

# Minerals and Waste in Hampshire Monitoring Report 2016



February 2018

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## Foreword

- 1 This is the Hampshire Minerals and Waste Plan Monitoring Report 2016.
- 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 and the SDNPA'). 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 2016 to December 2016**. 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 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<sup>1</sup>.
- 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 2016 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 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.
- 8 This Minerals and Waste Monitoring Report 2016 continues in a similar format to the 2015 report. The monitoring reports are available on the Strategic Planning webpages of the Hampshire County Council website<sup>2</sup>.

### Key points from 2016 include:

- **The sales of primary (land-won) aggregates in Hampshire in 2016 were 0.95 million tonnes (mt) – an increase of 14% from 0.83 mt in 2015;**
- **The 'landbank' of sand and gravel reserves in Hampshire was at 5.7 years - a reduction from 7.4 years in 2015. It should be noted that there are currently anticipated applications that would, should they be approved, bring this landbank up to 9.7 years in the coming years**
- **The reported production of recycled and secondary aggregates in 2016 was 1.43 million tonnes - a reduction of 0.08% from 1.51 million tonnes in 2015;**
- **Municipal waste arisings in Hampshire have increased by 1.2% in 2016 to 853,916 tonnes - from 843,786 tonnes in 2015;**
- **The amount of non-hazardous (household, commercial and industrial) waste sent for recovery in Hampshire in 2016 was estimated to be 44% - a reduction from 51% in 2015;**
- **The amount of non-hazardous waste landfilled in Hampshire in 2016 was 288,000 tonnes – a reduction from 383,000 tonnes in 2015 - of which 57% (75% in 2015) came from within Hampshire; and**
- **The permitted reserve at individual silica sand sites and landbank for brick making clay in 2016 breached respective thresholds for more than two successive years.**

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

2. Hampshire County Council website: [www.hants.gov.uk/county-planning](http://www.hants.gov.uk/county-planning)

## 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
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 13th Monitoring Report produced by Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority, and the South Downs National Park Authority (hereafter referred to as the Hampshire Authorities and the SDNPA) in accordance with the Planning and Compulsory Purchase Act 2004<sup>3</sup> - 'the 2004 Act' - as amended by The Localism Act 2011<sup>4</sup>.
- 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 2012<sup>5</sup> (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 and the SDNPA 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

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3. Planning and Compulsory Purchase Act 2004: [www.legislation.gov.uk/ukpga/2004/5/contents](http://www.legislation.gov.uk/ukpga/2004/5/contents)

4. The Localism Act 2011: [www.legislation.gov.uk/ukpga/2011/20/contents/enacted](http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted)

5. 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 National Planning Policy Framework (NPPF)<sup>6</sup> sets out the Government's planning policies for England and how these are expected to be applied. Specific waste policies which are set out in the National Planning Policy for Waste<sup>7</sup> which should be read in conjunction with the NPPF and associated planning practice guidance<sup>8</sup>. The NPPF places an additional requirement on local planning authorities to prepare an annual Local Aggregate Assessment (LAA).
- 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
  - at which stage each the document preparation is at.

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

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

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

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 Hampshire County Council, Southampton City Council (SCC), Portsmouth City Council (PCC), the New Forest National Park Authority (NFNPA) and the South Downs National Park Authority (SDNPA) came to an end. A new partnership was established between Hampshire County Council, SCC, PCC and the NFNPA (the 'Hampshire Authorities') to monitor and implement the plan.
- 2.2 A separate Service Level Agreement (SLA) between Hampshire County Council and the SDNPA has been established for the monitoring of the plan only.

### Local Planning Guidance

- 2.3 The Hampshire Authorities have produced two supplementary planning documents (SPDs) on Oil and Gas Development and Minerals and Waste Safeguarding<sup>9</sup>. These documents provide additional guidance on the associated policies in the adopted HMWP.

### Regional Planning Policy

- 2.4 As reported in previous MRs, the South East Plan (SEP) was revoked in March 2013<sup>10</sup>, 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

- 2.5 National Planning Policy Framework (NPPF)<sup>11</sup> sets out the Government's planning policies for England and how these are expected to be applied. Specific waste policies which are set out in the National Planning Policy for Waste<sup>12</sup> which should be read in conjunction with the NPPF and associated planning practice guidance<sup>13</sup>. The Localism Act (2011)<sup>14</sup> 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.
- 2.6 National planning policy for waste is currently contained in a suite of documents and together they form the National Waste Management Plan, including:

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

10. The Regional Strategy for the South East Order 2013: [http://www.legislation.gov.uk/uksi/2013/427/pdfs/uksiem\\_20130427\\_en.pdf](http://www.legislation.gov.uk/uksi/2013/427/pdfs/uksiem_20130427_en.pdf)

