

PC 407/22

NEW FOREST NATIONAL PARK AUTHORITY

PLANNING COMMITTEE MEETING – 18 OCTOBER 2022

HAMPSHIRE MINERALS AND WASTE PLAN CONSULTATION DRAFT

Report by: Sarah Applegate, Senior Policy Officer

1. Introduction

- 1.1 The New Forest National Park Authority, as a Minerals and Waste Planning Authority (MWPA), has a statutory duty to prepare a plan to guide minerals and waste development for the National Park. The Authority has been working jointly over many years with partners Hampshire County Council, Southampton and Portsmouth City Councils and the South Downs National Park Authority on the preparation and subsequent revision of a set of planning policies for the consideration of planning applications on minerals and waste development. The Hampshire Minerals and Waste Plan (HMWP) was adopted in October 2013, and covers the entirety of the National Park (including the area of the Park within Wiltshire).
- 1.2 Paragraph 33 of the National Planning Policy Framework (NPPF) (2021) requires that Local Plans should be reviewed within five years of adoption to assess whether they require updating. A review undertaken in 2018 found the Plan to be largely fit for purpose still, though with some issues to be kept under review, and a commitment to further review the Plan in 2020.
- 1.3 The 2020 review of the Minerals and Waste Plan concluded that an update of the Plan was necessary to reflect changes in legislation and policy since the Plan was adopted. This includes, but is not limited to, the 25 Year Environment Plan, the Industrial Strategy and Waste & Resources Strategy as well as other policy drivers such as the Environment Bill and the 'Planning for the future' White Paper consultation. It also includes local policy drivers such as the climate change emergencies that have been declared by the National Park Authority and partners.
- 1.4 The 2020 review of the Minerals and Waste Plan was considered at the Authority Meeting in March 2021, where Members endorsed the principle of the partial update of the Plan, and proposed timescales.

2. Key changes in the Draft Plan

- 2.1 The 2020 Review concluded that parts of the Plan needed to be updated to reflect changes in policy and to address issues with mineral and waste

management provision. Many of the policies remain broadly fit for purpose, and the partial update to the Plan includes revisions to address specific issues, with particular regard to:

- new planning policy that requires biodiversity net gain from all developments;
- a greater focus on planning for climate change;
- a stronger application of the waste hierarchy and application of the circular economy; and
- enabling a steady and adequate supply of aggregates.

2.2 The structure of the Draft Plan remains the same as the adopted Minerals and Waste Plan, and comprises three elements:

- strategic approach and policies;
- proposed strategic site allocations considered necessary to deliver the Plan objectives; and
- general and site-specific development management policies.

2.3 In preparing the partial update of the Minerals and Waste Plan a number of evidence base studies have been undertaken. This began with a 'call for sites' for minerals and waste site nominations from industry, landowners, and agents between 7 April and 4 June 2021. The site nominations received have been assessed to determine their suitability.

2.4 The Draft Plan has been subject to an Integrated Sustainability Appraisal, which incorporated a Strategic Environmental Assessment, and tested the policies and objectives in the Plan against a set of sustainability objectives and criteria, including those relating to environmental considerations. Additionally, a Habitats Regulations Assessment has been undertaken to assess the potential effects of the Plan on one or more European sites, including Special Protection Areas (SPAs) and Special Areas of Conservation (SACs).

2.5 A number of other studies and topic papers have been prepared to support the draft Minerals and Waste Plan update. These will be available as part of the consultation on the draft Plan, and include a Strategic Landscape and Visual Assessment, Minerals Background Study, Site Restoration Topic Paper, Ecological Statement, and a Climate Change Topic Paper. National Park Authority officers have reviewed the relevant evidence base documents and continue to work closely with planning colleagues in the other four minerals and waste planning authorities in Hampshire.

2.6 Interviews and/or surveying has been undertaken with minerals and waste operators, and forecasting work for both future minerals demand and provision, and waste management arisings and capacity has been undertaken.

Plan Vision and Objectives

- 2.7 The review of the Vision in the adopted Plan highlighted that it was lacking in spatial identity and was not specifically aligned to the climate change agenda.
- 2.8 The updated Vision and Objectives will help towards meeting the UK target of carbon neutrality by 2050 and the climate change targets of the partner authorities. Whilst the Vision looks to 2050, this period was considered too great for meaningful forecasting of mineral demand and waste management capacity requirements. As such, the Plan period is up to 2040. This meets the national planning policy requirement of a minimum 15 years at the point of adoption. It is also consistent with the timescale that several Hampshire local authority Local Plan reviews are working to.

