

HAMPSHIRE COUNTY COUNCIL, NEW FOREST NATIONAL PARK AUTHORITY, PORTSMOUTH CITY COUNCIL, SOUTH DOWNS NATIONAL PARK AUTHORITY & SOUTHAMPTON CITY COUNCIL

Hampshire Minerals & Waste Plan: Partial Update



Hampshire's Environment



Hampshire's Community



Hampshire's Economy

Have Your Say: Draft Plan Consultation Paper

August 2022



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1. Introduction

- 1.1 Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority (collectively referred to as the ‘Hampshire Authorities’) are working together to prepare a partial update to the Hampshire Minerals & Waste Plan (adopted 2013).
- 1.2 A Review of the Hampshire Minerals and Waste Plan was undertaken in 2020 and this concluded that parts of the Plan were no longer fit for purpose and required updating. A Development Scheme was agreed by the Hampshire Authorities in March 2021, and this set out a timetable for the partial update. The first stage is the preparation of the Partial Update - Draft Plan (herein referred to as ‘Draft Plan’).
- 1.3 This ‘Have Your Say Consultation Paper’ should be read in conjunction with the Draft Plan which will be consulted upon for 12 weeks between 8 November 2022 to 31 January 2023.
- 1.4 This Paper sets out the main changes that have been made to the adopted 2013 Plan, why they have been made and what these changes mean for Hampshire. The remainder of this Paper is set out as follows:
 - Plan Vision and Objectives (Section 2)
 - Development Management Policies (Section 3)
 - Mineral Policies (Section 4)
 - Waste Policies (Section 5)
 - Plan Appendices (Section 6)
 - Next Steps (Section 7)

How do I get involved?

- 1.5 We would like to hear your views on the Draft Plan including the proposed sites, proposed changes to existing policies and/or proposed additional policies and associated supporting documents.
- 1.6 Representations (comments) can be made in the following ways:
 - By completing the online survey which is available on the [Hampshire Minerals and Waste Plan Partial Update webpage](#);
 - By completing a dedicated response form which is available to download from the [Hampshire Minerals and Waste Plan Partial Update webpage](#). Completed forms can either be returned to us via [email](#) or in the post (contact details provided in paragraph 1.7); or
 - By writing to us either via [email](#) or sending us a letter in the post.

- 1.7 Our contact details are:

Hampshire Minerals and Waste Plan - Partial Update
Minerals & Waste Policy
Elizabeth II Court West
The Castle
Winchester
SO23 8UQ

HMWP.consult@hants.gov.uk

[Hampshire Minerals and Waste Plan Partial Update webpage](#)

- 1.8 In order for a representation to be accepted, it must be accompanied by your full name i.e. first name and surname (anonymous representations will not be accepted and petitions will be recorded as one response as the issues raised will be the same) as well as your full postal address, including postcode. Please refer to the Frequently Asked Questions (FAQs) document on the [Hampshire Minerals and Waste Plan Partial Update webpage](#).

2. Vision and Plan Objectives

- 2.1 The Introduction (Section 1) of the 2013 Plan has been updated to reflect the current preparation of the Draft Plan.
- 2.2 Section 2 sets out the Vision and Spatial Strategy. The portrait of Hampshire in 2011 has been updated to provide a portrait of Hampshire in 2021. The Issues for the Plan remain largely unchanged, but the other relevant Plans and Programmes include, but are not limited to:
 - National Planning Policy for Waste
 - 25 Year Environment Plan
 - Hampshire's Strategic Plan
 - Hampshire's Climate Change Strategy; and
 - The emerging Hampshire Spatial Framework.
- 2.3 Section 2 also includes an update of the Vision and Plan Objectives which is discussed in more detail below.
- 2.4 The Spatial Strategy remains the same but has been updated with the latest facts and figures.

Vision & Plan Objectives

What has changed?

- 2.5 A few options were considered for updating the Vision and Plan Objectives including keeping the Vision and Plan Objectives as they currently stand. The other options were formed from updates to national policy, meeting the challenges of climate change, the 2050 Commission recommendations¹ and the emerging Local Transport Plan (LTP)².
- 2.6 Following assessment of these options, the Vision and Plan Objectives which aligned with the LTP, and 2050 Commission recommendations were considered the most suitable option. 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 requirements of a minimum 15 years at the point of adoption and aligns with other relevant Local Plans.
- 2.7 The Key Diagram has also been updated to reflect current circumstances and the updated Policies.

¹ Vision for Hampshire 2050 (HCC) -

<https://www.hants.gov.uk/aboutthecouncil/haveoursay/visionforhampshire2050>

² Local Transport Plan (HCC) - <https://www.hants.gov.uk/transport/localtransportplan>

Why has it changed?

- 2.8 The Vision set out in the adopted Plan was designed to represent the pillars of sustainability which meets the objectives of the National Planning Policy Framework (NPPF)³. However, following the 2020 Review of the Plan it was recognised that the Vision (and associated Plan Objectives) would benefit from an update to make them more geographically representative and less generic. It was considered that aligning with the 2050 Commission recommendations and the climate change agenda would strengthen it further.

What does this mean for Hampshire?

- 2.9 It is intended that the updated Vision and Plan Objectives will help towards meeting the UK target of carbon neutrality by 2050 and the plan-making Authorities' own climate change targets.
- 2.10 In addition, the Vision and Plan Objectives enable a steady and adequate supply of minerals, and for a resilient and reliable waste network to be achieved.
- 2.11 Greater consideration is given to the quality of life and well-being of Hampshire's residents seeking to ensure that minerals and waste development does not reduce air quality and that residents are less disturbed by minerals and waste activities. This will be achieved by high-quality design and restoration schemes which improve health and well-being.

³ National Planning Policy Framework (NPPF) - <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

3. Development Management Policies

Policies 1 – 14 (HMWP, 2013)

What has changed?

