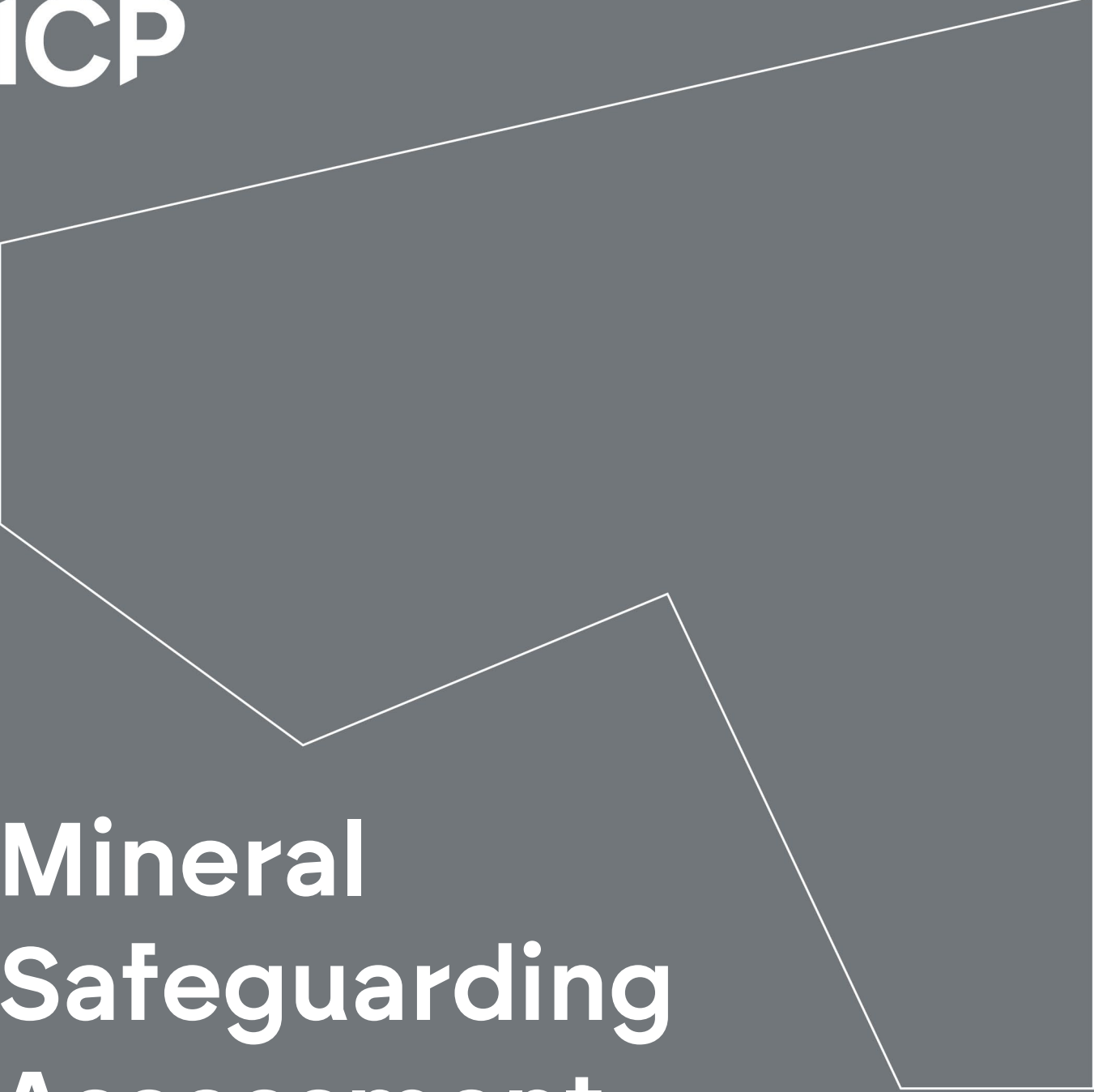




ICP

Mineral Safeguarding Assessment

Land adjacent to Windhover
Roundabout, Bursledon

February 2026

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1 Executive Summary

- 1.1 This Mineral Safeguarding Assessment (MSA) has been prepared on behalf of Wates Developments Ltd in support of a planning application to Eastleigh Borough Council for the development of warehouse and industrial units (Use Classes B2/B8) with ancillary offices, servicing, parking, landscaping and sustainable drainage at land adjacent to Windhover Roundabout, Bursledon.
- 1.2 The site lies within a Mineral Safeguarding Area identified by Hampshire County Council as the Minerals Planning Authority, where sand and gravel resources are safeguarded from needless sterilisation in accordance with national policy in the National Planning Policy Framework (NPPF) and Policy 15 of the Hampshire Minerals and Waste Plan (HMWP).
- 1.3 This assessment has reviewed the geological context of the site using British Geological Survey data, examined the relevant national and local minerals planning policies, and considered whether prior extraction of the safeguarded sand and gravel resource would be practical, environmentally feasible and economically viable.
- 1.4 Although the site is underlain by safeguarded sand and gravel, the assessment demonstrates that the majority of the resource is already effectively sterilised due to substantial existing constraints. These include:
 - Established residential development immediately to the north-east and south-west of the site;
 - Woodland subject to Tree Preservation Orders and nearby ecological designations;
 - Hedgerows and the adjacent public highway; and
 - The proximity of sensitive receptors requiring significant stand-off distances to avoid unacceptable impacts from noise, dust, traffic and visual intrusion associated with mineral extraction.
- 1.5 The application of appropriate stand-off distances shows that comprehensive prior extraction could not realistically take place without conflicting with amenity, environmental and safety considerations, and therefore with other policies within the HMWP.
- 1.6 In accordance with Policy 15 of the HMWP, it is concluded that prior extraction at this location would be inappropriate. The proposed non-mineral development would not result in the unnecessary sterilisation of a practically workable mineral resource.

