

Report to	Planning Committee
Date	13 November 2025
By	Director of Planning
Title of Report	Hampshire Minerals and Waste Plan (HMWP) Partial Update – Schedule of Main Modifications for Public Consultation.
Purpose of Report	To update on the progress of the Hampshire Minerals and Waste Plan (HMWP) Partial Update, to recommend approval of the Schedules of Main and Additional Modifications to the HMWP Partial Update and Policies Map, and to recommend approval of the public consultation of the Schedules of Main and Additional Modifications to the HMWP Partial Update and Policies Map.

Decision

Recommendation:

The Planning Committee is recommended to:

- 1. Note the findings of the addendums to the Habitats Regulations Assessment (HRA) (Appendix 4) and the Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) (Appendix 5) on the Schedule of Main Modifications (Appendix 1) to the submission version of the Hampshire Minerals and Waste Plan (HMWP) Partial Update; and**
 - 2. Approve the Schedule of Main Modifications (Appendix 1), Schedule of Main Modifications to Policies Map (Appendix 2), and Schedule of Additional Modifications (Appendix 3) to the submission version of the Hampshire Minerals and Waste Plan (HMWP) Partial Update; and**
 - 3. Approve the public consultation of the Schedule of Main Modifications (Appendix 1), Schedule of Main Modifications to Policies Map (Appendix 2), Schedule of Additional Modifications (Appendix 3), Habitats Regulations Assessment (HRA) Addendum (Appendix 4) and Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) Addendum (Appendix 5) to the submission version of the Hampshire Minerals and Waste Plan (HMWP) Partial Update; and**
 - 4. Delegate authority to the Director of Planning – in consultation with the Chair of Planning Committee – to make any minor changes that are required prior to the start of the above public consultation.**
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Executive Summary

The Hampshire Minerals and Waste Plan (HMWP) Partial Update has been prepared in partnership by Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority (the “Authorities”) to plan for the future management of waste, and the production of minerals, in Hampshire up to 2040. The HMWP Partial Update covers the New Forest National Park, the administrative areas of the county and city councils, and the part of the South Downs National Park that falls within Hampshire.

The HMWP Partial Update has been subject to regulatory public consultations and an independent examination in public is currently being carried out. In terms of the latter, a Planning Inspector has been appointed to carry out the independent examination into the legal compliance and soundness of the HMWP Partial Update. This has included hearing sessions on principal matters identified by the Inspector. At present, the Inspector has raised no concerns around legal compliance, and no concerns over the soundness of the majority, of the HMWP Partial Update. However, the Inspector has requested that the Authorities prepare and publicly consult on main modifications to ensure the HMWP Partial Update can be found “sound” and subsequently adopted.

I. Background

- I.1 The Authorities responsible for planning for the management of waste, and production of minerals, in Hampshire are Hampshire County Council, Portsmouth City Council, Southampton City Council, the New Forest National Park Authority and the South Downs National Park Authority (“the Authorities”).
- I.2 The Authorities, together, prepared and adopted the Hampshire Minerals and Waste Plan (HMWP) in October 2013 to cover a plan period up to 2030, over a plan area comprising the New Forest National Park, the administrative areas of the county and city councils, and the part of the South Downs National Park that falls in the county council’s administrative area. The HMWP is part of the Development Plan for Hampshire (both inside and outside the South Downs National Park) and is a material consideration in the determination of planning applications. Since adoption, there has been an ongoing relationship between the Authorities regarding the monitoring and implementation of the HMWP.
- I.3 Regulation 10A of the Town and Country Planning (Local Planning) (England) Regulations 2012 requires local planning authorities to review a local development document every five years from the date of adoption to ensure it remains up-to-date and effective. This is reiterated in the National Planning Policy Framework which explains that policies in local plans should be reviewed at least once every five years to assess whether an update is needed. The HMWP was reviewed in 2018 but was not found to require an update at that time, although a number of issues were noted and monitored. A further review was undertaken in 2020 which concluded that parts of the HMWP needed to be updated to address changes in national policy and identified issues with mineral production and waste management provisions in the plan area.
- I.4 The HMWP Partial Update seeks to address the above, along with the implications on minerals and waste provisions from extending the plan period to 2040. Table 1 (below) summarises the preparation (to date) of the HMWP Partial Update against the key milestones / regulations set out in the Town and Country Planning (Local Planning) (England) Regulations 2012. In doing so, the table reflects the HMWP Local Development Scheme (updated July 2023 and March 2025) but with revisions from SDNPA Officers to provide further information on each key milestone and to update anticipated timescales moving forward. For the avoidance of doubt, the Authorities are currently at Regulation 24.

