Non-Technical Summary of the Bournemouth, Dorset and Poole Draft Mineral Sites Plan Sustainability Appraisal 2017.

Introduction

1.1. As required by the Planning and Compulsory Purchase Act 2004, Dorset County Council as Minerals and Waste Planning Authority (acting on behalf of the Borough of Poole and Bournemouth Council) is preparing a Minerals Local Plan.

1.2. The first document to be produced was the Bournemouth, Dorset and Poole Minerals Strategy 2014. The Minerals Strategy sets out the vision, objectives and spatial strategy for minerals development in Bournemouth, Dorset and Poole. Following on from this is the preparation of the Bournemouth, Dorset and Poole Mineral Sites Plan. This latter document identifies the sites necessary to deliver the Minerals Strategy.

1.3. A Sustainability Appraisal report has been prepared to support the preparation of the Mineral Sites Plan. This document is the Non-Technical Summary of the Sustainability Appraisal of the Bournemouth, Dorset and Poole Draft Mineral Sites Plan. A separate Sustainability Appraisal was prepared in support of the Minerals Strategy, covering the strategic issues of the Minerals Strategy.

1.4. In addition, the Bournemouth, Dorset and Poole Waste Plan is under preparation and will replace the current adopted Waste Plan (2006). It identifies sites for new waste management facilities to meet the county's needs. Once adopted, it will provide the policy framework for determining planning applications for waste management facilities up to 2033. A separate Sustainability Appraisal report is being prepared to support this Plan.

1.5. This Non-Technical Summary (NTS) explains the structure and function of the Sustainability Appraisal, and sets out its key findings.

Previous Consultations of the Draft Mineral Sites Plan

1.6. Various iterations of the Draft Mineral Sites Plan have been out for public consultation:

- The Mineral Sites Allocation Document (MSAD) was published in 2008, setting out the range of site nominations (site options) received in response to a 'call for sites' issued in 2006/7. A preliminary impact assessment was included.
- The Mineral Sites Plan Consultation Document 2013-2014 was published for consultation from December 2013 to February 2014. Each site proposal included a brief summary of expected impacts.
- In Summer 2015, the Draft Mineral Sites Plan was published for consultation. This draft version of the MSP set out the MPA's preferred options for sites. It also included proposals for an aggregates Area of Search, the Puddletown Road Policy Area and safeguarding of existing minerals sites. Supporting documents, including a Draft Sustainability Appraisal and Habitat Regulations Appraisal, were also prepared and consulted on.
- The Draft MSP Update 2016, was consulted on between May and July 2016. This was both an update of some aspects of the MSP and consultation on additional site options. Again a Draft Sustainability Appraisal and Habitat Regulations Appraisal were prepared and consulted on.
- The Pre-Submission Consultation of the Draft Mineral Sites Plan ran from December 2017 to January 2018. A Draft Habitat Regulations Appraisal and Sustainability Appraisal were prepared and included in the consultation.

What is SA/SEA?

1.7. The purpose of Sustainability Appraisal (SA) is to ensure that sustainability issues are considered during the preparation of plans. The SA is an iterative process which is intended to identify the likely

effects of the Draft Mineral Sites Plan (DMSP) and the extent to which the DMSP achieves economic, environmental and social objectives.

