

## NEW FOREST NATIONAL PARK AUTHORITY

### PLANNING COMMITTEE MEETING – 19 DECEMBER 2023

#### HAMPSHIRE MINERALS & WASTE PLAN PARTIAL UPDATE: SUBMISSION DRAFT

**Report by:** Sarah Applegate, Senior Policy Officer

#### 1. Background

- 1.1 The New Forest National Park Authority, as a minerals and waste planning authority, works with Hampshire County Council, Southampton and Portsmouth City Councils, and the South Downs National Park Authority on the preparation and monitoring of minerals and waste planning policies. The current Hampshire Minerals and Waste Plan, which was adopted in 2013, covers Hampshire and the whole of the New Forest National Park, including the area within south Wiltshire. Since adoption, there has been an on-going relationship between Hampshire County Council and the partner Authorities regarding the monitoring and implementation of the Plan.
- 1.2 The National Planning Policy Framework (NPPF) requires that Local Plans be reviewed to assess whether they require updating at least once every five years.
- 1.3 The Plan was reviewed in 2018 but was found to not require an update at that time. However, a few issues were noted and monitored. A further review was undertaken in 2020 which 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.
- 1.4 A Draft Plan was prepared which was subject to consultation for 12 weeks from 8 November 2022 to 31 January 2023. A total of 2,500 responses were received with the majority focusing comments on the proposed site allocations.
- 1.5 The responses have all been reviewed and a response has been provided to the issues raised. The Proposed Submission Plan takes into account the comments and issues raised, where appropriate. The remaining timetable for plan-preparation is set out in the Minerals and Waste Local Development Scheme, approved at the full Authority meeting in October 2023.
- 1.6 To support the partial update of the Plan, several studies and assessments have been prepared, and will be available as part of the upcoming consultation.

#### 2. Proposed Submission Plan

- 2.1 Responses were received regarding all aspects of the Draft Plan and therefore, nearly all parts of the Proposed Submission Plan have been updated in some form.
- 2.2 In addition, the supporting documents have been updated where necessary. The Interim Environmental Report for the Sustainability Appraisal which incorporated Strategic Environmental Assessment has been updated including a revision to some

of the assessment criteria and the baseline. The Habitats Regulation Assessment Screening Report has also been updated and the Appropriate Assessment has been prepared.

2.3 Since the Draft Plan was prepared, new minerals and waste data has become available and therefore the forecasting work for both future minerals demand and provision, and waste management arisings and capacity has been updated.

2.4 This work has informed the preparation of the Proposed Submission Plan. The remainder of this report sets out what changes have been made to the Plan. It should be noted that the Plan becomes a material consideration when it reaches Proposed Submission Stage, but the adopted Plan remains the dominant Policy Statement until the Partial Update Plan is adopted.

### **3. Vision, Plan Objectives and Spatial Strategy**

3.1 The focus of comments on the Vision, Plan Objectives and Spatial Strategy were regarding how carbon neutrality was going to be achieved, a lack of appreciation of the impacts minerals and waste development can have on local communities but also recognition of how the Plan relates to neighbouring areas and their communities and designated areas.

3.2 As such, there has been a focus on increasing the recognition of potential impacts and highlighting the need for considering wider landscape-scale issues which can go beyond the Plan boundary. Climate change comments were a general focus on the planning policies in general and therefore, careful consideration has been given to how this issue can be addressed in the policies but also how this translates, most notably in the Plan Objectives which set out how the Vision will be achieved.

### **4. Development Management Policies**

4.1 All the Development Management Policies and supporting text have been reviewed and updated.

4.2 Policy 1 (Sustainable minerals and waste development) has been updated to ensure that it aligns with the NPPF but also emphasises that the Plan should be considered as a whole with policies not viewed in isolation. The supporting text has been updated to provide additional information on how decision-making is undertaken.

4.3 Policy 2 (Climate change – mitigation and adaptation) has been updated to require developments to prepare Climate Change Assessments giving consideration to measures that can be applied to mitigate and adapt but also for development to demonstrate how they will support the transition to carbon neutrality in 2050.

4.4 Policy 3 (Protecting habitats and species) has been updated to reflect the requirements for biodiversity net gain (which applies to minerals and waste development) and the need for wider strategic-scale consideration for ecological protection and enhancement which highlights the important relationship between the Plan and the emerging Hampshire Local Nature Recovery Strategy.