- 1.7 While full-scale mineral working is not feasible, there may be limited opportunities for incidental mineral recovery during construction works (e.g. foundations, road formation and SuDS excavation). However, further intrusive mineral investigation is not considered necessary or proportionate given the extent of existing sterilisation.
- 1.8 Overall, the assessment concludes that the proposed development accords with national and local mineral safeguarding policy and can proceed without prior extraction of sand and gravel.

2 Introduction

- 2.1 This Mineral Safeguarding Assessment ('MSA') has been prepared on behalf of Wates Developments Ltd in support of a planning application made to Eastleigh Borough Council (as the Local Planning Authority ('the LPA')) for a development comprising warehouse/industrial units (Use Class B2/B8), with ancillary offices (Use Class E) and other ancillary structures, parking, servicing and manoeuvring areas, landscaping and sustainable urban drainage ('the proposal') at Land adjacent to Windhover Roundabout, Bursledon ('the site').
- 2.2 It follows a response to a pre application enquiry submitted to the LPA in relation to the proposal from Hampshire County Council as the Minerals Planning Authority ('MPA') for the site. The site has been identified by the MPA as being within an area safeguarded for sand and gravel.

Structure of this Report

- 2.3 This MSA will undertake an assessment of the mineral resource expected to lie beneath the site, based on information obtained from the British Geological Survey ('BGS'), the Hampshire Mineral and Waste Plan ('HMWP') and relevant background reports including the Local Aggregate Assessment ('LAA') and the most recent Monitoring Report for Minerals & Waste in Hampshire.
- 2.4 The remainder of this assessment is structured as follows:
- Section 2 – **Site Description** – Provides an overview of the site and surrounding area.
 - Section 2 – **Planning Policy** - Outlines the relevant national and local planning policies, with particular reference to Hampshire County Council's approach to mineral safeguarding and prior extraction.
 - Section 3 – **The Mineral Resource** - Describes the geological context of the site based on BGS mapping, identifies the type and extent of any mineral resources present, and considers their potential economic viability.
 - Section 4 – **Planning Policy Assessment** - Evaluates the proposal against applicable policy requirements, including safeguarding criteria, and highlights site-specific constraints that would significantly limit the potential for mineral extraction, thereby reducing potential conflict with the proposal.
 - Section 5 – **Conclusion** - Summarises the findings of this assessment and its findings.