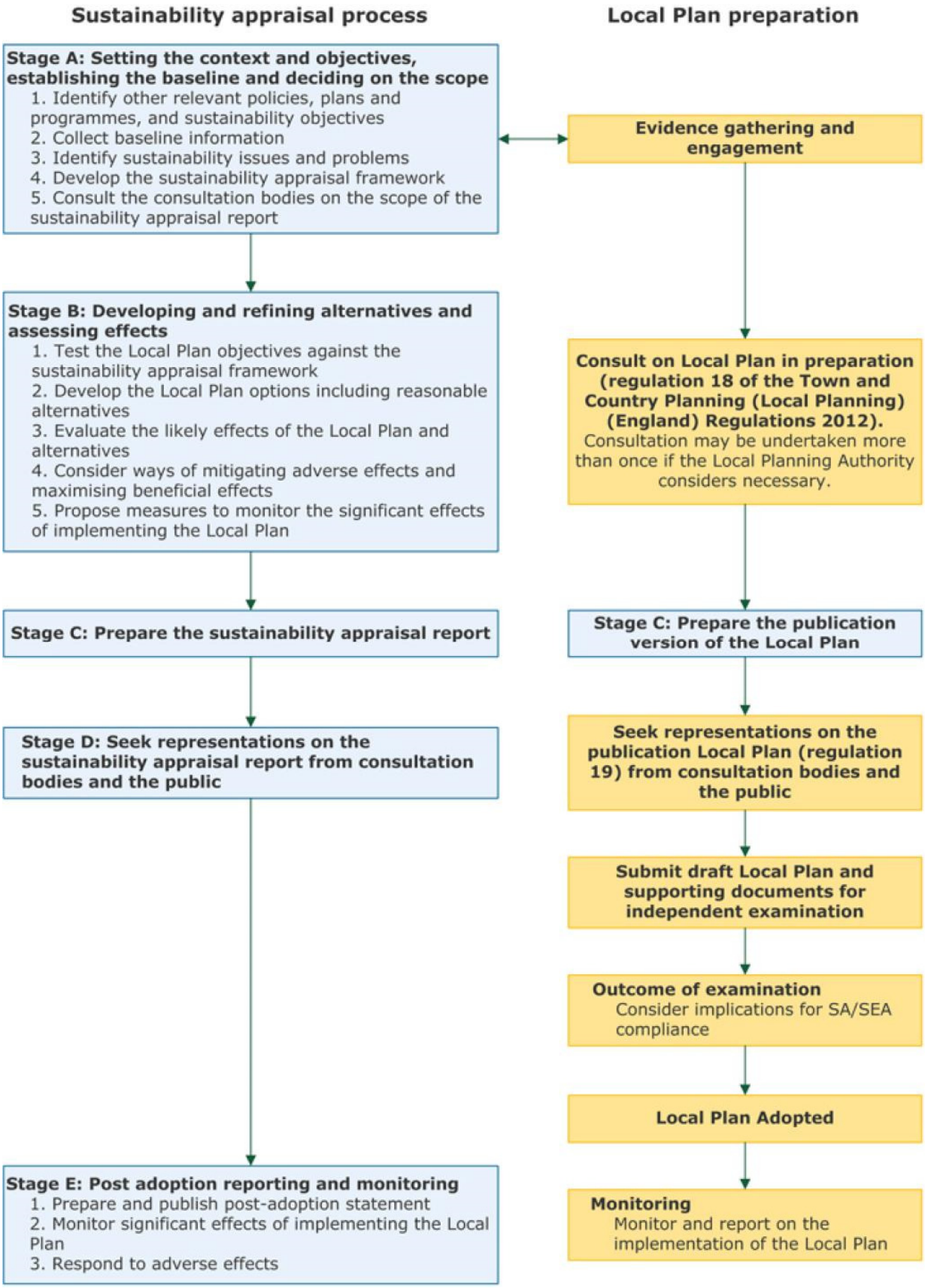
1.8. The SA must also incorporate the requirements of the European Directive 2001/42/EC on the 'assessment of the effects of certain plans and programmes on the environment[1].' This is commonly referred to as the Strategic Environmental Assessment or 'SEA' Directive. The Planning and Compulsory Purchase Act 2004[2] requires an SA and SEA to be carried out for Local Plans. Both of these requirements can be carried out in one appraisal process. In order to avoid any confusion, the reference to SA throughout this document will refer to both the SA and the SEA.

1.9. The SA is made up of a series of stages (A to E) which are detailed in Figure 1 below. Figure 1 also shows the corresponding stages of Local Plan production.

[1] European Parliament. (2001) "The Assessment of the Effects of Certain Plans and Programmes on the Environment", Directive 2001/42/EC of the European Parliament, Luxembourg, 2001 http://europa.eu/legislation_summaries/environment/general_provisions/l28036_en.htm

[2] Planning and Compulsory Purchase Act 2004: http://www.legislation.gov.uk/ukpga/2004/5/contents

Figure 1: SA and SEA and Plan Preparation Stages



Links to other policies, plans and programmes

1.10. The Mineral Planning Authority must take account of relationships between the Draft Mineral Sites Plan and other relevant policies, plans, programmes and sustainability objectives. This is in addition to the need to take into account environmental protection objectives established at international, European and national levels. All of these may influence the options to be considered in the

preparation of the Local Plan. By reviewing these, relationship inconsistencies and constraints can be addressed and potential synergies can be exploited.