Development Management policies

- 2.9 The Development Management policies and supporting text have been reviewed, and updated, where necessary, to ensure that they comply with changes to the National Planning Policy Framework (NPPF) and the associated National Planning Policy Guidance (NPPG) resource. Where relevant, references have been made to recent national policy, such as the Environment Act.
- 2.10 Policy 1 (Sustainable minerals and waste development) has not been updated as this still aligns with the NPPF. Policy 14 (Community benefits) has been removed from the Plan as this could not be implemented. However, the principle of the policy wording is picked up in the supporting text to Policy 1.
- 2.11 Policy 2 (Climate change – mitigation and adaptation) has been significantly updated and strengthened to recognise the climate change emergency declared by the plan-making partners and the need to minimise carbon emissions. It now requires applicants to produce a Climate Change Assessment setting out how the proposed development will address climate change, including reducing carbon emissions.
- 2.12 Policy 4 (Protection of the designated landscapes) has been reviewed and updated to reflect the NPPF and to provide clarity on the assessment of what constitutes Major Development. The policy has also been updated to ensure that the scale and extent of minerals and waste proposals within Hampshire's National Parks and AONBs is limited, while development within their settings should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas. This is consistent with paragraph 176 of the NPPF (2021) and reflects the fact that significant areas of Hampshire are covered by national landscape designations (with 35% being designated National Park, with the two national park authorities having statutory minerals and waste planning responsibilities).
- 2.13 An additional policy has also been included in the Plan to address the importance of the water in Hampshire. This covers not only water quality and

supply, but also recognises the importance of river corridors and the issue of nutrient neutrality. This policy has been inserted as the new Policy 8 (Water resources) and therefore, subsequent Development Management policies have new reference numbers.

- 2.14 The changes to the remaining Development Management Policies seek to remove any ambiguity and improve implementation rather than change the original direction and intent of the current adopted policies. It is intended that the revised and updated Development Management Policies will strengthen the protection of Hampshire's environment and communities.

Minerals Policies

- 2.15 The policies relating to safeguarding mineral resources and infrastructure remain unchanged, with the exception that reference has been made to the Safeguarding Supplementary Planning Document (SPD) in the supporting text as this was adopted in 2016.
- 2.16 Policy 17 (Aggregate supply – capacity and source) has been updated to reflect current data and forecasts for demand in Hampshire. The policy now states that an adequate and steady supply of aggregates will be provided until 2040 at rates of 1.15 million tonnes per annum (mtpa), of which 0.23 mtpa will be soft sand (meaning a total of 0.92 mtpa of sharp sand and gravel). This is a reduction from a total of 1.56 mtpa in the 2013 adopted Plan, and takes into account past sales but also forecast demand established prior to the pandemic.
- 2.17 Policy 24 (Oil and gas) has been amended to improve application of the policies in conjunction with Policy 4 (Protection of the designated landscape) where proposals are located in a National Park. This is consistent with national policy set out in the NPPF on development within or affecting National Parks. Reference has also been made to the Hampshire Oil and Gas SPD in the supporting text of Policy 24.

Mineral site allocations

- 2.18 Policy 20 (Local land-won aggregates) has been updated to reflect the current status of permissions. Those sites that have closed have been removed and those that have been permitted are listed as existing reserves. In addition, new allocations have been included to help meet demand up to 2040. Any known issues associated with these sites will be mitigated in line with the development considerations which would need to be addressed as part of any planning application.
- 2.19 There are no new mineral extraction sites proposed in the New Forest National Park, but the Plan does include sites around the boundary in the Avon Valley and along the southern coastal belt. Policy 20 identifies the following mineral extraction sites that are either within (e.g. Badminton Farm, Fawley) or adjacent to the New Forest National Park:

Extraction of remaining reserves at existing permitted sites

- Badminton Farm (Fawley) Quarry (sharp sand & gravel)
- Bleak Hill Quarry (Hamer Warren), Harbridge (sharp sand & gravel)
- Downton Manor Farm Quarry, Milford on Sea (sharp sand & gravel)
- Blashford Quarry (including Plumley Wood / Nea Farm), near Ringwood (sharp sand & gravel / soft sand)
- Roeshot, Christchurch (sharp sand & gravel)
- Forest Lodge Farm, Hythe (soft sand / sharp sand & gravel)

New mineral sites

- Ashley Manor, New Milton (sharp sand & gravel)
- Cobley Wood, Harbridge (sharp sand & gravel)
- Midgham Farm, Alderholt (sharp sand & gravel)
- Purple Haze, Ringwood Forest (soft sand / sharp sand & gravel)
- Yeaton Farm, Hordle (sharp sand & gravel)

- 2.20 The proposed allocations set out in the Draft Plan provide sufficient capacity to meet the forecasted level of provision to meet demand up to 2040. However, it is recognised that following the Draft Plan consultation, additional information gathered through the process may determine that some sites cannot be progressed. The Draft Plan also reports on the level of unplanned provision since 2013, which averages 250,000 tonnes per year. This provides flexibility in supply (supported by Part 4 of Policy 2) and could address any shortfall.

