

CABINET 3 JULY 2006

HAMPSHIRE MINERALS AND WASTE DEVELOPMENT FRAMEWORK (CORE) STRATEGY

1. INTRODUCTION

- 1.1 Hampshire County Council has consulted this Council on the Hampshire Minerals and Waste Development Framework Strategy (the Core Strategy element of the Development Framework). This has been produced by the County Council, Southampton and Portsmouth City Councils, and the New Forest National Park Authority. It is supported by a technical document and a sustainability appraisal. Copies of the Strategy have been circulated to Cabinet members and placed in the Members Room – all Members have been informed of its existence and how to find it on the HCC web site.
- 1.2 The document has been submitted formally to the Secretary of State, and this is the stage at which formal representations can be made for consideration at the Public Examination. The closing date for representations is 13 July 2006. Under the new planning system, the document can only be challenged on the basis of its 'soundness', and the associated representation form takes the form of a questionnaire with opportunities for comment limited to aspects of 'soundness'.
- 1.3 This Council responded to HCC's consultation on Issues and Preferred Options in November 2005 (this was a Portfolio Holder authorised response). Officers have been fully involved in the extensive consultation processes on this document and the over-arching Materials Resources Strategy.
- 1.4 When adopted the Hampshire Minerals and Waste Development Framework will replace the Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan adopted in 1998, currently 'carried forward' under the new planning system.

2. THE STRATEGY

- 2.1 The Strategy covers the period up to 2020. For the minerals strategy this is divided into two stages (2005-2016 and 2017-2020 – see paragraph 2.3 below). It does not identify any particular sites or areas for waste disposal/ recycling activities or for mineral extraction, which makes it difficult to establish the precise implications for New Forest District. However, sites will be identified in the Hampshire Waste Management Plan and the Hampshire Minerals Plan, to be produced concurrently next year. The Strategy comprises an introductory section, a Spatial Strategy, a section on Development Control, appendices and a Key Diagram.
- 2.2 In the introductory sections the Strategy identifies:
 - A spatial vision for dealing with waste and minimising the use of primary minerals
 - The broad areas into which the county has been divided for the purposes of planning for minerals and waste: in this District, the Waterside falls within the South Hampshire 'Strategic Facilities– Area of Search' area, while the Lymington-New Milton and Ringwood-Fordingbridge areas together with the National Park comprise the 'Forest' Area.

- General minerals and waste planning issues
- National, regional and local minerals and waste planning strategies and policies.

Spatial Strategy

- 2.3 In terms of minerals an overall aim of the Strategy is to limit the use of primary aggregates and so to reduce the need for new minerals sites. However, the Strategy has to achieve the regional (South East Plan) requirement for land-won sand and gravel from Hampshire of 2.63 million tonnes per annum (mtpa), which is based on an assumption of continuation of past rates of mineral extraction. The regional requirement is to be reviewed. In the meantime, the Strategy proposes a two stage approach whereby it sets out in broad terms how the regional requirement will be met between 2005 and 2016, apportioning this between the sub-areas into which it divides the county, and then for the remainder of the plan period to 2020 it includes a reserve provision to be apportioned when the review of the regional requirement has been completed.
- 2.4 Sand and gravel are to be provided by means of primary extraction, recycled and secondary aggregates, imports of hard rock and marine dredging. Essentially this results in an assumption of continuation of past primary extraction rates in this District, which has always been the major producer of sand and gravel in Hampshire – the proposed apportionment for the 'Forest' area is 1.163mtpa, which is about 44% of the total for the county. It is possible that new mineral extraction sites will be needed in this District, but the Strategy only identifies the potential areas of search i.e. mineral resource areas in the Avon Valley north of Ringwood, between New Milton and Lymington, and north-west of Marchwood (all outside the National Park).
- 2.5 For waste, the Spatial Strategy proposes ambitious waste reduction and recycling targets designed to meet and if possible exceed the regional requirements, and to reduce significantly the need for landfill. It aims for net self-sufficiency in waste management, stating that it will make no provision to deal with London's waste. Hampshire is well advanced in the provision of facilities for recycling, composting, recovery and treatment of municipal waste (including waste incineration), but less so for commercial and industrial waste, which still tends to go to landfill. The Strategy anticipates a need for an approximate trebling of capacity for recycling and composting, and more than doubling of facilities for recovery and treatment, some increase in landfill provision (to be associated with mineral working), and some additional specialist facilities for specific waste streams such as hazardous wastes, biowaste, contaminated soils, air pollution control residues, wood biomass, waste electrical equipment, farm waste and sewage. The Strategy indicates the likely scale of such facilities in terms of volumes of material to be handled, but not the technologies involved.
- 2.6 The Spatial Strategy includes 18 policies covering sustainability and resource efficiency (in building construction only); limitations on growth in demand for minerals and production of waste; self sufficiency (for Hampshire in waste management); recycling, composting, recovery and treatment of waste; landfill (associated with mineral extraction); specialist facilities for disposal of wastes; minerals (apportionments between sub-areas); recycled and secondary aggregates (targets for production); chalk and clay; oil and gas; wharves and rail depots; safeguarding of minerals and waste sites; location and co-location of waste facilities; and site selection.