Key Milestone	Timescale	Description
Regulation 18 (Draft Plan Preparation)	March 2021 to October 2022	The Authorities carried out a Call for Sites (fixed period) and prepared the evidence base.
Regulation 18 (Draft Plan Consultation)	08 November 2022 to 31 January 2023 (12 weeks)	The Authorities carried out a regulatory public consultation on the draft version of the HMWP Partial Update. Circa 2,450 representations were received.
Regulation 19 (Proposed Submission Plan Preparation)	February 2023 to December 2023	The Authorities updated the evidence base and revised the HMWP Partial Update considering the updated evidence base and public representations.
Regulation 19 (Proposed Submission Plan Consultation)	09 January 2024 to 05 March 2024 (8 weeks)	The Authorities carried out a regulatory public consultation on the proposed submission version of the HMWP Partial Update. Circa 830 representations were received.
Regulation 22 (Submission Preparation)	April 2024 to June 2024	The Authorities updated the evidence base, and proposed modifications to the HMWP Partial Update considering the updated evidence base and public representations.
Regulation 22 (Submission to Secretary of State)	July 2024	The Authorities submitted the HMWP Partial Update to the Secretary of State who appointed a Planning Inspector.
Regulation 24 (Public Examination)	February 2025 to February 2026	The Planning Inspector is currently examining the HMWP Partial Update, and the Authorities need to consult on main modifications to the HMWP Partial Update.
Regulation 25 (Inspector’s Report)	March 2026 (anticipated)	It is anticipated that the Planning Inspector will deliver their final report on the HMWP Partial Update in March 2026.
Regulation 26 (Adoption)	July 2026 (anticipated)	If found “sound”, it is anticipated that the Authorities will adopt the HMWP Partial Update, as modified by the Planning Inspector, by July 2026.

Table 1: Preparation of the HMWP Partial Update.

- 1.5 The HMWP Partial Update is supported by an evidence base of various assessments and studies that are available to view in the [HMWP Partial Update Examination Library](#)
- 2. **HMWP Partial Update and Proposed Main Modifications**
- 2.1 The HMWP Partial Update (if adopted) will replace the 2013 HMWP in its entirety. It is still considered relevant to refer to it as a “partial” update as many policies – although all were

subject to consultation and updated in some form - remain largely unchanged. The update predominantly focuses on national legislative changes, national policy updates, the findings of the 2018 and 2020 reviews, and the implications on minerals and waste provisions from extending the plan period to 2040.

- 2.2 The HMWP Partial Update – as set out in Table I (above) - has been subject to regulatory public consultations and an independent examination in public is currently being carried out. In terms of the latter, a Planning Inspector has been appointed to carry out the independent examination into the legal compliance and soundness of the HMWP Partial Update. The role of the Inspector is to:
- Consider whether the HMWP Partial Update has been prepared in accordance with the Duty-to-Cooperate (DtC) as required by the Planning and Compulsory Purchase Act 2004, as amended by the Localism Act 2011; and
 - Consider whether the HMWP Partial Update meets the legal requirements of the Planning and Compulsory Purchase Act 2004 (as amended), and also whether it meets the requirements of the Town and County Planning (Local Planning) (England) Regulations 2012; and
 - Consider whether the HMWP Partial Update is “sound” based upon the four soundness criteria - positively prepared, justified, effective, and consistent with national policy - set out in the National Planning Policy Framework; and
 - Carry out the examination with the objective of contributing to the achievement of sustainable development as set out in Section 39 of the Planning and Compulsory Purchase Act 2004.
- 2.3 The independent examination has included hearing sessions – hosted in February and September 2025 at Hampshire County Council’s offices in Winchester - on principal matters identified by the Inspector. At present, the Inspector has raised no concerns around legal compliance, and no concerns over the soundness of the majority, of the HMWP Partial Update. However, the Inspector has requested that the Authorities prepare and publicly consult on main modifications to ensure the HMWP Partial Update can be found “sound” and subsequently adopted.
- 2.4 The Authorities have prepared a Schedule of Main Modifications to the HMWP Partial Update and Policies Map (Appendices 1 and 2, respectively), a Schedule of Additional Modifications (Appendix 3) focused on clarifications and factual corrections, and addendums to the Habitats Regulations Assessment (HRA) (Appendix 4) and Sustainability Appraisal / Strategic Environmental Assessment (SA / SEA) (Appendix 5) in relation to the Schedule of Main Modifications (Appendix 1).
- 2.5 The Schedule of Main Modifications and supporting documents (Appendices 1-5) are in response to the issues raised by the Inspector, to reflect any updated policy and guidance, and/or to address any previous omissions. It would not be appropriate to introduce modifications and/or additions to the HMWP Partial Update that fall outside of this scope. To do so would risk the examination period being further protracted or even undermine the likelihood of the HMWP Partial Update being found “sound”.
- 2.6 This report does not provide a summary of all policies and their proposed main modifications as these are clearly set out in the appendices. Instead, this report provides a focused summary of the proposed main modifications that may be of particular relevance or interest to Members of the South Downs National Park Authority. This focused summary is below and Members are reminded to review all appended information before making a decision. Please note, modifications are also proposed for monitoring indicators and triggers in the HMWP Partial Update to ensure they align with revised policy wording and that data is obtainable and measurable.