- 4.5 Policy 4 (Protection of the designated landscape) has been retitled 'Nationally protected landscapes' as the policy regards both National Parks and Areas of Outstanding Natural Beauty (renamed 'National Landscapes' in November 2023). Policy 5 (Protection of the countryside) has also been retitled 'Protection of the countryside and valued landscapes' and considers other landscapes of value such as Areas of Special Landscape Quality.
- 4.6 Policy 6 (South West Hampshire Green Belt) and Policy 7 (Conserving the historic environment and heritage assets) have not required further change to their content.
- 4.7 Policy 8 (Water resources) has been renamed 'Water management' to clarify that the policy addresses both water quality and water supply.
- 4.8 Policy 9 (Protection of soils) has been updated to recognise the important role soils have in carbon management (release and absorption).
- 4.9 Policy 10 (Restoration of minerals and waste developments) has been updated to strengthen the requirement for climate change mitigation and adaptation to be taken into account.
- 4.10 Policy 11 (Protecting public health, safety, amenity and well-being) has been amended to strengthen protection and how this is considered. The supporting text has been updated regarding the reference to the application of buffers between development and sensitive receptors.
- 4.11 Policy 12 (Flood risk and prevention) now references Hampshire County Council's recently prepared Catchment Management Plans.
- 4.12 Policy 13 (Managing traffic) has been updated to provide greater clarity on the detail of what is expected as part of a Transport Assessment or Statement.
- 4.13 The supporting text to Policy 14 (High-quality design of minerals and waste developments) has been updated to provide improved signposting to other relevant policies.
- 4.14 It is intended that the revised and updated Development Management Policies will strengthen the protection of Hampshire's environment and communities.

## **5. Minerals Policies**

- 5.1 Policy 15 (Safeguarding – mineral resources) remains unchanged but Policy 16 (Safeguarding – minerals infrastructure) has been amended to clarify its implementation and strengthen the policy in relation to protection of capacity.
- 5.2 Policy 17 (Aggregate supply – capacity and source) has been updated to reflect more recent 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 0.9 million tonnes per annum (mtpa), of which 0.16 mtpa will be soft sand (meaning a total of 0.74 mtpa of sharp sand and gravel). This is a reduction from a total of 1.56 mtpa in the 2013 adopted Plan and 1.15 mtpa in the Draft Plan. These revised

figures take into account past sales but also forecast demand. The landbank requirement has also been included in the Policy as well as the total aggregate requirement. The capacity figure for Recycled and Secondary Aggregates has been increased from 1mtpa to 1.8mtpa based on the existing capacity and allowing for future growth. The capacities of alternative sources of aggregate remain unchanged as these generally align with current sales and allow for growth.

- 5.3 Policy 18 (Recycled and secondary aggregate development) has remained unchanged from the Draft Plan version and Policy 19 (Aggregate wharves and rail depots) has been amended further to reflect those wharves which are actively contributing to capacity.
- 5.4 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. Allocations have been included to help maintain the provision. However, these have been updated from the Draft Plan and some sites have not been taken forward into the Proposed Submission Plan due to issues of deliverability or potential for significant impacts which could not be suitably mitigated. Any known issues associated with the allocations will be mitigated in line with the development considerations (outlined within Appendix A of the Plan) which would need to be addressed as part of any planning application.
- 5.5 The allocations set out in the Proposed Submission Plan provide sufficient capacity to meet the forecasted level of provision up to around 2033/34. However, unplanned provision which averages 250,000 tonnes per year provides flexibility in supply (supported by Part 4 of Policy 2) and is expected to address the shortfall.
- 5.6 Policy 21 (Silica sand development), Policy 22 (Brick-making clay) and Policy 23 (Chalk development) remain largely unchanged.
- 5.7 Policy 24 (Oil and gas) has had the emphasis amended and further considerations where proposals are located in a National Park. The supporting text has been amended to reflect the need for proposals to comply with Policy 2 (Climate change – mitigation and adaptation) and demonstrate how they support the transition to carbon neutrality by 2050.

## **6. Waste Policies**

- 6.1 As with the minerals policies, some of the waste policies have been subject to amendment and others have remained as they are in the adopted Plan.
- 6.2 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.
- 6.3 Policy 26 (Safeguarding – waste infrastructure) clarifies that it refers to non-waste development and refers to the ‘agent of change principle’ which places the responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development.

- 6.4 Policy 27 (Capacity for waste management development) has been updated to address the current level of arisings and the minimum level of additional capacity required to support management of the waste volumes forecast up to 2040. This includes at least 0.11 of non-hazardous recycling capacity, up to 0.37 mtpa of non-hazardous recovery capacity and up to 2.3 million tonnes of non-hazardous landfill void. The recycling and recovery figures are a decrease from the 2013 adopted Plan and the Draft Plan. However, the landfill void is an increase from the adopted Plan which reflects the need to reduce reliance on other areas to provide the required capacity. The ambition is still 100% diversion from landfill.
- 6.5 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.
- 6.6 Policy 29 (Locations and sites for waste management) has been amended to avoid any ambiguity, but the criteria-based approach remains unchanged. Ancillary development is now specifically mentioned, to be able to distinguish these smaller applications for facility improvements. The strategic waste allocations included within the Draft Plan have been discounted from inclusion within the Proposed Submission Plan due to issues of deliverability, the potential for significant impacts which cannot be suitably mitigated or the proposal was an extension to an existing site with permission and therefore, it was not considered necessary to allocate the site.
- 6.7 Policy 30 (Construction, demolition and excavation waste development) seeks to increase by 0.4mtpa recycling capacity and maintain the existing recovery capacity levels.
- 6.8 Reference has been made to the need to comply with the Environment Act (2021) treated waste-water phosphorous targets in Policy 31 (Liquid waste and waste-water management) which remains unchanged from the Draft Plan.
- 6.9 Policy 32 (Non-hazardous waste landfill) has been updated to reflect the current status of sites and permissions. The policy has been amended to address proposals to re-work landfills to ensure there is a beneficial outcome.
- 6.10 Policy 33 (Hazardous and Low Level Radioactive Waste development) remains unchanged, other than factual updates. Similarly, Policy 34 (Safeguarding potential minerals and waste wharf and rail depot infrastructure) has been updated but also strengthens the safeguarding of potential wharves and rail depots.

