet its objectives.

4.2 Monitoring Indicators

- 4.2.1 The monitoring framework for this report consists of a number of 'monitoring indicators' for each policy. The monitoring indicators are contained within the respective monitoring plan of the HMWP.
- 4.2.2 The HMWP contains a monitoring indicator for each of its 34 policies, which were examined during the HMWP public examination and were considered by the Inspector to be 'sound'. They are listed in Appendix C of the adopted HMWP.
- 4.2.3 The data for the monitoring indicators for 2015 is presented in the table below. Data from the previous year (2014), where available, is shown in brackets '()', for comparison. Where previous data could not be sources in a calendar year format, it is in financial year format, relates to 2014/15 and is marked with an asterisk *.
- 4.2.4 A red / amber / green colouring system has also been added for clarity of indicator status.

4.2.5 Hampshire Minerals and Waste Plan (2013) - Monitoring Indicator Schedule

Policy Title & Number	Monitoring Indicator	Monitoring Indicator Target	Outcome in 2014/15 (2013/14)	Commentary
Policy 1: Sustainable minerals and waste development	Percentage of planning applications processed within 13 weeks	>60% of planning applications processed within 13 weeks (excluding those subject to Environmental Impact Assessment (EIA) or a Planning Performance Agreement or other agreed extension of time)	88 % (69%)	Target was met.
Policy 2: Climate change - mitigation and adaptation	Percentage of planning permissions granted against Environment Agency (EA) advice	Number of planning permissions granted against EA advice = 0	0 (0)	No planning permissions were granted against EA advice.
Policy 3: Protection of habitats and species	Planning permissions granted against Natural England (NE) advice (Planning permissions in designated areas)	Number of planning permissions granted within designated sites (SPA / SAC / Ramsar / SSSI etc.) against NE advice = 0	0 (0)	No planning permissions within designated sites were granted against NE advice.

Policy 4: Protection of the designated landscape	Planning permissions granted against NE advice (Planning permissions in designated landscape areas)	Number of planning permissions granted within designated landscape areas (NP / AONB) against NE advice = 0	0 (0)	No planning permissions were granted in designated landscape areas against NE advice.
Policy 5: Protection of the countryside	Planning permissions granted in the countryside contrary to policy. Restoration conditions in exceptional developments.	Number of planning permissions granted in the countryside contrary to policy = 0 For exceptional developments, number of planning permissions without restoration conditions = 0	1 (0) 1 (0)	One planning permissions was granted in the countryside that was contrary to policy. The planning application granted was a certificate of lawful use and conditions cannot be attached (14/01791/CMA for reference) The planning application granted was a certificate of lawful use and conditions cannot be attached.
Policy 6: South West Hampshire Green Belt	Planning permissions granted in the Green Belt contrary to policy. Restoration conditions in exceptional developments.	Number of planning permissions granted in the Green Belt contrary to policy = 0 For exceptional developments, number of planning permissions granted without restoration conditions = 0	0 (0) 0 (0)	No planning permissions were granted in the Green Belt (in South-West Hampshire) that were contrary to policy.