1.11. Stage A1 of the SA process involves establishing the context in which the Site Locations Document is being prepared, namely the other plans and programmes and sustainability objectives that could influence its content and the opportunities and challenges they present. The SEA Directive specifically requires environmental objectives established at international, European Community or national levels to be taken into account in developing a Plan.

1.12. A review of relevant plans and programmes that may influence the Mineral Sites Plan and vice versa was undertaken. This detailed review is contained in the SA Scoping Report (Waste and Minerals Sustainability Appraisal Scoping Report: March 2015[3]) as a series of twelve separate topic papers. These include the topics identified in the SEA Directive, along with social and economic topics to fulfil the requirements of the sustainability appraisal guidance and the Planning and Compulsory Purchase Act 2004.

1.13. The Scoping Report published a list of relevant plans, policies and programmes and contained a detailed assessment of these plans and their key messages and implications for the Mineral Sites Plan.

Developing the SA Framework

1.14. The final stage of Task A involves establishing a set of Sustainability Objectives which reflect the key sustainability issues in order to assess the extent to which policies might worsen them or provide mechanisms for addressing them. The SA Objectives provide the framework for the subsequent assessment of the DMSP including policy and site alternatives, and for checking that any resulting refinements of the preferred policy positions are capable of delivering the most sustainable outcomes.

1.15. The Objectives must cover a wide range of issues and not be so numerous that the assessment becomes onerous so they are defined broadly by necessity. In order to provide an effective basis for assessment, a number of subsidiary criteria are defined for each Objective which provide a mechanism for judging whether a policy has a positive, negative or neutral impact.

1.16. The identified Sustainability Appraisal Objectives are set out below – broken down by Environmental, Economic and Social.

Sustainability Objectives – Environmental

1. To move waste management up the waste hierarchy and promote net self sufficiency
2. To maintain, conserve and enhance biodiversity
3. To maintain, conserve and enhance geodiversity.
4. To maintain, conserve and enhance the quality of ground, surface and sea waters and manage the consumption of water in a sustainable way.
5. To reduce flood risk and improve flood management.
6. To maintain, conserve and enhance the historic environment (including archaeological sites, historic buildings, conservation areas, historic parks and gardens and other locally distinctive features and their settings).
7. To maintain, conserve and enhance the landscape, including townscape, seascape and the coast.
8. To protect and improve air quality and reduce the impacts of noise.
9. To maintain, conserve and enhance soil quality.

[3] See: https://www.dorsetforyou.gov.uk/article/354652/Sustainability-appraisal---minerals-and-waste

Sustainability Objectives – Economic

10. To conserve and safeguard mineral resources
11. To promote the use of alternative materials.
12. To provide an adequate and affordable supply of minerals to meet society's needs.
13. To encourage sustainable economic growth

Sustainability Objectives – Social

14. To adapt to and mitigate the impacts of climate change.
15. To minimise the negative impacts of waste and minerals transport on the transport network, mitigating any residual impacts.
16. To support and encourage the use of sustainable transport modes, imposing no unmitigated negative impacts on them.
17. To sustain the health and quality of life of the population
18. To enable safe access to countryside and open spaces

1.17. This Chapter of the Sustainability Appraisal also used matrices to compare the identified Sustainability Objectives, the Site Selection Criteria of Appendix A of the Minerals Strategy and the Issues identified in the SEA Directive, demonstrating that the selected Sustainability Objectives correspond with and cover both the site selection criteria and the SEA Directive Issues.

Developing and Refining Options and Assessing Effects

1.18. Stage B of the Sustainability Appraisal process is the development and refinement of options and policies and an assessment of their effects. Assessment of alternatives, and their effects, is central to the SA/SEA process and is a particularly important element of policy development. The effects of the various options, including site options, have been tested against the SA objectives that were set out in the Scoping Report. The aim of the appraisal is to identify any significant conflicts or combined effects between the options and the SA objectives.