Sites

- 2.7 The HMWP Partial Update does not propose any new site allocations for minerals and waste development in the South Downs National Park. Instead, the HMWP Partial Update safeguards the following active sites and infrastructure and clarifies that this list will be updated regularly through the monitoring of the HMWP Partial Update (if adopted):
- EH003 – Butser Hill Lime Quarry [chalk and recycled aggregate].
 - EH058 – Horndean Wellsite (X) [oil and gas].
 - EH067 – Horndean Wellsite (C) [oil and gas].
 - EH117 – Petersfield Wastewater Treatment Works.
 - EH123 – Petersfield Household Waste and Recycling Centre.
 - EH163 – Liss Wastewater Treatment Works.
 - EH166 – Liss and Hill Brow Wastewater Treatment Works.
 - WR072 – Bishop’s Waltham Household Waste and Recycling Centre.
 - WR125 – Morestead Wastewater Treatment Works.
 - WR186 – Avington Matterley Farm [oil and gas].
 - WR209 – Avington Wastewater Treatment Works.
 - John Huntley Ltd (nr Buriton) [Material Recovery Facilities and End of Life Vehicles].
- 2.8 Butser Hill Lime Quarry (ref. EH003) is not safeguarded in the 2013 HMWP because it was dormant at the time of plan-making. However, it is currently active for chalk extraction and ancillary recycling operations. Policy 16 (safeguarding minerals infrastructure) - and supporting text of Policy 23 (chalk development) - explain that active chalk extraction sites will be safeguarded to protect production capacity. The site now meets criteria for safeguarding under existing and emerging policy and, as such, it has been added to the safeguarding list as per the Schedule of Additional Modifications (Appendix 3).
- 2.9 Selborne Brickworks (ref. EH015) straddles the boundary of the South Downs National Park. The permission for extraction and brickmaking lapsed in 2010 and, as such, the site was removed from Policy 22 (brick-making clay) at Regulation 18. The site was included in the safeguarding list at Regulation 19 but, given the above, it has been removed from the safeguarding list as per the Schedule of Additional Modifications (Appendix 3).

Thematic Policies

- 2.10 The Schedule of Main Modifications and supporting documents (Appendices 1-5) provide updates to figures and references - including relevant legislation and regulations, the National Planning Policy Framework, the local nature recovery strategy, and cross-references to other policies - and help to provide clarity on how each thematic policy will be implemented and delivered. In considering which thematic policies may be of particular relevance or interest to Members of the South Downs National Park Authority, SDNPA Officers have provided focused summaries of Policies 4, 5, 10, 15 and 20 below.
- 2.11 Proposed main modifications to **Policy 4** (nationally protected landscapes) focus on:
- Renaming Areas of Outstanding Natural Beauty (AONBs) to National Landscapes;
 - Clarifications around National Park purposes and duties;
 - Reordering policy wording to reflect the National Planning Policy Framework;
 - Improved referencing to Partnership Management Plans;