11. National Planning Policy Framework: [www.gov.uk/government/publications/national-planning-policy-framework--2](http://www.gov.uk/government/publications/national-planning-policy-framework--2)

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

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

14. [www.legislation.gov.uk/ukpga/2011/20/contents/enacted](http://www.legislation.gov.uk/ukpga/2011/20/contents/enacted)

- National Planning Policy for Waste<sup>15</sup> (October 2014);
- Waste Management Plan for England<sup>16</sup> (December 2013);
- National Waste Prevention Plan<sup>17</sup> (December 2013);
- National Policy Statements (i.e. on renewable energy<sup>18</sup>, hazardous waste<sup>19</sup> and waste water<sup>20</sup>); and
- all Waste Development Plan Documents.

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

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

16. National Waste Management Plan (2013): [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/202658/pb14100-waste-management-plan-20131213.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/202658/pb14100-waste-management-plan-20131213.pdf)

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

18. National Policy Statement for renewable energy (2013): [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/37048/1940-nps-renewable-energy-en3.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/37048/1940-nps-renewable-energy-en3.pdf)

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

20. National Policy Statement on waste water (2013): [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/69505/pb13709-waste-water-nps.pdf](http://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. 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 which have since been adopted<sup>21</sup> .
- 3.3 Any further updates will be posted on the Strategic Planning webpages of HCC<sup>22</sup> .

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21. [Hampshire](http://www.hants.gov.uk/hmwp-spds.htm) County Council website: [www.hants.gov.uk/hmwp-spds.htm](http://www.hants.gov.uk/hmwp-spds.htm)

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

### 4.1 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 development 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.
- 4.2.2 The HMWP contains a monitoring indicator for each of its 34 policies, which are listed in Appendix C of the adopted HMWP.
- 4.2.3 The data for the monitoring indicators for 2016 is presented in the table below. Data from the previous year (2015), where available, is shown in brackets '( )', for comparison.
- 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)	98 % (88%)	The majority of planning applications were processed within 13 weeks.
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	0 (1)  0 (1)	No planning applications granted in the countryside contrary to policy.
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 &amp; Most Vesatile (BMV) agricultural land in Hampshire</p>	<p>Number of planning permissions that result in a net loss of BMV land in Hampshire &gt;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>Policy 10: Protecting public health, safety and amenity</p>	<p>Planning permissions granted against Environment Health Officer (EHO) advice</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>

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. However permission was granted for 16/00322/CMA was granted on a temporary basis, rather than permanently as requested.
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	0 (1)	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).
Policy 14: Community benefits	Percentage of major applications with community benefits	Percentage of major applications with community benefits > 50%	0 (0)	There was no data on major planning applications with community benefits. There are a number of potential issues: <ul style="list-style-type: none"> <li>• a low number of major applications,</li> <li>• the time needed for agreements relating to community benefits to be put in place,</li> <li>• the policy relates to encouraging, rather than requiring, community benefits and</li> <li>• as benefits are arranged outside the planning process this data is not routinely collected.</li> </ul>

				<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>15.2 ha (4.1ha)</p>	<p>NFDC - 16/10764 Land at Buckland Manor Farm, Alexandra Road, Lymington. Requested conditions that the mineral would be recovered during the development, NFDC responded in the Officers Report that it would be unreasonable to seek such a condition when the matter was not set out in the Core Strategy Policy.                  NFDC - 16/10497 Merryfield Park, Derritt Lane, Sopley. Requested conditions that the mineral would be recovered during the development, NFDC responded in the Officers Report that "it would now be unreasonable to seek such a condition at this stage on this site (0.7 hectares), when the remainder of the site is currently being developed for housing with no requirement to recover minerals."</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.                   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	5.5Mt (7.59Mt)  0.95Mt (0.83Mt)	This is the first year that capacity was provided by the operators, in past years it has been estimated from other data received from the operators, therefore this cannot be seen as an official decrease as the methods of measurement have changed.  Data from the Local Aggregate Assessment 2017.
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	1.8Mt (2.6Mt)	Data from the Local Aggregate Assessment 2017.
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)	1.10Mtpa (1.10Mtpa)  2 Mtpa (2Mtpa)	There have been no rail depots or wharves lost in the year so estimated capacity remains the same as 2015.  The Local Aggregate Assessment 2017 suggests that is limited headroom at wharves following a survey on capacity.
Policy 20: Local land-won aggregates	Landbank for aggregate supply	Landbank falls below 7 years worth of aggregate supply ( <i>Breach of benchmark over two successive years</i> )	5.71 years (7.4 years)	The full aggregate production capacity is noted. It should be noted that there are currently anticipated applications that would bring this landbank up to 9.7 years in the coming years. Data from the Local Aggregate Assessment 2017.