3 Site Description

- 3.1 The site is a parcel of agricultural land located on the north western edge of Bursledon, a village approximately 4.75km to the south east of Southampton. The surrounding area is mixed with both commercial and residential uses. There is an existing residential area immediately opposite the site beyond Bursledon Road. An outlying row of dwellings is also located to the east opposite the A27.
- 3.2 The area to the north comprises an area of large dense woodland which separates the site from Thornhill, the next settlement to the north along Bursledon Road. This woodland is covered by a group Tree Preservation Order ('TPO'). There is also an area of woodland approximately 100m to the north east of the site which is designated as a Site of Importance for Nature Conservation ('SINC').
- 3.3 The nearest designated heritage asset to the site is Bursledon Windmill Conservation Area which is approximately 350m to the south east of the site at the nearest point.
- 3.4 A Site Location Plan is shown in Figure 2.1 below.

Figure 2.1 – Site Location Plan



4 Minerals Planning Policy

- 4.1 The following section sets out the relevant national and local planning policies that are applicable to safeguarding mineral resources that are affected by the proposed scheme.

National Planning Policy Framework (NPPF) – December 2024

- 4.2 Chapter 17 of the NPPF, entitled “Facilitating the sustainable use of minerals”, provides several policy details covering a wide range of matters relating to mineral planning. These requirements are relevant not only to the determination of planning applications, but also to the preparation of local plans, minerals local plans, and other development plan documents. Paragraph 222 outlines the overall policy approach to mineral supply, recognising that mineral resources are finite and limited:

222. It is essential that there is a sufficient supply of minerals to provide the infrastructure, buildings, energy and goods that the country needs. Since minerals are a finite natural resource, and can only be worked where they are found, best use needs to be made of them to secure their long-term conservation.

- 4.3 Following this overarching policy position statement, the NPPF then outlines the specific measures that mineral planning policies should cover in paragraph 223. These measures provide a framework for both day-to-day decision-making and the strategic preparation of plans, ensuring that mineral resources are identified, protected, and used responsibly over the plan period. In relation to the safeguarding of mineral resources, the following clarification is made in subsection c) of paragraph 223:

223(c). [Mineral Planning Authorities] safeguard mineral resources by defining Mineral Safeguarding Areas and Mineral Consultation Areas; and adopt appropriate policies so that known locations of specific minerals resources of local and national importance are not sterilised by non-mineral development where this should be avoided (whilst not creating a presumption that the resources defined will be worked).

- 4.4 The prescribed approach to mineral safeguarding is further explained within paragraph 225, which states:

225. Local planning authorities should not normally permit other development proposals in Mineral Safeguarding Areas if it might constrain potential future use for mineral working.

- 4.5 National planning policy is clear that any potentially viable mineral working should not be needlessly sterilised by permanent alternative development. These provisions apply both in plan preparation, where the spatial distribution of development must take account of mineral safeguarding, and in development management, where proposals are tested against safeguarding policies. The NPPF therefore sets out the broad principles against which local minerals policies must be framed, ensuring that long-term access to mineral resources is protected for future generations.

Consultation Draft NPPF December 2025

- 4.6 The NPPF, currently published for consultation, retains the same underlying principles for mineral safeguarding as set out in the adopted NPPF. While the policy wording has been streamlined, there is no material change in the overall approach or intent of national policy in respect of safeguarding mineral resources and associated infrastructure.
- 4.7 Draft Policy M2: *Safeguarding mineral resources and infrastructure through plan-making* consolidates the existing mineral safeguarding requirements into a single, clearer policy. In doing so, it continues to require development plans to define Mineral Safeguarding Areas (and, in two-tier areas such as the application site, Mineral Consultation Areas), to prevent the unnecessary sterilisation of economically important mineral resources. Where appropriate, the draft policy maintains the principle that prior extraction of minerals should be considered in advance of non-mineral development, subject to practical and environmental feasibility.
- 4.8 Draft Policy M6 of the revised NPPF sets out how proposals for non-mineral development within Mineral Safeguarding Areas and Minerals Consultation Areas should be considered at the decision-making stage. As with draft Policy M2, the policy reflects a continuation of the established approach to mineral safeguarding, rather than introducing a substantive change in policy direction.
- 4.9 The draft policy makes clear that proposals for non-mineral development should not constrain the likely or foreseeable future working of safeguarded mineral resources within a Mineral Safeguarding Area, nor prevent the continued use of existing, planned or potential sites and infrastructure required for the bulk transport, handling and processing of minerals.
- 4.10 Where non-mineral development is proposed within a Minerals Consultation Area, draft Policy M6 requires the decision-making authority to consult the relevant mineral planning authority and to take account of the adopted local minerals plan prior to the determination of the application. This ensures that potential impacts on safeguarded mineral resources and associated infrastructure are properly understood and assessed as part of the decision-making process.