- Clarifications over Major Development Assessments and that – in instances where exceptional circumstances and public interest are sufficiently demonstrated – any proposed moderation measures (including landscape mitigation and enhancement) in such assessments are carried out; and
 - Clarification that small and localised waste management facilities are defined as those seeking to meet a local need over a particular settlement.
- 2.12 Proposed main modifications to **Policy 5** (countryside and valued landscapes) focus on:
- Clarifications over “valued landscapes” and how to identify them;
 - References to national and local landscape character areas and associated studies;
 - Addition of Landscape and Visual Impact Assessments (LVIAs) in policy wording; and
 - Improved wording over public access network and important views.
- 2.13 Proposed main modifications to **Policy 10** (restoration) require the delivery of all sub-criteria which now includes references (or increased references) to biodiversity networks, climate change mitigation and adaptation, ecological character, the local nature recovery strategy, and species, as well as phasing and implementation. The proposed modifications also include a revision of the considerations for biodiversity gains, and increased emphasis on heathland creation and management, and mechanisms to secure restoration and aftercare.
- 2.14 Proposed main modifications to **Policy 15** (safeguarding mineral resources) set out the need for a Mineral Resource Assessment to demonstrate that all sub-criteria have been considered in applications for non-minerals development in mineral safeguarding areas.
- 2.15 The existing and allocated aggregate sites (Policy 20, Criteria 1 and 2, respectively) are expected to provide sand and gravel to deliver the requirements of Policy 17 (aggregate supply). However - subject to market conditions, further investigation of one allocation, and allocated sites coming forward at anticipated timescales - there is likely to be a shortfall in aggregate provision towards the end of the plan period after 2035. To address this shortfall, proposed main modifications to **Policy 20** (local land-won aggregates) introduce “preferred areas” for soft sand extraction (Criteria 3), along with revised wording around further opportunities for extraction outside existing sites, allocated sites, and the new “preferred areas” (Criteria 4).
- 2.16 The “preferred areas” identify the limited locations where soft sand is likely to be present in the plan area based on British Geological Survey (BGS) data, but excluding built up areas and nature conservation, heritage, and landscape designations. The latter includes National Parks and National Landscapes but not their setting. The proposed supporting text explains that the setting of a designation is an important consideration but cannot always be mapped, and that in instances where a proposal is within the setting of a designation (i.e., National Park) then the policy for that designation (i.e., Policy 4) will also be considered.
- 2.17 The proposed main modifications around further opportunities for extraction - outside of existing sites, allocated sites, and the new “preferred areas” – provide clarity that a related proposal will not have a significant adverse impact on the environment and local communities and that either it maximises existing plant and infrastructure at an existing associated quarry, it is for the prior extraction of minerals before a non-minerals development takes place, or the benefits of extracting the mineral provide a justified need.
- 3. Next Steps**
- 3.1 As set out in Appendix 4 of the South Downs National Park Authority’s Standing Orders, providing that the Planning Committee do not consider any matter of planning policy under consideration as part of the HMWP Partial Update to be of such a controversial nature that it could cause significant objection amongst other Members of the South Downs National Park Authority, the Planning Committee is authorised to approve the recommendations in

this report for the consultation on the Schedule of Main Modifications and supporting documents (Appendices 1-5). If any matter is considered to be of such a controversial nature, the matter is to be determined at a meeting of the South Downs National Park Authority which would consider the comments of the Planning Committee.

- 3.2 Should all five of the Authorities listed in Paragraph 1.1 obtain respective approvals to publicly consult on the Schedule of Main Modifications and supporting documents (Appendices 1-5), a 10-week public consultation will be carried out in line with the Statements of Community Involvement (SCIs) of the Authorities. Please note:
- The provisional dates for the public consultation are Tuesday 02 December 2025 to Tuesday 10 February 2026;
 - The 10-week length reflects the 8-week length of the Regulation 19 public consultation, plus 2-weeks to acknowledge the Christmas and New Year period; and
 - All representations made will be for the Inspector to consider, and only once they have had a chance to review these will we then know if any further hearings sessions will need to be held as part of the independent examination in public.
- 3.3 In the instance that any minor changes are required prior to the start of the public consultation, these will be informally agreed between officers from each of the five Authorities, before then going to respective senior officers of each Authority – in the case of the South Downs National Park Authority, the Director of Planning in consultation with the Chair of Planning Committee – for formal agreement.
- 3.4 If the public consultation on the Schedule of Main Modifications and supporting documents (Appendices 1-5) is carried out and the Inspector finds the HMWP Partial Update to be “sound”, then it is anticipated that the Authorities will seek to adopt the HMWP Partial Update by July 2026. SDNPA Officers will seek the adoption of the HMWP Partial Update from the South Downs National Park Authority after it has been reported to the Planning Committee for comment.