<p>Policy 7: Conserving the historic environment and heritage assets</p>	<p>Planning permissions granted against English Heritage (EH) advice</p>	<p>Number of planning permissions granted against English Heritage (EH) advice = 0</p>	<p>0 (0)</p>	<p>No planning permissions were granted against EH advice.</p>
<p>Policy 8: Protection of soils</p>	<p>Number of planning permissions that result in a net loss of Best & Most Vesatile (BMV) agricultural land in Hampshire</p>	<p>Number of planning permissions that result in a net loss of BMV land in Hampshire >0</p>	<p>0 (0)</p>	<p>There was no net loss of BMV agricultural land in Hampshire due to planning permissions. BMV is land classified as Grade 1, 2 or 3a.</p>
<p>Policy 9: Restoration of minerals and waste sites</p>	<p>Planning permissions against Natural England (NE) advice</p>	<p>Number of planning permissions granted against NE advice = 0</p>	<p>0 (0)</p>	<p>No planning permissions were against NE advice.</p>
<p>Policy 10: Protecting public health, safety and amenity</p>	<p>Relevant planning permissions have restoration and aftercare conditions</p>	<p>Number of relevant planning permissions without restoration and aftercare conditions = 0</p>	<p>0 (0)</p>	<p>No planning permissions (where restoration and aftercare were considered necessary) were granted without such conditions.</p>
<p>Policy 10: Protecting public health, safety and amenity</p>	<p>Planning permissions granted against Environment Agency (EA) advice.</p>	<p>Number of planning permissions granted against EA advice = 0</p>	<p>0 (0)</p>	<p>No planning permissions were granted against EA advice.</p>
	<p>Planning permissions granted against</p>	<p>Number of planning permissions granted against EHO advice = 0</p>	<p>0 (0)</p>	<p>No planning permissions were granted against EHO advice.</p>

	Environment Health Officer (EHO) advice			
Policy 11: Flood risk and prevention	Planning permissions granted against Environment Agency (EA) advice	Number of planning permissions granted against EA advice = 0	0 (0)	No planning permissions were granted against EA advice.
Policy 12: Managing traffic	Planning permissions granted contrary to Highway Authority (HA) advice	Number of planning permissions granted contrary to Highway Authority (HA) advice = 0	0 (0)	No planning permissions were granted against HA advice.
Policy 13: High-quality design of minerals and waste development	Planning permissions in the view of MWPA are of satisfactory design	Number of planning permissions without satisfactory design = 0	1 (0)	All planning permissions granted were considered to be of satisfactory design except for the certificate of lawful use where there was no opportunity to influence the design (14/01791/CMA).

<p>Policy 14: Community benefits</p>	<p>Percentage of major applications with community benefits</p>	<p>Percentage of major applications with community benefits > 50%</p>	<p>0 (0)</p>	<p>There was no data on major planning applications with community benefits. There are a number of potential issues:</p> <ul style="list-style-type: none"> • a low number of major applications, • the time needed for agreements relating to community benefits to be put in place, • the policy relates to encouraging, rather than requiring, community benefits and • as benefits are arranged outside the planning process this data is not routinely collected. <p>Action points from this are to review the data collection arrangements and to include encouragement of community benefits in the pre-application and application process.</p>
<p>Policy 15: Safeguarding - mineral resources</p>	<p>Area of Mineral Safeguarding Area (MSA) sterilised by non-mineral development granted permission by Local Planning Authority (LPA) against Minerals Planning Authority (MPA) advice</p>	<p>Area of MSA sterilised by non-mineral development granted permission by LPA against MPA advice = 0 hectares</p>	<p>4.1 ha (0)</p>	<p>Application 15/00392/REM, Edenbrook, Hitches Lane, Hart was approved without acknowledgment of the mineral safeguarding concerns raised. The consultation came in at a late stage and steps have been taken to ensure earlier involvement with relevant applications (including production of a Safeguarding SPD and direct engagement). Please note that this application was noted in the 2014/15 MR as well, due to the change to calendar year reporting.</p>
<p>Policy 16: Safeguarding - minerals infrastructure</p>	<p>Number of safeguarded sites developed for non mineral uses by LPA permission against MPA advice</p>	<p>Number of safeguarded sites developed for non mineral uses by LPA permission against MPA advice = 0</p>	<p>0 (0)</p>	<p>No safeguarded sites were developed against MPA advice.</p> <p>Please note that "sites developed" is measured through planning permissions granted for development, rather than a physical development, as waiting until a site is developed would introduce significant delays to the monitoring process.</p>