- 4.11 The policy further confirms that the prior extraction of minerals should be supported where it is practical and environmentally feasible, and where doing so would prevent the sterilisation of mineral resources as a result of non-mineral development proposals or allocations. This reflects the long-standing objective of maximising the efficient use of mineral resources while balancing environmental considerations.

Hampshire Minerals and Waste Plan (October 2013)

- 4.12 The HMWP provides a vision and strategic objectives for sustainable minerals development, policies to help achieve these objectives, policies for the purposes of development management and finally site allocations to ensure the need for minerals is met.
- 4.13 The HMWP reflects the policy position that is set out in the NPPF. It acknowledges that mineral extraction is necessary to support the economy in Hampshire but equally that this must be balanced against any social and environmental issues that may present themselves, especially in such an environmentally sensitive location as Hampshire and the New Forest National Park.

- 4.14 Policy 15 of the HMWP relates to safeguarding mineral resources and states:

“Hampshire’s sand and gravel (sharp sand and gravel and soft sand), silica sand and brick-making clay resources are safeguarded against needless sterilisation by non-minerals development, unless ‘prior extraction’ takes place. Safeguarded mineral resources are defined by a Mineral Safeguarding Area illustrated on the Policies Map. Development without the prior extraction of mineral resources in the Mineral Safeguarding Area may be permitted if:

- a. it can be demonstrated that the sterilisation of mineral resources will not occur; or*
- b. it would be inappropriate to extract mineral resources at that location, with regards to the other policies in the Plan; or*
- c. the development would not pose a serious hindrance to mineral development in the vicinity; or*
- d. the merits of the development outweigh the safeguarding of the mineral.”*

- 4.15 Policy 15 is the key policy test that this mineral safeguarding assessment should be considered against.

- 4.16 Policy 20 of the HMWP relates solely to local land-won aggregates – i.e. sand and gravel. This is relevant as it is sand and gravel that the site has been identified as containing. Policy 20 seeks to ensure an

adequate and steady supply of locally extracted sand and gravel will be provided by maintaining a landbank of permitted sand and gravel reserves sufficient for at least seven years. The policy includes a list of 13 existing quarries with remaining reserves, as well as two allocated extensions and five new sand and gravel extraction sites.

Hampshire Minerals and Waste Plan – Partial update

- 4.17 It is understood that a 2020 review of the HMWP concluded that, although the HMWP has been performing and working to support minerals and waste planning, a partial update is needed to ensure full compliance with the NPPF and the National Planning Policy for Waste.
- 4.18 The latest available information indicates that the update has now been submitted to the Secretary of State following a period of consultation between January and March 2024. However, as it appears that this remains the stage at which the plan preparation is at, limited weight can be attached to this update in decision making.
- 4.19 It should be noted that the draft partial update does not propose any substantial changes to the extent of minerals safeguarding within the plan area, nor does it seek to make any changes to Policy 15 which addresses mineral safeguarding.

Minerals and Waste Safeguarding in Hampshire SPD (adopted February 2016)

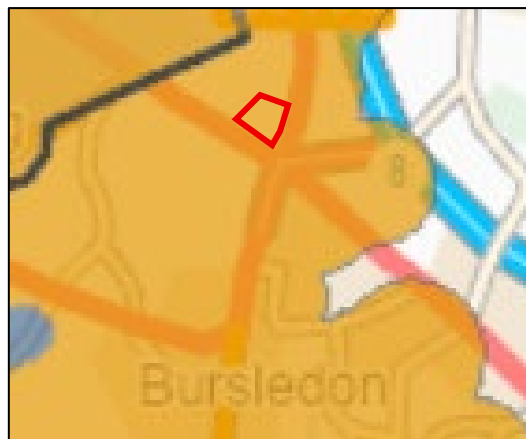
- 4.20 The above-mentioned document provides further guidance on the implementation of the plan's safeguarding policy which is outlined above. It recognises the need for safeguarding as minerals are non-renewable resources that can only be worked where they are found.
- 4.21 The document highlights that that where non-minerals-or-waste development is proposed, the suitability and viability of extraction of known mineral resources in that location needs to be considered in any planning applications, which is where this Minerals Safeguarding Assessment is relevant.
- 4.22 The SPD acknowledges¹ that there is a need for new homes and employment development in Hampshire. It states that most appropriate locations for this development will depend on a wide range of planning factors. Where such locations fall within the identified Mineral Safeguarding Area, the starting presumption is that the developer will address the safeguarding issue prior to the development commencing.

