# **Executive Summary**

## Introduction

The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013<sup>1</sup>.

The National Planning Policy Framework requires that Local Plans should be reviewed to assess whether they require updating at least once every five years<sup>2</sup>.

An initial Review was carried out in 2018 and this concluded that whilst a number of issues had been identified, the policies were effective in that they enabled development and the Vision was being implemented. Following the 2018 Review there was a commitment to undertake a Review Workshop and a further review in 2020.

The Workshop was held on 25<sup>th</sup> September 2019 and this is the 2020 Review of the HWMP.

In 2019, the Planning Advisory Service (PAS) issued a toolkit to assist with plan reviews and this is incorporated. As such, this Review considers in more detail the Vision, Plan Objectives and Spatial Strategy (and the Key Diagram). In addition, compliance with national policy is assessed.

# **Effectiveness of Plan Policies**

This section considers each of the 34 policies contained within the HMWP in turn. The trends over the past seven years are reviewed based on information set out in the Monitoring Reports which support the HMWP.

A RAG (Red, Amber, Green) Monitoring status is provided for each of the policies and is determined as follows:

Monitoring shows no issues	Green
Monitoring shows some issues to be reviewed	Amber
Monitoring shows issues to be reviewed and may need to be addressed	Red

<sup>&</sup>lt;sup>1</sup> Hampshire Minerals & Waste Plan (2013) -

https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan

<sup>&</sup>lt;sup>2</sup> National Planning Policy Framework (Para. 33) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\_data/file/810197/NPPF\_Feb\_2019\_revised.pdf

The summary of the RAG Monitoring status of each of the policies is outlined below.

# **Summary of Monitoring status**

Policy Number & Title	RAG status	
	2020	2018
Policy 1: Sustainable minerals & waste development	Green	Green
Policy 2: Climate change – mitigation and adaptation	Green	Green
Policy 3: Protection of habitats and species	Green	Green
Policy 4: Protection of the designated landscape	Green	Green
Policy 5: Protection of the countryside	Amber	Amber
Policy 6: South West Hampshire Green Belt	Green	Green
Policy 7: Conserving the historic environment and heritage assets	Green	Green
Policy 8: Protection of soils	Green	Green
Policy 9: Restoration of minerals and waste sites	Green	Green
Policy 10: Protecting public health, safety and amenity	Green	Green
Policy 11: Flood risk and prevention	Green	Green
Policy 12: Managing traffic	Green	Green
Policy 13: High-quality design of minerals and waste	Green	Green
Policy 14: Community Benefits	Red	Red
Policy 15: Safeguarding - mineral resources	Amber	Amber
Policy 16: Safeguarding – minerals infrastructure	Green	Green
Policy 17: Aggregate supply - capacity and source	Amber	Red
Policy 18: Recycled and secondary aggregates	Amber	Amber
Policy 19: Aggregate wharves and rail depots	Red	Red
Policy 20: Local land-won aggregates	Red	Red
Policy 21: Silica sand development	Red	Red
Policy 22: Brick-making clay	Red	Red
Policy 23: Chalk Development	Amber	Amber
Policy 24: Oil and gas Development	Green	Green
Policy 25: Sustainable waste management	Amber	Amber
Policy 26: Safeguarding – waste infrastructure	Green	Green
Policy 27: Capacity for waste management development	Green	Green
Policy 28: Energy recovery development	Amber	Amber

Policy 30: Construction, demolition and excavation waste development	Amber	Green
Policy 31: Liquid waste and waste water management	Green	Green
Policy 32: Non-hazardous waste landfill	Red	Red
Policy 33: Hazardous and low level waste development	Green	Green
Policy 34: Safeguarding potential minerals and waste wharf and rail depot infrastructure	Green	Green

# **Issues requiring review**

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with an Amber 'Monitoring' status).

Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.

A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need to be updated with additional allocations, where possible.	Amber
Review shows that the policy requirements need to be updated.	Red

The summary of the RAG Review status of each of the policies is outlined below.

# **Summary of Review status**

Policy Number & Title	RAG status
Policy 5: Protection of the countryside	Green
Policy 15: Safeguarding - mineral resources	Green
Policy 17: Aggregate supply - capacity and source	Red
Policy 18: Recycled and secondary aggregates development	Red
Policy 23: Chalk Development	Green
Policy 25: Sustainable waste management	Amber
Policy 27: Capacity for waste management development	Amber
Policy 28: Energy recovery development	Green
Policy 29: Locations and sites for waste management	Amber
Policy 30: Construction, demolition and excavation waste development	Red

# Issues to be reviewed and may need addressing

This section explores in more detail the policies with issues identified through the Monitoring Reports (i.e. policies with a Red 'Monitoring' status).

Consideration is given to the circumstances around the short-term breaches that may have occurred or the trends that have raised an issue with delivery.

A RAG (Red, Amber, Green) Review status and review update requirement is provided for each policy and is determined as follows:

Review shows that the policy does not need to be updated.	Green
Review shows that the policy does need	
to be updated with additional allocations,	Amber
where possible.	
Review shows that the policy	Red
requirements need to be updated.	Reu

The summary of the RAG Review status of each of the policies is outlined below.