Policy 17: Aggregate supply - capacity and source	Reduction in aggregate production capacity	Aggregate production capacity is not reduced by more than 556,000 tonnes per annum (10% of 5.56mtpa) Local land-won aggregate sales exceed 1.56 mtpa	Aggregate production capacity: 7.59 mt(7.43mt mt) Land-won aggregate sales: 0.83 mt (0.88mt)	The full aggregate production capacity is noted. Data from the Local Aggregate Assessment 2016.
Policy 18: Recycled and secondary aggregates development	Production of high quality recycled and secondary aggregate	Year on year decrease in the (capacity for) production of high quality recycled and secondary aggregates	2.6 mt (2.58 mt)	The reported capacity of the plant / site to produce recycled aggregate to the standards set out in the <i>WRAP Protocol for the Production of Aggregates from Inert Waste</i> . Data from the Local Aggregate Assessment 2016.
Policy 19: Aggregate wharves and rail depots	Rail depot capacity Wharf capacity	Rail depot capacity reduced by more than 130,000 tonnes per annum (10% of 1.3mtpa) Wharf capacity reduced by more than 256,000 tonnes per annum (10% of 2.56mtpa)	Rail depot capacity: 1.10mt (1.35mtpa) Wharf capacity: 2. mtpa (2.21mtpa)	Estimated rail depot capacity has decreased by more than the trigger, however it is significantly above the level of sales over the past 10 years, although restricted to three depots all based in the south of Hampshire. Wharf capacity has remained the same as 2014 levels with no wharves lost or gained during 2015. Data from the Local Aggregate Assessment 2016.

<p>Policy 20: Local land-won aggregates</p>	<p>Landbank for aggregate supply</p>	<p>Landbank falls below 7 years worth of aggregate supply (<i>Breach of benchmark over two successive years</i>)</p>	<p>7.4 years (6.8 years)</p>	<p>Landbank is based upon the land-won aggregate reserves divided by the local aggregate provision of 1.56mtpa, as set out in the HMWP. Data from the 2014 and 2015 SEEAWP Aggregate Monitoring Report. Please note the 7.64 2014 years figure from the 2014 MR has been corrected to 6.8.</p>
<p>Policy 21: Silica sand development</p>	<p>Landbank at individual silica sand sites</p>	<p>Landbank falls below 10 years at individual silica sand sites (<i>Breach of benchmark over two successive years</i>)</p>	<p>2.9 years based on a three year average (Confidential)</p>	<p>As only two sites provide sales data for silica sand, for reasons of commercial confidentiality, sales data can only be published as a three year average. For the period 2013-2015, the 3-year sales average for silica sand in Hampshire was 73,285 tonnes. Landbank for a 3 year average is 2.9 years. Data from the Local Aggregate Assessment 2016.</p>
<p>Policy 22: Brick-making clay</p>	<p>Landbank for brick-making clay</p>	<p>Landbank falls below 25 years worth of brick-making clay supply (<i>Breach of benchmark over two successive years</i>)</p>	<p>21 years (21 years)</p>	<p>With the granting of Planning Application 14/01234/CMAS (on 22/12/2014) on the allocated site in Michelmersh, it was stated there are sufficient reserves for 19 years based on a throughput of 10,000m³ per annum. It is estimated that no extraction will be required in the extension area until 2017, bringing the total landbank to 21 years.</p>
<p>Policy 23: Chalk development</p>	<p>Amount of chalk extracted in tonnes per annum (tpa)</p>	<p>Amount of chalk extracted in tonned per annum (tpa) < 25,000tpa</p>	<p>> 25,000 tonnes(< 25,000 tonnes)</p>	<p>Extraction at each site was relatively small-scale, only slightly going over 25,000. All chalk was for non-aggregate purposes. Data from the 2015 Aggregate Monitoring Survey returned forms.</p>