Relationship between Minerals Strategy and Mineral Sites Plan

1.19. This part of the Sustainability Appraisal elaborates on the roles/relationship of the Minerals Strategy and Draft Mineral Sites Plan. The Minerals Strategy was adopted in 2014. As part of its preparation a SA/SEA was prepared. This assessed the proposed mineral strategies and the effects of the development management policies. It formed part of the Examination into the Minerals Strategy, and can be seen at: https://www.dorsetforyou.gov.uk/media/180591/MSSD03---Sustainability-Appraisal-Report-2012/pdf/MSSD03_-_Sustainability_Appraisal_Report_2012.pdf

1.20. **The Sustainability Appraisal of the Mineral Sites Plan does not re-appraise the overall strategic approaches of the Minerals Strategy**.

1.21. The Mineral Sites Plan (MSP) identifies and designates the specific sites and areas required to deliver the component mineral strategies of the Minerals Strategy. It also includes additional policies to facilitate the supply of minerals and restoration of sites, including an aggregates Area of Search, a Puddletown Road site management and restoration policy and safeguarding of mineral sites and infrastructure.

Options Appraised in the Mineral Sites Plan Sustainability Appraisal

1.22. The Mineral Sites Plan sustainability appraisal has considered and appraised:

- Options for **numbers of site allocations** to include in the Plan, and;
- Options for **site allocations** to be included, and;

- **Policies** (apart from site allocation policies) included in the Mineral Sites Plan.

1.23. In terms of location, options for the location of mineral sites are restricted since minerals can only be worked where they are found. In addition, the site selection process is based on the approach that sites are favoured if they have a willing promoter/backer. Although this identifies sites that are more like to be deliverable, it also has the effect of further restricting site location options.

1.24. Appraisal of spatial location has taken place through the separate assessment of each site nomination that has been carried out and the results of these assessments are presented in Appendices A to C of the Sustainability Appraisal. Assessments of current, proposed allocations are in Appendix A; assessment of sites not included in the Draft Mineral Sites Plan, but not actually withdrawn, are in Appendix B. Assessments of withdrawn/permitted and/or unacceptable sites are in Appendix C.

1.25. In terms of options, the numbers of sites to be identified in the Plan is related to the level of provision of various minerals to be identified through the Plan.

1.26. The Mineral Sites Plan covers a range of minerals - aggregates (both sand and gravel and crushed rock), ball clay, Purbeck Stone, and other building stone (not Purbeck Stone or Portland Stone). Of these, sand and gravel and Purbeck Stone have had the greatest number of site nominations. The other mineral types have had far fewer.

Purbeck Stone

1.27. The Minerals Strategy, through Policy PK1, commits to providing for the production of some 20,000 tonnes per annum (tpa) of saleable stone. A number of Purbeck Stone sites have been nominated and the Mineral Planning Authority had to decide how many of these should be included in the Plan.

1.28. Unlike sand and gravel, it is more difficult to assess with any certainty the amount of saleable Purbeck Stone contained within a site nomination. Furthermore, there is a wide range of types (beds) of Purbeck Stone demanded by the market, and not every site will necessarily have a full range of beds/types. However, since the market demands a full range of Purbeck Stone types, operators/site nominees will ideally want access to a range of sites to provide a range of stone types. In addition, Purbeck Stone quarries are generally quite small with lower impacts.

1.29. For these reasons, it was considered appropriate to include all site nominations provided the individual site assessment of each site has not identified any impacts not capable of mitigation.

Sand and gravel

1.30. For sand and gravel, the current planned provision varies annually, but to date the figure of the average of the past ten years of sales - currently 1.51 million tonnes per annum (mtpa) - has been used to determine the current landbank.

1.31. If all the sand and gravel site nominations were included in the DMSP, this would be an over-provision in relation to predicted demand. The Mineral Planning Authority has options – to over-provide at the plan allocation stage, or to provide an amount that is relatively close to the predicted requirement over the Plan period.

1.32. **Option 1**: publish the DMSP with just enough sites to meet expected demand, assuming that all sites will be found acceptable following Examination – this reduces the risk of environmental impacts but increases the risk of the Plan being found unsound on grounds of insufficient provision.

1.33. **Option 2:** publish the DMSP with an over-provision of supply (i.e. more sites than needed to just meet demand), with the expectation that some sites will be rejected following the Examination – this reduces the risk that the Plan could be found unsound for inadequate provision of aggregate, but potentially increasing impacts on amenity and the environment.