## **Summary of Review status**

Policy Number & Title	RAG status
Policy 14: Community Benefits	Red
Policy 19: Aggregate wharves and rail depots	Amber
Policy 20: Local land-won aggregates	Amber
Policy 21: Silica sand development	Amber
Policy 22: Brick-making clay	Amber
Policy 32: Non-hazardous waste landfill	Amber

# Effectiveness of the Vision, Plan Objectives, Spatial Strategy & Key Diagram

Due to the generic nature of the Vision, this is generally being achieved although the issues regarding delivery of minerals could impact the support of the economy. As some of the policies are not meeting their aims, the Plan Objectives are not all being achieved.

In line with the need to update some of the policies, the Plan Objectives, Spatial Strategy and Key Diagram need to be further reviewed to ensure they are fit-for-purpose. This includes ensuring all polices are represented and there is no ambiguity.

Whilst the Vision represents the pillars of sustainability which meets the objectives of the NPPF, it is recognised that the Vision would benefit from an update to be more geographically representative and less generic. Aligning with the 2050 Hampshire principles and the climate change agenda would strengthen it further.

# **Policy drivers**

There have been a number of Government policy publications and announcements since 2013 which have an impact on the HMWP policies.

The policy drivers and the policies they impact are summarised in the Table below.

# **Summary of Policy Drivers**

Policy Driver	HMWP Policy
National Planning Policy Framework (2019)	All policies.
National Planning Policy for Waste (2014)	Policies 25 – 34.
Planning Practice Guidance (2014 onwards)	All policies.
River Basin Management Plan (2016)	Policies 2, 3, 9, 10, 11 and 31
Clean Growth Strategy (2017)	Policies 1 and 2.
The 25 Year Environment Plan (2018)	Policies 2 – 6, 9 and 25.
Industrial Strategy (2018)	Policies 1, 2, 18, 25, 28 and 30.
Resources and Waste Strategy (2018)	Policies 1, 18, 30 and 32.
South Inshore and South Offshore Marine Plans	Policies 17 and 24.
Review of designated landscapes	Policy 4.
Climate change Act 2008 Order 2019	Policy 2.
Environment Bill (2020)	All policies.
Biodiversity net gain	Policy 3.
Fixing our broken housing market – Housing White Paper (2017)	Plan-making.
Strategic Environmental Assessment Regulations	Policy 29.
The Town & Country Planning (General Permitted Development) (England) Order 2016	Policy 16 and 26.
Community Infrastructure Levy	Policy 1.
Court rulings	Plan-making.
Government Oil and Gas Consultations	Policy 24.
Planning for the future – White Paper (2020)	Plan-making.
Changes to the current Planning system consultation (2020)	Plan-making

# **Review Workshop Outcomes**

A Review Workshop was held on 25<sup>th</sup> September 2019 to explore the issues raised in the 2018 Review.

The Workshop was attended by approximately 60 participants including representatives from the minerals and waste industry, statutory consultees, neighbouring minerals and waste planning authorities and from the wider south east, districts and boroughs, and Members.

The Workshop was structured around presentations and round table discussion sessions on the following issues:

- The 2018 Review of the HMWP outcomes
- The changed policy landscape: NPPF, 25 Year Plan, Waste & Resources and Brexit etc.
- Sustainability issues: Climate change, biodiversity net gain, horizon scanning etc.
- Biodiversity net gain
- Waste & Resources Strategy
- Soft sand
- Marine aggregates.

A number of key messages were highlighted at the Workshop which can be used to inform this Review and the scope of the Plan update:

#### **General messages**

A number of general issues were raised which impact the whole Plan:

- Climate change.
- The need to future proof the Plan and make it flexible.
- On-going Government updates and the need for implementation guidance.
- The need for Duty to Cooperate and liaison with industry.
- Consideration of the monitoring indicators as well as the policies themselves.

## **Minerals messages**

A number of minerals issues were raised including:

- Safeguarding, particularly in relation to prior extraction and wharves.
- Consideration of regional-level supply issues.
- Greater emphasis on the Local Aggregate Assessment.
- Demand should take into account Local Plan delivery and infrastructure.

#### **Waste messages**

Issues raised regarding waste including:

- The need to consider all waste streams, not just household waste.
- Review of the data, types of site (not just facility type) and how they are delivered.
- The need for more waste sites, such as resource parks.

# **Compliance with National Policy**

This section applies the PAS toolkit to determine compliance with national policy. As the toolkit is geared towards all Local Plans, some parts have been struck out and highlighted as 'not applicable'. In addition, the toolkit does not include compliance with the National Planning Policy for Waste (NPPW) (2014) which is relevant to Waste Local Plans and therefore, the requirements have been included.

The review of Local Plan Content compliance has demonstrated that overall, the HMWP is compliant and is not silent on any policy requirement. However, there are several policy areas where the general policy approach is in conformity, but the specific wording may need to be refreshed to ensure that the policy is fully compliant.