Policy 24: Oil and gas development	Planning permission granted in the countryside contrary to policy	Number of planning permissions granted in the countryside contrary to policy = 0	0 (0)	No planning permissions were granted in the countryside that were contrary to policy.
Policy 25: Sustainable waste management	Amount / percentage of non-hazardous waste recycled	Recycling not reaching 60% by 2020	51 % (65%)	The 2014 Environment Agency Waste Data Interrogator shows that of all household, commercial and industrial 'waste removed' from sites in Hampshire - 51% was sent for 'recovery' while 7% (6% in 2014) was treated. Please note this figure will include some waste arisings which did not originate in Hampshire. Based on data from Waste Data Flow, MSW waste arisings in 2015 were 843,786 tonnes (853,174 tonnes in 2014/15). The treatment of this waste was as follows: Recycled 26% (25%) Composted 12% (12%) Recovered 55% (56%) Landfill 8% (7%)
Policy 26: Safeguarding - waste infrastructure	Number of safeguarded sites developed for non-waste uses by Local Planning Authority (LPA) permission, against Waste Planning Authority (WPA) advice	Number of safeguarded sites developed for non-waste uses by LPA permission, against MPA advice = 0	0 (0)	No safeguarded sites were developed against WPA advice. Please note that "sites developed" is measured through planning permissions granted for development, rather than a physical development, as waiting until a site is developed would introduce significant delays to the monitoring process.

<p>Policy 27: Capacity for waste management development</p>	<p>Capacity and operational status of waste management facilities</p>	<p>Provision of additional recycling and recovery capacity: 2011 - 2015 = 370,000 tonnes 2016 - 2020 = 205,000 tonnes 2021 - 2030 = 102,000 tonnes No net loss of waste management capacity from closure of sites and/or no new recycling or recovery capacity proposals <i>(Breach of benchmark over two successive years)</i></p>	<p>142,000 tonnes per annum in 2015 (265,000 tonnes per annum in 2014/15 (121,500 tpa) -Cumulatively up to 2014/15 386,500 tpa) Cumulatively up to 2015 = 400,700 tonnes No net loss (no net loss)</p>	<p>New waste management capacity was permitted for: 40,000tpa of food waste and a maximum of 12,500tpa of crop feedstock delivered to the site. (14/03351/CMA – Herriard Bio Power Ltd, Bushywarren Lane) Increase the permitted throughput of waste materials from 80,000tpa to 150,000tpa- increase of 70,000 tonnes (APP/15/00757 – Farlington Redoubt, Portsdown Hill) 20,000tpa of sewage sludge treated by the enhanced sludge digestion plant hereby permitted.(15/03425/CMA - Basingstoke Sewage Treatment Works) No capacity was lost through revoked, surrendered or expired environmental permits, based on data from the Environment Agency on Environmental Permitting - Waste sites.</p>
<p>Policy 28: Energy recovery development</p>	<p>Number of facilities and amount of renewable energy produced</p>	<p>Decrease in number of facilities and/or amount of renewable energy produced <i>(Breach of benchmark over two successive years)</i></p>	<p>19 sites (20* sites) 409,648MWh (432,431*MWh)</p>	<p>10 landfill gas sites, 3 energy recovery facilities, 3 sewage sludge and 3 biomass (CHP) facilities with a total installed capacity of 67.01MW (69.08MW). One new site came online in this period, one biomass facility was confirmed as no longer operational, while two received no response from the operator, so have not been included. While the “decrease” in sites from 20 last year to 19 reported sites this year breaches the two year benchmark, monitoring visits confirm that both sites that did not provide data are in fact operational. Data is based on operator information, but please note that it is not fully comparable to the previous MR figures due to the change to calendar year reporting</p>