4. Other Implications

Implication	Yes*/No
Will further decisions be required by another committee/full authority?	See Paragraphs 3.1 and 3.4 above.
Does the proposal raise any Resource implications?	Partnership working is an effective way to share costs and reduce the burden of plan-making for minerals and waste. There is a contractual arrangement between the Authorities (reviewed annually) to share costs proportionally. The cost for the SDNPA is incorporated in the medium-term budget.
How does the proposal represent Value for Money?	See above.
Does the proposal seek to further National Park Purposes as required under Section 11A(2) duty of the National Parks and Access to the Countryside Act 1949 as amended by Section 245 of the Levelling Up and Regeneration	Yes, and this duty is set out in the supporting text of Policy 4.

Implication	Yes*/No
Act 2023?	
Which PMP Outcomes/ Corporate plan objectives does this deliver against	Minerals and waste plans have the potential to contribute to the three corporate plan priorities. In terms of the PMP, minerals and waste plans can contribute to: 1.1 protect landscape character; 1.2 creating green infrastructure; 2.1 improve soil and water; 2.2 improve trees and woodland; 3.1 join up habitats; 4.1 conserve heritage; 5.2 improve accessibility; and 10.1 strengthen enterprise.
Links to other projects or partner organisations	Hampshire County Council, Portsmouth and Southampton City Councils, and the New Forest National Park Authority.
How does this decision contribute to the Authority's climate change objectives	The HMWP Partial Update is supported by a Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) and this has been updated (Appendix 5) in light of the Schedule of Main Modifications (Appendix 1). One of the sustainability objectives of the SA/SEA is in relation to climate change.
Are there any Social Value implications arising from the proposal?	No.
Have you taken regard of the South Downs National Park Authority's equality duty as contained within the Equality Act 2010?	Due regard, where relevant, has been taken of the South Downs National Park Authority's equality duty as contained within the Equalities Act 2010.
Are there any Human Rights implications arising from the proposal?	The HMWP Partial Update has been considered in light of statute and case law and any interference with an individual's human rights is considered to be proportionate to the aims sought to be realised.
Are there any Crime & Disorder implications arising from the proposal?	No.
Are there any Health & Safety implications arising from the proposal?	No.
Are there any Data Protection implications arising from the proposal?	No.

5. Risks Associated with the Proposed Decision

Risk	Likelihood	Impact	Mitigation
<p>The adoption of the HMWP Partial Update is subject to the judicial review process.</p> <p>If the HMWP Partial Update is not adopted, then there will not be an up-to-date policy basis for decision making on minerals and waste proposals within the Hampshire Area of the South Downs National Park.</p>	<p>Low</p>	<p>Medium</p>	<p>The Authorities are preparing the HMWP Partial Update under the required legislation and regulations. Officers are satisfied that the Schedule of Main Modifications and supporting documents (Appendices 1-5) meet the legal requirements for Development Plans, and the proposed public consultation is part of these requirements.</p>

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Appendices:

1. Schedule of Main Modifications (October 2025).
2. Schedule of Main Modifications to Policies Map (October 2025).
3. Schedule of Additional Modifications (October 2025).
4. Habitats Regulations Assessment (HRA) Main Modifications Addendum (October 2025).
5. Sustainability Appraisal / Strategic Environmental Assessment (SA/SEA) Main Modifications Addendum (October 2025).

SDNPA Consultees:

Legal Services, Chief Finance Officer, Monitoring Officer, and Director of Planning.

External Consultees:

None.

Background Documents:

[South Downs National Park Authority Standing Orders \(July 2025\) f](#)
[South Downs National Park Authority Meeting \(08 July 2025\) – Agenda Item 13 \(Revisions to Authority Standing Orders\)](#)
[The HMWP Partial Update is supported by an evidence base of various assessments and studies that are available to view in the HMWP Partial Update Examination Library](#)