Policy 21: Silica sand development	Landbank at individual silica sand sites	Landbank falls below 10 years at individual silica sand sites ( <i>Breach of benchmark over two successive years</i> )	2.9 (2.9) (Confidential in 2014)	Data from Local Aggregate Assessment 2017. Although target is not below 10 years for <i>over two</i> successive years, 2015 data was based on an average of the previous three years.
Policy 22: Brick-making clay	Landbank for brick- making clay	Landbank falls below 25 years worth of brick- making clay supply ( <i>Breach of benchmark over two successive years</i> )	20 years (21 years) (21 years in 2014)	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 10,000m <sup>3</sup> per annum. It was estimated that no extraction would be required in the extension area until 2017, bringing the total landbank to 20 years.
Policy 23: Chalk development	Amount of chalk extracted in tonnes per annum (tpa)	Amount of chalk extracted in tonnes per annum (tpa) < 25,000tpa	<25,000 tonnes (> 25,000 tonnes)	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.
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 Oil and Gas planning permissions granted in 2016.

Policy 25: Sustainable waste management	Amount / percentage of non-hazardous waste recycled	Recycling not reaching 60% by 2020	44% (51%) (65% in 2014)	The 2016 Environment Agency Waste Data Interrogator shows that of all household, commercial and industrial 'waste removed' from sites in Hampshire – 44% (51%) was sent for 'recovery' while 7% (7%) 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 2016 were 853,916 tonnes (843,786). The treatment of this waste was as follows: Recycled 26% (26%) Composted 12% (12%) Recovered 55% (55%) Landfill 7% (8%)
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 WPA 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.
Policy 27: Capacity for waste management development	Capacity and operational status of waste management facilities	Provision of additional recycling and recovery capacity: 2011 - 2015 = 370,000 tonnes 2016 - 2020 = 205,000 tonnes 2021 - 2030 = 102,000 tonnes No net loss of waste management capacity from closure of sites and/or no new recycling or recovery capacity proposals ( <i>Breach of</i>	94,000 tonnes per annum Cumulative to 2016: 494,700 tonnes No net loss (142,000 tonnes per annum) (Cumulative to 2015: 400,700 tonnes) (No net loss)	New waste management capacity was permitted for: 84,000tpa energy recovery using Advanced Conversion Technology (ACT) (gasification) to convert non-hazardous waste into electricity and heat (16/00058/CMAN - Plot 37, Central Way, Walworth Industrial Estate) 10,000tpa green waste dry anaerobic (16/02203/HCC - Down Farm, Alton Road, Odiham) No capacity was lost through revoked, surrendered or expired environmental permits, based on data from the Environment Agency on Environmental Permitting - Waste sites.

		<i>benchmark over two successive years)</i>		
Policy 28: Energy recovery development	Number of facilities and amount of renewable energy produced	Decrease in number of facilities and/or amount of renewable energy produced ( <i>Breach of benchmark over two successive years)</i>	22 sites 442,631MWh (19 sites) (409,648MWh)	10 landfill gas sites, 3 energy recovery facilities, 3 sewage sludge, 4 biomass (CHP) and 2 Anaerobic Digestion (AD) facilities with a total installed capacity of 74.20MW (67.01MW). One new site came online in this period. As per the previous year, one site is also noted as not producing energy. Data is based on operator information, please note that the new site that came online, although providing capacity data did not provide energy generation data.
Policy 29: Locations and sites for waste management	Planning permissions in accordance with Policy 29	Planning permissions not in accordance with Policy 29	0 (1)	Target was met.
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: 0.95 million tonnes (mt) (0.99mt) Recovered: 397 thousands tonnes (kt) (478kt) Reclamation: 81kt (0kt) Construction: 0kt (42kt)	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 0.08% from 1.51mt in 2015 to 1.43mt in 2016. 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, 3.30MW (3 sites, 3.29MW)	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	2.7 years (3.1 years) (4.2 years in 2014)	Landfill capacity as of 31.12.16 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 <sup>23</sup> ) in 2016 was 287,806 (383,000) tonnes, of which 57% (75%) came from Hampshire. In 2016 around 215,553 (269,000) tonnes of household, industrial and commercial waste received in landfills came from Hampshire. 100,436, 47% (74%) was deposited in Hampshire. That means around 115,116 (62,000) tonnes of waste from Hampshire went to landfills outside Hampshire. At the same time, around 75,000 (70,000) tonnes of waste from other authorities was received at landfills in Hampshire.

23. 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.

				Furthermore, Squabb Wood landfill ceased operation on the 30 <sup>th</sup> September 2016.
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: 125,600 (118,000) Deposits: 77,800 (67,000) Capacity: 232,000(232,000)	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.
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 (0)	No safeguarded sites were developed against WPA advice.