- 3.1 All of the Development Management Policies and supporting text have been reviewed and updated to ensure that they comply with changes that have been made to the NPPF⁴ and where relevant, references have been made to emerging policy. For example, reference is made to the Environment Act⁵ which was enacted in November 2021. With regards to designated landscapes, reference is made to the Glover Review⁶ in the supporting text as it is considered that this could lead to future changes in policy, including the setting of National Parks etc.
- 3.2 Policy 1 (Sustainable minerals and waste development) has not been updated but the supporting text now incorporates the consideration of past operator performance when determining minerals and waste extension proposals.
- 3.3 Policy 2 (Climate change – mitigation and adaptation) has been significantly updated to recognise the climate change emergency declared by the plan-making partners and the need to minimise carbon emissions. This includes a requirement for all planning applications to be accompanied by a Climate Change Assessment.
- 3.4 Policy 3 (Protection of habitats and species) has been updated to reflect that the transposition of European Union (EU) legislation has been changed following the UK's exit from the EU. Consideration is also given to the introduction of requirements through the Environment Act (e.g. Biodiversity Net Gain, Nature Recovery Networks) and reference to Local Nature Recovery Strategies in the supporting text.
- 3.5 Policy 4 (Protection of designated landscapes) has been updated to refer to public interest requirements, consideration of tranquility and dark skies as well as consideration of their settings.
- 3.6 Policy 5 (Protection of the countryside) has been updated to include reference to rights of way and local character assessments. The definition of 'countryside' has been updated in the glossary to help avoid ambiguity.
- 3.7 Policy 6 (South West Hampshire Green Belt) has been updated to reflect NPPF changes.

⁴ National Planning Policy Framework (NPPF) -

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPF_July_2021.pdf

⁵ Environment Act 2021 - <https://www.legislation.gov.uk/ukpga/2021/30/contents>

⁶ Landscapes review: National Parks and AONBs (DEFRA) -

<https://www.gov.uk/government/publications/designated-landscapes-national-parks-and-aonbs-2018-review>

- 3.8 Policy 7 (Conserving the historic environment and heritage assets) has been significantly updated to ensure the policy gives suitable support to decision-making on proposals which cause harm to heritage assets.
- 3.9 Policy 8 (Protection of soils) has been amended to clarify that soils should be protected throughout the life of the development (not just during construction).
- 3.10 Policy 9 (Restoration of minerals and waste developments) remains unchanged.
- 3.11 Policy 10 (Protecting public health, safety and amenity) now also references well-being as this is considered within the NPPF and specifically mentions air quality.
- 3.12 Policy 11 (Flood risk and prevention) and Policy 12 (Managing traffic) have been updated to reflect NPPF changes.
- 3.13 Policy 13 (High-quality design of minerals and waste developments) remains unchanged but supporting text now references climate change.
- 3.14 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.
- 3.15 An additional policy has also been included in the Plan to address the importance of water in Hampshire. This covers not only water quality and supply, but also recognises the importance of river corridors and the issue of nitrate neutrality. This policy has been inserted as the new Policy 8 (Water resources) and therefore, subsequent Development Management policies have new reference numbers.

Why has it changed?

- 3.16 The NPPF has been subject to revisions in recent years including most recently in 2021. In addition, a number of reports have been published by Government which strongly influence the policies in the Plan. These include but are not limited to: the 25 Year Environment Plan (2018)⁷, Resources & Waste Strategy (2018)⁸ and the Environment Act (2021)⁹.
- 3.17 The monitoring data presented in the 2020 Review suggested that most of the development management policies were performing well, with Policy 14 (Community benefits) as the exception. However, reviewing national policy compliance highlighted that the policies would benefit from a refresh in their terminology and in some cases, their delivery.

⁷ 25 Year Environment Plan - <https://www.gov.uk/government/publications/25-year-environment-plan>

⁸ Resources and waste strategy for England - <https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

⁹ Environment Act 2021 - <https://www.legislation.gov.uk/ukpga/2021/30/contents/enacted>

- 3.18 In addition, Policy 2 (Climate change – mitigation and adaption) needs to be strengthened and Policy 9 (Restoration of minerals and waste developments) needs to ensure that climate change is suitably embedded in its implementation.
- 3.19 The additional text added to Policy 1 regarding past operator performance has been moved from Policy 20 (Local Land-won aggregates) and Policy 27 (Capacity for Waste Management) as it applies to both minerals and waste development.

What does this mean for Hampshire?

- 3.20 The Plan now actively supports the Hampshire Authorities' targets for addressing climate change.
- 3.21 The strengthening of the supporting text regarding past operator performance will enable more information to be gathered regarding particular issues and/or inform suitable conditions to address any significant issues associated with an existing site which will benefit local residents.
- 3.22 It is intended that the revised and updated Development Management Policies will enhance implementation and decision-making through the removal of any ambiguity and strengthen the protection of Hampshire's environment and communities, including a better consideration of Hampshire's important water resources.

4. Minerals Policies

- 4.1 Much of the detail behind the minerals policies and why they have changed is set out in the Minerals Background Study¹⁰.

Policy 15: Safeguarding – mineral resources & Policy 16: Safeguarding – minerals infrastructure

What has changed?

- 4.2 The policies relating to safeguarding mineral resources and infrastructure remain unchanged except reference has been made to the Minerals & Waste Safeguarding Supplementary Planning Document (SPD)¹¹ in the supporting text as these were adopted in 2016.

What does this mean for Hampshire?

- 4.3 The Policies continue to support appropriate safeguarding of minerals resources and infrastructure to provide for Hampshire's needs.

Policy 17: Aggregate supply – capacity and source

What has changed?

- 4.4 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. These revised figures take into account past sales but also forecasted demand established prior to the COVID-19 pandemic.
- 4.5 Due to current high levels of demand and long-term uncertainties, a clause has been added which states that should sales exceed the stated provision rate by more than 10% for a period of three years, the Local Aggregate Assessment rate which is produced annually will be considered the provision rate until such time that the Plan is updated. This will ensure that there is no under provision. The capacities of alternative sources of aggregate remain unchanged for marine-won aggregates and limestone delivered by rail as these generally align with current sales and allow for growth. However, the capacity of recycled and secondary aggregate has been increased to 1.8 mtpa (from 1.0

¹⁰ HMWP Partial Update: Minerals Background Study (August 2022) - <https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan/minerals-waste-plan-partial-update-consultation>

¹¹ Hampshire Minerals & Waste Safeguarding SPD (2016) - <https://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

mpta) as this reflects current capacity and supports the NPPF drive to take account of recycled and secondary aggregates before considering extraction¹².

