

DECISION-MAKER:	Cabinet
SUBJECT:	Minerals and Waste Plan: Proposed Submission
DATE OF DECISION:	19 December 2023
REPORT OF:	COUNCILLOR BOGLE CABINET MEMBER FOR ECONOMIC DEVELOPMENT

<u>CONTACT DETAILS</u>			
Executive Director	Title	Executive Director Place	
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STATEMENT OF CONFIDENTIALITY

Not Applicable

BRIEF SUMMARY

<p>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.</p>

<p>The key provisions of the Plan for Southampton are to:</p>

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| <ul style="list-style-type: none"> • 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. |
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<p>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.</p>
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RECOMMENDATIONS:

	(i)	To approve the Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan (Members Room Document 1);
	(ii)	To delegate authority to the Executive Director Place, following consultation with the Cabinet Member for Economic Development, to make changes to the proposed submission plan prior to publication or submission, and to propose 'main modifications' through the examination process for public consultation, provided these are minor changes, or major changes which do not affect Southampton.

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, and to ensure the efficient operation of the examination.
ALTERNATIVE OPTIONS CONSIDERED AND REJECTED	
3.	To not update the Plan: this would not meet statutory and national policy requirements.
DETAIL (Including consultation carried out)	
4.	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.
5.	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 in March 2021. Cabinet approved a draft Plan in October 2022 for public consultation, and approximately 2,500 responses were received. The responses have been reviewed, evidence updated (including the Sustainability Appraisal and Habitat Regulations Assessment), and the proposed Plan adjusted accordingly.
6.	Once adopted, the updated Plan will form part of the development plan against which planning applications are determined.
7.	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.
8.	This report summarises the main provisions of the Plan relevant to Southampton (including in brackets the primary changes since the draft plan).
	<u>Vision and Spatial Strategy</u>
9.	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 natural and built environment". (Paragraph 2.25). (The vision has been slightly adjusted to include reference to "natural and built").
	<u>Protecting Hampshire's Environment</u>
10.	The Plan includes policies to mitigate and adapt to climate change (policy 2); protect and enhance habitats and species (policy 3); conserve and enhance the historic environment (policy 7) and protect water resources (policy 8).

	(There have been adjustments to require climate change assessments, strengthen references to climate mitigation / adaption, and to strategic scale ecological protection / enhancement (linked to the Local Nature Recovery Strategy)).
	<u>Maintaining Hampshire's Communities</u>
11.	<p>The Plan includes policies to:</p> <ul style="list-style-type: none"> • Protect public health, safety, amenity and well-being, ensure no emissions, or significant adverse impacts regarding noise, dust, lighting, vibration, odour, air quality, water, visual effect, aircraft, or strategic infrastructure (policy 11) (adjusted to clarify there should be no emissions, and that for other matters it is "significant" adverse impacts which should be avoided). • Manage / prevent flood risk (policy 12) (adjusted to refer to catchment management plans). • Ensure safe and suitable access to the highway network and the use of alternative modes of transport where possible (policy 13) (adjusted to provide greater clarity on transport assessments). • Ensure a high quality of design (policy 14).
	<u>Supporting Hampshire's Economy</u>
	<i>Minerals Supply</i>
12.	<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 – 0.9 mtpa; • Recycled / secondary aggregates – 1.8 mtpa; • Marine won aggregates – 2 mtpa; • Limestone delivered by rail – 1 mtpa. <p>This totals to 36% more than average production in the last 10 years so provides resilience (an increase from 22%). (Adjustments to reflect the latest forecasts to reduce the land won target from 1.15 to 0.9 mtpa, and to reference that the rate will be revised according to Local Aggregate Assessment monitoring until the plan is reviewed).</p>
13.	<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 smaller wharves, rail depots, concrete batching plants or aggregate recycling facilities within the Port, wharves or industrial areas.</p>
14.	<p>The Plan:</p> <ul style="list-style-type: none"> • Safeguards the mineral wharves and other minerals infrastructure from redevelopment of the site unless the wharves are no longer needed, or