Policy 29: Locations and sites for waste management	Planning permissions in accordance with Policy 29	Planning permission not in accordance with Policy 29.	1 (1)	One planning permission (14/01791/CMA) was not in accordance with Policy 29. However, this was a certificate of lawful use and the site had been existing previously for 10 years.
Policy 30: Construction, demolition and excavation waste development	Amount of high quality recycled and secondary aggregate production	Once 1mtpa production reached, production of high quality recycled and secondary aggregate production decreases below 1mtpa (<i>Breach of benchmark over two successive years</i>)	Recycled: 0.99 million tonnes (mt) (1.11mt) Recovered: 478 thousands tonnes (kt) (819kt) Reclamation: 0 kt (124kt) Construction: 42 kt (2 kt)	This indicator shows the four broad classifications for beneficial uses of inert waste. Overall, the amount of inert waste put to beneficial uses has reduced by 25% from 2.02mt to 1.51mt in 2015. Notes: Recycled is the figure as recorded in the 2016 Local Aggregate Assessment. Recovered, reclaimed and construction figures are taken from the Environment Agency Waste management 2015 in South East England data tables.
Policy 31: Liquid waste and waste water management	Number of and capacity of Waste Water Treatment Works (WWTW) with co-disposal of liquid wastes and/or biogas recovery	Decrease in number of WWTW and/or capacity for co-disposal of liquid wastes and/or biogas recovery (<i>Breach of benchmark over two successive years</i>)	3 sites (3) 3.29 megawatts (MW) (3.29*MW)	Figure only records capacity of those WWTW with co-disposal capability. Please note that this capacity is also included in the capacity reported for the Policy 28 monitoring indicator. Data is based on operator information.
Policy 32: Non-hazardous waste landfill	Lifetime of landfill capacity void	Lifetime of landfill capacity void drops below 4 years	3.1 years (4.2 years)	Landfill capacity as of 31.12.15 based upon averaged annual inputs as recorded by the Environment Agency and voids as reported by the operators. Based on data from the Environment Agency's Waste Data Interrogator, the amount of waste received at Hampshire's non-hazardous landfills (Squabb Wood, Blue Haze and Pound Bottom ²⁴) in 2015 was 383,600 (372,000) tonnes, of which 75% (75%) came from Hampshire. In 2014 around 269,000 (317,000) tonnes of household, industrial and commercial waste received in landfills came

				from Hampshire, of which 74% (76%) was deposited in Hampshire. That means around 62,000 (75,000) tonnes of waste from Hampshire went to landfills outside Hampshire. At the same time, around 70,000(100,000)) tonnes of waste from other authorities was received at landfills in Hampshire. This indicates an overall self-sufficiency in terms of waste from Hampshire needing landfill and waste landfill options in Hampshire.
Policy 33: Hazardous and low level waste development	Amount of hazardous waste management arisings and capacity	Hazardous waste management capacity is higher than estimated arisings	Arisings: 118,000 tpa (111,000 tpa) Deposits: 67,000 (72,000) Capacity: 232,000 tpa (232,000 tpa)	Existing capacity is more than the estimated waste arisings. Data on arisings from Hampshire and deposits in Hampshire is from the Environment Agency's Hazardous Waste Data Interrogator and excludes hazardous waste landfilled at Pound Bottom (c. 20kt).
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Planning permissions granted contrary to advice of the Minerals Planning Authority (MPA) / Waste Planning Authority (WPA)	Number of planning permissions granted contrary to advice of the MPA/WPA = 0	0 (1)	No applications affecting safeguarded minerals and wharf infrastructure were granted against MWPA advice.

24. The Pound Bottom landfill is within the Wiltshire administrative boundary, however as the HMWP applies to the whole New Forest National Park it is monitored here. Due to this, other figures from the EA on Hampshire's waste may not include Pound Bottom.

5. Reviewing the Monitoring Targets

Monitoring Review

- 5.1 The review of the output indicator outcomes and commentary shows that the majority of output indicator targets (68% of policies) were achieved during 2015. Where targets were not achieved, it may be due to a variety of factors:
- inappropriate indicator / target;
 - external factors, such as in government policy; and
 - changes in market conditions or behaviour from the general public.
- 5.2 Where indicators have been breached, or are close to breaching in subsequent years, the MWPAs monitor the situation closely and take account of the identified need in their decision making. The MWPA also engage with operators and land-owners in order to support the submission of sustainable planning applications in accordance with minerals and waste planning policy. Should it be noted that certain indicators have been breached in successive years, these areas will be noted for particular attention during any upcoming reviews of planning policy.
- 5.3 Due to the small number of sites and operators with regards to silica sand and brick-making clay, these indicators are prone to considerable variations and subject to confidentiality issues. The MWPAs are actively engaged with the operators running these sites, though it will ultimately be an operator decision whether to apply for further planning permissions in order to increase reserves.