Why has it changed?

- 4.6 Policy 17 states that an adequate and steady supply of sand and gravel will be provided for Hampshire until 2030 at a rate of 1.56 mtpa. This is delivered through Policy 20 (Local land-won aggregates) which is monitored by the landbank.
- 4.7 The 2020 Review of the Plan showed for the period 2009-2018 that the 10-year and 3-year averages of sales were significantly below the 1.56 mtpa of which 0.28 mtpa should be soft sand.
- 4.8 Mineral Planning Authorities are required through the NPPF to produce annual Local Aggregate Assessments¹³ (LAA). The LAA reports on the landbank. In the Hampshire LAA, this has historically been calculated using the 'Local Requirement' (the 1.56 mtpa apportionment). However, guidance¹⁴ on preparing LAAs was agreed by the South East England Aggregate Working Party in 2019 which specifies that the LAA rate should be calculated taking into account a number of factors including:
 - Average of 10-years of aggregates sales data;
 - Average of 3-years of aggregates sales data;
 - Economic forecasts;
 - Population, housing and capital programme growth; and
 - Major Infrastructure projects.
- 4.9 Taking these factors into account, the 2019 LAA Rate was established as 0.92 mtpa for sand and gravel (compared to the 1.28 mtpa Local requirement) and 0.23 mtpa for soft sand (compared to 0.28 mtpa Local requirement). This has been reassessed to inform the Plan and the figures remain appropriate for provision up to 2040.
- 4.10 The Plan period has been updated to provide for at least 15 years at the intended point of adoption.

What does this mean for Hampshire?

- 4.11 A steady and adequate supply of aggregates enables the provision of infrastructure and buildings that Hampshire needs.
- 4.12 The extended Plan period will mean that additional sites will need to be allocated, despite the reduction in the provision rate. However, these allocations will only be permitted if they meet all other policies within the Plan.

¹² NPPF, Para 210 (b).

¹³ NPPF, Para. 213 (a)

¹⁴ SEEAWP Supplementary LAA Guidance - <https://documents.hants.gov.uk/see-awp/SEEAWP-SuppLAAGuidance-July2019.pdf>

- 4.13 In addition to allocations, the provision of ‘unplanned’ or ‘unallocated’ sites will also add to the supply.
- 4.14 By including the clause that if sales outstrip the forecasted demand significantly, the LAA rate will be applied which will mean that in times of increased demand, there should not be a restriction in provision where sites have to demonstrate need.
- 4.15 Increasing the recycled and secondary aggregate capacity figure should help to secure the existing level of capacity and encourage the use of alternatives to land-won, where possible.

Policy 18: Recycled and secondary aggregates development

What has changed?

- 4.16 Policy 18 (Recycled and secondary aggregate development) remains largely unchanged. Despite a reduction in sales of recycled and secondary aggregate the capacity has grown which suggests a market issue rather than a capacity issue. To avoid ambiguity, the policy has incorporated the support for proposals to enable additional capacity for recycled aggregate previously set out in Policy 30 (Construction, demolition and excavation waste).

Why has it changed?

- 4.17 Whilst it is recognised that there has been a decline in sales of recycled and secondary aggregate, Policy 18 seeks to encourage this form of development recognising its importance in aggregate supply. If the decline in sales is a market issue, this is not something that can be influenced by the Hampshire Authorities. However, the Plan can encourage sales through supporting recycled and secondary development proposals.

What does this mean for Hampshire?

- 4.18 The provision of recycled and secondary aggregates as an alternative to land-won aggregates continues to be supported and enabled in Hampshire.

Policy 19: Aggregate wharves and rail depots

What has changed?

- 4.19 Policy 19 (Aggregate wharves and rail depots) has been updated to remove those aggregate wharves that are inactive as they are not currently providing capacity but are safeguarded under Policy 16 (Safeguarding – minerals infrastructure) and/or Policy 34 (Safeguarding potential minerals and waste wharf and rail depot infrastructure). Additional rail depots have been added as proposed allocations.

Why has it changed?

- 4.20 Further opportunities for wharves were explored through a ‘call for sites’ from operators. However, no new wharves were nominated for potential allocation. New rail depots have been nominated and are proposed as allocations in the Plan (see Section 6 ‘Plan Appendices’).
- 4.21 The Policy now provides a more accurate picture of those wharves that are contributing to wharf capacity.
- 4.22 The wording of the Policy remains mainly unchanged as it seeks to enable provision to address any shortfalls if suitable sites are identified.

What does this mean for Hampshire?

- 4.23 The use of wharves and rail depots has the benefits of reducing the number of Heavy Goods Vehicles (HGVs) on the road which reduces impacts on local communities and climate change through a reduction in vehicle emissions.

Policy 20: Local land-won aggregates

What has changed?

- 4.24 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 (see Section 6 ‘Plan Appendices’).
- 4.25 Not all sites were taken forward for allocation due to the significant issues identified which it was considered could not be adequately mitigated. 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, information gathered 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.

Why has it changed?

- 4.26 Policy 20 seeks to maintain a landbank of 7 years of permitted reserves of sand and gravel through: the extraction of remaining reserves at permitted sites as listed; extensions to specific sites listed; new listed sand and gravel allocations; and new proposals which meet the criteria in 20(4).