Development control

- 2.7 The document includes 23 general policies for controlling minerals and waste developments. These include policies relating to sustainability, which in this case is interpreted only in terms of sustainable construction rather than location or travel; nature conservation and landscape/ townscape; historic heritage; Green Belt; highways; biodiversity (it is not clear why this is separate from nature conservation); pollution, health, quality of life and amenity; public safety; water resources; flooding; restoration and aftercare; waste management and recycling; landfill; sand and gravel; chalk; clay; wharves and rail depots; oil and gas; borrow pits and spoil sites; prior extraction of minerals (e.g. at development sites); additional plant, buildings and minor development (related to minerals and waste sites); and Local Development Orders (which allow certain forms of development to take place without the need for planning permission).
- 2.8 These policies are very similar to those in the existing adopted Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan. They provide criteria for determining the proposals that would be enabled by the strategic policies.

3. COMMENT

- 3.1 It is apparent that many of the points made in NFDC's response to the Issues and Options document have been taken into account in the preparation of the Strategy. In particular, the following are welcomed:
- The revised Vision, which incorporates most of the principles suggested by NFDC, and has been clarified in response to questions raised
 - Clarification of the needs served by mineral extraction in Hampshire, including East Dorset and Bournemouth which use much of the production from the Avon valley in this District.
 - Inclusion of reference to regional targets for minerals and waste in the objectives, and to protection of communities from the impacts of minerals, waste and resources developments
 - Inclusion of a policy on the use of recycled materials for construction, and the recovery of waste materials from construction/ demolition and excavation
 - Inclusion of targets for recycling and composting municipal, commercial and industrial waste (Policy S4)
 - Removal of the distinctions between municipal, commercial and industrial waste in terms of targets for recycling and composting
 - Co-location of strategic waste recycling facilities and industries/ energy generating facilities able to use the recycled products
 - Identification of certain types of specialist waste facility and likely scale of provision (Policy S7), although it is still not clear why certain waste streams such as end-of-life vehicles, tyres and asbestos are not included.
 - Removal of the proposal to allow oil and gas exploration in the New Forest National Park
 - Explicit encouragement of movement of waste and minerals by rail and water transport.
- **Spatial strategy**
- 3.2 In terms of the strategic approach to both minerals and waste, the document provides a very broad spatial strategy by identifying the general location of mineral reserves and potential for non-hazardous landfill, and the general intention to locate strategic waste

facilities to serve major developments in South Hampshire and North Hampshire. However, there are no criteria within the document that would suggest how the search for new sites is to be directed other than the general factors in Appendix 2. The way that the strategies for minerals and waste are combined also leads to some lack of clarity.