## **7. Existing and proposed site allocations**

- 7.1 There are no new site allocations proposed in the New Forest National Park. In the current Plan there is a site allocated at Roeshot, in Christchurch, which is close to the National Park boundary, and the access road would be within the National Park. This has already received planning permission but has not yet been implemented, and thus is carried forward into the updated Draft Plan. Additionally, Badminton Farm is now in the process of restoration.

7.2 The Plan does include sites around the National Park boundary in the Avon Valley and along the southern coastal belt. Policy 20 identifies the following mineral extraction sites that are either within (the existing Badminton Farm, Fawley) or relatively close to the New Forest National Park:

Extraction of remaining reserves at existing permitted sites

- Badminton Farm (Fawley) Quarry (sharp sand & gravel) – now in the process of restoration
- 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)

Proposed new mineral sites

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

7.3 In addition, there were a couple of sites in the wider New Forest area that were included in the previous consultation draft Plan but have not been carried forward. A proposed minerals site at Cobley Wood, Harbridge has been removed as the need for sand and gravel can be met from alternatives sites and it could not be worked in addition to adjacent sites due to cumulative impacts. A proposal to use the Hamer Warren site for landfill has been removed due to an objection from the Environment Agency and the potential for significant groundwater impacts which cannot be suitably mitigated. The proposal for sand and gravel extraction at Yeatton Farm was removed as the site was withdrawn from allocation in the Plan by the landowner.

## **8. Monitoring & Implementation**

8.1 The Monitoring indicators have been updated 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.

8.2 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.

## **9. Consultation arrangements**

9.1 The plan-making partner authorities are required to undertake a public consultation of the Proposed Submission Plan under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

- 9.2 The consultation will be carried out in line with the National Park Authority's Statement of Community Involvement (SCI), which was adopted in July 2023, and those of the partner Authorities.
- 9.3 The consultation will commence in January 2024, subject to approval by the partner authorities, and will run for eight weeks, ending in February 2024.
- 9.4 The consultation will include notification of neighbouring properties and advertisements via newspapers and social media. All respondents to the Draft Plan consultation that expressed an interest in being kept informed will also be contacted. This will allow residents to provide feedback on the proposals to help inform the next stages of plan-making.

## **10. Next steps**

- 10.1 Following approval by the plan-making partners, the Proposed Submission Plan will be subject to public consultation from January to February 2024 for a period of eight weeks.
- 10.2 The responses received will be reviewed and collated. Approval for Submission of the Plan to the Secretary of State will be sought by the partner authorities and subject to approval, the responses will be submitted with the Submission Plan to the Secretary of State in July 2024.
- 10.3 It is anticipated that the Public Examination of the Submission Plan will take place in Spring 2025. Those that expressed an interest in participating in the hearing sessions as part of their Regulation 19 response will be invited to do so by the Inspector. Following the Examination, the Inspector writes their report on whether the Plan is "sound" or not i.e. whether it passes the necessary legal tests. Should the Plan be found sound, New Forest National Park Authority and the partner Authorities can adopt the Plan. This will be a decision for the full Authority meeting.

## **Recommendations:**

- 1. That members approve the Hampshire Minerals & Waste Plan: Partial Update – Proposed Submission Plan as set out in this report, for a period of public consultation.**
- 2. That members give delegated authority to the Executive Director of Strategy & Planning to agree minor amendments to the Proposed Submission Plan prior to public consultation.**
- 3. Delegate authority to the Executive Director of Strategy & Planning to make any minor changes arising from the consultation, where they do not affect the National Park or materially alter the strategy, and submit the Minerals & Waste Plan to the Secretary of State under Regulation 22 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) for independent examination.**

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**Papers:** **PC 439/23** – cover paper  
**The Minerals & Waste Plan & supporting documents can be viewed online at**  
[www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan/minerals-waste-plan-partial-update-consultation/hmwp-partial-update](http://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan/minerals-waste-plan-partial-update-consultation/hmwp-partial-update)

**Equality Impact Assessment:** No impacts have been identified.