Policy Review

- 5.4 In order to record issues which have arisen in the use of the policies to date, as noted by the policy team at Hampshire County Council, in consultation with the Development Management officers in the MWPAs, a summary is included here. These comments will help in the monitoring of the HMWP, as well as in shaping any future planning policy.
- 5.5 Granting certificates of lawful use (CLUs) has highlighted a discrepancy that exists in how these decisions are made to those of a planning application submitted before a development takes place. Due to the fact that in CLUs the development already exists and is simply certified as lawful by the Local Planning Authority, rather than permitted per se, there is little opportunity to ensure it is in accordance with the adopted Plan. A review of the Plan would need to consider whether there is a way of affecting this through new policy or if the current legal framework prevents this issue from being addressed.
- 5.6 The downward trend for the indicator for *Policy 25* between 2014 and 2015 (a drop in recycling from 65% to 51%) may simply be due to varying commercial circumstances, but also highlights that waste trends are affected by factors outside an LPAs control (e.g. drops in profitability for recycled materials). This indicator will need to be closely monitored and if the downward trend continues further exploration of the causes and potential remedies within the LPAs control will be required.

- 5.7 The on-going downward trend for landfill capacity (indicator for *Policy 32*) is the subject of current investigation, though it should be noted that the Plan provides for the expansion of one of the existing landfills, a landfill allocation and a landfill criteria based policy which should all enable operators to pursue further landfill opportunities.
- 5.8 Additionally from the comments above, in 2015, a number of comments on policy were received as part of the consultation on the Safeguarding SPD.
- 5.9 Thames Water commented on the need for a specific wastewater treatment policy: "as fundamentally, waste water treatment has different geographical and technical requirements from other forms of waste management or waste treatment that form the majority of waste proposals that the HMWP is intended to provide policy guidance for. For example, wastewater treatment plants are constrained by the location of the sewerage network and need to be located close to where the sewerage network terminates (which is generally low lying ground to enable flows to gravitate and avoid high energy consumption associated with unnecessary pumping) and need to be located close to a suitable receiving water course into which the treated effluent can be discharged. In relation to existing wastewater treatment plants the existing discharge point can often be a critical issue as effluent discharges can form a significant proportion of river flows which are required to be maintained by the Environment Agency. Hence, these are reasons why a specific wastewater policy is required." The adopted HMWP includes a policy on waste water treatment (*Policy 31*), however these comments may inform any future review.
- 5.10 Historic England noted that "Malmstone is not safeguarded in Hampshire for the reasons set out in paragraphs 6.16 and 6.17 of the HMWP, i.e. that a resource has not identified or worked for over half a century and there is no evidence that is sourced in Hampshire other than recycling from old buildings. Historic England is part-funding a Strategic Stone Study of England on a county by county basis. Unfortunately Hampshire has yet to be studied but when it is, should a source of Malmstone be identified, we hope that the County Council will consider safeguarding it for conservation works."
- 5.11 A comment was made that "Particularly in waste policies, [there is] no provision for non-new sites and for changes that occur on a site that would not change the substantive function or introduce new capacity." While this is covered in *Policy 27 (Capacity for waste management development)* there may be a possibility in the future to clarify the policy position on ancillary developments on waste sites.