- 4.27 The landbank is monitored annually to ensure that sufficient supply is provided. The monitoring trigger is a breach of the 7 years over two years. The landbank dropped below the target in 2016 and has remained below the 7 years requirement (calculated against the Local Requirement rate). Therefore, the provision specified in the NPPF of at least seven years¹⁵ has not been met.
- 4.28 The promoters of most of the remaining allocations have suggested that these will come forward during the remaining life of the Plan. Policy 20 supports further proposals for new sites to meet the landbank should monitoring indicate that the sites listed within the Policy are unlikely to be delivered. In addition, there are applications currently with the Hampshire Authorities (both for allocations and for unplanned opportunities) which indicates that Policy 20 is encouraging development to maintain the landbank.
- 4.29 Further opportunities for sand and gravel extraction were explored through a ‘call for sites’ from operators. This has resulted in new local land-won opportunities (see Section 6 ‘Plan Appendices’) which have been listed in the Policy (part 2 and 3).
- 4.30 Therefore, whilst the landbanks for both sharp sand and gravel and soft sand are below the required 7-year minimum, the pipeline applications suggest that the policy is not preventing applications coming forward. As such, the main wording of the Policy remains unchanged as it makes provision for further development to address any shortfall in the landbank.

What does this mean for Hampshire?

- 4.31 A steady and adequate supply of aggregates enables the provision of infrastructure and buildings that Hampshire needs.
- 4.32 The allocation of sites gives an element of certainty to industry and local communities regarding what development will take place and where. However, all allocations will still require planning permission.

Policy 21: Silica sand development

What has changed?

- 4.33 Silica sand development (Policy 21) has been updated to clarify the position of development proposed in National Parks and the need to align with Policy 4 (Protection of the designated landscape).

Why has it changed?

- 4.34 The geology of the South Downs National Park Authority includes the Folkstone Formation which has been recognised as a potential source of specialist silica sand.

¹⁵ NPPF, Para. 213 (f).

Minerals can only be worked where they are found but national policy also states that as far as is practical, minerals should be extracted outside of National Parks¹⁶. In circumstances where such development is being considered, national policy requires that these are exceptional circumstances and in the public interest¹⁷.

What does this mean for Hampshire?

- 4.35 The Policies continue to support appropriate development for silica sand to provide for Hampshire's needs.

Policy 22: Brick-making clay

What has changed?

- 4.36 Policy 22 (Brick-making clay) has also been updated to reflect the current status of permissions and active sites. The Michelmersh Brickworks allocation set out in the 2013 Plan has been permitted and is being worked. No further extensions were put forward through the call for sites. Selborne Brickworks has not been operational for a number of years and the existing allocation is not being promoted. Therefore, the allocation has been removed as being unviable.

Why has it changed?

- 4.37 The Policy has been updated to reflect the current circumstances regarding brick-making clay provision.

What does this mean for Hampshire?

- 4.38 The Policy continues to support appropriate brick-making development to supply locally extracted clay to Hampshire's remaining brickworks.

Policy 23: Chalk development

What has changed?

- 4.39 Chalk development (Policy 23) remains unchanged. However, the supporting text has been subject to factual updates and clarifications (e.g. regarding assessment of dormant sites).

What does this mean for Hampshire?

- 4.40 The Policies continue to support appropriate development for chalk to provide for Hampshire's needs.

¹⁶ NPPF, Para. 211 (a).

¹⁷ NPPF, Para. 177.

Policy 24: Oil and gas development

What has changed?

- 4.41 Policy 24 (Oil and gas development) has also been amended to avoid confusion over reference to exceptional circumstances where development is proposed in National Parks. To avoid ambiguity, reference is made to Policy 4 (Protection of the designated landscape) instead. In addition, the supporting text has been updated to reflect recent caselaw¹⁸ which means that downstream effects can now be considered through the Environmental Impact Assessment. This can have implications for oil and gas development which may have downstream impacts in relation to climate change. Reference has been made to the Oil and gas development in Hampshire Supplementary Planning Document¹⁹ in the supporting text.

Why has it changed?

- 4.42 The Policy has been updated to reflect the current circumstances regarding oil and gas development.

What does this mean for Hampshire?

- 4.43 The Policy continues to support oil and gas development in appropriate locations and where the impacts of the development on climate change have been fully considered.

¹⁸ Finch On Behalf of the Weald Action Group, R (On the Application Of) v Surrey County Council & Ors [2022] EWCA Civ 187 - <https://www.bailii.org/ew/cases/EWCA/Civ/2022/187.html>

¹⁹ Oil and gas development in Hampshire SPD (2016) - <https://documents.hants.gov.uk/planning-strategic/HMWPOilandGasDevelopmentinHampshireSPDFinalFeb2016.pdf>

5. Waste Policies

- 5.1 Much of the detail behind the minerals policies and why they have changed is set out in the Waste Background Study.

Policy 25: Sustainable waste management

What has changed?

- 5.2 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. However, 95% diversion from landfill remains the same.
- 5.3 In addition, applicants are now asked to demonstrate how their proposal is being managed at the highest level of the waste hierarchy. This will take the form of a Waste Hierarchy Assessment which will accompany any planning application. The co-location of facilities also requires consideration of regeneration plans within the area.
- 5.4 The supporting text also makes reference to the circular economy.

Why has it changed?

- 5.5 The targets in Policy 25 sought to take into account the targets established by the revised Waste Framework Directive: 50% recycling of household (and similar non-hazardous) wastes; and 70% recovery of inert. At present, the trend for recycling non-hazardous waste has been declining since 2014/15 to below 45% in 2018 which suggests that the Waste Framework Directive target will also not be met. The revised figure of 65% seeks to encourage recycling and meet targets from the Resources and Waste Strategy for England (2018)²⁰.
- 5.6 Monitoring indicators in place to track progress on waste management provision show that additional waste management capacity is being provided to meet projected demand, although there has been a greater level of recovery provision rather than recycling.
- 5.7 Whilst the type of waste management provision is recovery rather than recycling, this provision is market driven which is something that the Waste Planning Authorities cannot influence. National policy does not require proving need for waste facilities. However, it does require adherence with the Waste Hierarchy. As such, the requirement to demonstrate application of the waste hierarchy aims to encourage waste management provision higher up the hierarchy.
- 5.8 Campaigns to change behaviour of local residents to increase recycling rates have also been put in place by the plan-making Authorities and although these are hoped to influence the level of recycling, they are not planning issues.