	<p>they can be relocated elsewhere. Where development takes place close to the wharves it will provide mitigation. If a risk of constraining the wharf remains the development will only be supported if its merits outweigh the risks (policy 16). (Adjusted to ensure the ‘merits of development’ criterion only applies to development close to, not on, the wharves).</p> <ul style="list-style-type: none"> • Supports appropriate investment to maximise the capacity of the existing mineral wharves / rail depots, including extensions and new wharves (policy 19) (this previously just referred to the Leamouth and Burnley wharves, reference to the King George V Dock and Bevois Valley Rail Depot is now added). • Safeguards potential mineral 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) (adjusted to add reference to the Dibles and Supermarine wharves if they can meet operational requirements). <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 (including specifically the strong regeneration potential in the Itchen Riverside Quarter), 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 consistent with the long-term regeneration aims for the Itchen Riverside Quarter.</p>
15.	<p>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) (adjusted regarding specific sites), supports / manages silica sand, clay, chalk and oil and gas extraction (policies 21 – 24) (the oil / gas policy is adjusted to ensure no “significant” impacts and to refer to gas storage), and safeguards minerals from sterilisation by development (policy 15).</p>
	<p><i>Waste Management</i></p>
16.	<p>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.</p>
17.	<p>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).</p>
18.	<p>The Plan:</p> <ul style="list-style-type: none"> • Predicts the total non-hazardous waste generated by 2040, and consequently identifies an additional need for at least 0.11 mtpa of recycling, up to 0.37 mtpa of recovery and up to 2.3 mt (total) of land capacity (policy 27) (adjusted based on the latest data to reduce the total non hazardous waste and therefore the additional need from 1.99 mtpa, 0.95 mtpa and 3.9 mt respectively, with a reference to ongoing monitoring); • Predicts the total inert and hazardous waste (adjusted to increase). For inert waste, maintaining recovery capacity and an additional need

	<p>for 0.4 mtpa of recycling capacity is required (policy 30) (adjusted from simply maintaining existing capacity). For hazardous waste 2,000 tonnes pa of additional capacity is required (policy 33).</p> <ul style="list-style-type: none"> • Supports waste management facilities in urban areas (close to the sources of waste) and/or with good transport connections to urban areas, which are on suitable industrial sites or previously developed land, adjacent to sewage treatment works or other suitable sites (policy 29) (detailed adjustments, and deletion of strategic sites outside of the city); • Includes policies to support / manage proposals for energy recovery, liquid waste, waste water, non-hazardous landfill and hazardous or low level radioactive waste (for example, hospital waste) (policies 28 and 31 – 33); • Safeguards strategic waste management facilities from redevelopment, subject to the same flexibility (and adjustments) 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, 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>
19.	Subject to approval by all 5 authorities, the draft Plan will be subject to formal public consultation, which is anticipated to start in January 2024 for 8 weeks.
20.	<p>Following this, the key steps in preparing the Plan are:</p> <ul style="list-style-type: none"> • Submission to the Secretary of State (July 2024). • Examination by an independent Planning Inspector appointed by the Secretary of State. • Public consultation on any proposed 'Main Modifications'. • Adoption of the Plan (Spring 2026).
21.	The Plan can be adopted provided the Inspector concludes it is 'sound' and any main modifications they make are incorporated. In some cases, these 'main modifications' can be relatively detailed changes, or changes which do not affect Southampton. Therefore, it is recommended that such changes are considered and consulted upon under delegated powers, with any more significant changes considered by Cabinet. Cabinet and Council will make the decision on adopting the plan.
RESOURCE IMPLICATIONS	
<u>Revenue</u>	
22.	The revenue cost of preparing the Plan is shared amongst the partnership authorities. Southampton's share at 8% is estimated to be £65,340 over 5 years (2021 – 2026) and is likely to incorporate significant efficiencies based on the partnership approach. The contributions for the first three years, totalling £43,560, have been paid. The outstanding contributions, totalling £21,780 (£10,890 in each of the years 2024/25 and 2025/26) will be funded from the strategic planning base budget currently built into the Medium Term Financial Strategy. Spend will be subject to the standard approval procedures.

<u>Property/Other</u>	
23.	No specific implications.
LEGAL IMPLICATIONS	
<u>Statutory power to undertake proposals in the report:</u>	
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.
<u>Other Legal Implications:</u>	
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.
RISK MANAGEMENT IMPLICATIONS	
27.	If the Plan were not updated, it would become increasingly out of date.
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.

KEY DECISION?	Yes
WARDS/COMMUNITIES AFFECTED:	All
<u>SUPPORTING DOCUMENTATION</u>	
Appendices	
1.	ESIA for Hampshire Minerals and Waste Plan – Proposed Submission

Documents In Members' Rooms

1.	Hampshire Minerals and Waste Plan: Partial Update – Proposed Submission Plan
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Equality Impact Assessment

Do the implications/subject of the report require an Equality and Safety Impact Assessment (ESIA) to be carried out.	Yes
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Data Protection Impact Assessment

Do the implications/subject of the report require a Data Protection Impact Assessment (DPIA) to be carried out.	No
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Other Background Documents

Other Background documents available for inspection at:

www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-

minerals-waste-plan/minerals-waste-plan-partial-update-consultation/hmwp-partial-update		
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.		
2.		