## 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 (74% of policies with a green rating) were achieved during 2016. 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 Hampshire Authorities and SDNPA monitor the situation closely and take account of the identified need in their decision making. The Hampshire Authorities and SDNPA 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 Indicators associated with silica sand and brick-making clay are prone to considerable variations and subject to confidentiality issues due to the small number of sites and operators. The Hampshire Authorities and SDNPA 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 A summary of issues which have arisen in Hampshire Authorities and SDNPA officer applying HMWP policies to date 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 2015 and 2016 (a drop in recycling from 51% to 44%) 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 It should also be noted that *Policy 21 (Permitted reserve at individual silica sand sites)* and *Policy 22 (Landbank from brick-making clay)* have breached their threshold for more than two successive years.
- 5.9 The aforementioned areas in particular should be given particular attention during any upcoming reviews of planning policy.

#### Policy Review - Previous Comments

- 5.10 Comments from previous Monitoring Reports are included below in order to maintain a comprehensive overview.

HMWP Policy	Comment
<i>Policy 2 (Climate Change)</i>	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;
<i>Policy 3 (Habitats and species):</i>	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;
<i>Policies 4 and 5</i>	could benefit from more clarity in regard to what kind of restoration is appropriate if a business was to fail (go into liquidation);
<i>Policy 7 (Heritage assets):</i>	A better definition of a locally recognised asset would be helpful;
<i>Policy 8 (Soils):</i>	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;
<i>Policy 9 (Restoration of minerals and waste developments),</i>	In relation to 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;
<i>Policy 10 (Protecting public health and safety):</i>	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.)
<i>Policy 11 (Flood risk and prevention):</i>	May be better if re-titled 'Flood risk and groundwater protection / drainage';

<p><i>Policy 14 (Community Benefits)</i></p>	<p>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 <i>Policy 5 (Protection of the countryside)</i> 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);</p> <p>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 Minerals and Waste Planning Authority. 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 Mineral and Waste Planning Authority.</p>
<p><i>Policy 15 (Safeguarding – mineral resources):</i></p>	<p>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."</p>
<p><i>Policy 27 (Capacity for waste management):</i></p>	<p>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 <i>Policy 27 (Capacity for waste management development)</i> there may be a possibility in the future to clarify the policy position on ancillary developments on waste sites.</p>
<p><i>Policy 29 (Location of waste sites)</i></p>	<p>Part 1 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).</p>
<p><i>Policy 31 (Liquid waste and waste water management):</i></p>	<p>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.</p>

Safeguarding policies ( <i>Policies 15, 16, 26, 34</i> ):	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.
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## 6. Cooperation in plan-making

### 6.1 Duty to Cooperate

- 6.1.1 The 'duty to cooperate' was created by the Localism Act 2011<sup>24</sup>, and amends the Planning and Compulsory Purchase Act 2004<sup>25</sup>. 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, Hampshire County Council 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 Hampshire County Council 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, Hampshire County Council represents the Hampshire Authorities on this working party.

### 6.2 Duty to Cooperate requests in 2016

- 6.2.1 The Hampshire Authorities and SDNPA 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 2016 are shown below. Additionally, the Hampshire Authorities and the SDNPA regularly respond to

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

25. Planning and Compulsory Purchase Act 2004: [www.legislation.gov.uk/ukpga/2004/5/contents](http://www.legislation.gov.uk/ukpga/2004/5/contents)

consultations on minerals and waste plan preparation for neighbouring and other authorities.

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 2016**

<b>Date</b>	<b>Planning Authority</b>	<b>Information Request</b>
14/06/2016	Cumbria County Council	Waste Movements
21/12/2016	Surrey County Council	Waste Movements

## 7. Further Information

7.1 Additional published data and information on the Hampshire County Council Strategic Planning website<sup>26</sup> 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 Hampshire County Council 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 Hampshire<sup>27</sup>;
- List of all applications open for consultation<sup>28</sup>;
- List of all applications recently determined<sup>29</sup> and
- Details of all appeals to planning permission refusal<sup>30</sup> ;

### 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 team<sup>31</sup> ; and
- Further information on the work carried out by the Policy, Development Management and Monitoring and Enforcement teams within the Strategic Planning section<sup>32</sup> .

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26. Strategic Planning: [www.hants.gov.uk/mineralsandwaste.htm](http://www.hants.gov.uk/mineralsandwaste.htm)

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

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

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

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

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

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

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**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:**

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**Email: [planning.policy@hants.gov.uk](mailto:planning.policy@hants.gov.uk)**

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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](http://www.hants.gov.uk/county-planning)