²⁰ Resources and Waste Strategy for England, 2018 (DEFRA) -
<https://www.gov.uk/government/publications/resources-and-waste-strategy-for-england>

- 5.9 The government's 25 Year Environment Plan (2018)²¹ includes the goal of zero avoidable waste by 2050 and to transition towards a circular economy. Specifically, this involves doubling resource efficiency and minimising environmental impacts at products' end of life by looking at the whole life cycle to promote their recycling/reuse wherever possible. These ambitions were then outlined in practice within the Resources and Waste strategy for England (2018).

What does this mean for Hampshire?

- 5.10 The updated Policy 25 will encourage more sustainable waste management in Hampshire and actively support an increase in recycling capacity.
- 5.11 The Policy will also support the Government's drive for a circular economy reducing waste production overall.

Policy 26: Safeguarding - waste infrastructure

What has changed?

- 5.12 Policy 26 remains unchanged except for the clarification that waste infrastructure is protected from encroachment by non-waste related development, but the supporting text now refers to the Minerals & Waste Safeguarding Supplementary Planning Document²² and the 'agent of change' principle.

What does this mean for Hampshire?

- 5.13 The policy continues to support appropriate safeguarding for waste management infrastructure in order to provide for Hampshire's needs.

Policy 27: Capacity for waste management development

What has changed?

- 5.14 Policy 27 (Capacity for waste management development) has been updated to address the current level of arisings and capacity required to manage the waste forecasted up to 2040. Waste arisings have been amended to include: 5.5 mtpa of non-hazardous waste (increase from 2.62 mtpa); 1.80 mtpa of inert waste (decrease from 2.49 mtpa) and 0.18 mtpa of hazardous waste (increase from 0.16 mtpa).
- 5.15 The Policy includes a capacity requirement of at least 1.99 mtpa of non-hazardous recycling capacity (an increase from 0.29 mtpa), up to 0.95 mtpa of non-hazardous

²¹ 25 Year Environment Plan, 2018 (DEFRA) - <https://www.gov.uk/government/publications/25-year-environment-plan>

²² Hampshire Minerals & Waste Safeguarding SPD (2016) - <https://documents.hants.gov.uk/planning-strategic/HMWPMineralsandWasteSafeguardinginHampshireSPDFinalFeb2016.pdf>

recovery capacity (an increase from 0.39 mtpa) and up to 3.9 million tonnes (mt) of non-hazardous landfill void (an increase from 1.4 mt).

- 5.16 The supporting text now refers to the National Planning Policy for Waste.

Why has it changed?

- 5.17 The figures are an increase from the 2013 adopted Plan and are aimed at supporting an increase in recycling capacity over further recovery capacity. They reflect the latest waste data and waste calculation methodologies.
- 5.18 The National Planning Policy for Waste was published in October 2014 after the 2013 Plan was adopted.

What does this mean for Hampshire?

- 5.19 The updated Policy 27 will encourage more sustainable waste management in Hampshire and actively support an increase in recycling capacity.

Policy 28: Energy recovery development

What has changed?

- 5.20 Policy 28 (Energy recovery development) has been updated to require proposals only deal with residual waste and to ensure combined heat and power is provided as a minimum. The Policy also seeks the maximisation of the use of waste treatment residues rather than solely seeking sustainable management arrangements.

Why has it changed?

- 5.21 The Policy has been updated to reflect the Government's current position on energy from waste and strengthens the existing 2013 policy which only requires power as a minimum and the capacity to deliver heat in the future.

What does this mean for Hampshire?

- 5.22 The updated Policy will contribute to the Government's drive for cutting carbon emissions from energy from waste facilities as well as producing better heat networks and improving air quality.
- 5.23 These measures should have direct benefits to Hampshire and the addressing of climate change.

Policy 29: Locations and sites for waste management

What has changed?

- 5.24 Policy 29 (Locations and sites for waste management) has been amended to avoid any ambiguity, but the principle remains unchanged. This includes reference to ‘road corridors’ which has been removed and replaced with appropriate roads (determined by the Local Highway Authority). Clarification of the Policy implementation priority order (e.g., criteria for Part 3 where Parts 1 and 2 cannot be met) has also been outlined.
- 5.25 Following a ‘call for sites’ from operators, proposed strategic waste management allocations have been identified and included in Policy 29 (4).
- 5.26 The supporting text includes clarifications on key elements such as the road network, special need and ancillary development.

Why has it changed?

- 5.27 Plan practitioners have in the past raised concerns regarding the wording and definitions contained within Policy 29. In particular, the highway element of the policy which includes terms ‘good transport connections’ and ‘local’ were highlighted as presenting issues as the terminology is open to interpretation. Additionally, phrases such as ‘special need’ and ‘curtilage’ have previously encountered objections. This has led to difficulties where the policy is tested and placed under scrutiny.
- 5.28 Strategic waste sites have been proposed as allocation as it is recognised that there is a shortfall in capacity (see Section 6 ‘Plan Appendices’).
- 5.29 The allocation of sites gives an element of certainty to industry and local communities regarding what development will take place and where. However, all allocations will still require planning permission.

What does this mean for Hampshire?

- 5.30 The changes to Policy 29 should better enable appropriate waste management development to be delivered in suitable locations.

Policy 30: Construction, demolition and excavation waste development

What has changed?

- 5.31 Policy 30 (Construction, demolition and excavation waste development) now outlines the level of arisings that are expected during the plan period (1.77 mtpa) and that maintenance of levels of inert recycling and recovery are required. The reference to support for 1mtpa recycled/secondary aggregate development has been removed and this is now included Policy 18 (Recycled and secondary aggregates development). The need for a beneficial outcome to using this waste in developments has been clarified.

Why has it changed?

- 5.32 The structure of the policy now aligns more closely with Policy 27 (Capacity for waste management development) and the reference to 1mtpa recycled/secondary aggregate development has been moved to avoid duplication with Policy 18.