1.34. Both of these options assume the Aggregates Area of Search will be included, providing additional flexibility should any of the allocated sites in the adopted MSP be found unacceptable at planning application stage, or should there be an increase in demand that cannot be met in the short term by the allocated sites.

1.35. Following the appraisal of these options, it was determined that including more rather than less sand and gravel sites in the Draft Mineral Sites Plan prior to Examination is preferable, on the basis that

this provides more flexibility and greater certainty that, should some of the sites be rejected at Examination, the Plan would still be able to meet sand and gravel demand.

Establishing Aggregate Demand

1.36. Consideration has also been given to the various options for establishing the basis for aggregate demand. The National Planning Policy Framework (National Planning Policy Framework) (para. 146) states that mineral planning authorities should plan for a steady and adequate supply of aggregate minerals (sand and gravel and crushed rock) by preparing an annual Local Aggregates Assessment (LAA) based on a rolling average of 10 years sales data and other relevant local information.

1.37. National Planning Practice Guidance (March 2014) further clarifies that LAAs should contain a forecast of demand for aggregates based on both the rolling average of 10-years sales data and other relevant local information.

1.38. However, there are other options for generating an indication of aggregate demand. Factors which could have an influence on future demand include:

- general growth in the economy (as measured by GVA)
- demand for new housing
- undertaking major new infrastructure projects requiring large amounts of aggregate
- general growth in population could also be a factor
- possible supply constraints affecting areas from which sand and gravel is sourced

1.39. Any method will therefore need to rely on a number of assumptions and it is considered that there may be risks involved in adopting an overly sophisticated approach. The NPPF requires that account should be taken of 10 year historic sales and other relevant local information. It is therefore considered to be appropriate to take a balanced view based on a range of information, including 10 year historic sales, in identifying the level of demand to be planned for. This is the approach taken in the preparation of annual Local Aggregates Assessments.

1.40. The figure identified in the Local Aggregates Assessment is used as the annual provision figure in establishing the landbank.

Policy Appraisal

1.41. There are 9 policies in the Plan, numbered MS-1 through MS-9. Policies MS-1 through MS-7 relate to the provision of mineral sites. Since individual sustainability appraisal assessments have been carried out for all the site nominations, these site allocation policies have not been appraised separately.

1.42. Policy MS-2 is an exception to this in that it does not specifically allocate individual sites, but instead allocates an Aggregates Area of Search where aggregate sites not specifically allocated could be permitted provided certain criteria are met.

1.43. Policy MS-8 covers the designation of the Puddletown Road Area, an area incorporating the Puddletown Road and surrounding areas. It is intended to facilitate heathland restoration and coherent and long-term site development, management and restoration, with benefits to the environment and to local amenity.

1.44. Policy MS-9 relates to safeguarding of mineral sites and infrastructure, developing the provisions of the safeguarding policies in the Minerals Strategy and requiring District/Borough authorities to consult Dorset County Council as Mineral Planning Authority if mineral sites/infrastructure might be threatened by encroaching built development. It is intended to maintain an adequate and appropriate separation between minerals development and built development, and minimise impacts due to encroachment.

1.45. The latter three policies were assessed against all 18 Sustainability Objectives, using a matrix. The sustainability appraisal indicates that all three of these policies perform well against the sustainability objectives and it is expected that these policies will be fit for purpose. No changes are currently considered necessary.

Appraisal of Nominated Sites

1.46. In order to predict the impacts/benefits of the various site allocations and to identify the response to these impacts/benefits, each site nominated to the Mineral Planning Authority has been assessed against all the sustainability objectives derived from the Sustainability Appraisal Scoping Report. This has included temporal assessment, considering the short, medium and long term impacts or in mineral planning terms, possible impacts/benefits at the site preparation, working and restoration/aftercare stages.

The Site Appraisal Process

1.47. The Sustainability Appraisal site appraisal process has incorporated two stages, a preliminary technical exercise in which a series of site selection criteria are applied, followed by an assessment of each site against the sustainability objectives and based on the results of the criteria assessment, with commentary on identified impacts or benefits over specified timescales and a recommendation regarding inclusion or exclusion of the site.