¹ Paragraph 2.23 of the Mineral Safeguarding SPD

5 The Mineral Resource

- 5.1 The HMWP includes a Policies Map which shows the location of safeguarded mineral resources. It is based on BGS mineral resource data and is therefore at a high scale. A plan showing the safeguarding designation at a site level is included in Appendix A of this MSA. An extract from the HMWP Policies Map is shown in Figure 4.1 below.

Figure 4.1 – Extract of the HMWP Policies Map showing extent of superficial sand/gravel (approximate location of site shown in red)



- 5.2 The authors of this report are not aware of any formal expressions of interest by any minerals operators in extracting the mineral resources indicated as being present on site.
- 5.3 The HMWP sets out that land-won sand and gravel is Hampshire's most widely worked local mineral and is widely distributed across the area. Sharp sand and gravel is used by the building industry for construction materials such as concrete.
- 5.4 It goes on to say that Hampshire already has a number of existing sand and gravel extraction sites which currently extract sharp sand and gravel and soft sand. Policy 20 of the HMWP outlines a number of extensions to sites and new extraction sites that are allocated through the plan. All of these sites relate to sand and gravel deposits, none of which relate to the site subject to this planning application.
- 5.5 The implementation of the HMWP is subject to annual monitoring reports which updates the mineral extraction and supply data referenced within the plan. The most recent monitoring report that is publicly accessible is the covers the 2023².

² <https://documents.hants.gov.uk/planning-strategic/minerals-waste-sites/2023monitoringreport.pdf>

- 5.6 The 2023 monitoring report assesses the current situation, or that in 2023 in this case, against the aims and requirements outlined in the policies of HMWP. The monitoring report noted that sand and gravel reserves in Hampshire in 2023 remained slightly below the NPPF required level of 7 Years (6.94 years), however it was an increase from 2022 figures which stated a 6.79 year supply.
- 5.7 The nearest permitted sand and gravel quarry to the site that is operational at the time of writing is Forest Lodge Home Farm which is approximately 7.2km to the south west, opposite the Southampton Water.

6 Minerals Assessment

- 6.1 This section of the MSA assesses the existing site constraints by way of environmental factors and surrounding land uses to ascertain the possibility of prior extraction of the mineral resource beneath the site before the proposal is brought forward in line with the requirements of policy 15 of the HMWP.
- 6.2 Policy 15 of the HMWP allows the development of safeguarded sites without prior extraction of mineral resources if *“it would be inappropriate to extract mineral resources at that location, with regards to the other policies in the Plan”*.

Existing Environmental Constraints

- 6.3 The following section of this report highlights features in and around the site that would represent a significant constraint to any potential mineral extraction. It is important to review the existing constraints so that the level of sterilisation which would be associated with the proposal can be fully understood.
- 6.4 The sand and gravel extraction would largely involve excavation plant and machinery but will not require any blasting due to the resource by its nature being loose and relatively shallow within the ground. Mineral extraction will result in impacts upon amenity (e.g. dust, noise, vibration and visual impact). As such, the degree to which the site is already effectively sterilised by existing receptors needs to be considered when establishing mineral sterilisation which would occur as a result of the proposal.
- 6.5 This section of the report is accompanied by drawing ICP/W/003 which is included in Appendix B that has broadly highlighted the extent to which the mineral resources found on-site are already effectively sterilised. The following details and associated standoff distances from any possible mineral extraction scheme have been used:
- Residential properties – 250m standoff in all directions;
 - Hedgerows – 10m standoff;
 - Woodlands – 15m standoff;
 - Roads – 20m standoff;