Policy Review - Previous Comments

- 5.12 Comments from previous Monitoring Reports are included below in order to maintain a comprehensive overview.
- 5.13 *Policy 2 (Climate change)*: It may help if text or policy could refer to the consideration of self sustaining sites (in terms of energy) to achieve more sustainable outcomes. Items such as solar panels on roofs and banks, wind power and building orientation may provide opportunities. The use of green roofs may also increase biodiversity, if appropriate, if there are no other possibilities to enhance within the site boundary;
- 5.14

Policy 3 (Habitats and species): Although the policy is about protection from adverse impacts as well as mitigation and compensation for loss, it may be useful to proactively encourage biodiversity enhancement through design, layout and management;

- 5.15 *Policies 4 and 5* could benefit from more clarity in regard to what kind of restoration is appropriate if a business was to fail (go into liquidation);
- 5.16 In relation to *Policy 9 (Restoration of minerals and waste developments)*, it may be beneficial to include the words 'public water supply/storage' and 'recreation/access/ etc.' in the actual policy as opposed to the supporting text;
- 5.17 In relation to community benefits, it may be necessary to give more clarity in regard to the form of land use/enhancement with recreational and other benefits. The supporting text for *Policy 5 (Protection of the countryside)* refers to the restoration of mineral and waste developments that can lead to enhanced public access and additional recreational uses, providing benefits to rural communities and this may be better placed under *Policy 14 (Community Benefits)*;
- 5.18 *Policy 7 (Heritage assets)*: A better definition of a locally recognised asset would be helpful;
- 5.19 *Policy 8 (Soils)*: When soils are restored to agriculture they will not be of best and most versatile agricultural land quality until some time has passed so they need to be monitored until soil structure shows what final quality is attained;
- 5.20 *Policy 10 (Protecting public health and safety)*: May need to review the criterion 'g' and 'i' as the formatting can confuse the reader. Criterion 'j' could also be improved- as its cumulative impact of the development on the locality which may be in conjunction with existing or allocated development, or in conjunction with land use (e.g. internationally designated sites, landscape character areas etc.)
- 5.21 *Policy 11 (Flood risk and prevention)*: May be better if re-titled 'Flood risk and groundwater protection / drainage';
- 5.22 *Policy 14 (Community benefits)*: This policy does not relate directly to work done by the Minerals or Waste Planning Authority, as it refers to bilateral agreements that do not include the MWPA. It is also difficult to monitor on an annual basis, as such agreements as the policy encourages can take time to be established and implemented. There is also no obligation for such agreements to be reported to the MWPA.
- 5.23 Safeguarding policies (*Policies 15, 16, 26, 34*): The indicators relate to development, however annual monitoring can most directly be done on granted permissions. Additionally, a need for improved guidance and processes in this area were identified, leading to the development of the Minerals and Waste Safeguarding Supplementary Planning Guidance.
- 5.24 Part 1 of *Policy 29 (Location of waste sites)* uses Roman numerals while parts 2 and 3 letters of the alphabet and the layout may be better if labelled part 'A' (currently parts 1 and 2) and part 'B' (currently part 3).

6. Cooperation in plan-making

6.1 Duty to Cooperate

- 6.1.1 The 'duty to cooperate' was created by the Localism Act 2011²⁵, and amends the Planning and Compulsory Purchase Act 2004²⁶. It places a legal duty on local planning authorities, County Councils in England and public bodies to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local and Marine Plan preparation relating to strategic cross boundary matters.
- 6.1.2 The Hampshire Authorities and the SDNPA have a duty to cooperate on planning issues that cross administrative boundaries, particularly those which relate to the strategic priorities. This includes the provision of waste management infrastructure, minerals and energy.
- 6.1.3 Cooperation should be a continuous process of engagement and councils are encouraged to work collaboratively with other bodies to ensure that strategic priorities across local boundaries are properly coordinated and clearly reflected in individual Local Plans.
- 6.1.4 The Hampshire Authorities and the SDNPA take this duty seriously and have produced the HMWP in partnership, and continue to work together on minerals and waste issues.
- 6.1.5 To satisfy this requirement for ongoing collaboration, HCC is actively engaged in the sub-regional working group SEWPAG (South East Waste Planning Advisory Group), on behalf of the Hampshire Authorities. SEWPAG has adopted a 'manifesto' which includes the following statement to define the purpose of the group: 'To help waste planning authorities in the area to fulfil the Duty to Co-operate on strategic issues enshrined in the Localism Bill, and specifically to give effect to the Government's stated intention to place the responsibilities of the former Regional Technical Advisory Bodies with local authority grouping'.
- 6.1.6 HCC is also a member of SEEAWP (South East England Aggregates Working Party), a technical group with the role of advising government, Mineral Planning Authorities and industry on aggregates. Like with SEWPAG, HCC represents the Hampshire Authorities on this working party.