The key policy areas requiring a policy refresh include:

- Reference to government policy (post 2013);
- The Vision and its relevance to minerals and waste;
- The removal of some areas of ambiguity in policies;
- · Clearer identification of the Strategic Policies;
- Reference to net gain, natural capital, and the agent of change;
- Clearer climate change measures;
- Clearer delivery of the waste hierarchy; and
- An update on terminology, such as 'sustaining' rather than 'protecting' historic assets.

## Conclusion

This 2020 Review has considered the effectiveness of the HWMP since its adoption in 2013. Unlike the 2018 Review, consideration has been given not only to the monitoring data but compliance with national policy. In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram have been taken into account.

## Development Management Policies

The monitoring data suggests that most of these policies are performing well with Policy 14 (Community benefits) as the exception. However, reviewing national policy compliance, highlights that the policies would benefit from a refresh in their terminology and in some cases, their delivery.

In addition, Policy 2 (Climate change – mitigation and adaption) needs to be strengthened and Policy 9 (Restoration of minerals and waste developments) needs to ensure that climate change is suitably imbedded in its implementation.

#### Minerals Policies

The 2018 Review highlighted that the required 7-year landbank for sand and gravel (for both sharp sand and soft sand) was not being met along with other mineral requirements. The situation remains in 2020 as well as an increasing risk to recycled and secondary aggregate delivery and capacity issues at the wharves.

The aggregate delivery requirements (Policy 17 (Aggregate supply – capacity and source) would benefit from being updated. This would help ensure the requirements of the NPPF were being met.

Whilst the policies are enabling suitable development to come forward, they would benefit from outlining any additional sustainable opportunities to help meet requirements and provide certainty to industry and communities.

#### Waste Policies

The 2020 Review shows that in general, the waste forecasts continue to be relatively accurate and additional capacity is coming on stream albeit focused more on recovery than recycling. However, to ensure compliance with the NPPW, they would benefit from an update to enable greater alignment with the waste hierarchy.

Landfill capacity continues not to meet the forecasted need. Therefore, the policy would benefit from considering possible sustainable options alongside other sites for waste management.

## Monitoring Indicators

This Review has not assessed these in detail but is it is recognised that not all indicators obtain the information required to monitor the effectiveness of the Policies. However, any update of the policies should include a further review of the monitoring indicators to ensure that they are SMART<sup>3</sup>.

Vision, Plan Objectives, Spatial Strategy and Key Diagram

The issues identified through this Review could suggest that the economy was not being supported adequately. The current Vision could be considered to be lacking in spatial identity and specificity in its aims in relation to minerals and waste. The Vision would also benefit from aligning itself with the visionary Hampshire 2050 work and the climate change agenda.

The Plan Objectives generally align with the policies and would help achieve the current Vision. As some of the Policies are currently not delivering their aim, this would

<sup>&</sup>lt;sup>3</sup> Specific, Measurable, Achievable, Relevant and Timely.

suggest the Plan Objectives are not being met. An update of the Policies and/or Vision would need to include a review of the Plan Objectives to ensure they align.

Any update to the Policies would need to be reflected in both the Spatial Strategy and Key Diagram. To ensure compliance with national policy, the Policies, Spatial Strategy and key Diagram need to be unambiguous.

#### **Review limitations**

It is recognised that there are limitations to this Review. However, the application of the PAS Guidance has enabled a more thorough assessment.

The monitoring indicators were set when preparing the Plan and were an attempt to quantify the impacts of the decisions made within the framework of the HMWP. Any update to the policies should include a further investigation of the indicators and triggers.

The 2018 Review highlighted that there were at the time several uncertainties which could have an impact on future supply and capacity requirements of minerals and waste. However, uncertainty has only been increased due to the national pandemic, which is impacting on the economy; the longevity of these impacts is unknown.

The Government continues to drive forward changes to boost the housing market. Whilst an increase in development will have a direct impact on demand for construction aggregates, the rate of this increase is unclear.

Duty to cooperate correspondence has been issued to minerals and waste planning authorities who have a relationship with Hampshire in terms to minerals and waste movements to inform this Review. However, it is recognised that the minerals data is out-of-date (2014) as the new data was not available at the time. Further focussed liaison can be addressed as part of the Plan update.

# **Next Steps**

It is recommended that a partial update of the HMWP is undertaken to ensure compliance with the NPPF and NPPW but also to ensure that the Plan is delivering a steady and adequate supply of minerals and enabling sustainable waste management provision.

In addition, the Vision, Plan Objectives, Spatial Strategy and Key Diagram will need to be further reviewed to ensure that all requirements of the Plan are delivered but also that the Vision aligns with the 2050 principles for Hampshire and the climate change agenda.

To support the partial Plan update, an assessment of mineral and waste site options would ensure any suitable sites for enabling sustainable minerals and waste development are included in the Plan helping provide certainty to the industry and local communities.