

DECISION-MAKER:	CABINET
SUBJECT:	Hampshire Minerals and Waste Plan - Draft
DATE OF DECISION:	18 October 2022
REPORT OF:	COUNCILLOR BOGLE CABINET MEMBER FOR ECONOMIC DEVELOPMENT

<u>CONTACT DETAILS</u>			
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STATEMENT OF CONFIDENTIALITY

NOT APPLICABLE

BRIEF SUMMARY

The Hampshire Minerals and Waste Plan identifies the need for infrastructure to maintain a supply of minerals to support economic growth, and waste management capacity to support recycling and reduce landfill. It manages the provision of this infrastructure to protect the environment and communities. The Plan supports the Council's Green City Plan.

The key provisions of the Plan for Southampton are to:

- Safeguard the mineral and waste wharves along the River Itchen, and key waste management facilities in the city, whilst providing appropriate flexibility to support regeneration;
- Support the provision of new waste management facilities within the city on suitable sites (typically industrial areas);
- Provide policies to manage and control new minerals and waste proposals.

The Plan is being prepared in partnership with Hampshire County Council and 3 other authorities. Once adopted by Southampton City Council it will form a part of the development plan against which planning applications are determined.

RECOMMENDATIONS:

	(i)	To approve the Hampshire Minerals and Waste Plan – Draft for public consultation (Members Room Document 1);
	(ii)	To delegate authority to the Executive Director Growth, following consultation with the Cabinet Member for Economic Development, to make the following changes to the Plan prior to publication: minor changes, or major changes which do not affect Southampton.
	(iii)	To delegate authority to the Executive Director Growth to make any changes necessary to the Council's Local Development Scheme

	throughout the plan-making process, which sets out the timetable for plan preparation.
REASONS FOR REPORT RECOMMENDATIONS	
1.	To meet statutory and national policy requirements to keep the Minerals and Waste Plan up to date.
2.	To enable changes to be made to align with the approval processes of 5 separate authorities.
3.	To ensure the timetable for preparing the plan is up to date.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
4.	To not update the Plan: this would not meet statutory and national policy requirements.
DETAIL (Including consultation carried out)	
5.	The Council is the minerals and waste planning authority for the city and has a statutory duty to keep the plan under review. Given the cross boundary nature of minerals and waste issues, a long-standing partnership has been established to prepare the plan. This consists of Southampton City Council, Hampshire County Council, Portsmouth City Council and the New Forest and South Downs National Park Authorities. Decision making powers are retained by the individual authorities.
6.	The current Hampshire Minerals and Waste Plan was adopted in 2013. This was reviewed in 2018 and again in 2020. The 2020 review concluded that the Plan needed to be updated. The Cabinet agreed to commence this update on 16 March 2021.
7.	Once adopted, the updated Plan will form part of the development plan against which planning applications are determined.
8.	The Plan facilitates an adequate supply of minerals, critical to the construction industry and economic growth in the area. It also supports a continued shift in waste management towards recycling in particular and away from landfill, complementing the Council's role as a waste disposal authority. The Plan also ensures that the environment and communities are protected.
9.	This report summarises the main provisions of the draft Plan relevant to Southampton.
	<u>Vision and Spatial Strategy</u>
10.	The Plan's vision is for "Carbon neutral and resilient minerals and waste development, which: supports health, wellbeing and quality of life for all; enables the creation of thriving places; and respects Hampshire's unique environment". (Paragraph 2.25).
	<u>Protecting Hampshire's Environment</u>
11.	The Plan includes policies to mitigate and adapt to climate change (policy 2); protect habitats and species (policy 3); conserve and enhance the historic environment (policy 7) and protect water resources (policy 8).
	<u>Maintaining Hampshire's Communities</u>
12.	The Plan includes policies to:

	<ul style="list-style-type: none"> • Protect public health, safety, amenity and well being, ensure no unacceptable emissions, or impacts regarding noise, dust, lighting, vibration, odour, air quality, water, visual effect, aircraft, or strategic infrastructure (policy 11). • Manage / prevent flood risk (policy 12). • Ensure safe and suitable access to the highway network and the use of alternative modes of transport where possible (policy 13). • Ensure a high quality of design (policy 14).
	<u>Supporting Hampshire's Economy</u>
	<i>Minerals Supply</i>
13.	<p>The Plan's overall approach (policy 17) is to enable the supply of nearly 6 million tonnes per annum (mtpa) of minerals needed through to 2040 from the following sources:</p> <ul style="list-style-type: none"> • Local (land won) sand and gravel – 1.15 mtpa; • Recycled / secondary aggregates – 1.8 mtpa; • Marine won aggregates – 2 mtpa; • Limestone delivered by rail – 1 mtpa. <p>This totals to 22% more than average production in the last 10 years so provides resilience.</p>
14.	<p>Marine won aggregates, landed at wharves in South Hampshire, supply a significant proportion of Hampshire's mineral needs and it is therefore important to safeguard existing wharf capacity in accordance with national policy. The two active mineral wharves in Southampton are the Leamouth and Burnley wharves adjacent to the football stadium. These are major facilities that in themselves provide a significant proportion of minerals, particularly for the city and South Hampshire. They are also waterfront sites within the Itchen Riverside Quarter which form a key part of the city's long term regeneration plans, as set out in the emerging Southampton City Vision Local Plan. Other minerals infrastructure in the city includes concrete batching plants or aggregate recycling facilities within the Port, smaller wharves or industrial areas.</p>
15.	<p>The Plan:</p> <ul style="list-style-type: none"> • Safeguards the mineral wharves and other minerals infrastructure from redevelopment (either on site or from incompatible uses nearby) unless the merits of development clearly outweigh the need for safeguarding, the wharves are no longer needed, or they can be relocated elsewhere (policy 16). • Supports appropriate investment to maximise the capacity of the mineral wharves, including extensions and new wharves (policy 19). • Safeguards potential minerals and waste wharf sites so they can be considered if they become available, including the Port of Southampton, the potential Port expansion area (Dibden Bay) and Marchwood Port (policy 34). <p>The supporting text to these policies recognises the importance of the wharves in maintaining minerals supply to support economic growth, the regeneration potential of the wharves, and the possibility that potential new wharf sites might enable overall wharf provision to be reconfigured. This approach ensures the supply of minerals can be maintained whilst introducing the flexibility to support regeneration in defined circumstances. This is</p>