What does this mean for Hampshire?

- 5.33 The Policy continues to support the use of inert construction, demolition and excavation waste in developments but now specifies the context in terms of how much material this involves and how this can be achieved.

Policy 31: Liquid waste and waste-water management

What has changed?

- 5.34 Policy 31 has been amended to refer to the need to comply with the Environment Act treated waste-water phosphorous targets. The supporting text has been updated with new information from water companies regarding future needs.

What does this mean for Hampshire?

- 5.35 The policy continues to support appropriate development for liquid waste and waste-water management to provide for Hampshire's needs whilst minimising environmental impacts.

Policy 32: Non-hazardous waste landfill

What has changed?

- 5.36 Policy 32 (Non-hazardous waste landfill) has been updated to reflect the current status of sites and permissions. Blue Haze is now the only remaining non-hazardous landfill. Squabb Wood landfill has closed so the allocation for additional capacity is no longer deliverable. The proposal for non-hazardous landfill at Purple Haze has been excluded from the current planning application and therefore, is no longer considered deliverable.
- 5.37 A new proposal 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. As such, the policy has been amended to address proposals to re-work landfills to ensure there is a beneficial outcome.

Why has it changed?

- 5.38 At the time the HMWP was prepared, it was estimated that there was 8 years of remaining capacity which would be exhausted by 2018/19. In line with the absence of new provision of landfill there has been a declining trend in the lifetime of landfill

capacity, with a low point in 2017 (2.4 years). In 2018 this increased to 3.7 years as reduced amounts of waste were received at the remaining landfill in Blue Haze.

- 5.39 The lifetime of landfills is monitored annually to ensure that sufficient capacity is provided. The lifetime of landfill capacity dropped below 4 years in 2015 and has remained that way.
- 5.40 With the reduction of the number of landfill sites, there has been a move towards regional facilities and the Hampshire Authorities have been working with other local authorities in the region to accommodate these, where appropriate.
- 5.41 The Policy now reflects the current status of non-hazardous landfill provision and facilitates decision-making on proposals for re-working of landfills.

What does this mean for Hampshire?

- 5.42 The number of landfill sites in Hampshire have steadily decreased and most of the allocated sites in the adopted 2013 Plan have not been taken up. This is in line with the ambitions of a circular economy and with Hampshire's aim to ultimately divert 100% waste from landfill. It also has climate change benefits as the vast majority of carbon emissions from waste management (excluding energy from waste) comes from landfill sites. The policy still sets out how new landfill can come forward, in order for Hampshire to provide for its own waste, however the Hampshire Authorities have no control over whether any sites do come forward.

Policy 33: Hazardous and Low Level Radioactive Waste development and Policy 34 Safeguarding potential minerals and waste wharf and rail depot infrastructure

What has changed?

- 5.43 The remaining policies which address Hazardous and Low Level Radioactive Waste development (Policy 33) and Safeguarding potential minerals and waste wharf and rail depot infrastructure (Policy 34) are unchanged, other than factual updates to the policies and supporting text.

What does this mean for Hampshire?

- 5.44 The Policies continue to support appropriate development hazardous and low level radioactive waste development and safeguarding potential minerals and waste wharf and rail depot infrastructure to provide for Hampshire's needs.

6. Plan Appendices

Appendix A: Site Allocations

What has changed?

- 6.1 Appendix A: Site Allocations has been updated with the proposed allocations set out in the Draft Plan. This includes some but not all of the original allocations. The proposed allocations include the following:
- A303 Enviro Park (Strategic waste site – Policy 29);
 - Andover Sidings, Andover (Rail depot - Policy 19);
 - Ashley Manor Farm (Sand and gravel extraction – Policy 20);
 - Basingstoke Sidings (Rail depot - Policy 19);
 - Bramshill Quarry extension (Sand & gravel extraction - Policy 20);
 - Cobley Wood (Sand & gravel extraction - Policy 20);
 - Cutty Brow (Sand & gravel extraction - Policy 20);
 - Dunwood Fruit Farm (Sand & gravel extraction - Policy 20);
 - Hamble Airfield (Sand & gravel extraction- Policy 20);
 - Hamer Warren Quarry (Strategic waste site – Policy 29);
 - Holybourne Rail Depot (Rail depot – Policy 19);
 - Land west of A303 Enviropark (Strategic waste site – Policy 29);
 - Micheldever Sidings (Rail depot - Policy 19);
 - Midgham Farm (Sand & gravel extraction - Policy 20);
 - Land off Boarhunt Road (Strategic waste site – Policy 29);
 - Lee Lane, Nursling (Strategic waste site – Policy 29);
 - Purple Haze (Sand & gravel extraction - Policy 20);
 - Stanbridge Ranvilles (Sand & gravel extraction - Policy 20);
 - The Triangle (Sand & gravel extraction - Policy 20);
 - Totton Sidings, Totton (Rail depot - Policy 19);
 - Yeatton Farm (Sand & gravel extraction - Policy 20); and
 - Mineral Safeguarding Area - Whitehill & Bordon (Safeguarding of mineral resources - Policy 15).
- 6.2 The Development Considerations for each proposed allocation have been updated or prepared. These are specific to the allocation but would need to be addressed alongside all the other relevant policies in the Plan.
- 6.3 Whilst the sites are proposed allocations in the Plan, they would still require planning permission.

Why has it changed?

- 6.4 The allocations that have been removed as they are now permitted include:
- Bleak Hill Quarry extension;

- Forest Lodge Home Farm;
 - Michelmersh Brickworks; and
 - Roeshot.
- 6.5 Selborne Brickworks has also not been included as the brickworks have not been operational for a number of years and the allocation is not being actively promoted.
- 6.6 Squabb Wood Landfill has not been included as the landfill has now closed and the option for extension was not pursued.
- 6.7 The Mineral Safeguarding Area at Whitehill & Bordon remains as the development of the site to a Green Town is on-going and the opportunity for prior extraction should continue to be explored, where possible.
- 6.8 The additional proposed allocations have been included to help ensure a steady and adequate supply of aggregate and sustainable waste management provision to meet Hampshire's needs up to 2040.
- 6.9 A number of the proposed allocation sites (including some that are existing allocations in the 2013 adopted Plan) have live planning applications. These are effectively being tested through the planning process. Should they be permitted, they will form part of the existing waste management capacity or mineral reserves. Should they be refused planning permission, the site will be removed from the Plan as a proposed allocation. Until such time, unless there are over-riding issues which suggest they are not suitable (or they are existing allocations in the adopted Plan), they will remain as proposed allocations.