Waste Policies

- 2.21 Some of the waste policies have been subject to amendment and others have remained as they are in the adopted Plan.
- 2.22 Policy 25 (Sustainable waste management) remains largely unchanged except the provision of non-hazardous waste arisings has been updated to reflect current targets of 65% for recycling and 95% diversion from landfill. The policy also strengthens provisions regarding the waste hierarchy.
- 2.23 Policy 27 (Capacity for waste management development) has been updated to address the current level of arisings and the minimum level of capacity required to support management of the waste volumes forecast up to 2040. This includes at least 1.99mtpa of non-hazardous recycling capacity, up to 0.95mtpa of non-hazardous recovery capacity and up to 3.8 million tonnes of non-hazardous landfill void. These figures are an increase from the 2013 adopted Plan and are aimed at supporting an increase in recycling capacity over further recovery capacity.
- 2.24 Policy 28 (Energy recovery development) has been updated to reflect the Government's current position on energy from waste and the need for combined heat and power as a minimum. This strengthens the existing 2013 policy which only requires power as a minimum and the capacity to deliver heat in the future.

- 2.25 Policy 32 (Non-hazardous waste landfill) has been updated to reflect the current status of sites and permissions, including the removal of Pound Bottom landfill site within the New Forest National Park which is undergoing restoration. Blue Haze, near Ringwood, is now the only remaining non-hazardous landfill. A new policy position regarding the re-working of existing landfills has been put forward. Whilst this is not a common activity in Hampshire, neighbouring waste planning authorities have dealt with a number of such proposals.

Monitoring & Implementation

- 2.26 The Monitoring indicators have been reviewed to ensure they align with the revised policies and that the data is obtainable and measurable. The triggers have also been reviewed and updated, where necessary.
- 2.27 The Implementation text has also been updated to reflect the changes made to the policies and to ensure that they are compliant with national policy.

3. Consultation arrangements

- 3.1 The plan-making partner Authorities are required to undertake a public consultation of the Draft Plan under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, as amended.
- 3.2 The consultation will be carried out in line with national planning regulations and the Statements of Community Involvement (SCI) of all the partner Authorities.
- 3.3 The Draft Plan will be accompanied by a 'Have Your Say' consultation paper which sets out what changes have taken place, why and what this means for Hampshire.
- 3.4 The consultation will commence in early November 2022, subject to approval by the partner Authorities, and will run for an extended period (beyond the standard 6 weeks) to take account of the Christmas and New Year period, ending in early January 2023.
- 3.5 The consultation will include notification of neighbouring properties and, subject to any government restrictions, local events in areas where new development is proposed. This will allow residents to provide feedback on the proposals to help inform the next stages of plan-making.

4. Next steps

- 4.1 The revised Minerals and Waste Local Development Scheme which sets out the timetable and programme for a partial update of the Plan was approved by the National Park Authority meeting on 14 July 2022.

- 4.2 Following approval by the plan-making partners, the Draft Plan will be subject to public consultation from early November 2022 to January 2023.
- 4.3 The responses received will be reviewed and a consultation summary report will be prepared and made available as soon as possible after the consultation has closed.
- 4.4 The comments received will be used to inform the Proposed Submission Plan (Regulation 19 stage) which will be subject to consultation during summer 2023. At the Authority Meeting in March 2021 Members endorsed the approach of bringing the consultation draft Plan at Regulations 18 (this current consultation document) and 19 (the Proposed Submission Plan) to be considered at Planning Committee.
- 4.5 It is intended that the Partial Update Plan will be submitted to the Secretary of State by February 2024.

RECOMMENDATIONS

1. **To approve the draft Hampshire Minerals and Waste Plan in Annex 1 for public consultation.**
2. **To authorise the Executive Director of Strategy and Planning to make any necessary minor amendments to the Plan in advance of the public consultation, as long as they do not affect the National Park, do not change the overall direction, shape or emphasis of the document and do not raise any new issues.**

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Papers: Cover report
Annex 1: Draft Hampshire Minerals & Waste Plan

Previous papers: AM 628/22 – Hampshire Minerals & Waste Local Development Scheme
AM 585/21 – 2020 Review of Minerals & Waste Plan, & Local Development Scheme
NFNPA 561/18 – Review of Hampshire Minerals & Waste Plan

Equality Impact Assessment: No issues arising