	consistent with the long-term regeneration aims for the Itchen Riverside Quarter.
16.	The Plan supports facilities for further recycled and secondary aggregate production (policy 18), makes provision to meet the land won sand and gravel target (policy 20), supports / manages silica sand, clay, chalk and oil and gas extraction (policies 21 – 24), and safeguards minerals from sterilisation by development (policy 15).
	<i>Waste Management</i>
17.	The Plan reflects the national waste hierarchy, which prioritises the management of waste in the following order: prevent, re-use, recycle, other recovery (e.g. for energy), and (as a last resort) disposal.
18.	The Plan's long term aim is to achieve net self sufficiency in waste management, and divert 100% of waste from landfill. The aim is to achieve provision for non-hazardous waste to enable 65% to be recycled, and 95% to be diverted from landfill (policy 25).
19.	<p>The Plan:</p> <ul style="list-style-type: none"> • Predicts the total waste generated by 2040, and for non-hazardous waste identifies an additional need for at least 1.99 million tonnes per annum (mtpa) of recycling, and up to 0.95 mtpa of recovery and 3.9 mt (total) of landfill capacity (policy 27). For inert waste, maintenance of existing capacity is required (policy 30). For hazardous waste 2,000 tonnes pa of additional capacity is required (policy 33). • Supports waste management facilities in urban areas (close to the sources of waste), and along suitable road corridors, which are on suitable industrial sites or previously developed land, adjacent to sewage treatment works or other suitable sites (policy 29); • Includes policies to support / manage proposals for energy recovery, liquid waste, waste water, landfill and hazardous or low level radioactive waste (for example, hospital waste) (policies 28 and 31 – 33); • Safeguards strategic waste management facilities from redevelopment (either on site or for incompatible uses nearby), subject to the same flexibility as within policy 16. Strategic facilities in Southampton include the household waste recycling centre, the three waste water treatment works, the metal recycling wharf at Northam and two smaller wharves along the Itchen, and facilities within the Empress Road and Ashley Crescent industrial estates or the Port (policy 26).
	<u>Next Steps</u>
20.	Subject to approval by all 5 authorities, the draft Plan will be subject to public consultation from early November to early January.
21.	<p>Following this, the key steps in preparing the Plan are:</p> <ul style="list-style-type: none"> • Updating the Plan in the light of comments received and further evidence. • Formal consultation on the 'proposed submission' Plan (June – October 2023). • Submission of the Plan to the Secretary of State (February 2024). • Examination of the Plan by an independent Planning Inspector appointed by the Secretary of State (Autumn 2024).

	<ul style="list-style-type: none"> Adoption of the Plan (Summer 2025). <p>(The Plan can be adopted provided the Inspector concludes it is 'sound' and any modifications they make are incorporated).</p>
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RESOURCE IMPLICATIONS

Revenue

22.	The revenue cost of preparing the Plan is shared amongst the partnership authorities. Southampton's share at 8% is estimated to be £65,000 over 3 years and is likely to incorporate significant efficiencies based on the partnership approach. The £22,000 contribution for 2021/22 has been paid, and for 2022/23 can be covered within the existing Local Plan budget. The outstanding contribution of £21,000 for 2023/24 will be kept under review with the intention that it is met from existing budget resources.
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Property/Other

23.	No specific implications.
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LEGAL IMPLICATIONS

Statutory power to undertake proposals in the report:

24.	Planning and Compulsory Purchase Act 2004, sections 19 and 28 and Town and Country Planning (Local Planning) (England) Regulations 2012.
25.	The preparation of the Plan must be undertaken in accordance with the Council's Local Development Scheme and other legal requirements, including the preparation of a sustainability appraisal and habitat regulations assessment. Consultation must be carried out in accordance with the Council's Statement of Community Involvement.

Other Legal Implications:

26.	The review of the Plan must be carried out in accordance with the Council's duties under the Public Sector Equality Duty as set out in the Equalities Act 2010.
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RISK MANAGEMENT IMPLICATIONS

27.	If the Plan were not updated, it would become increasingly out of date.
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POLICY FRAMEWORK IMPLICATIONS

28.	Once adopted, the Minerals and Waste Plan will, along with the City Vision Local Plan, form the development plan for the city and therefore be part of the Council's policy framework.
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KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	ESIA for Hampshire Minerals and Waste Plan - Draft

Documents In Members' Rooms

1.	Hampshire Minerals and Waste Plan – Draft	
Equality Impact Assessment		
Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.		Yes
Data Protection Impact Assessment		
Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.		No
Other Background Documents		
Other Background documents available for inspection at:		
Title of Background Paper(s)	Relevant Paragraph of the Access to Information Procedure Rules / Schedule 12A allowing document to be Exempt/Confidential (if applicable)	
1.	None	