1.48. **Stage 1** is a preliminary technical exercise, assessing all the site proposals through applying the site selection criteria set out in the Minerals Strategy.

1.49. The site selection criteria and methodology used initially are set out in Appendix 1 of the 2014 Minerals Strategy. They are intended for use as part of the site selection process and form part of the Sustainability Appraisal itself. There are 25 criteria in all, covering ecological, economic and social issues and providing a standardised approach to assessing mineral site nominations and a clear audit trail to demonstrate how assessments have been undertaken.

1.50. Application of the criteria includes recording a subjective assessment of likely impacts/benefits for each criterion and, depending on the anticipated strength of the impacts/benefits, the assignment of a colour according to a ranking devised specifically for each of the 25 criteria. This provides both a written explanation of the level of anticipated impact/benefit and a visual impression of the suitability of any site nomination. The Stage 1 assessments have been carried out in different phases and are can be seen at: ...[4].

1.51. This preliminary technical exercise is followed by **Stage 2** which is an assessment of each site against the sustainability objectives and based on the results of the Stage 1 assessment as described above, with commentary on identified impacts or benefits over specified timescales, consideration of secondary/cumulative/synergistic effects, hydrology, health impacts and a recommendation regarding inclusion or exclusion of the site.

1.52. The results of the Stage 2 assessments are presented separately in Appendix A (for sites being taken forward) and Appendix B (for sites not being taken forward) and Appendix C (sites withdrawn or already permitted).

Health Impact Assessment

1.53. Health Impact Assessment (HIA) helps to shape emerging plans by predicting the health consequences of a proposal or policy being implemented. Mineral extraction, processing and transportation can have implications on the public health and wellbeing and HIA seeks to anticipate health impacts, for which mitigation can be identified and implemented. As with Sustainability Appraisal, HIA also helps to identify potential benefits that may arise e.g. benefits of specific site restoration.

1.54. HIA has been integrated into the SA/SEA process in two ways. Both Stage 1 and Stage 2 of the two stage assessment process described above have specific criteria or objectives which consider human health.

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[4] The 2013/14 site assessments can be seen at:
http://consult.dorsetforyou.com/portal/minerals_and_waste/mineral_sites_plan?tab=files

The 2015 assessments are available online at are available online at:
http://consult.dorsetforyou.com/portal/draft_minerals_plan?tab=files

1.55. For Stage 1, the most relevant site assessment criteria are: *Site Selection Criterion C18: Does the proposal have any impact on Sensitive Human Receptors?* and *Site Selection Criterion C19: Does the proposal have any impact on existing settlements?*. There are other criteria also relevant, including countryside recreation and access, air quality, water/flooding. Each site nomination has been assessed against all criteria, so health impacts and issues have been identified at an early stage.

1.56. For Stage 2, the 2015 Sustainability Appraisal Scoping report contained eighteen sustainability objectives, two of which are directly relevant to the assessment of health impacts; SA Objective 17 'To sustain the health and quality of life of the population' and SA Objective 8 'To protect and improve air quality'. Other objectives are also relevant to the assessment of health impacts including; SA objective 13 'To encourage sustainable economic growth' and SA objective 18 'To enable safe access to countryside and open spaces'.

1.57. Draft Sustainability Appraisal reports were prepared for the 2015 and 2016 consultations, so again health impacts have been identified and addressed at an early stage.

1.58. Although the Mineral Sites Plan does not contain further policies to specifically address the health of communities, all the development management and other policies of the 2014 Minerals Strategy will apply to the proposed site allocations, and in this way will address any potential health impacts.

1.59. The individual site appraisals (Appendices A, B and C of the Sustainability Appraisal) each include separate consideration of health issues, identifying the relevant impacts and stating how these will be addressed. Health issues are not specifically mentioned in the Development Guidelines of each proposed site allocation – it is taken that all the proposals, if received as planning applications, will include Environmental Impact Assessment which will include health issues, with appropriate mitigation as required by 2014 Minerals Strategy and National Planning Policy Framework policy.

Equalities Impact Assessment

1.60. Virtually everyone in Bournemouth, Dorset and Poole uses minerals in some way, but it is not always obvious how they are being used. Minerals are relevant to most residents/businesses, but the actual impacts of mineral working can be more focused.