- 6.6 It is accepted that there are no statutory standoffs required for mineral developments. The above-mentioned distances are based on experience of the author's involvement with multiple mineral extraction sites nationwide.
- 6.7 In relation to the 250m distance from residential properties, this distance has been used as within that range it is more likely that the effects of noise, air quality and vibration will need to be significantly controlled and mitigated to avoid having unacceptable impacts.
- 6.8 A typical sand and gravel extraction operation would involve a range of activities and infrastructure not normally associated with a housing development. These can include:
- Screening and sorting of extracted materials using elevated conveyors and hoppers;
 - Frequent movements of wheeled or tracked loading shovels;
 - Crushing of any oversized material (although this is generally not required at a sand and gravel quarry);
 - Washing of excavated minerals as part of the screening process;
 - Large-scale soil stripping and removal using tracked bulldozers and excavators;
 - Infilling of worked areas with imported materials to achieve required platform levels;
 - Frequent on-site haulage by articulated dump trucks;
 - Regular HGV movements to transport extracted minerals off-site and bring in infill materials; and
 - The creation of large water treatment lagoons to manage and discharge surface or groundwater from the excavations.
- 6.9 These activities, with their associated noise, dust, vibration, traffic, and visual impacts, underline why a 250m standoff is considered necessary to protect sensitive receptors such as residential development.
- 6.10 It is accepted that residential receptors can be located within 250m of an active minerals operation and equally that there can be receptors beyond 250m that do experience unacceptable amenity impacts. For the purposes of this assessment, the 250m distance provides a robust indication of an acceptable proximity to a residential receptor.

- 6.11 Notwithstanding this, even if a more precautionary stand-off distance of 100 metres were to be applied, the majority of the mineral resource identified on the site would, in practice, be effectively sterilised by the proximity of existing residential development.
- 6.12 In particular, residential properties fronting A27 West End Road, together with those on Knowlton Close and Newman Road, significantly constrain the extent to which mineral extraction could realistically take place. As a result, substantial areas of the site would remain unavailable for extraction regardless of the stand-off applied, materially limiting the practical viability of mineral working on the site.
- 6.13 The standoff distances noted for the hedgerows and woodlands are based on general working practices and would vary based on each section of vegetation. For the purposes of this assessment, the distance indicated on the plan is from the tree or hedgerow to any potential extraction. Ancillary mineral extraction features such as soil mounds, fencing and drainage channels would be accommodated within that distance.
- 6.14 The presence of the public highway can also constrain development. Excavation areas generally have to stand off from the public highway to ensure that the roads remain geotechnically stable and they do not present a risk to road users if a vehicle was to leave the carriageway. Typically, a 20m standoff from the public highway is observed.
- 6.15 Drawing ICP/W/003 has mapped all of these existing constraints onto a plan for the site to provide an indication of the potential existing mineral sterilisation. There are existing residential dwellings immediately to the north east and south west of the site, both of which are within 250m of the entirety of the site and therefore alone would sterilise the mineral resource beneath the site.
- 6.16 In addition, there is also a considerable amount of woodland to the north of the site which is referred to in Section 2 of this MSA. A 15m standoff from this woodland would also in effect sterilise a large strip of the northern edge of the site.
- 6.17 As a result of the above, it is clear that existing site constraints would mean that the prior extraction of the mineral resources beneath the site could not be undertaken without causing issues with regards to habitats and species, as well as public health and safety and amenity. This would therefore be in conflict with policies 3 and 10 of the HMWP.
- 6.18 On this basis, it is considered that exception b. of policy 15 of the HMWP, i.e. *“it would be inappropriate to extract mineral resources at that location, with regards to the other policies in the Plan”*, has been

met on this occasion. Therefore, the non-mineral development of this safeguarded site should be deemed acceptable in principle.