What does this mean for Hampshire?

- 6.10 The provision of allocations helps to give certainty to industry and local residents of what development is proposed, when it is likely to take place and what measures will need to be in place to protect communities and the environment.

Appendix B: List of safeguarded minerals and waste sites

What has changed?

- 6.11 The List of safeguarded minerals and waste sites has been updated to reflect the current version available on the Hampshire County Council website. This list is correct as of May 2022. The original list was in order of facility type but now is in order of district/borough.

Why has it changed?

- 6.12 The safeguarded list needs to be regularly reviewed and updated as sites are closed, and new permissions are granted. The latest version of the list is available on the

website²³, and it is proposed that this will be the sole source of this information as the list in the adopted Plan quickly becomes out-of-date and remains so until a time of an update.

- 6.13 The list is now in district/borough order to make it easier to find the relevant sites.

What does this mean for Hampshire?

- 6.14 Safeguarded sites are protected from encroachment by non-minerals and/or non-waste development and local districts and boroughs are required to consult the relevant minerals and waste planning authority if a proposal may impact on an existing or proposed operation.
- 6.15 The safeguarding of sites is important in maintaining a steady and adequate supply of minerals and a sustainable network of waste management facilities to meet Hampshire's needs.

Appendix C: Implementation and Monitoring Plan

What has changed?

- 6.16 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.
- 6.17 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.

Why has it changed?

- 6.18 Plan practitioners have recognised the difficulties of getting the right monitoring indicators, where information can be obtained and helps monitor the effectiveness of the Policies. Where possible, some adjustments have been made to the monitoring plan since adoption, such as ensuring all data is covering the calendar year so that it is comparable.

What does this mean for Hampshire?

- 6.19 Improving the monitoring and implementation of the Plan will help to identify if a review or update is required to ensure the Plan stays effective at delivering the right development in the right place at the right time.

²³ Minerals and waste sites in Hampshire (HCC) -
<https://www.hants.gov.uk/landplanningandenvironment/strategic-planning/sites-in-hampshire>

Appendix D: Relationship between Plan policies and previously adopted policies & Appendix E: Supporting documents

What has changed?

- 6.20 Appendix D (Relationship between Plan policies and previously adopted policies) has been excluded from the Draft Plan and this has been replaced by an updated Appendix E (now Appendix D): Supporting documents.

Why has it changed?

- 6.21 Appendix D is not relevant to the Draft Plan as this considered the relationship between the adopted 2013 Plan and the Core Strategy (2007) and the Hampshire, Portsmouth and Southampton Minerals and Waste Local Plan (1998). The adopted 2013 Plan superseded all of the policies listed in Appendix D and therefore, these are no longer relevant to decision-making.
- 6.22 Appendix E (now Appendix D) set out the supporting documents which were prepared for the adopted 2013 Plan. Many of these documents, but not all, will be superseded by those prepared to support the Partial Update. Therefore, the supporting documents to the Draft Plan are also listed.

What does this mean for Hampshire?

- 6.23 The exclusion of both Appendix D does not have any impact on the effectiveness of the Plan. It is hoped the updated Appendix E (now Appendix D) will be a useful reference point.

Policies Map

What has changed?

- 6.24 The Policies Map will be updated following consultation on the Draft Plan and will accompany the Proposed Submission (Regulation 19) Plan.

7. What next?

Next Steps

- 7.1 Following consultation on the Draft Plan and supporting documents, the responses will be reviewed, and a consultation summary report will be prepared and made available as soon as possible after the consultation has closed. All the relevant material planning issues raised will be considered and the evidence base, and Plan will be amended accordingly.
- 7.2 The comments received will be used to inform the Proposed Submission Plan which is due to be subject to consultation during Summer 2023. It is intended that the Partial Update plan will be submitted to the Secretary of State by February 2024.

Glossary

Adaptation

In relation to climate change, adaptation relates to ensuring that minerals and waste development minimise their effect on climate change through reducing greenhouse gas emissions, sustainable use of resources, using low carbon technologies and avoiding areas vulnerable to climate change.

Agent of Change principle

The Agent of Change principle places the responsibility for mitigating impacts from existing noise-generating activities or uses on the proposed new noise-sensitive development. In other words, the person or business responsible for the change must also be responsible for managing the impact of the change.

Aggregate recycling site

Facilities where hard, inert materials are crushed and screened (filtered) to produce recycled/secondary aggregate of various grades. Aggregates may be produced from construction, demolition and excavation (CDE) waste, or incinerator bottom ash (IBA) from energy recovery facilities.

Area of Outstanding Natural Beauty (AONB)

Areas of countryside considered to have significant landscape value and protected to preserve that value.

Biodiversity Net Gain (BNG)

An approach to development, and/or land management, that aims to leave the natural environment in a measurably better state than it was beforehand.

Capacity

In relation to Policy 17 (Aggregate supply – capacity and source), capacity is the level of provision at existing sites which enables the delivery of aggregate supply.

Chalk

A soft white rock primarily formed from the mineral calcite. One of the uses of this mineral is in agriculture.

Circular economy

A circular economy is an alternative to a traditional linear economy (make, use, dispose) in which we keep resources in use for as long as possible, extract the maximum value from them whilst in use, then recover and regenerate products and materials at the end of each service life.

Clay

A fine-grained, firm earthy material that is plastic when wet and hardens when heated. Consisting primarily of hydrated silicates of aluminium and widely used in making bricks, tiles and pottery.