- **Specialist waste**
- 3.3 It is notable that in terms of specialist forms of waste, certain types are not mentioned, for example end-of-life vehicles, tyres, plastics and asbestos. It may only be possible to provide facilities to deal with some of these at a regional scale. However, others, in particular end-of-life vehicles, are likely to need more local facilities. It may be that Hampshire already has sufficient facilities to process these forms of waste, but it is not possible from the document or its associated technical document to form a clear picture of the facilities that exist, and what extra infrastructure is needed to achieve the otherwise laudable recycling objectives.
- **Recycling, composting, recovery and treatment**
- 3.4 It is apparent that additional facilities will be needed for the recycling, composting, recovery and treatment of waste, in particular commercial and industrial waste, but the document does not mention what form these might take, or related criteria for location. There is no recognition of the extensive waste treatment facilities that already exist in this District or the role of private agencies in this regard.
- **Minerals**
- 3.5 For minerals it is apparent that requirements for new sites in this District have not yet been determined, and depend on the outcome of review of existing 'preferred areas' identified in the adopted Minerals and Waste Local Plan that have not yet been granted planning permission. These are all in the Ringwood Forest/ Harbridge area. It is not clear from the document what criteria will inform the review of these sites or whether the review will include other areas of the District that contain minerals reserves, i.e. the Marchwood or Lymington-New Milton areas.
- **Transport**
- 3.6 It is appreciated that minerals can only be won where they are located, and that this also has implications for transport of waste to any associated landfill sites. However, it is considered that transport considerations and associated environmental impacts could be given greater prominence in criteria for site selection. For example, such criteria could give greater priority to sites close to the strategic road network, discourage proposals that would draw traffic from the rest of Hampshire through the New Forest or along other unsuitable local roads, and aim to reduce the distances that minerals and waste are carried. Again, the way that the minerals and waste strategies are combined contributes to a lack of clarity on this point.

4. FINANCIAL IMPLICATIONS

- 4.1 The document does not have immediate financial implications for this Council.

5. ENVIRONMENT AND CRIME & DISORDER IMPLICATIONS

- 5.1 Mineral extraction and waste disposal facilities and related traffic movements will have significant environmental impacts on this District. The Strategy recognises the potential for effects on sites subject to national, European and international landscape and nature conservation designations, and on communities in close proximity to sites. More explicit criteria for site selection would explain how these effects are likely to influence the choice of sites; for example, consideration of access to strategic road networks and impact on communities would indicate that certain parts of the District such as the area between Lymington and New Milton are less appropriate locations for further mineral extraction and waste processing facilities.
- 5.2 There are no crime and disorder implications.

6. RECOMMENDATION

- 6.1 It is RECOMMENDED that written representations on the Hampshire Minerals and Waste Development Framework Strategy be made to the effect that this Council:
- a) supports the Strategy's proposed two-stage approach to minerals apportionment which limits local apportionment to the period up to 2016 with a strategic reserve beyond that date (paragraph 20.10 of the Strategy)
 - b) has some concerns about the soundness of the Strategy as follows:
 - i. It does not contain sufficient criteria to direct the search for new sites for waste recycling/ composting/ recovery/ treatment or for mineral extraction (Policies S5 and S8). The factors listed in Appendix 2 of the document are not sufficiently related to objectives or principles such that they can provide a basis for site selection, for example, proximity to sources of waste and users of minerals, utilising existing sites/ allocations e.g. industrial sites, minimising transport distances, or where possible locating facilities/ extraction sites close to main transport routes. While recognising that minerals in particular have to be worked where they are, the Council is particularly concerned that if there are choices to be made, the Strategy should offer locational guidance in the form of criteria or principles such as these. A cross reference to a related policy in the South East Plan may be helpful, e.g. Policy W17, Location of Waste Management Facilities.
 - ii. Insufficient attention is paid to the transport implications of minerals and waste developments generally, and consideration should be given to including in Section 11 of the document (Strategy Objectives) an objective to limit transport distances and to direct minerals and waste transport to strategic and main transport routes wherever possible.
 - iii. It does not give a clear picture of the nature and distribution of the waste treatment facilities that already exist (for example the extensive array of public and private facilities in this District) or the extent and type of additional facilities required (Sections 17-19)

- iv. Certain forms of specialist waste are not mentioned, in particular end-of-life vehicles, tyres, plastics and asbestos (Section 19 and Policy S7) – end of life vehicles and tyres in particular are identified in the submitted Policy W10 of the South East Plan as requiring sub-regional facilities.
- v. Combining policies for minerals and waste leads to lack of clarity and a degree of confusion with regard to strategy objectives.

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Background papers:

Published documents