1.61. Minerals can only be worked where they are found. This does mean that residents/communities living in areas where minerals are found are likely to experience impacts that residents in non-mineral areas do not. This is unavoidable, and the Mineral Planning Authority will use conditions attached to a planning permission to mitigate these impacts.

1.62. National policy, and development management policies of the 2014 Minerals Strategy, are intended to ensure residents and businesses are protected from the potentially harmful effects of mineral working.

1.63. However, within and around mineral bearing areas there is no evidence to suggest that the Plan, either in preparation or implementation, is likely to impact on specific equality groups any differently from the impact on the general population.

1.64. All potential sites nominated for inclusion in the Plan are thoroughly assessed to identify the ones expected to cause the least impacts on communities and the wider environment. No new mineral development takes place directly as a result of the Plan; before new mineral development takes place an operator must submit a planning application to the Mineral Planning Authority for assessment and determination. An Environmental Impact Assessment will be carried out on the process of determining planning applications for mineral development. At plan implementation, identified impacts are mitigated to acceptable levels by thorough assessment and application of controls such as planning conditions.

Monitoring

1.65. The SEA Directive (European Directive 2001/42/EC "The assessment of the effects of certain plans and programmes on the Environment") requires that the significant environmental effects of implementing a plan of programme should be monitored in order to identify at an early stage any unforeseen adverse effects, and to be able to undertake appropriate remedial action. SA monitoring

will cover significant sustainability effects as well as the environmental effects.

1.66. Monitoring already plays an important role in the performance management of the minerals planning process in Bournemouth, Dorset and Poole. Between April 2004 and March 2012 monitoring was presented in the form of Annual Monitoring Reports (AMRs). These reports were required under the Planning and Compulsory Purchase Act 2004. AMRs assessed progress on the preparation of development plan documents and numbers of applications considered by the Minerals and Waste Planning Authority. They also contained data on waste arisings and management. The county council produced seven Annual Monitoring Reports since 2004 and these can be found on our website.

1.67. The 2014 Bournemouth, Dorset and Poole Minerals Strategy included a monitoring framework, with indicators. This includes monitoring of the policies for minerals provision and environmental and amenity protection, key aims of the Mineral Sites Plan. The 2014 Minerals Strategy policy monitoring, as it becomes established, is recorded in the AMRs for 2015, 2016 and 2017, and will be directly relevant to the implementation and monitoring of the Mineral Sites Plan.

1.68. In addition to this, the Mineral Sites Plan has its own monitoring framework, and the key indicators to be monitored and relevant conclusions will be included in the Annual Monitoring Reports. The monitoring framework is set out in section 7 of the Draft Mineral Sites Plan and contains more detail on the monitoring indicators and how they will be measured.

Findings of the Sustainability Appraisal

1.69. The Sustainability Appraisal has not assessed any strategic issues, as these have already been assessed during preparation of the Minerals Strategy. It has assessed

- Options for numbers of site allocations to include in the Plan, and;
- Options for site allocations to be included, and;
- Policies (apart from site allocation policies) included in the Mineral Sites Plan.

1.70. The Sustainability Appraisal indicates that a reasonable balance has been struck in terms of how many sand and gravel sites have been included in the Plan. it has indicated which sites are considered appropriate for inclusion in the Draft Mineral Sites Plan and which aren't, and it has indicated that the three non-site allocating policies are acceptable as they are.

1.71. The Sustainability Appraisal, covering the whole Plan, remains a relatively high-level assessment. It can generally only estimate or assume what level of impact or benefit a given development will have. It is only at the detailed planning application stage, when an Environmental Impact Assessment is carried out, that detailed information will be available and it will be possible to predict impacts/benefits/mitigation more accurately.

Monitoring

1.72. The SEA Directive requires monitoring of the significant environmental effects of the plan, in order to identify unforeseen adverse effects and to enable remedial actions to be taken. Chapter 12 of the SA sets out the proposals for monitoring the implementation of the Draft Mineral Sites Plan.

1.73. Careful monitoring will be essential to ensure that all policies and site allocations, especially those with the potential for specific effects, are implemented correctly and significant impacts are avoided. This will help to ensure consistent implementation of policies and any necessary mitigation.