Climate change

A change in global or regional climate patterns, in particular a change apparent from the mid to late 20th century onwards and attributed largely to the increased levels of atmospheric carbon dioxide produced by the use of fossil fuels.

Climate Change Emergency

A climate emergency declaration or declaring a climate emergency is an action taken by governments and scientists to acknowledge humanity is in a climate emergency.

Combined heat and power (CHP)

Heating technology which generates heat and electricity simultaneously from the same energy source.

Construction, Demolition & Excavation Waste (CDE)

Waste generated by the construction, repair, maintenance and demolition of buildings and structures. It mostly comprises brick, concrete, hardcore, subsoil, and topsoil but can also include timber, metals and plastics.

Development Considerations

These are issues that need to be met/addressed alongside the other policies in the Plan in the event that a planning application is submitted for development.

Energy from Waste (EfW)

The process of creating energy – usually in the form of electricity or heat but also potentially biofuels from the thermal treatment of a waste source via technologies such as Incineration, Anaerobic Digestion, Gasification or Pyrolysis.

Green Belt

An area designated to provide permanent separation between urban areas. The main aim is to prevent urban sprawl by keeping land permanently open; the most important quality of Green Belt is its openness.

Heavy Goods Vehicles (HGV)

A vehicle that is over 3,500kg unladen weight and used for carrying goods.

Inert Waste

Waste that does not go under any significant physical, chemical or biological changes.

Landbank

A measure of the stock of planning permissions in an area, showing the amount of unexploited mineral, with planning permissions and how long those supplies will last at the locally derived rate of supply.

Local Transport Plan (LTP)

A statutory plan detailing the future transport approach in a given area.

Low-level Radioactive Waste (LLW)

Low Level Waste (LLW) is the lowest activity category of radioactive waste. It is classified as waste containing radioactive materials other than those acceptable for disposal with ordinary refuse, but not exceeding 4GBq per tonne of alpha or 12GBq per tonne of beta/gamma activity. Low-level wastes include metals, soil, building rubble and organic materials, which arise principally as lightly contaminated miscellaneous scrap. Metals are mostly in the form of redundant equipment. Organic materials are mainly in the form of paper towels, clothing and laboratory equipment that have been used in areas where radioactive materials are used – such as hospitals, research establishments and industry. LLW contains radioactive materials other than those acceptable for disposal with municipal and general commercial or industrial waste. A sub-category of LLW is Very Low Level Waste (VLLW).

Marine-won aggregates

Sand and gravel that is dredged from the seabed.

Minerals and Waste Planning Authorities (MWPA)

The local planning authorities (County and Unitary Councils) responsible for minerals and waste planning.

Mitigation

The reduction of something harmful or the reduction of its harmful effects.

National Planning Policy Framework (NPPF)

The National Planning Policy Framework sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally prepared plans for housing and other development can be produced.

Net zero

Refers to achieving carbon neutrality by balancing carbon emissions with carbon removal or simply eliminating carbon emissions altogether.

National Planning Policy for Waste (NPPW)

This document sets out the government's detailed waste planning policies. It should be read in conjunction with the National Planning Policy Framework.

Non-hazardous waste

Waste permitted for disposal at a non-hazardous landfill. It is not inert or hazardous and includes the majority of household and commercial wastes.

Oil and gas

Oil and gas are non-renewable resources.

Planning Practice Guidance (PPG)

A web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Rail depot

A railway facility where trains regularly stop to load or unload passengers or freight (goods). It generally consists of a platform and building next to the tracks providing related services.

Recovery

Any operation the principal result of which is waste serving a useful purpose by replacing other materials which would otherwise have been used to fulfil a particular function, or waste being prepared to fulfil that function, in the plant or in the wider economy.

Recycling

The series of activities by which discarded materials are collected, sorted, processed and converted into raw materials and used in the production of new products. Any recovery operation by which waste materials are reprocessed into products, materials or substances whether for the original or other purposes. It includes the reprocessing of organic material but does not include energy recovery and the reprocessing into materials that are to be used as fuels or for backfilling operations.

Restoration

The process of returning a site to its former use or restoring it to a condition that will support an agreed after-use, such as agriculture or forestry.

Safeguarding

The method of protecting needed facilities or mineral resources and of preventing inappropriate development from affecting it. Usually, where sites are threatened, the course of action would be to object to the proposal or negotiate an acceptable resolution.

Sharp sand and gravel

Coarse sand and gravel suitable for use in making concrete.

Silica sand

Also known as industrial sand, contains a high proportion of silica in the form of quartz. It is produced from unconsolidated sands and crushed sandstones and is used for applications other than as construction aggregates.

Site allocations

Specific sites are identified for minerals and waste activities in the Plan where there are viable opportunities, have the support of landowners and are likely to be acceptable in planning terms.

Soft sand

Fine sand suitable for use in such products as mortar, asphalt and plaster.

Statement of Community Involvement

A Local Development Document which sets out the standards the Planning Authority intends to achieve when involving the community in preparing Local Development Documents, or when making a significant development management decision. It also sets out how the Authority intends to achieve these standards. A consultation statement must be produced showing how the Authority has complied with its SCI.

Waste

The Waste Framework Directive 75/442 (as amended) defines waste as 'any substance that the holder discards or intends or is required to discard'.

Waste arisings

Waste generated within a specified area.

Waste hierarchy

The aim of the waste hierarchy is to extract the maximum practical benefits from products and to generate the minimum amount of waste. The revised Waste Framework Directive introduces a changed hierarchy of options for managing waste. It gives top priority to preventing waste. When waste is created, it gives priority to preparing it for re-use, followed by recycling, then other recovery such as energy recovery, and finally disposal (for example landfill). The Waste (England and Wales) Regulations 2011 apply the requirements for the waste hierarchy.

Wharf

A landing place or pier where ships may tie up and load or unload.

A summary of this document can be made available in large print, in Braille or audio cassette. Copies in other languages may also be obtained. Please contact Hampshire County Council by email HMWP.consult@hants.gov.uk or by calling 01962 846746.