6.2 Duty to Cooperate requests in 2015

- 6.2.1 The Hampshire Authorities are often contacted by other mineral / waste planning authorities in order to discuss plan-making issues. Lists of those authorities that have made formal duty to cooperate requests during the 2014/15 year are shown below. Additionally, the Hampshire Authorities regularly respond to consultations on minerals and waste plan preparation for neighbouring and other authorities.

25. Localism Act (2011): <http://www.legislation.gov.uk/ukpga/2011/20/contents>

26. Planning and Compulsory Purchase Act 2004: www.legislation.gov.uk/ukpga/2004/5/contents

6.2.2 All requests were responded to positively by the Hampshire Authorities and the SDNPA.

Table 6.2.1 List of Duty to Cooperate requests in 2014-15

Date	Planning Authority	Information Request
09/03/2015	Isle of Wight	Waste movements
17/04/2015	Oxfordshire	Mineral movements
07/09/2015	Kirklees	Minerals, waste and housing issues
14/12/2015	West Berkshire	Waste and mineral movements

7. Further Information

7.1 Additional published data and information on the HCC Strategic Planning website²⁷ allows for a more dynamic approach to supplying the information on permitted minerals and waste sites and planning applications. This method allows more detailed and up-to-date reporting of what is happening throughout the Hampshire Plan area with updates of HCC planning applications (those granted, refused, withdrawn, etc.) throughout the year rather than at a single point in time. The following information is available online:

Daily updates

- Details of all planning applications made for mineral or waste activities in Hampshire²⁸;
- List of all applications open for consultation²⁹;
- List of all applications recently determined³⁰ and
- Details of all appeals to planning permission refusal³¹ ;

Annual updates

- All permitted mineral and waste sites, including noting which sites are safeguarded and for which sites chargeable site visits are undertaken by the Monitoring and Enforcement team³² ; and
- Further information on the work carried out by the Policy, Development Management and Monitoring and Enforcement teams within the Strategic Planning section³³ .

27. Strategic Planning: www.hants.gov.uk/mineralsandwaste.htm

28. Search and view planning applications: <https://planning.hants.gov.uk/>

29. Applications open for consultation: <https://planning.hants.gov.uk/SearchResults.aspx?OpenForConsultation=True>

30. Recent decisions: <https://planning.hants.gov.uk/SearchResults.aspx?RecentDecisions=True>

31. Search and view planning applications: <https://planning.hants.gov.uk/>

32. Facts and Figures: <http://www3.hants.gov.uk/mineralsandwaste/pd-facts-and-figures.htm>

33. Strategic Planning: <http://www3.hants.gov.uk/mineralsandwaste.htm>

This document can be made available in large print, on audio media, in Braille or in some other languages.

For further information, please contact Minerals and Waste Policy in the Strategic Planning group:

Telephone: 0300 555 1389 or 01962 846591

Email: planning.policy@hants.gov.uk

Write to:

Minerals and Waste Policy

Strategic Planning

Economy, Transport & Environment Department

Hampshire County Council

Floor 1 Elizabeth II Court West

Winchester SO23 8UD

Website: www.hants.gov.uk/county-planning