- 6.19 The presence of existing residential receptors, together with other site constraints, will clearly restrict the ability to undertake any comprehensive prior mineral extraction across the site. Nevertheless, there may be opportunities to recover incidental mineral resources during the course of permitted or proposed development, for example through excavation associated with building foundations, road construction, or SuDS ponds. Such extraction would be limited in scale and location, forming part of necessary earthworks, and would not constitute full-scale mineral working, but it represents a practical means of utilising mineral resources in areas that are being disturbed as part of the development.
- 6.20 Given the extent of existing sterilisation across the site, the majority of the identified mineral resource is already effectively unavailable for extraction. Residential properties, site access constraints, and other existing features significantly limit the areas where mineral working could take place.
- 6.21 In light of these constraints, further intrusive investigation of the mineral resource, such as drilling, sampling, or laboratory testing to assess quality (e.g., percentage of fines), is not considered necessary or proportionate. Any such work would be unlikely to alter the practical conclusion that large areas of the resource are sterilised and therefore cannot be economically or viably extracted. The limited opportunities for incidental mineral recovery during development would be addressed through normal construction and earthworks operations, without the need for additional resource testing.

7 Conclusion

- 7.1 This Mineral Safeguarding Assessment has considered the extent and nature of the sand and gravel resource beneath the site, the relevant national and local planning policies, and the site-specific constraints that would affect the potential for prior mineral extraction.
- 7.2 The assessment has demonstrated that the site is already effectively sterilised in large part due to the presence of existing residential development, woodland, hedgerows, and the adjacent public highway. These constraints significantly limit the areas where mineral extraction could practically or viably take place without causing unacceptable impacts on amenity, safety, or environmental features.
- 7.3 In line with Policy 15 of the Hampshire Minerals and Waste Plan, it is considered that prior extraction of minerals from the site would be inappropriate given the constraints identified and the broader policy context. Consequently, the non-mineral development proposed by the application is consistent with the objectives of mineral safeguarding and does not conflict with the safeguarding policies.
- 7.4 While comprehensive prior extraction is not feasible, there may be opportunities for incidental mineral recovery during the course of construction, such as through excavation for building foundations, road works, or SuDS ponds. Such extraction would be limited in scale, incidental to the development works, and would not constitute full-scale mineral working.
- 7.5 Given the extent of existing sterilisation, the majority of the mineral resource is already unavailable for extraction, and further intrusive investigations (e.g., drilling or sampling to assess mineral quality) are not considered necessary or proportionate.
- 7.6 In conclusion, the proposed development can be delivered without materially impacting safeguarded mineral resources, thereby aligning with the national and local policy requirements for mineral safeguarding. The assessment provides a robust justification for allowing the development to proceed without prior extraction of sand and gravel.

Appendix A

Site Level Minerals Safeguarding Map

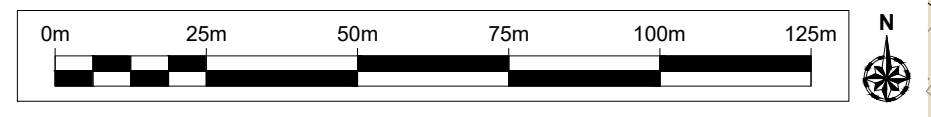


LEGEND

 SITE BOUNDARY

 SAND AND GRAVEL

Rev	Date	Details	Chkd
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Date	Scale	Drawn by	Checked by
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Approved by	ST		
Drawing Status			
WORKING DRAWING			
Project Title CRANBURY SITE WINDHOVER BURSLEDON SOUTHAMPTON			
Drawing Title MINERAL SAFEGUARDING PLAN			
Drawing Number ICP/W/002			Rev -



Appendix B

Existing Mineral Extraction Constraints Plans



LEGEND

- SITE BOUNDARY
- SAND AND GRAVEL
- MINERALS SAFEGUARDING AREAS ALREADY STERILISED

NOTE
MINERALS SAFEGUARDING AREAS ALREADY STERILISED BY EXISTING LANDSCAPE FEATURES

- 250m from any residential property in all directions
- Any woodlands 15m and 10m from any hedgerows
- 20m from any roads
- 10m from any public rights of way

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IC Planning Ltd Portland House - Block D New Bridge Street West Newcastle upon Tyne NE1 8AL Tel: 01910548 0570 Web: www.icplanning.co.uk			
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16/12/2025	1:1250 @ A3	GTB	ST
Approved by ST			
Drawing Status			
WORKING DRAWING			
Project Title			
CRANBURY SITE WINDHOVER BURSLEDON SOUTHAMPTON			
Drawing Title			
EXISTING MINERAL EXTRACTION CONSTRAINTS PLAN			
Drawing Number			
ICP/W/003			
Rev			
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